

**City of Nampa
Special Joint City Council with Fire District
June 15, 2016
6:00 p.m. at the Nampa Fire Training Facility
300 West Railroad Street**

Roll Call

Proposed Amendments to Agenda

Any items added less than 48 hours prior to the meeting are added by Council motion at this time

Agenda

- 1) Fire Master Plan

Adjourn

Nampa Fire Department

Idaho

Fire Department Master Plan

Winter/Spring 2015-16



**Emergency Services
Consulting International**

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Executive Summary

Emergency Services Consulting International (ESCI) was engaged by the City of Nampa Fire Department (NFD or Department) to provide a Master Plan for the delivery of emergency services within the service area. This Emergency Services Master Plan will assist the Department in future planning and provision of comprehensive emergency services to the citizens of Nampa and the Nampa Fire Protection District. The report evaluates current conditions; projects future growth, development, and service demand; and provides recommendations to enhance current services or to provide an equal level of service over the next 10 to 15 years.

ESCI thanks the Nampa City Council, Nampa Fire Protection District Board of Commissioners, the fire chief, and the staff of the NFD for their outstanding cooperation in the preparation of this report. All involved were candid in their comments and provided a tremendous amount of essential information.

The Master Plan begins with an Evaluation of Current Conditions, which provides a snapshot in time of the organization as it was found when ESCI completed its initial field work in late 2015 and establishes an informational baseline from which the balance of the Master Plan is developed.

Evaluation of Current Conditions

An analysis of current conditions is documented in seven survey sections, reviewing the NFD organizational composition, management components, staffing, training and fire prevention programs, service delivery, and capital assets and infrastructure. Each component of the evaluation includes an introductory explanation of the subject area and a discussion of desirable outcomes and identified best practices.

Criterion used to evaluate the Department has been developed over many years. These gauges include relevant guidelines from national accreditation criteria, the National Fire Protection Association (NFPA) standards, federal and state mandates for fire and EMS systems, recommendations by various organizations such as the Center for Public Safety Excellence (CPSE), and generally accepted best practices within the fire and EMS industry.

The Nampa Fire Department is a full service agency, providing an array of services including fire prevention and suppression, technical rescue, hazardous materials, emergency medical response, and many other services. The department operates from five fire stations using a sizeable fleet of fire and EMS response vehicles. The department is fully staffed by career personnel, overseen by a fire chief and several administrative and support positions.

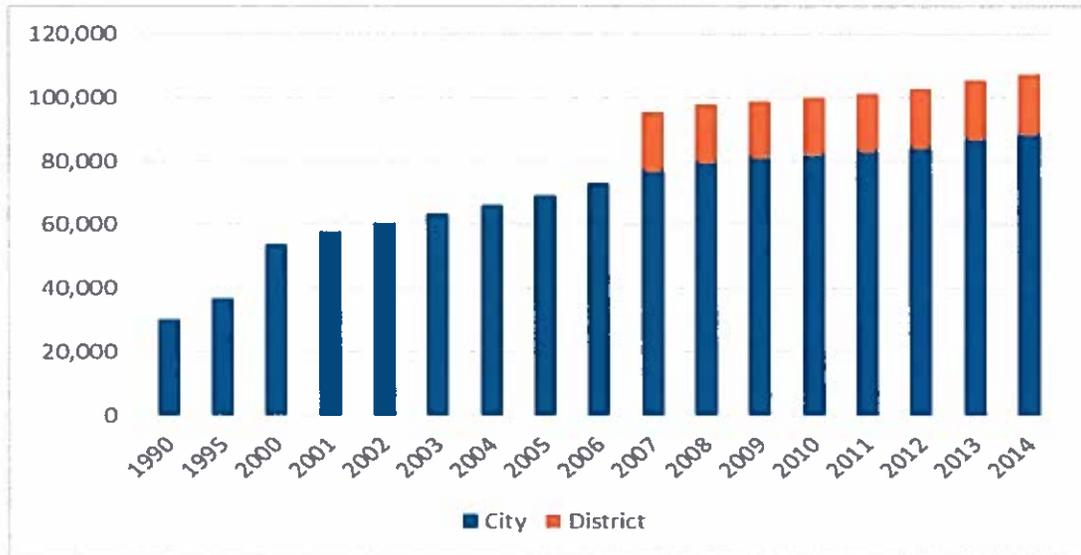
In completing the evaluation phase, the ESCI found a well-managed fire department that has done an excellent job of keeping pace with its challenges and increasing demands, while also very effectively addressing the management, administrative, and operational needs of a modern day fire department. The elected officials and staff of NFD have good reason to be proud of the quality of the organization. The following discusses some of the key findings.

Nampa Fire Department Master Plan

Current and Future Service Demand

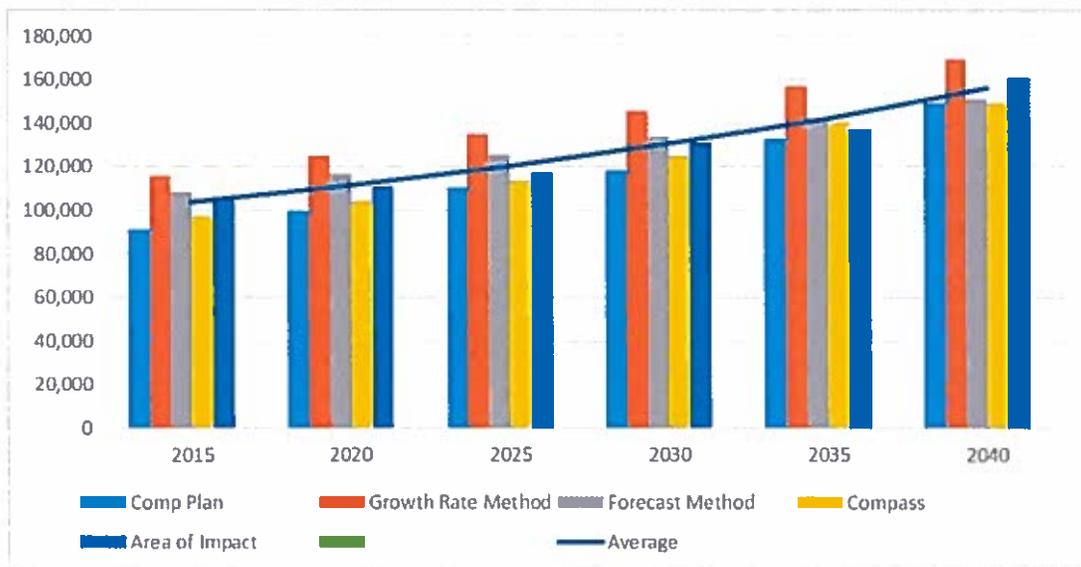
The NFD is experiencing consistent population growth, which is expected to continue well into the future. With community growth comes increasing service demand and workload for the fire department, challenging the agency to keep pace with growing needs.

Historical population growth in the study area is graphed as follows:

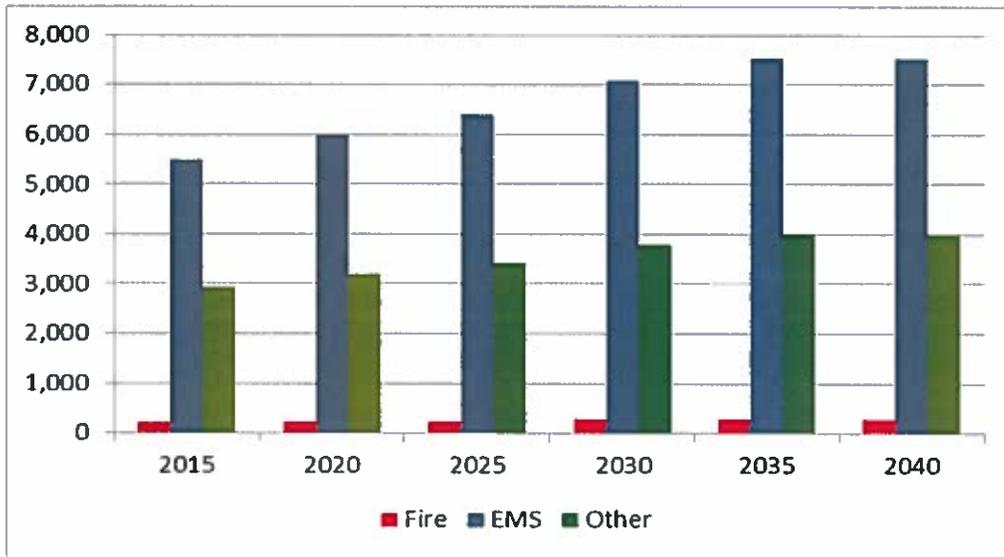


The City has seen a growth rate since 2000 of more than 63 percent while the District's growth rate has remained relatively stable at 2.24 percent since 2007.

Looking forward, population trends are expected to increase, as graphed below:



When translated to fire department service demand, ESCI projects NFD's workload to 2040 as follows:



As expected, fire incident rates are predicted to remain relatively stable as newer construction and code enforcement activities continue to enhance the safety of structures throughout the community.

Given the above projections, the Nampa Fire Department needs to assertively plan ahead for what can be expected to be a steadily increasing workload.

Service Delivery and Response Performance

Response performance criteria and actual service delivery performance are analyzed in the Service Delivery and Response Performance section, providing information with which the department can develop future deployment methodologies and identify desired levels of response performance and staffing.

Response times in 2000 through 2015 are evaluated in the Service Delivery and Response Performance section. The following table details response performance, based on the 90th percentile of all incident types:

	AVERAGE	90 th PERCENTILE
2000	04:52	08:00
2001	05:00	08:00
2002	05:30	08:42
2003	05:10	08:13
2004	04:54	07:41
2005	05:28	08:41
2006	06:42	10:03
2007	06:35	09:57
2008	06:33	09:39
2009	06:30	09:38
2010	06:18	09:12
2011	06:17	09:10
2012	06:26	09:29
2013	06:32	09:32
2014	06:55	10:00
2015	06:48	09:50

The above indicates that in 2015 NFD responded to 90 percent of its emergency calls in 9 minutes 50 seconds or less; the average time was 6 minutes 48 seconds. Analysis of current response time performance is provided in the Service Delivery section of this report, comparing NFD’s response performance to national standards and best practices.

Future Delivery System Models

The current conditions analysis and system demand projections form the foundation from which ESCI has developed strategies for the delivery of services in Nampa Fire Department for the future.

This report cites multiple future system model modifications, including both short-term and long-term initiatives that are identified in the interest of improving and maintaining future system integrity. Each initiative is discussed in detail and guidance is provided.

The discussion of future delivery systems includes an explanation of the importance of developing response time standards and targets, viewed by ESCI as critically important to any fire department. Once properly established, the identified targets become the criteria against which future staffing and deployment decisions are made.

Based on the population density and historical service demand, combined with historical response performance, ESCI recommends the following response performance objectives for consideration.

Nampa Fire Department Master Plan

ELEMENT	PERFORMANCE OBJECTIVE	PERCENTILE MEASURE
Call Processing	00:60	90 th
Turnout	00:90	90 th
Travel	05:00	90 th
Effective Response Force	08:00	90 th

Short- and mid-term strategies and models are discussed next. The initiatives identified and explained are ranked by priority as follows:

- *Priority 1 – Items Involving Immediate Internal Safety Concerns*
- *Priority 2 – Considerations That May Present Legal or Financial Exposure*
- *Priority 3 – Matters That Address a Service Delivery Issue*
- *Priority 4 – Considerations to Enhance the Delivery of a Service*
- *Priority 5 – An Important Thing to Do*

The report continues by discussing mid and long-term strategies and needs, including:

- Alternative Response Vehicle Deployment
- Pre-Incident Planning
- Response to Nursing, Assisted Living and other High Frequency Facilities
- Future Station Location Considerations
- Capital Replacement Planning
- Small Equipment Replacement
- Future Staffing Alternatives
- Regional 911 Communications Consideration
- Fire Prevention and Community Risk Reduction
- Future Opportunities for Cooperative Efforts
- Annexation or inclusion of NFD into the Nampa Fire Protection District

The Nampa Fire Department is and will continue to be challenged to meet current and forecasted needs. The information provided in this report offers a great deal of information with which to develop future planning regarding deployment of resources and guidance in regard to moving forward. The organization, now armed with an insight into the future of Nampa fire and EMS needs, is well positioned for making the decisions that are in the best interest of the citizens that they serve.

Section I – Evaluation of Current Conditions

The Nampa Fire Department (NFD or Department) Emergency Services Master Plan begins with ESCI's Evaluation of Current Conditions, an assessment of the agency as it was found to be operating upon initiation of the project in October 2015. Using organizational, operational, staffing, and geographic information system (GIS) models, this phase of the study identifies how the organization is currently operating and provides recommendations for improvement in services delivered to the community.

ESCI bases this evaluation on data provided by the agency and collected in the course of ESCI's fieldwork. The information is mirrored against a combination of Idaho State laws and regulations, National Fire Protection Association (NFPA) standards, Commission on Fire Accreditation International (CFAI) self-assessment criteria, health and safety requirements, federal and state mandates relative to emergency services, and generally accepted best practices within the emergency services community, as well as the experience of ESCI's consultants.

Each section in the following report provides the reader with general information about that element, as well as observations and analysis of any significant issues or conditions that are pertinent. Recommendations are found in the right hand column of each table and supporting explanation is provided below each table section, where needed. The evaluation begins with a baseline review of the agency's organizational composition.

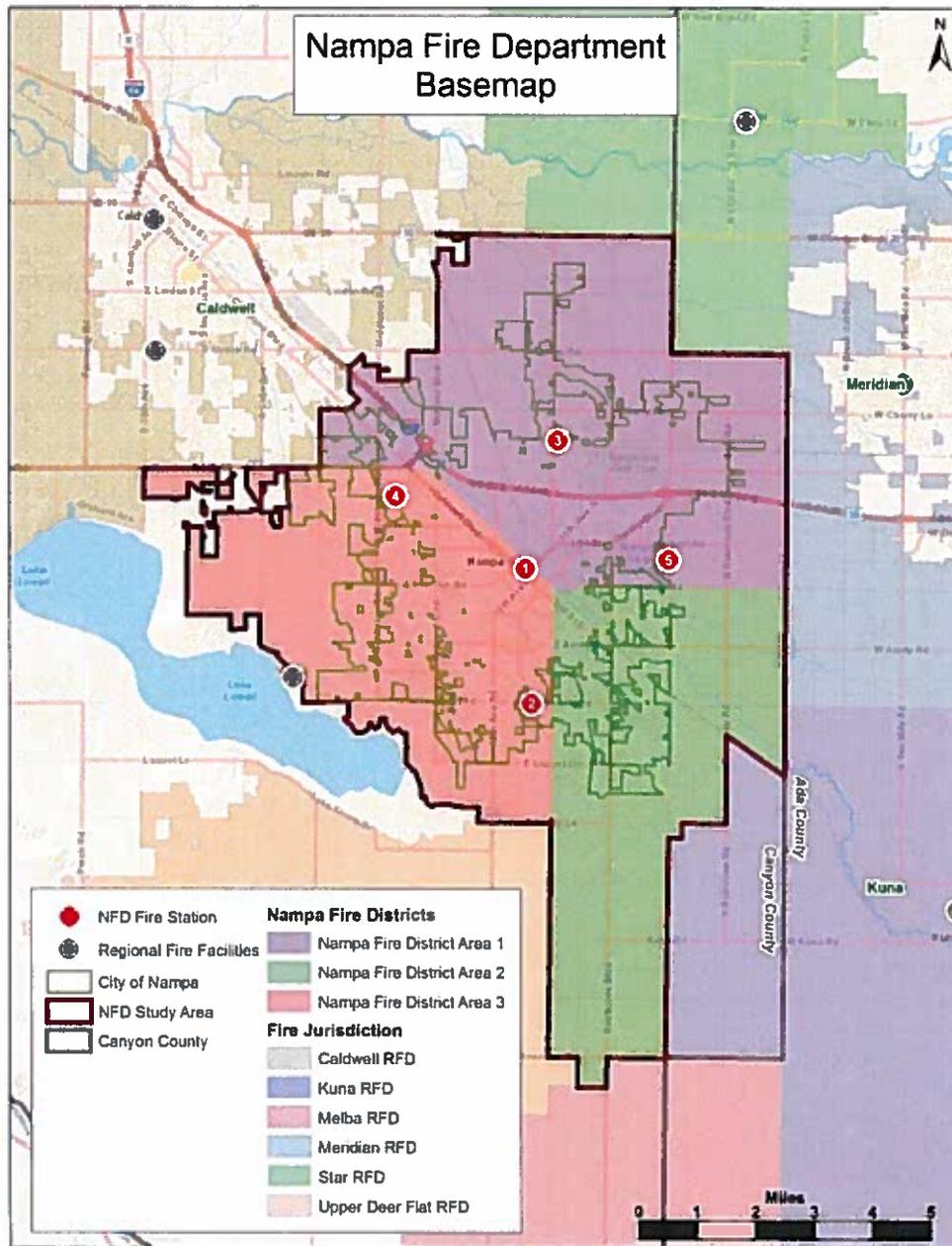
ORGANIZATION OVERVIEW

The Organization Overview component provides a summary of the agency's configuration and the services that it provides. ESCI combined the data provided by NFD with information collected in the course of our fieldwork to develop the following overview.

The purpose of this section is two-fold. First, it verifies the accuracy of baseline information along with ESCI's understanding of the agency's composition. This provides the foundation from which the Emergency Services Master Plan is developed. Secondly, the overview serves as a reference for the reader who may not be fully familiar with the details of the Department's operations. Where appropriate, ESCI includes recommended modifications to current observations based on industry standards and best practices.

NFD is established as a municipal subdivision of the City of Nampa, Idaho, and as such has fire and EMS service delivery responsibility for the entirety of the city. In addition to the city, NFD provides services by contractual arrangement to the Nampa Fire Protection District (NFPD). The agency is established as a Fire Protection District as outlined in *Idaho State Statutes Title 31 Chapter 14 – Fire Protection Districts*. The following map reflects the study area.

Figure 1: Study Area Base Map



The city of Nampa consists of 31.3 miles that fall within the city and an additional 52.5 square miles that are in the fire district, which totals 83.8 square miles in the combined service area. The population served consists of an estimated 85,976¹ in the city and 19,061 in the fire district for a total service area population of 105,037.²

¹ 2012 U.S. Census Bureau.

² Based on data provided by Intermountain Demographics for the 2014 reporting year.

Governance and Lines of Authority

The very basis of any service provided by governmental or quasi-governmental agencies lies within the policies that give that agency the responsibility and authority upon which to act. In most governmental agencies, including NFD, those policies lie within the charters, ordinances, and other governing documents adopted by individual municipalities or Idaho State Code, as described below. The following table provides a general overview of the Nampa Fire Department’s governance and lines of authority elements.

Figure 2: Survey Table – Governance

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
RESPONSIBILITIES & AUTHORITY		
Type of governing body	City Council	
Head of governing body	Mayor Robert L. Henry	
Top appointed official	Mayor Robert L. Henry	
Meeting schedule	2 nd Tuesday of each month 19:30 City Hall	
Elected official authority defined by Where?	City Charter	
Fire chief position	Fire Chief Karl Malott	
Hired by contract?	No	
Term of contract	N/A - Appointed by Mayor as an at-will employee	
Performance evaluations conducted?	Required but not yet completed	Complete performance evaluations on all personnel annually.
Fire chief’s authority defined?	Via City Charter	
Policy & administration roles defined?	Via job descriptions only	
ATTRIBUTES OF A SUCCESSFUL ORGANIZATION		
Rules and regulations last reviewed/updated?	As needed only	Establish a practice of regularly scheduled review and updating of foundational policy and procedure documents
Process for revision provided to line staff?	Shared network folder and training software	
Legal counsel retained?	Yes. Hamilton, Michaelson, and Hilty	
Consultation available to fire chief?	Yes	
Labor counsel available to fire chief?	Yes	
Governing body minutes maintained? Where?	Yes. City Hall Clerk’s office	

Discussion

The City of Nampa and the Nampa Fire Department are typical of municipal organizations in regard to structure and design. The City maintains a human resources department that provides general policy direction to all City departments and maintains a comprehensive set of personnel rules and regulations. All personnel, including the Fire Chief, should receive periodic performance evaluations and all policy documents should be reviewed and updated on a regular schedule.

Service Area and Infrastructure

The Nampa Fire Department provides fire, EMS and other emergency service response throughout the city of Nampa, an area of 31.3 square miles, as well as to the Nampa Fire Protection District, adjacent to the city and constituting a total of 83.8 square miles of service area. The following table summarizes NFD’s service delivery and operational infrastructure.

Figure 3: Survey Table – Service Area and Operational Infrastructure

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
AGENCY DESCRIPTION		
Agency type	Municipal subdivision of the city of Nampa	
Area in square miles	31.3 square miles in the city plus an additional 52.5 in the fire district. Total of 83.8.	
Headquarters location	820 2 nd Street South	
Number of fire stations	5	
Other facilities	Training Facility	
RESPONSE APPARATUS		
Emergency vehicles		
Engines	5	
Engine, reserve	3	
Ladder truck	1	
Ladder, reserve	1	
EMS unit (ALS, BLS, 1 st Responder)	0	
EMS unit, reserve	0	
Command/staff vehicles	15	
Boat/Water craft	0	
Tenders/Brush	2	
Support Vehicles (not staff vehicles)	4	
INSURANCE RATING		
ISRB rating	Multiple classification: 2 in in the City; 4 in rural areas	
Date of most recent rating	2011	

Nampa Fire Department Master Plan

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
PERSONNEL		
Total FD personnel, uniformed & civilian	88	
Administrative & support personnel, full-time	12	
Administrative & support personnel, volunteer	None	
Administrative & support personnel, part time	None	
Operational personnel, full-time	77	
Operational personnel, part-time	None	
Operational personnel, volunteer	None	
DEMOGRAPHICS		
Population	107,272 (2014) ³ , 105,037 ⁴	
Total residential units (U.S. Census Bureau)	30,507	
Businesses (U.S. Census Bureau)	2,025 ⁵	
ALARMS		
	2014 TOTALS	PERCENT OF TOTAL
Fires (most recent complete year)	261	3.1%
Rupture or explosion	5	0.1%
EMS/rescue	5,389	63.9%
Number of EMS transports	N/A	-
Hazardous condition	127	1.5%
Service call	1,310	15.5%
Good intent call	890	10.6%
False call	464	5.5%
Severe weather	1	0.0%
Other	12	0.1%
Total	8,432	
Property value exposed to fire (2014)	\$19,514,947	
Property value lost to fire (2014)	\$1,178,538	
MUTUAL AID		
Given (2014)	147	
Received	22	

³ 2012 U.S. Census Bureau.

⁴ Intermountain Demographics.

⁵ 2012 U.S. Census Bureau.

Discussion

NFD is a moderately sized municipal fire department that provides a wide range of services to a growing community. Services are provided by a dedicated staff of career personnel without the use of volunteers and/or part-time staff. Service demand over the last several years has steadily increased with a majority of historical service demand comprised by medical emergency incidents. As with most fire departments across the nation, the number of structure fires has declined and the fire loss rate for NFD for last fiscal year was only 6 percent. Other incident types such as alarms, patient assists, service calls, and other non-emergency incidents will continue to increase.

In 2015, the Department responded to 8,432 emergencies. Of those, 5,389 were emergency medical in nature, equaling the highest percentage of calls for service at just under 70 percent. Fires constituted 3.1 percent of incidents and service calls 15.5 percent. The ratios of emergency types are consistent with those found in similar fire departments and agencies.

Organizational Design

The organizational design of an emergency services agency is vitally important to the agency's ability to deliver service in an efficient and timely manner while providing the necessary level of safety and security to the members of the organization, whether career, paid-on-call, or volunteer. During an emergency, an individual's ability to supervise multiple personnel is diminished; industry standards recommend a span of control of four to six personnel under stressed situations. This is a recommendation carried forward from military history and has shown to be effective in emergency service situations.

In addition, employees tend to be more efficient when they know to whom they report and have a single point of contact for supervision and direction. A recent research project conducted by the Columbia University, Northwestern University, and University of Queensland, Australia, found that,

...when there are tasks that require teamwork, people get more done when there are leaders and followers. Without a clear chain of command, members often become sidetracked with grabbing power and lose track of the task at hand.⁵

The following table summarizes the organizational design components observed at NFD.

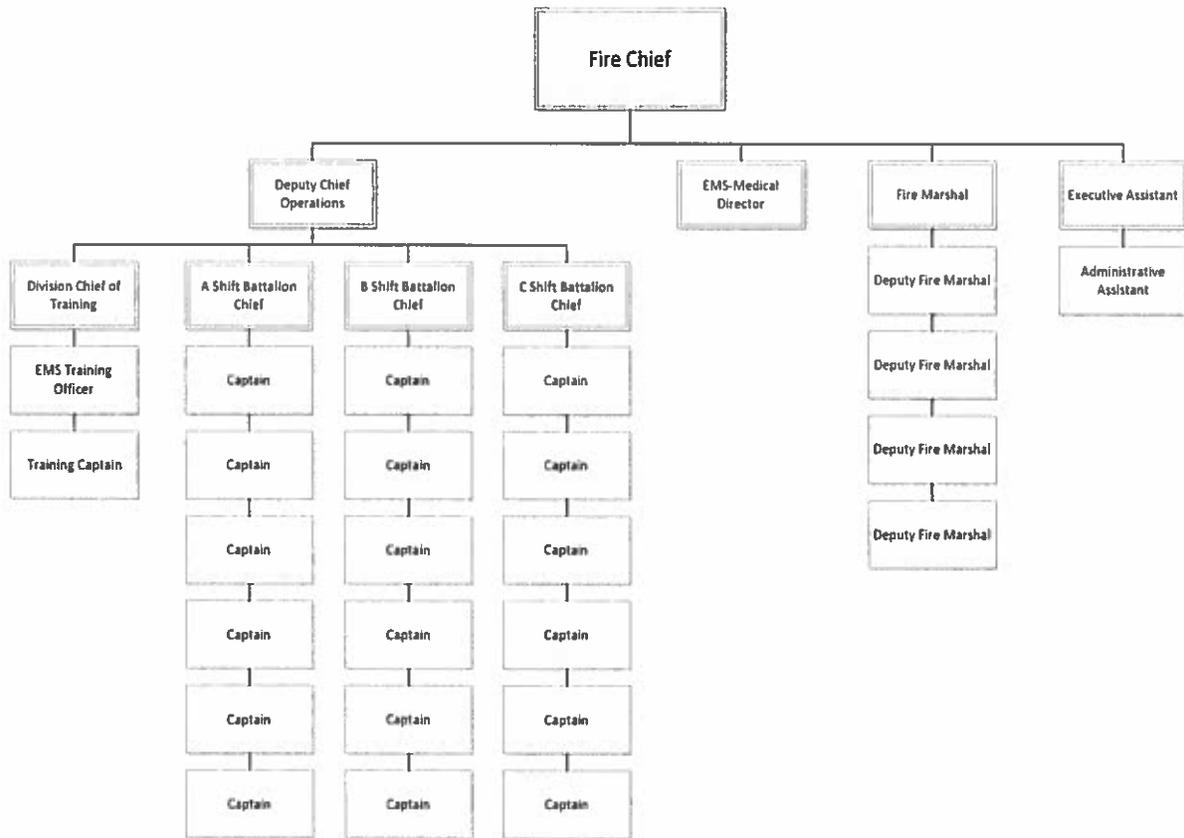
⁵ Inc. September 2012. "Why Hierarchies are Good for Productivity," p 26.

Figure 4: Survey Table – Organizational Design

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	OBSERVATIONS AND RECOMMENDATIONS
ORGANIZATIONAL STRUCTURE		
Structure type	Traditional top-down hierarchy	
Descriptions of all jobs maintained	Yes	
Job descriptions last updated	Outdated	Job descriptions should be routinely updated to ensure that they are still applicable to each level of employment.
Positions with employment contract	Battalion Chief and below	
CHAIN OF COMMAND		
Span of control	4:1 ratio with Deputy Chief Operations; Battalion Chief maintains 6:1 ratio	
Hiring/Firing authority	Fire Chief	

The next figure depicts NFD’s organizational configuration:

Figure 5: Organizational Structure



Discussion

NFD is a traditionally configured fire department with a typical top-down hierarchy as its organizational design. The Department maintains job descriptions for each position but they have not been updated in some time. Review and updating of job descriptions at all levels of the organization is important and recommended.

All positions below the level of Division Chief are covered by an employment contract and the Fire Chief’s span of control is within expected norms.

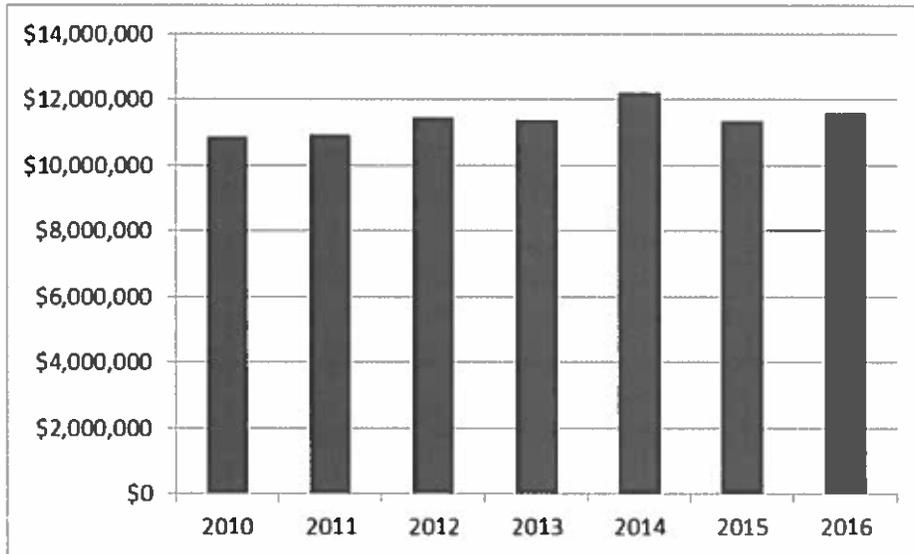
As noted in the above introduction, a span of control of four to six personnel during an emergency situation is the maximum that is generally accepted. In NFD, the Battalion Chief’s current span of control is six to one, which will need to be carefully considered moving forward. Should additional staffing resources be deployed, supervisory levels will need to be adjusted according.

Operating Budget, Funding, Fees, and Taxation

All organizations, regardless of type or size, require adequate funding in order to continue to operate. Fire departments are no different. Each department, depending on organizational design, will receive funding from one or more sources. For most municipal departments, a majority of that funding comes from the ad valorem taxes levied by the municipality. In today’s economy, most municipalities are searching for

ways to reduce overall costs and lower the tax burden on their residents. At the same time, however, emergency services organizations are experiencing an increase in overall service demand that at times can stretch an under-resourced department. The figure below illustrates NFD's historical budget over the past seven years, including the current fiscal year.

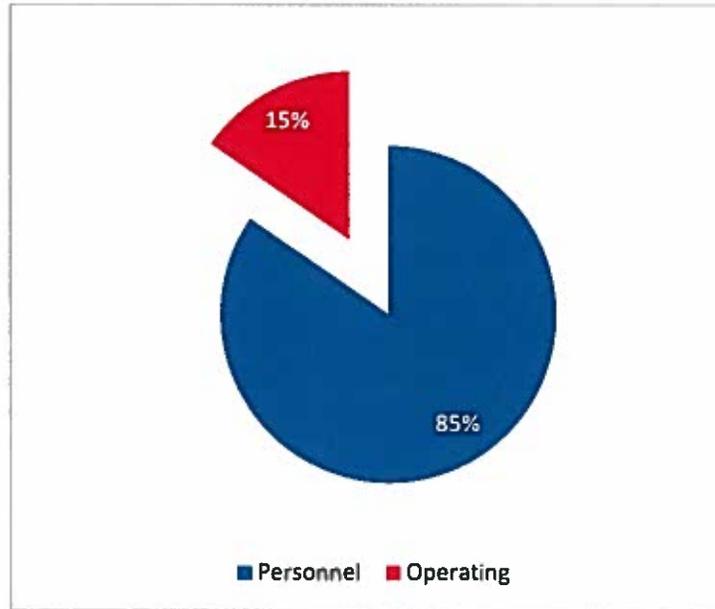
Figure 6: Historical Fire Department Budget



Over the past seven years, NFD has seen an overall increase in its annual operating budget of 6.54 percent with an annual average increase of 1.16 percent.

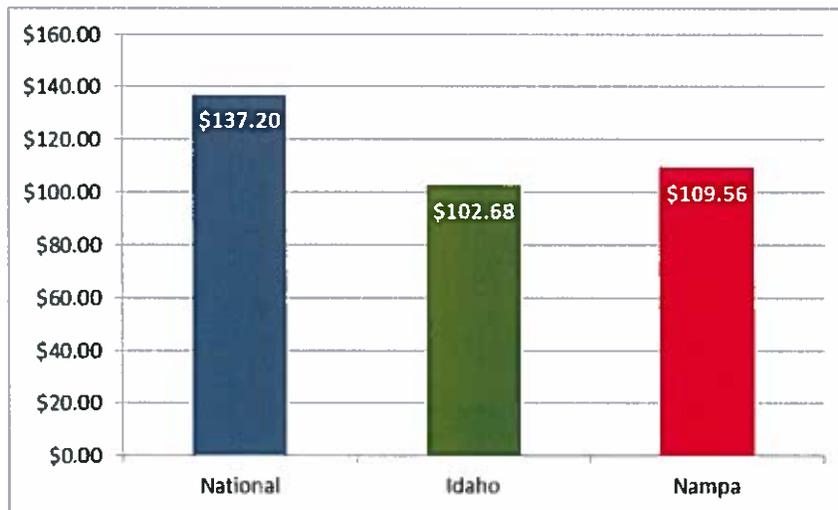
Like most career fire departments, a majority of the organization's operating budget is dedicated to personnel. Within this category are salaries, benefits, and other costs such workers' compensation insurance. This category comprises 85 percent of NFD's total budget in the current fiscal year as illustrated in the following figure.

Figure 7: Budget Distribution



Although evaluating the raw budget provides the reader with a glimpse of how well the Department is funded, it is also useful to compare the current cost of operations to similarly sized organizations. The figure below provides a basic comparison of cost per capita based solely on the population served.

Figure 8: Cost per Capita Comparisons



As represented in the chart, the national average per capita cost of fire protection is \$137.20. The Idaho state average is \$102.68; NFD's cost per capita is slightly higher than the state's at \$109.56.

This comparison is based upon data from the National Fire Protection Association (NFPA), which considers only service area population as compared to overall budget in similar sized communities. The data does not take into account services provided, geography covered, or other factors such as community risk.

Further, in regard to costs per capita, the data from which these comparable figures are extracted does not delineate between volunteer or career departments nor does it segregate out those departments heavily involved in the provision of emergency medical services, particularly transport service, which can increase departmental costs dramatically.

MANAGEMENT COMPONENTS

Elements within this section of the report focus on the planning processes in place within the current system. This includes development of an organizational mission statement, vision statements, formal strategic planning efforts for short-term goals and objectives, and identification of critical issues currently facing the organization as well as future challenges. This section also reviews existing internal and external communications processes to evaluate how well information is transmitted to and from system providers.

Mission, Vision, and Strategic Planning

While the mission of a fire department can be viewed as the primary duties and responsibilities of the organization, formally stating that mission in a detailed mission statement is important so that members know exactly what their purpose is during their daily activities. The vision of the department is a way for members to know the direction of the organization, as well as what they hope to accomplish in the future. These two elements, as well as future goals and objectives, are commonly determined through a customer-centered strategic planning process that involves a wide cross-section of departmental members as well as policy makers and the general public.

Currently, there is no formal strategic plan in place for fire protection within Nampa. This should be a priority in the very near future so that all fire department personnel, as well as the general public, understand and have input into the future of the community's fire protection plans. There is, however, an adopted mission statement that reads as follows,

*Nampa Fire Department's mission is: To honorably serve our community
in a safe, prompt, professional manner*

Internal Assessment of Critical Issues and Future Challenges

During interviews with elected officials, appointed staff, and fire department personnel, questions were posed as to what critical issues are facing the Department today. In addition, the stakeholders were asked their opinion of the main future challenges of the organization. The following were the predominant responses to each question.

Critical Issues

1. Lack of formalized equipment/apparatus replacement plan with sustainable funding.
2. Increasing service demand without additional resources.

Future Challenges

1. Service demand will continue to increase over the next decade and additional resources will be necessary to handle the increased volume of calls.

2. Addition of future personnel will continue to strain training staff, necessitating increasing staffing in that Division.⁶
3. Existing political barriers between the City, County, and District will need to be overcome in order to move the system to the next level.

ESCI will attempt to address each of these issues and challenges through recommendations contained throughout this document.

Planning

Planning for the future is an important and necessary function of all organizations, more so those organizations that use tax funds to continue operations. The public has become increasingly aware of how tax dollars are being spent and demand efficient and effective government operations. Although there are many levels of planning that can take place within an emergency services organization, fire departments commonly focus on those issues that are short term and driven by emergency response. Strategic and master planning, however, allow a fire department to look further into the future and develop goals and objectives that need to be accomplished as the department evolves. This could include organizational structure changes due to declines in community populations and/or changes in demographics. This type of planning may also be necessary as communities continue to grow; as is the case with the City of Nampa. The following table summarizes the planning elements and management components of NFD.

Figure 9: Survey Table – Management Components

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
STRATEGIC PLANNING		
Mission statement adopted?	Yes	
Displayed?	Training facility, stations, some vehicles	
Vision established & communicated?	Yes	
Values of staff established?	Values statement not defined	
Strategic or master plan?	Master plan currently being completed. No strategic plan currently.	This master plan will serve as a long-range plan for the Department to effectively plan for changes in the future. The Department should undertake a formal strategic planning process through which the recommendations of this master plan can be prioritized and implemented.
Adopted by elected officials?	N/A	
Published and available?	N/A	
Periodic review?	N/A	

⁶ Note: The Division Chief of Training position was filled after ESCI’s field work and data collection.

Nampa Fire Department Master Plan

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
Agency goals & objectives established as a part of a strategic plan?	None currently	
Date developed?	N/A	
Periodic review?	N/A	
Code of ethics/conduct established?	Included in the Rules and Regulations	
INTERNAL IDENTIFICATION OF CRITICAL ISSUES		
Critical issues from fire chief's perspective		
First critical issue	Sustainable funding.	
Second critical issue	Aging fleet of apparatus, unfunded capital replacement plan.	
Third critical issue	Maintaining current service levels with increasing service demand.	

Discussion

The Department has an adopted mission statement but has not conducted a formal strategic planning session to solicit input from the community and other non-departmental stakeholders. Once this master planning process is complete, the Department should work with city officials to complete a formal strategic plan to assist in implementing some of the strategies that will be delivered within this document.

Internal and External Communications Processes

Quality communication is an extremely important achievable goal for any organization but one that always seems to be most elusive. Internal communications within a single organization can take place by memos, periodic staff meetings, etc., but for multiple agencies this may not always be possible. External communications are those efforts to disseminate information to the public about what the organization(s) have accomplished and what it is doing to help the community.

Figure 10: Survey Table – Internal and External Communications Processes

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
INTERNAL COMMUNICATIONS		
Regularly scheduled FD staff meetings?	Battalion chief meetings monthly with chief officers, administrative staff meeting bi-weekly.	
Written staff meeting minutes?	Officers meetings have formal minutes but not for administrative staff meetings.	
Memos used?	Not consistently, immediate needs only.	
Member newsletters?	Not consistently.	

Nampa Fire Department Master Plan

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
Member forums (all hands meetings)?	Annually but not in the last two years.	Complete all hands meetings on a regular basis to keep personnel informed
Open door policy?	Yes	
Vertical communication path clearly identified (Chain of Command)?	Yes	
EXTERNAL COMMUNICATIONS		
Community newsletter issued?	No	Consider developing a community newsletter to keep residents informed about what is happening within their fire department.
Department website?	Yes, up-to-date plus Facebook.	
Advisory committee(s) used?	No	In conjunction with the strategic planning process, identify citizens that have an interest in providing input for future planning.
Formal complaint process in place?	No	Develop a formal complaint handling process to ensure that complaints (and positive comments) are handled effectively and seen through to a final disposition.
Community survey used?	No	In conjunction with the strategic planning process, use a community survey to solicit input from a broad range of residents regarding community expectations.

Discussion

Internal communications within the department are typical of most fire departments though some improvements can be made in terms of information flow from command staff to line personnel. External communications could be improved by soliciting input from the public through formal community surveys and inclusion of certain segments of the population in a formal strategic planning process.

Foundational Policy Documents

Foundational policy documents are those documents that give the organization authority to operate and then govern those operations. These are commonly found to include rules and regulations, standard operating procedures/guidelines, bylaws, and individual policy documents and/or handbooks. The following figure summarizes the policy documents within NFD.

Figure 11: Survey Table – Foundational Policy Documents

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
REGULATORY DOCUMENTS		
Rules available for review during site visit?	Yes	
Last date reviewed?	As needed	Implement a regular periodic review of all policies and procedures
SOG/SOPs available for review during site visit?	Yes	
Regularly updated?	As needed	Implement a regular periodic review of all policies and procedures.
SOGs used in training evolutions?	No	SOGs should be used in all training evolutions, particularly when manipulative exercises are involved.
Policies available for review during site visit?	Yes	
Internally reviewed for consistency?	Yes	
Internally reviewed for legal mandates?	No	Local legal representative should be used to ensure that appropriate legal mandates are contained within policy documents.
Training on policies provided?	Yes, as policies are updated.	

Discussion

NFD maintains a comprehensive set of regulatory documents that provide adequate scene guidance and contain all necessary risk management components. These documents, however, should be regularly reviewed and kept up to date as the community continues to grow. In order to ensure that all personnel are familiar with these documents, they should also be used during training evolutions. Appropriate legal authorities should also be consulted to ensure that policy documents contain all necessary legal mandates.

Document Control and Security

Records management is a critical function to any organization. A variety of uses is made of written records and their integrity must be protected. State law requires public access to certain fire and EMS department documents and data. Defined procedures are not in place to provide for public records access through the department staff.

Figure 12: Survey Table – Document Control and Security

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
DOCUMENT CONTROL		
Process for public records access in place?	Not formally adopted internally. City Clerk typically gets the request from external individuals. Insurance companies and other parties interested in incident information is handled internally.	Adopt a formal process for access to public records.
Hard copy files protected? (How?)	Yes, locked file cabinets in locked offices. Personnel records are kept in City HR.	
Computer files backed up (on site/off site)?	Yes, City IT.	
SECURITY		
How are FD buildings secured?	Entry keypads and/or swipe card.	
How are FD offices secured?	Not routinely but admin section is in secured area.	
How are FD computers secured?	Passwords, antivirus, and auto time-out.	
How are FD vehicles secured?	Inside buildings typically.	
Is capital inventory maintained?	Yes	
Asset security system used? (Describe)	City capital asset program.	
How often is a capital inventory performed?	Periodically conducted by department and reported to City.	
Monetary controls used		
Cash access controls in place? (Describe)	No petty cash used	
Credit card controls in place? (Describe)	General use credit cards are reconciled monthly.	
Purchasing controls in place? (Describe)	Credit cards only used when purchases cannot be direct billed. No purchasing controls in place but all expenditures have to be categorized and justified.	

Discussion

The Department follows strict City policies in regard to document control and security, and all practices are driven by an overall City policy. The Department, however, should work with the City to develop a formal process for handling and disposing of requests for public information, particularly in regard to incident records where protected health information (PHI) may be accessed.

Reporting and Recordkeeping

Modern emergency services agencies are becoming ever more dependent upon technology to assist them in meeting their responsibilities and service demand. These technologies begin with the telephone

communications system within the jurisdiction. Emergency (and some non-emergency) calls for service are typically routed through a community 9-1-1 system to a centralized Public Safety Answering Point (PSAP). This PSAP then either dispatches the appropriate resources or transfers the caller to a more appropriate center. Information from the caller is usually automatically received by the PSAP through Automated Number Information/Automated Location Information (ANI/ALI) into the emergency phone system. This information is then transferred into a Computer Aided Dispatch (CAD) system, which serves as a database and assistive dispatch technology.

CAD systems take on many forms and can be relatively simple or extremely complex computer networks that include mobile data terminals in response apparatus and many other assistive devices. CAD systems are intended to provide organizations with a formal record of an incident that will include timestamps associated with each incident. Once a response is completed, organizations can use one of any number of Records Management Systems (RMS) to record incident specific information.

RMS programs, like CAD systems, can take on many forms; several standard programs are available commercially. Unlike CAD systems, these RMS programs are intended to record incident specifics rather than dispatch specifics. For example, an incident may be dispatched as a fall and recorded in CAD as such; but in reality the incident was a cardiac arrest. This difference would be recorded in the department's RMS. In addition, the RMS is used to track incident staffing as well as a number of other elements that should be submitted to state or federal agencies for larger scale data analysis.

The Department utilizes up-to-date records management software to enter and store incident information. The software is compliant with NFIRS (National Fire Incident Reporting System) standards and incidents are entered quickly and accurately. Training records are maintained electronically, permitting easy retrieval of accurate reports on training attendance, certification status, and subject matter. Code enforcement activities and occupancy records are maintained in an effective database to permit analysis of prevention activities, community risks, and trends.

Personnel records are complete, up to date, and maintained in a manner that protects private medical information. Records are maintained on employment history, discipline, commendations, work assignments, injuries, exposures, and leave time. Financial activities, including budgets, expenditures, revenues, purchase orders, and other encumbrances, are kept in a financial records management software system permitting consistent and up-to-date monitoring of all financial activities and accounts.

Figure 13: Survey Table – Records and Recordkeeping

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
REPORTING & RECORDS		
Records kept by computer?	Training, incidents, personnel, budgeting.	
What operating system?	Windows based.	
Periodic reports to elected officials		
Financial reports?	Quarterly	
Management reports?	Not regularly.	
Operational reports?	Not regularly.	Provide regular management and operational reports to elected officials to assure that they are well informed about department activities.
Annual report produced?	Yes, annually provided to Mayor.	
Distributed to others?	No	
Analysis of data provided in report?	City annual report but not departmental.	The Department should consider producing an annual report intended for public distribution.
Required records maintained?		
Incident reports?	Yes	
Patient care reports?	Yes	
Exposure records?	Yes	
SCBA testing?	Yes, annually, in-house.	
Hose testing?	Yes, annually, in-house.	
Ladder testing?	Yes, annually, in-house.	
Pump testing?	Yes, annually, in-house.	
Breathing air testing?	Yes, quarterly, external testing service.	
Vehicle maintenance records?	City shop.	
Gas monitors calibrated?	Yes, internally.	

Discussion

A majority of NFD’s records and recordkeeping processes are electronic. Reports are produced periodically but are not typically intended for public distribution. The Department should consider publishing an annual report that can be distributed to the public to inform the community about what the fire department does and how tax dollars are being spent.

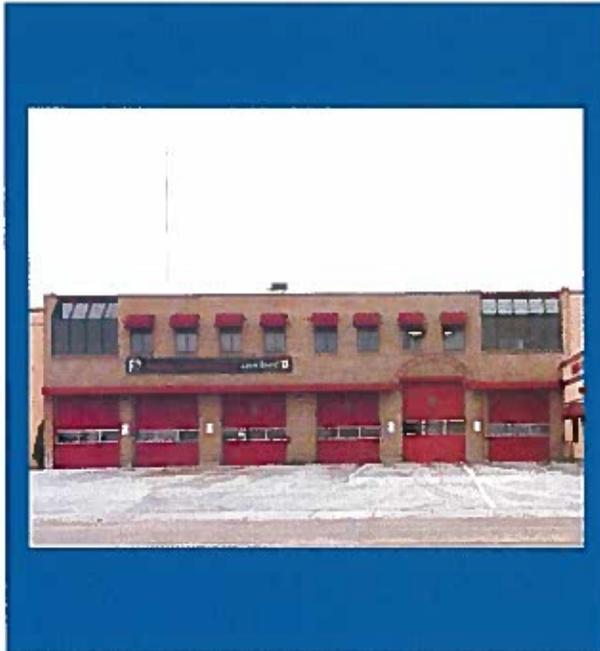
CAPITAL ASSETS AND CAPITAL IMPROVEMENTS PROGRAMS

Three basic resources are required to successfully carry out the emergency mission of a fire department — trained personnel, firefighting equipment, and fire stations. Because firefighting is an extremely physical task, the training and capacity of personnel resources is a vital concern. However, no matter how competent or numerous the firefighters, the department will fail to execute its mission if it lacks sufficient fire equipment deployed in an efficient and effective manner.

Facilities

An essential element affecting a fire department's ability to provide services in a timely manner is the appropriately placement, design, and maintenance of fire stations. ESCI observed and reviewed the fire stations operated by NFD. The findings are summarized in the following pages and any areas of concern observed are identified.

Figure 14: Nampa Fire Department Station 1



Station 1 was originally constructed in 1957 and later remodeled in 1988. The building previously housed the fire department’s administrative offices and today provides crew quarters for an engine, ladder truck crew, and battalion chief. Six back-in apparatus bays contain two engines; an aerial ladder truck; and several staff, service, and reserve apparatus.

The facility includes offices and a large multipurpose room as well as a smaller training room. Sleeping accommodations are provided in 11 individual bedrooms. Station 1 is older but appears to be well cared for and in good condition generally.

While adequate for its current use, capital planning should include consideration of future upgrades or replacement.

Structure

A. Construction type	Masonry construction on a concrete slab.
B. Date Built	1957, remodeled in 1988.
C. Seismic protection/energy audits	Only when originally designed.
D. Auxiliary power	Auxiliary power system is in place.
E. Condition	Fair to good, but aging.
F. Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	The station is marginally ADA compliant, dual gender appropriate and adequately designed for its current use.

Facilities Available

A. Exercise/workout	A good sized, well equipped, exercise room is present.
B. Kitchen/dormitory	A large kitchen and day room are present. Individual sleeping rooms are available for 11 responders.
C. Lockers/showers	Dual gender appropriate shower and bathroom facilities are present.
D. Training/meetings	A small meeting room is on the main floor and a larger multipurpose room is upstairs.

Protection Systems

A. Sprinkler system	The station is fully protected by a fire sprinkler system.
B. Smoke detection	Smoke detection system is present.
C. Security	Combination key-pad locks secure exterior doors.
D. Apparatus exhaust system	Provided for all apparatus.

Figure 15: Nampa Fire Department Station 2



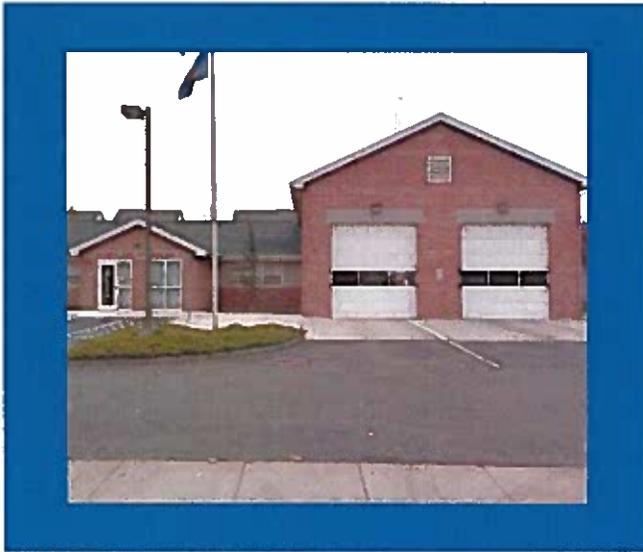
Station 2 consists of two single-depth apparatus bays of a drive-through configuration. The station houses a fire engine and a reserve engine.

A small office is in the front entry area and sleeping accommodations are provided for three personnel. A small day room is adjacent to a kitchen area that is equipped with residential grade appliances.

The station is newer, constructed in 1996, well maintained, and in very good condition. Storage is adequate for the current use but limited, and there is little space for expanded future use.

Structure	
A. Construction type	Masonry construction on a concrete slab.
B. Date Built	1996
C. Seismic protection/energy audits	When originally designed.
D. Auxiliary power	An automatic-starting generator provides auxiliary power.
E. Condition	Very good.
F. Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Public areas are ADA compliant. Facility is mixed-gender appropriate. Room for future expansion is limited.
Facilities Available	
A. Exercise/workout	An adequate exercise room is present.
B. Kitchen/dormitory	A kitchen and day room area also serves as a meeting/training area.
C. Lockers/showers	Two restrooms are present, each of which have showers.
D. Training/meetings	The kitchen/day room area is used for meetings/training.
Protection Systems	
A. Sprinkler system	The station is fully protected by a fire sprinkler system.
B. Smoke detection	Smoke detection system is present.
C. Security	Combination key-pad locks secure exterior doors.
D. Apparatus exhaust system	Provided for all apparatus.

Figure 16: Nampa Fire Department Station 3



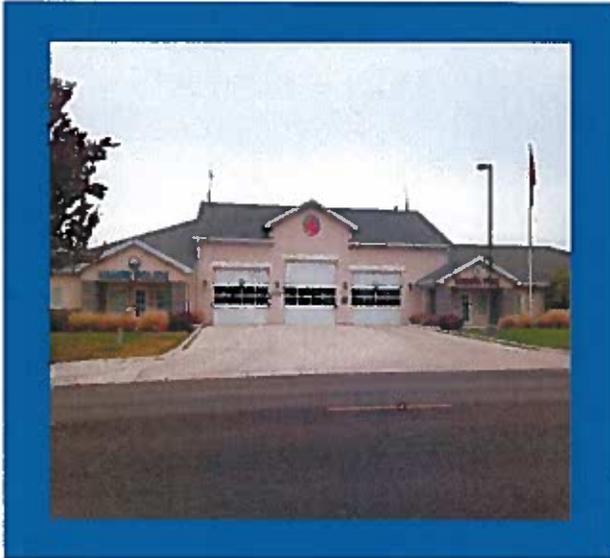
Station 3 is constructed from the same building plan as Station 2. It also features two drive-through apparatus bays that house a single fire engine and a water tender.

An office is in the entry area has two workstations. Like Station 2, sleeping accommodations are provided for three personnel.

The station is nearly the same age as Station 2 and is also in very good condition. It was designed for its current use with a small crew and the space is generally maximized. The station will continue to serve the Department well for many years.

Structure	
A. Construction type	Masonry construction on a concrete slab.
B. Date Built	1997
C. Seismic protection/energy audits	When originally designed.
D. Auxiliary power	An automatic-starting generator provides auxiliary power.
E. Condition	Very good.
F. Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Public areas are ADA compliant. Facility is mixed-gender appropriate. Room for future expansion is limited.
Facilities Available	
A. Exercise/workout	An adequate exercise room is present.
B. Kitchen/dormitory	A kitchen and day room area also serves as a meeting/training area.
C. Lockers/showers	Two restrooms are present, each of which have showers.
D. Training/meetings	The kitchen/day room area is used for meetings/training.
Protection Systems	
A. Sprinkler system	The station is fully protected by a fire sprinkler system.
B. Smoke detection	Smoke detection system is present.
C. Security	Combination key-pad locks secure exterior doors.
D. Apparatus exhaust system	Provided for all apparatus.

Figure 17: Nampa Fire Department Station 4



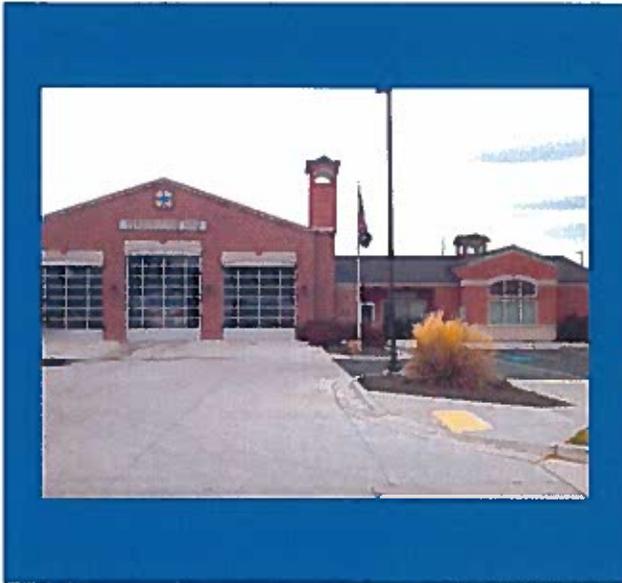
Station 4 was constructed in 2003 and is a modern and attractive facility in excellent condition. It includes three single-depth apparatus bays of drive-through configuration.

The structure houses three apparatus: a structural fire engine, a reserve engine, and a reserve aerial ladder truck.

A single office is present in the entry area with two work stations. A good-sized kitchen and living area are present, and accommodations are provided for up to four responders.

Structure	
A. Construction type	Concrete block on a concrete slab.
B. Date Built	2003
C. Seismic protection/energy audits	When designed.
D. Auxiliary power	Automatic starting backup power is available.
E. Condition	Excellent.
F. Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Station is ADA compliant and mixed gender appropriate.
Facilities Available	
A. Exercise/workout	A well-equipped exercise room is in the station.
B. Kitchen/dormitory	A good-sized kitchen is equipped with commercial grade appliances. Dormitory consists of four individual sleeping rooms, each of which has two or more beds.
C. Lockers/showers	Dual gender locker and shower facilities are in place.
D. Training/meetings	The kitchen area is used for training.
Protection Systems	
A. Sprinkler system	The station is fully protected by a fire sprinkler system.
B. Smoke detection	Smoke detection is present in the living areas only.
C. Security	Combination locks secure exterior doors.
D. Apparatus exhaust system	On all apparatus.

Figure 18: Nampa Fire Department Station 5



Station 5 is NFD's newest fire station, built in 2007. It is a contemporary and attractive facility, consisting of three single-depth apparatus bays of drive-through configuration.

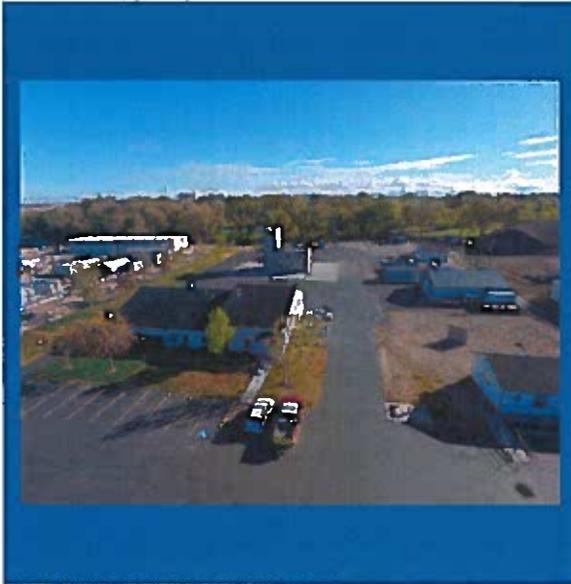
The station houses two apparatus: a structural fire engine and a brush unit. One crew responds to incidents under a cross-staffed methodology.

This station was designed to provide for expanded use in the future, with sleeping quarters for 13 responders, a large day room area, and fully adequate space. An additional company could be housed here in the future. The station is in excellent condition.

Structure

A. Construction type	Masonry on a concrete slab.
B. Date Built	2007
C. Seismic protection/energy audits	When designed.
D. Auxiliary power	Automatic starting backup power is available.
E. Condition	Excellent.
F. Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Station is ADA compliant and mixed gender appropriate.
Facilities Available	
A. Exercise/workout	A well-equipped exercise room is in the station.
B. Kitchen/dormitory	A good-sized day room is adjacent to a smaller kitchen, equipped with commercial grade appliances. Dormitory consists of 13 individual sleeping rooms.
C. Lockers/showers	Dual gender locker and shower facilities are in place.
D. Training/meetings	The kitchen table is used for training in the absence of dedicated classroom facilities.
Protection Systems	
A. Sprinkler system	The station is fully protected by a fire sprinkler system.
B. Smoke detection	Smoke detection is present throughout.
C. Security	Combination locks secure exterior doors.
D. Apparatus exhaust system	On all apparatus.

Figure 19: Nampa Fire Department Training Facility



NFD is fortunate to have a very well developed training facility. It offers a wide array of training props; a four-story drill tower; live fire and rope rescue prop; and a building housing large, well-equipped classrooms. Reserve Engine 13 is also housed at the facility.

Also located on the site is a “safe house”, which is a home that has been modified to serve as a classroom and prop where children learn about home fire safety, home escape, and other essential public education subjects. Other structures include two storage buildings, a live fire training structure, and a fire sprinkler demonstration prop.

The facility was constructed in 2007. There are no emergency response resources at the site.

Structure	
A. Construction type	Masonry drill tower; wood frame safe house.
B. Date Built	2007
C. Seismic protection/energy audits	When designed.
D. Auxiliary power	Automatic starting backup power is available.
E. Condition	Excellent.
F. Special considerations (American with Disabilities Act, mixed gender, storage, etc.)	Facilities are marginally ADA compliant and mixed gender appropriate.
Facilities Available	
A. Exercise/workout	None.
B. Kitchen/dormitory	None.
C. Lockers/showers	Dual gender restrooms only with individual showers.
D. Training/meetings	Classroom space seats up to 80 students and can be divided into smaller rooms.
Protection Systems	
A. Sprinkler system	The station is fully protected by a fire sprinkler system.
B. Smoke detection	Smoke detection is present throughout.
C. Security	Combination locks secure exterior doors.
D. Apparatus exhaust system	N/A

Discussion

Overall, the Nampa Fire Department’s facilities are in good physical condition and they are well maintained. The NFD stations are well located to serve the current needs of the Department and neighboring district, a subject that is evaluated in further detail in the Service Delivery section of this report. Station 1 services the commercial core of the city. It is also the oldest of the facilities and future consideration to its long-term replacement or rehabilitation is warranted.

Nampa Fire Department Master Plan

The remaining fire stations are in good to excellent condition. Although they range in age from 7 to 20 years, they are well designed and well cared for and will last the City for many more years.

Apparatus

The City maintains a sizeable fleet of response vehicles that are generally in good condition and clearly well maintained. An inventory of fire apparatus, configuration, and condition is provided below.

Figure 20: Nampa Fire Department Major Apparatus

STATION 1							
Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Battalion 1	Staff	2013	Chevy Silverado	Good	1	N/A	N/A
Engine 1	Engine	2006	E-One	Fair	3	1500	1000
Truck 1	Aerial	2009	Rosenbauer	Good	4	N/A	N/A
Engine 11	Engine	1999	Pierce	Fair-Poor	3	1500	1000
Rescue 1	Rescue	1994	GMC 1 Ton	Poor	2	N/A	N/A
Reserve Battalion 1	Staff	2001	Chevy Suburban	Fair	1	N/A	N/A
Rehab 1	Staff	1978	Chev RV	Poor	1	N/A	N/A
Station Pickup	Staff	2000	Ford F-250	Fair	1	N/A	N/A
Air Trailer	Air	2012	Bauer	Good		N/A	N/A

STATION 2							
Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Engine 2	Engine	2007	Rosenbauer	Good	3	1500	1000
Engine 12	Engine	1996	Pierce	Fair-Poor	3	1500	1000

STATION 3							
Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Engine 3	Engine	2003	Pierce	Fair	3	1500	1000
Tender 3	Tender	2000	International	Fair	2	750	3500

STATION 4							
Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Engine 4	Engine	2010	Rosenbauer	Good	3	1500	1000
Truck 4	Aerial	1991	E-One	Poor	4	1500	500
Fire Investigation Unit	Staff	1986	Ford Van	Fair	1	N/A	N/A

Nampa Fire Department Master Plan

STATION 5							
Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Engine 5	11	2007	Rosenbauer	Good	3	1500	1000
Brush 5	16	2012	Ford F-550	Good	3	170	400

TRAINING							
Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Engine 13	Engine	1996	Pierce	Fair- Poor	3	1500	1000
Training 1	Staff	2011	Ford F-350	Good	1	N/A	N/A
Training 2	Staff	2006	Chevy Trailblazer	Good	1	N/A	N/A
Training Pickup	Staff	2003	Chevy Silverado	Fair	1	N/A	N/A
Training Utility Trailer	Staff	2002	C&B Outback	Good	-		
Training G/N Trailer	Staff	2015	Mirage	Good	-		
Training Utility	Staff	2002	Kawasaki	Good	1	N/A	N/A

ADMINISTRATION							
Apparatus Designation	Type	Year	Make/Model	Condition	Minimum Staffing	Pump Capacity	Tank Capacity
Chief 1	Staff	2007	GMC Envoy	Good	1	N/A	N/A
Chief 2	Staff	2005	GMC Yukon	Good	1	N/A	N/A
Fire Marshal	Staff	2006	Toyota Camry	Good	1	N/A	N/A
Deputy Fire Marshal	Staff	2006	Toyota Tundra	Good	1	N/A	N/A
Deputy Fire Marshal	Staff	2000	Toyota Tundra	Fair	1	N/A	N/A
Deputy Fire Marshal	Staff	2008	Chevy Trailblazer	Good	1	N/A	N/A
Deputy Fire Marshal	Staff	2005	Chevy Trailblazer	Good	1	N/A	N/A
Staff Car	Staff	2004	Mercury	Good	1	N/A	N/A

Discussion

As with the Nampa fire stations, ESCI found the appearance and general condition of the Department's apparatus to be very good, reflecting pride in ownership.

Capital Improvement Planning

Although most departments are very good at emergency response and community support, many find it difficult to properly plan for capital vehicle replacement. Unfortunately, no mechanical piece of equipment can be expected to last forever. As a vehicle ages, repairs tend to become more frequent, parts more difficult to obtain, and downtime for repair increases. Given the emergency mission that is so critical to the community, this factor of downtime is one of the most frequently identified reasons for apparatus replacement.

Because of the large expense of fire apparatus, most communities have efforts in place to plan ahead for the cost of replacement. To properly do so, communities often turn to the long-accepted practice of establishing a life cycle for the apparatus that results in a replacement date being anticipated well in

advance. Many communities then set aside incremental funds during the life of the vehicle so replacement dollars are ready when needed. The following table summarizes NFD’s Capital Replacement Planning.

Figure 21: Survey Table – Capital Replacement Planning Components

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
CAPITAL REPLACEMENT PLANNING		
Does FD have a capital facilities plan?	No	A formal facilities replacement plan should be implemented. This master plan should serve as the basis of that plan.
Plan period?	N/A	
Periodic review?	N/A	
Specific projects identified?	N/A	
Funding identified or set aside?	N/A	
Apparatus/equipment replacement plan	A schedule is in place but not funded.	The current vehicle replacement plan should be reviewed for adequacy and then fully funded to ensure money will be available when apparatus must be replaced.
Plan period?	N/A	
Periodic review?	Annual based on funded projects from previous year.	
Specific projects identified?	Annual budget requests.	
Funding identified or set aside?	None	

Discussion

In general terms, NFD fire apparatus is in good condition. Even so, due to the considerable cost and importance of fire apparatus, management, maintenance, and replacement planning is essential. Vehicles have readily predictable service lives and replacement costs that can be easily forecast. For this reason, an apparatus replacement schedule and funding mechanism is important. Long-range capital replacement planning is always a challenge, and one that NFD has had difficulty in addressing. Although a replacement schedule is identified internally, the schedule is not funded in the form of a dedicated source of reserved dollars for the purpose. A formal facilities/apparatus/equipment plan should be adopted locally and funded with sufficient funds to pay for those expensive replacements when the time comes.

When developing a replacement plan, apparatus planning is somewhat easier, because of the ability to accurately predict vehicle service lives and replacement costs. Facility needs, however, are more difficult to predict and can represent high costs. When considering fire stations, a careful inventory of the current condition of facilities should be conducted and potential repair and maintenance needs identified. Of particular importance is the condition not only of the structure, but also of its systems as well. Specific areas that can represent substantial costs are roofing systems; concrete and foundational factors; and heating, ventilation, and air conditioning (HVAC) systems.

STAFFING

In career emergency services organizations, personnel represent the single greatest expenditure within a department’s budget. As discussed previously, personnel accounted for approximately 85 percent of the system’s overall budget during FY2016. This includes full-time administrative and support staff as well as compensation for all operational personnel.

Without proper levels of personnel, apparatus and stations will sit idle and may not be readily available for emergency response. This section is intended to provide the reader with a review of the system’s personnel management practices as compared to industry standards and to examine the Department’s ability to provide sufficient staffing resources for the risks that exist throughout the community.

Administrative and Support Staff

The primary responsibility of a department’s administration and support staff is to ensure that the organization’s operational entities have the abilities and means to fulfill their mission at an emergency incident. Efficient and effective administration and support are critical to the department’s success. Without adequate oversight, planning, documentation, and training the operational capabilities of the department may suffer and ultimately fail operational testing. The following figure summarizes the administrative and support complement within NFD.

Figure 22: Administrative and Support Complement

POSITION	NUMBER
Fire Chief	1
Deputy Chief	1
Division Chief of Training	1
Fire Marshal	1
Deputy Fire Marshal	4
Training Officer	2
Executive Assistant	1
Administrative Assistant	1
Total	12

Based on ESCI’s anecdotal experience conducting similar studies, many organizations that do not provide transport emergency medical services maintain an administrative and support to operations ratio in the range of 10 to 15 percent. Based on NFD’s current staffing of 11 personnel within the administrative and support structure, its ratio calculates to 12.5 percent, in the middle of the expected range.

Operational Staff

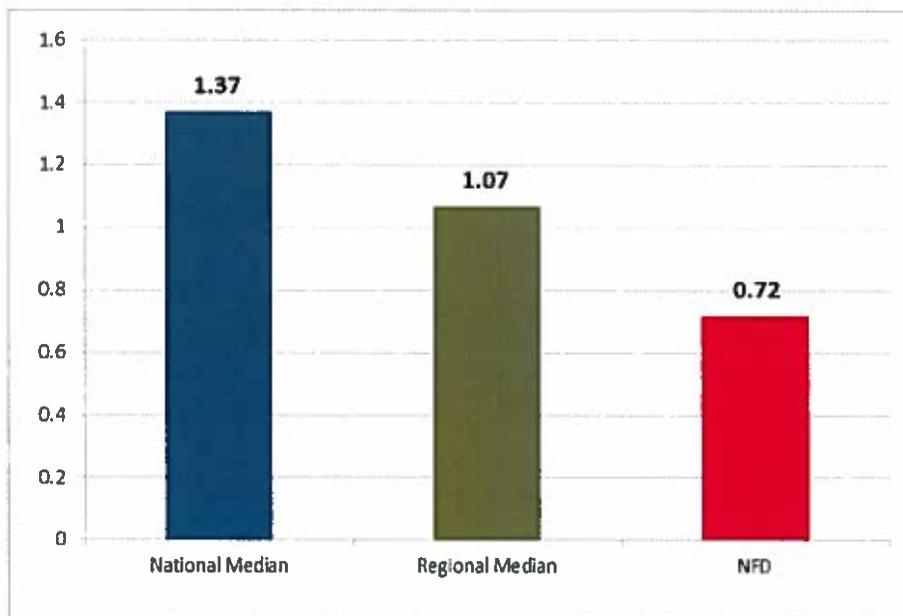
It takes an adequate and well trained staff of emergency responders to put the appropriate emergency apparatus and equipment to its best use in mitigating incidents. Insufficient staffing at an operational scene decreases the effectiveness of the response and increases the risk of injury to all individuals involved.

Figure 23: Operations Complement

POSITION	NUMBER
Battalion Chief	3
Captain	18
Driver/Operator	18
Firefighter	38
Total	77

Based on benchmarks provided by the NFPA, NFD has a lower level of per 1,000 population personnel than similarly sized communities across the region and the nation, as illustrated in the following figure.

Figure 24: Comparison of Operational Personnel – Career



This is not to say that NFD is understaffed. The services that are delivered by various departments vary from community to community and discussion must be entered into with policymakers and community representatives to determine the adequacy of personnel for the risks contained within the City of Nampa and the Fire District.

Staff Allocation

Along with a quick response, a robust, well-trained, and appropriately equipped complement of emergency workers is needed to successfully mitigate structural fires. Too few firefighters at an emergency scene decreases effectiveness and increases the risk of injury to firefighters and civilians alike.

While many requests for emergency assistance are comparatively low risk requiring few personnel, the number of emergency workers needed to mitigate a structure fire is greater. A house fire involving just one room and its contents is considered as a moderate risk incident in the industry.

NFD operates five fire stations throughout the primary response area and each station is staffed with a minimum number of on-duty personnel as illustrated in the following figure.

Figure 25: Staff Allocation

APPARATUS	MINIMUM PERSONNEL
Station 1	
Battalion 1	1
Engine 1	3
Truck 1	4
Station 2	
Engine 2	3
Station 3	
Engine 3	3
Station 4	
Engine 4	3
Station 5	
Engine 5	3

Based on the current deployment and allocation of personnel, NFD can achieve an effective response force of 14 personnel for a working structure fire by responding three engines, the truck, and a command officer. This number of personnel is in-line with recommended levels.

Deployment and Staffing Performance

In most communities around the country, the number of fire calls has declined over the past decade. Yet as the frequency of fires diminishes, in part due to stricter fire codes and safety education, the workload of fire departments has risen sharply — medical calls, hazardous materials calls, and every sort of household emergency are now addressed by fire departments. Therefore, as the frequency of fires has diminished, the need for a ready group of firefighters has increased.

Although modern codes tend to make fires in newer structures more infrequent, today’s energy-efficient construction (designed to hold heat during the winter) also tends to confine the heat of a hostile fire. In addition, research has shown that modern furnishings generally burn hotter (due to synthetics), and roofs collapse sooner because prefabricated roof trusses separate easily after a very short exposure to flame. In the 1970s, scientists at the National Institute of Standards and Technology found that after a fire broke out, building occupants had about 17 minutes to escape before being overcome by heat and smoke. Today, that estimate is three minutes.⁷ The necessity of firefighters arriving on the scene of a fire in the shortest span of time is more critical now than ever.

The following figure illustrates NFD’s historic average staffing performance for actual structure fires, those incidents that typically require the largest number of personnel to adequately mitigate.

⁷ Bukowski, Richard, et al. *Performance of Home Smoke Alarms, Analysis of the Response of Several Available Technologies in Residential Fire Settings*. National Institute of Standards and Technology.

Figure 26: Average Structure Fire Staffing Performance (2000-2015)

AVERAGE	
2000	6.84
2001	6.84
2002	6.37
2003	5.91
2004	8.62
2005	7.74
2006	9.31
2007	7.46
2008	10.02
2009	9.99
2010	9.70
2011	9.56
2012	9.60
2013	8.13
2014	8.08
2015	9.09

Published recommendations from the Centers for Public Safety Excellence (CPSE) suggest that 12 to 15 personnel be able to respond and engage in the effective suppression of a moderate risk structure fire. Based on this analysis, NFD is not meeting the published recommendations regarding minimum staffing for structure fire incidents. In addition, based on staff allocation, the Department should be able to assemble 14 personnel, but it is obvious that other simultaneous incidents are impeding the Department’s ability to achieve this level of effective response force. This will be discussed in more detail in the Service Delivery component of this document.

SUPPORT PROGRAMS

Although the delivery of fire suppression and emergency medical services is at the core of each department’s mission, additional core activities are necessary to support every emergency services agency. These activities provide the basis for employee training and education, career development, public safety education, fire prevention, and code enforcement.

Training

Providing quality and safe fire and emergency services requires a well-trained response force. Training and education of department personnel are critical functions for Nampa Fire Department.

Today’s fire service consists of creating, promoting, and delivering training to members; but many training programs fall short and members become less interested. Training officers should capitalize on a training program that will effectively overcome personal and organizational blocks to achieve results. Without a quality, comprehensive training program, emergency outcomes are compromised and department personnel are at risk.

Because the fire service is constantly changing, training cannot be limited to new recruits. Seasoned firefighters can benefit from training by learning new methods and procedures. In addition to training firefighters in the skills and knowledge needed in today’s fire departments, training officers and instructors need to establish educational opportunities for more advanced procedures and new technical subjects.

In the following pages, ESCI reviews NFD training practices, compares them to national standards and best practices, and recommends modifications where they may be deemed appropriate. The next table summarizes the general competencies that are covered in the NFD training program.

General Training Competencies and Methodologies

For training to be fully effective, it should be based on established standards. There are a variety of sources for training standards. NFD uses the National Fire Protection Association (NFPA) and International Fire Service Training Association (IFSTA), and National Fire Academy courses as the basis for its fire suppression training practices, as is appropriate.

Figure 27: Survey Table – Training Programs

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
GENERAL TRAINING COMPETENCY		
Incident command system—cert levels defined?	Blue Card system is used.	
Accountability procedures in place?	Within the Blue Card system, passport.	
Policy and procedures on training in place?	Yes	
Safety procedures in place?	Yes, daily safety briefing at each station.	
Recruit academy?	Yes, partner with adjacent agencies. Offer FFI, FFII, building construction, ropes, hazmat operations, extrication operations, RIT. Peripherals are certified through the state but FFI & FFII have to take an additional test to be certified through the state.	
Special rescue (high angle, confined space)?	Rope and Confined Space.	
Hazardous materials cert. level?	Operations level.	
Wildland firefighter	Yes	
Vehicle extrication?	Yes, every two years.	
Defensive driving?	Yes, EVOC ⁸ through city insurance program. Drivers take EVOC and then it is offered every other year but is not required.	
Use and care of small tools?	Yes	

⁸ EVOC – Emergency Vehicle Operations Course.

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SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
Radio communications & dispatch protocols?	Yes	
EMS skills & protocols?	Yes, in-house. Initial cert class is offered through local community college but is hosted at training facility. Continuing education is done in-house.	
TRAINING METHODOLOGY		
Manipulative skills?	Yes	
Task performances/frequency?	Task manual in place until last year. Currently do crew performance standards.	
Annual training hours tracked?	Work toward ISO requirements but not formally adopted. Current training plan contains about 180 hours annually.	
Use of lesson plans?	For certification classes and certain other classes.	
Night drills?	Not in some time, recruits only.	Incorporate periodic night drills into the training schedule.
Multi-agency drills?	Will host certain classes but not typically scheduled for multi-company drills. Conference-style training every other month for EMS training.	
Inter-station drills?	Yes, routinely.	
Disaster drills conducted?	Annually, at the request of certain agencies.	
Pre-fire planning included in training?	Limited	Incorporate pre-fire planning into ongoing training efforts.
TRAINING OPERATION & PERFORMANCE		
Attention to safety	Yes, assigned safety officer for all manipulative sessions. TOs respond as safety officers for all structure fires.	
Post-incident analysis conducted?	Rarely, tailboard critique and full AAR for all working structure fires or incidents during training.	Conduct post incident reviews of all significant incidents, not limited to structure fires.
Training procedures manual developed & used?	Task manual with crew performance is in place.	

Discussion

It is readily apparent that NFD places a high priority on the need to adequately train its personnel. The level of commitment is reflected in a two-year training plan that was provided to ESCI. A review of the plan reveals that the appropriate fundamental training competencies are addressed by the Department's training program. The topics are appropriate and the schedule is well organized. To improve on delivery, opportunities are identified above to enhance some aspects of training delivery workload.

New Personnel Training

Proper training of emergency services personnel starts prior to being hired or joining an agency. Specific knowledge and skills must be obtained to achieve a basic understanding of the roles and responsibilities of an emergency responder. Subsequent to initial hire, a new member needs to undergo a well-structured training program that fully develops him/her for performance of essential duties.

NFD has developed a training practice for new personnel that includes all of the needed baseline elements and achieves the minimum level of Firefighter I and Firefighter II qualification, combined with supplemental EMS, rescue hazardous materials, and related content.

Training Manual

NFD has not created a departmental training manual. A training manual is the foundation upon which the delivery of educational content is based. In the absence of this kind of document, personnel will tend to train in “the way we do it” rather than in a manner that is consistent with the Department’s established operational practices and standards.

The baseline that the Department has in place for operational training is the SOG manual. As previously discussed, the guidelines in the manual are dated and in need of review and validation. The development of a single, comprehensive training manual will prove invaluable in meeting ongoing training needs.

Pre-Incident Planning

Preplanning for fire incidents is essential not only in regard to the ability of firefighters to manage an emergency, but also in the context of firefighter safety. NFD has been working on developing a formal pre-plan program, but it is not fully developed at this time. The program was described as “hit or miss” in recent years and not currently fully functioning; some pre-plans do exist and are available in each apparatus but may not be up to date.

ESCI views pre-incident planning as an important and valuable practice. The plans enable fire personnel to be familiar with a structure, its configuration, its hazards, and its installed fire protection systems, when they arrive at an emergency. In the absence of pre-plan information, firefighters are entering an unknown and potentially dangerous environment. For this reason, ESCI recommends that the NFD pre-incident planning program be prioritized and enhanced.

Training Program Administration and Budget

To function effectively, a training program needs to be managed. Administrative program support is important, though weakly addressed. An additional element of effective administration is the development of program guidance in the form of training planning, goals, and defined objectives.

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Figure 28: Survey Table -- Training Program Administration

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
TRAINING ADMINISTRATION & BUDGET		
Director of training program	Vacant, will be Division Chief of Training. EMS Training Officer and a Training Captain are the only current staff members in the division.	Fill the currently vacant Division Chief of Training position as soon as feasible. Evaluate the adequacy of planned program staffing levels.
Goals & objectives identified?	Yes, three-year plan. Needs to be updated.	Update the training program's three-year plan.
Certified instructors used?	EMS instructors are certified for specialty classes (ACLS, PALS). Fire instructors are certified through the state depending on level. Not all company officers are certified instructors (probably half).	
Annual training report produced?	When requested by Deputy Chief. Reports can be generated through Target Solutions® for EMS training and other select courses.	Complete an annual summary of training program activities and accomplishments to measure program success relative to goals and objectives.
Priority by management toward training?	High with limited funding.	
Budget allocated to training? (Amount)	Approximately \$60,000, not including facility and personnel costs.	Identify and track actual training costs including personnel, facility and operations expense
Condition of capital facilities for training administration?	Excellent	
Adequate office space, equipment, supplies?	Yes	
Clerical staff support assigned to training admin?	No	Consider the addition of clerical support staff in the training division.
RECORDKEEPING		
Individual training files maintained?	Yes	
Records & files computerized?	Yes, FireHouse® and Target Solutions® software.	
Daily training records kept?	Yes	
Company training records kept?	Yes	
Training equipment inventoried?	No	Given the large volume of training equipment on hand, inventory equipment annually.
PERSONNEL TRAINED		
Number of personnel trained?	267	

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SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
Total training hours delivered?	14,801.34	
Fire-related training hours?	9,295.75	
EMS-related training hours?	5,505.59	
Other training hours?	2,600 in EMT, Ham Radio, and other courses.	

Discussion

The NFD training program currently operates in the absence of a dedicated training officer position. The only staffing in the division consists of one EMS Training Officer and a Training Captain. The division also lacks a dedicated administrative support position, which is warranted. A Deputy Chief of Training position is reported to be currently vacant and is expected to be filled in the future. The importance of establishing qualified leadership to the training program under the direction of a dedicated position is underscored. Filling this position is recommended.

The Department's training program is an active one and a large number of personnel need to be trained. Even with the addition of the anticipated Deputy Chief of Training position, it is unclear whether sufficient staffing will be present in the program to meet ongoing training needs. ESCI recommends additional workload analysis and adjustments to program staffing as necessary.

In reviewing the program's management and administration, the following areas that were noted for further improvement.

Program Goals and Objectives

A program needs to be planned and administered based on defined goals and objectives. Without them, direction is lacking and it is difficult, at best, to identify when the program is meeting or failing to meet organizational needs. Program goals and objectives are reportedly included in the training program's three-year plan; however, the plan is outdated. Updating the training program plan and its goals and objectives is recommended.

Training Program Planning

An annual training plan is essential to assure that a training program is effective. Commendably, NFD completes a three-year training plan, however, NFD training staff indicate that the plan is outdated.

Annual Reporting and Program Assessment

At the end of each year, the training plan needs to be evaluated. Doing so is best accomplished by taking the time to write a report of the program's successes and shortcomings during the year, which also serves as a planning foundation for the next year. Coupled with the plan should be an assessment of responder skills and capabilities to validate the effectiveness of the training and identify areas of weakness.

Training Facilities and Resources

To be able to deliver effective training to fire and EMS personnel, some resources are necessary to arm the trainer with the tools needed to provide adequate educational content. In addition to tools, effective methodologies must be employed if delivery is to be sufficient to meet needs.

Figure 29: Survey Table – Training Facilities and Resources

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
TRAINING FACILITIES & RESOURCES		
Adequate training ground space/equipment?	Yes	NFD operates an extensive and well developed training facility.
Training facilities (tower, props, pits)	Classrooms, tower, props, confined space, live fire prop, etc. Partnership with CAT to provide trench rescue facilities on their grounds. Driver training conducted at training center and Idaho Center parking lot.	
Maintenance of training facilities adequate?	Excellent, built in 2007.	
Classroom facilities adequate?	Yes	
Video, computer simulations available?	Yes	
Instructional materials available?	Yes. Captain states the he could use more materials for other, non-required courses.	

Discussion

NFD has made a strong commitment to training as is further demonstrated by the commitment made to developing its training center. The facility offers a wide array of training props; a four-story drill tower; live fire and rope rescue prop; and a building housing large, well-equipped classrooms. Also on the site is a “safe house”, which is a residential structure that has been modified to serve as a classroom and prop in which children are taught about home fire safety, home escape, and other essential public education subjects. Other structures on the site include two storage buildings, a live fire training structure, and a side-by-side fire sprinkler demonstration prop.

Life Safety Services (Fire Prevention)

An aggressive risk management program, through active fire and life safety services, is a fire department’s best opportunity to minimize the losses and human trauma associated with fires and other community risks.

“The National Fire Protection Association recommends a multifaceted, coordinated risk reduction process at the community level to address local risks. This requires engaging all segments of the community, identifying the highest priority risks, and then developing and implementing strategies designed to mitigate the risks.”

The most effective way to combat fires is to prevent them. A strong fire prevention program, based on effective application of relevant codes and ordinances, reduces loss of property, life, and the personal

disruption that accompanies a catastrophic fire. A fire department should actively promote fire resistive construction, built-in warning and fire suppression systems, and maintenance of fire safe buildings to minimize risk to fire and health challenges.

The fundamental components of a fully effective fire inspection and prevention program are listed in the following table, accompanied by the elements needed to address each component.

Figure 30: Fire Prevention Program Components

FIRE PREVENTION PROGRAM COMPONENTS	ELEMENTS NEEDED TO ADDRESS PROGRAM COMPONENTS
Fire Code Enforcement	Proposed construction and plans review New construction inspections Existing structure/occupancy inspections Internal protection systems design review Storage and handling of hazardous materials
Public Fire and Life Safety Education	Public education Specialized education Juvenile fire setter intervention Prevention information dissemination
Fire Cause Investigation	Fire cause and origin determination Fire death investigation Arson investigation and prosecution

Fire and Life Safety Code Enforcement

NFD code enforcement efforts are detailed in the next figure.

Figure 31: Survey Table: Life Safety Service Programs

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
CODE ENFORCEMENT		
Fire codes adopted?	Adopted by the Idaho State Fire Marshal	
Code used—year/edition/version?	International Code Council (ICC) 2012.	
Local codes/ordinances adopted, amendments?	Fire Flow Policy, 7,000 square feet or above without sprinkler or water supply.	
Sprinkler ordinance in place?	None, NFPA 13 only.	
NEW CONSTRUCTION INSPECTIONS & INVOLVEMENT		
FD consulted in proposed new construction?	Fully. Joint meetings are held for plans review.	
Perform fire & life-safety plan review?	Yes	
Sign-off on new construction?	Yes	
Charges for inspections or reviews?	Permit fees.	
Perform existing occupancy inspections?	Yes	

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SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
Special risk inspections?	No	
Storage tank inspections?	Yes, with separate fees.	
Key-box entry program in place?	Yes, Knox Box required for everything over 500 square feet.	
Hydrant flow records maintained?	Water department takes care of maintenance. FD maintains flow records.	
GENERAL INSPECTION PROGRAM		
Self-inspection program used?	No	
Frequency of inspections?	No formal schedule.	
Inspection program?	Company level for smoke detectors and light inspections only. Prevention Bureau handles all other inspections. All occupancies required to have a state license are completed annually, home daycares are completed every two years.	Establish a practice of regularly scheduled fire prevention inspections based on risk criteria.
Citation process in place & formally documented/adopted?	Yes, City approved. Rarely used.	
Court cited to?	Misdemeanor county citation.	
Inspections computerized?	Manually documented and transferred to Firehouse Software®.	Collect inspection data directly via electronic media.
Number of personnel devoted to program?	Five total in the bureau plus administrative staff.	
Fees for specialty inspections?	Included in the permitting process.	
Certified Inspectors?	All certified at the state level, two certified at the federal level.	

Discussion

NFD operates under the Idaho State Fire Marshal's Office adoption of the 2012 edition of the International Fire Code as promulgated by the International Code Council, an appropriate model fire code. In addition, the City has supplemented the code with additional local code amendments or ordinances that include a fire flow water policy, and a requirement for fire sprinklers in residences exceeding 7,000 square feet that have a limited water supply.

Fire code enforcement and administration in the Department is the responsibility of a full-time fire marshal. The fire marshal is assisted by four deputy fire marshals. The currently adopted fire and life safety code is appropriate; however, a more current version is available and should be considered for adoption.

New Construction Plan Review and Inspection

An essential component to a fire prevention program is new construction plan reviews. When a new building is proposed within a fire department's boundaries, the structure is the protection responsibility of that department for the life of that building. If it is not constructed according to code, it may become

a problem for the firefighters in the future and a risk to the community. Consequently, the fire department has a fundamental interest in ensuring a structure is properly constructed.

NFD new construction code enforcement activities consist of regular review of new construction building plans, which are submitted to the City. The fire marshal is provided with plans for review and his/her sign-off is required for issuance of a building permit by the city. The fire marshal also completes a variety of inspections that are inherent to the new construction process. The role of NFD in the new construction planning process is appropriate and meets current needs.

An external contractor is used for sprinkler and fire alarm plan reviews. These are highly specialized categories of review that require specific training and certifications. Rather than subject prevention program staff to the certification process, NFD uses the contractors. They receive 85 percent of the fee for those reviews, which is appropriate. NFD should monitor the cost/benefit of using an outside contractor as compared with providing the service in-house.

Existing Occupancy Inspection Program

Property inspections to find and eliminate potential fire hazards are an essential part of the overall fire protection system. These efforts can only be effective when completed by individuals having the proper combination of training and experience and when conducted with appropriate frequency.

Certain existing occupancy inspections are required relative to state licensing requirements in Idaho. These include designated institutional occupancies and home daycare facilities. Those subject to state inspection requirements are inspected annually.

Other commercial occupancies, according to information provided, are not inspected on a formal or structured schedule. The on-duty fire crews complete some lower risk category inspections and others are inspected on request or in response to a complaint. A more structured process of regular fire and life safety inspections in commercial occupancies is warranted.

ESCI recommends that the Department plan and schedule existing occupancy inspections on a regular rotation. In addition, NFD should establish inspection frequency prioritization based on risk exposure, with increased frequency for higher risk occupancies and less often for lower risk buildings.

As a point of reference, ESCI identifies the optimal frequency for commercial fire safety inspections, varying by the type of property and classified by degree of hazard. The National Fire Protection Association (NFPA) provides a standard for recommended inspections by hazard class, as listed in the following table:

Figure 32: NFPA Recommended Fire Inspection Frequencies

HAZARD CLASSIFICATION	EXAMPLE FACILITIES	RECOMMENDED INSPECTION FREQUENCY
Low	Apartment common areas, small stores and offices, medical offices, storage of other than flammable or hazardous materials.	Annual
Moderate	Gas stations, large (>12,000 square feet) stores and offices, restaurants, schools, hospitals, manufacturing (moderate hazardous materials use), industrial (moderate hazardous materials use), auto repair shops, storage of large quantities of combustible or flammable material.	Semi-annual
High	Nursing homes, large quantity users of hazardous materials, industrial facilities with high process hazards, bulk flammable liquid storage facilities, facilities classified as an "extremely hazardous substance" facility by federal regulations (SARA Title III)	Quarterly

Source: NFPA Fire Protection Handbook

In reality, the above schedule, while based on a nationally accepted standard, is not achievable by most fire departments, including the Nampa Fire Department. The staffing cost to achieve an inspection rotation of the above frequency is simply too high for most agencies. It is ESCI's experience, and considered standard practice that inspection categories as listed above are more commonly found to be on an annual, bi-annual, and tri-annual rotation, based on risk exposure. It is acknowledged that staffing resources within in the NFD Prevention Bureau will dictate the ability to achieve an inspection goal that is similar to the above example.

One method for partially mitigating the workload impact is the increased use of the on-duty crews to complete inspections; however, workload considerations may be prohibitive. The fire marshal is currently working to develop an annual inspection plan using on-duty crews to supplement the prevention staff, which is a positive step. Alternatively, additional personnel resources may be needed in the Prevention Bureau to seek to meet or come closer to the desired inspection goals.

Fire and Life Safety Public Education Program

Providing fire safety education to the public to minimize the occurrence of fire and train the community in appropriate actions to take when faced with an emergency is a particularly important fire protection strategy. Life and fire safety education provides the best chance for minimizing the effects of hostile fire. Public educational outreach in NFD is discussed in the following table.

Figure 33: Survey Table – Fire and Life Safety and Public Education

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
FIRE LIFE SAFETY PUBLIC EDUCATION		
Public education/information officer in place?	One position is primarily dedicated to public education but does inspections on a limited basis.	Provide support to the public education position as feasible.
Public education in the following areas:		
Calling 9-1-1?	Yes	
EDITH (exit drills in the home)?	Yes	
Smoke alarm program?	Yes	
Fire safety (heating equipment, chimney, electrical equipment, kitchen/cooking, etc.)?	Residential safety house set up at the training center. Used to send all second graders through the safe house but it has been several years since that was done. Funding for transporting kids to the safe house and staffing of overtime for personnel ran out.	Seek to restore regular and ongoing use of the safe house.
Injury prevention (falls, burns, bike helmets, drowning, etc.)?	Yes	
Fire extinguisher use?	Yes, by request only.	
Fire brigade training?	Limited, one business that has an emergency response team.	
Elderly care and safety?	Yes	
Curriculum used in schools?	Yes	
Babysitting classes offered?	Been some time since these were offered. Offered at the recreation center now.	
CPR courses, BP checks offered?	Yes, through training division but not regularly scheduled.	
Publications available to public?	Yes	
Bilingual info available?	Yes	
Annual report distributed to community?	Limited, provided to Mayor.	
Juvenile fire-setter program offered?	Yes, as requested.	
Wildland interface education offered?	None necessary.	

Discussion

Public education is appropriately prioritized in NFD. Despite limited staffing, the majority of the fundamental elements listed above are being addressed. A deputy fire marshal is assigned to the function but performs public education tasks along with inspection and other prevention work. ESCI recommends that the position be supplemented by the addition of a public education position, perhaps as a non-combat volunteer role to support current efforts.

NFD’s efforts to deliver public education outreach are commendable. Of particular note is the “Safe House” located at the department’s training facility. The house is an outstanding educational tool, used in the past to teach students about home fire safety. Recently, however, it is reported that the cost of transporting grade school students and overtime costs have substantially reduced the outreach. A resolution to the problem, perhaps using community fundraising efforts, is recommended.

Fire Cause and Origin Investigation

Accurately determining the cause of a fire is an essential element of a complete fire prevention program. When fires are set intentionally, identification and/or prosecution of the responsible offender is critical if additional fires are to be prevented. Further, if the cause of fires is accidental, it is also of great importance because knowing and understanding how accidental fires start is the most effective way to identify fire prevention and public education requirements.

Figure 34: Survey Table – Fire Cause and Origin Determination

SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
FIRE INVESTIGATION		
Fire origin and cause determination?	Yes, fire prevention bureau combined with law enforcement officers. Canyon County has a team that is comprised of several department personnel.	
Arson investigation and prosecution?	Law enforcement.	
Arson investigation training provided?	Certified through IAAI for one individual only.	
Persons responsible for investigations?	Fire Marshal.	
Local FIT membership (fire investigation team)?	Yes, Canyon County.	
Process for handling juvenile suspects (Describe)	Through law enforcement agency. Investigator interviews juvenile, court refers them to a juvenile fire setter program, screened by fire prevention staff, then report given to court. Investigators do not screen juveniles, additional screeners on staff.	
Liaison with law enforcement?	Consolidated program of investigators.	
Scene control practices in place?	Minimal, inconsistent annual training. Mostly provided through initial training.	Assure that consistent training is provided to line personnel regarding scene control and evidence preservation.
Photographer available?	Yes	
Adequate & appropriate equipment issued to investigators?	Yes	
Evidence collection process in place?	Yes, Police Department uses their evidence lockers.	
Reports & records of all incidents made?	Yes	

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SURVEY COMPONENT	NAMPA FIRE DEPARTMENT OBSERVATIONS	COMMENTS AND RECOMMENDATIONS
File, record, & evidence security?	Firehouse®, shared network connection for individual files. LE uses Spillman® and FD uses FireHouse®. Only time the records are joined would be for prosecutable cases and the DA has access to both record sources.	
STATISTICAL COLLECTION & ANALYSIS		
Records kept by computer?	All inspections and investigative records.	
Information collected in following areas:	Not using prevention and arson data for community risk reduction. Only used time to time based on individual cases.	
Fire incidents by cause/location?	Yes	
Time-of-day & day-of-week?	Yes	
Method of alarm?	Yes	
Dispatch times?	Yes	
Response times?	Yes	
Information analyzed & used for planning?	No	
Reports made & distributed?	Annually	
FTEs used in data collection & analysis?	No dedicated administrative support staff in the Bureau. Individuals enter their own data.	Consider the addition of administrative staff support in the Prevention Bureau.

Fire Cause Determination Discussion

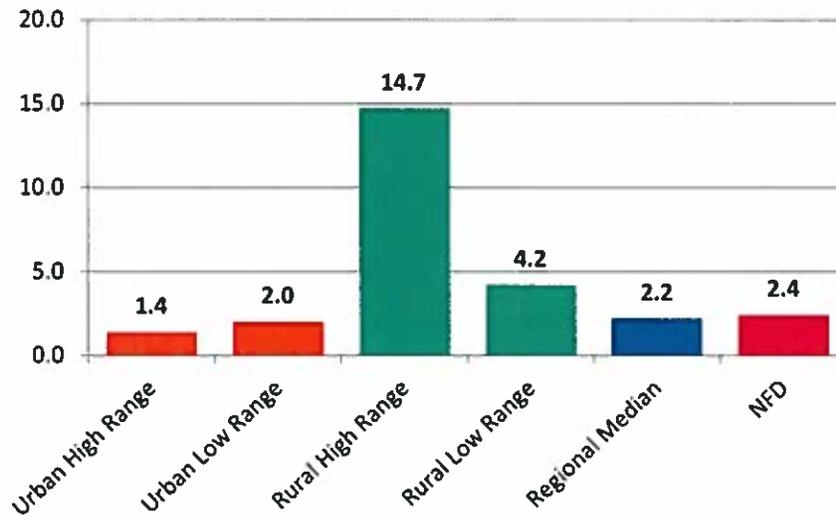
The results of fire investigations, if used accordingly, directly reflect public education focus areas, the need for code modifications, and changes and adjustment of fire department deployment and training emphasis. Definition of the community's fire problem can be achieved via effective fire cause determination.

Fire cause and origin determination at NFD starts with the fire officer on the scene of a fire. At a small incident, it may be a company officer that determines whether a fire is accidental or suspicious. If on-scene personnel view a fire as of suspicious origin or are unsure about the fire's cause, they will request assistance from the NFD fire marshal and/or a Canyon County investigation team. If warranted, the team will receive additional support from the Nampa Police Department. Accidental fires will be processed internally and suspicious fires will be referred to law enforcement for processing.

Prevention and Public Education Effectiveness

As a comparative measure of fire prevention and public education effectiveness, ESCI reviewed NFD's reported fire experience on a per 1,000 population basis mirrored against national and regional comparators.

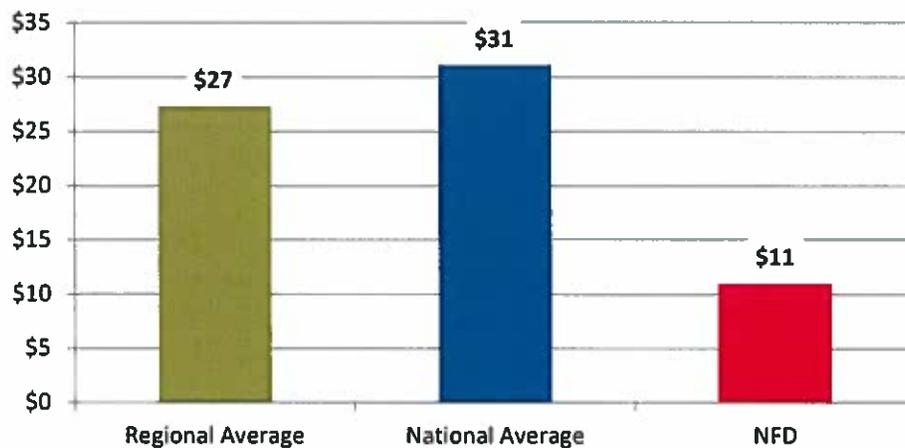
Figure 35: Fires per 1,000 Population (2014)



NFD's fire occurrence falls closely in line with regional medians, suggesting adequate fire prevention efforts.

To offer an additional comparison, ESCI calculated dollar losses as a result of fires as compared to regional and national averages on a per-capita basis. The results appear in the following figure.

Figure 36: Comparison of Fire Losses per Capita (2011)



Relative to the available data, NFD fire losses included in the chart above are well below regional and national averages. While positive, the difference may be due to a single year of available data during which there was a particularly lower loss experience.

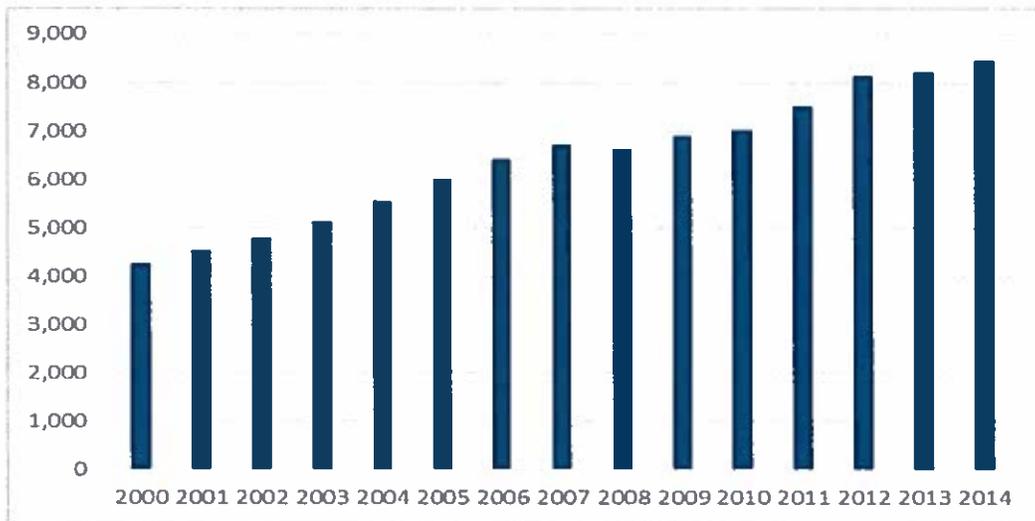
SERVICE DELIVERY AND PERFORMANCE

The most important aspect of any emergency services agency is its ability to deliver services when requested. This section of the report evaluates the current and historical service delivery elements of demand, distribution, concentration, and response performance.

Service Demand

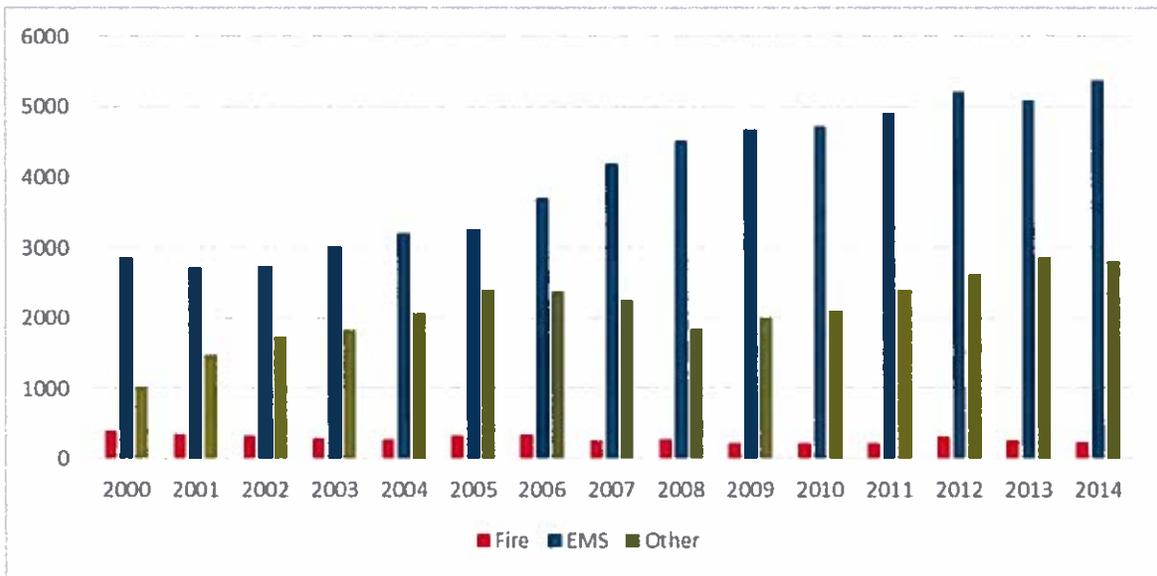
Service demand can be measured or defined in a number of ways. For the purposes of this report, service demand is considered all incidents responded to by NFD units. ESCI reviewed 15 years of available call data to determine how service demand has changed over the past several years. The figure below illustrates how overall service demand has increased over the last 15 years at an overall rate of approximately 5.01 percent on average.

Figure 37: Overall Service Demand History (2000-2014)



Although overall service demand has increased, it is also useful to determine how the demand is distributed across various incident types. The following figure segregates historical service demand into fires, medical incidents, and all other incident types including service calls, false alarms, public assists, etc.

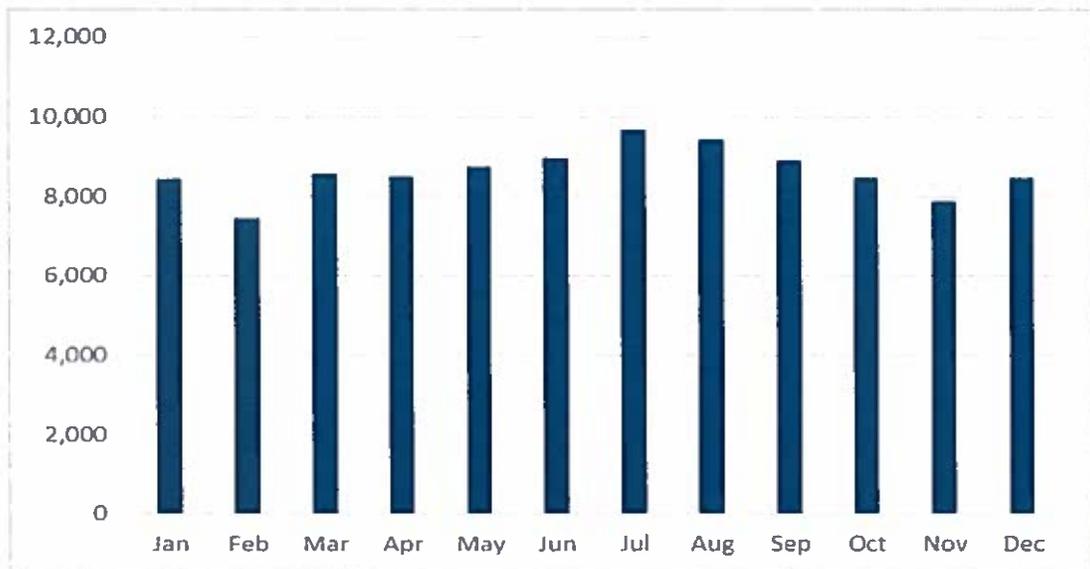
Figure 38: Service Demand History by Call Type (2000-2014)



Based on this analysis, actual fires have declined 42.5 percent over the past 15 years while medically related incidents have increased 88.7 percent. ‘Other’ incident types have increased a dramatic 97.2 percent. This could be in part the result of how incidents are recorded or the Department could have changed the way in which it was responding to certain incident types.

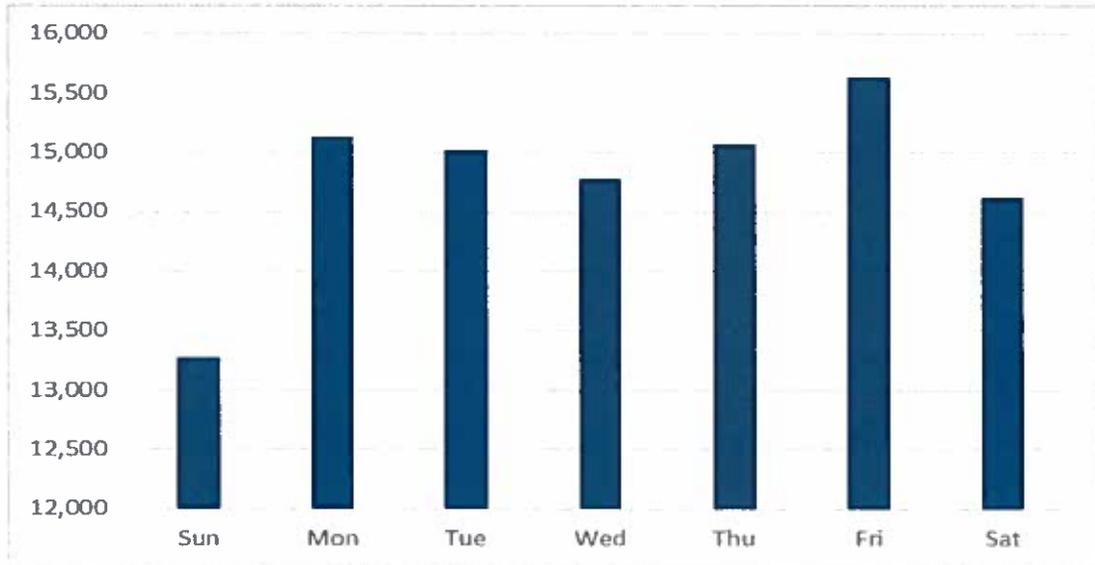
In addition to annual service demand and changes from year to year, it is also useful to evaluate when calls are occurring so resources can be better matched to when service demand is highest. This is known as temporal variation and begins with an analysis of service demand by month.

Figure 39: Service Demand by Month (2000-2014)



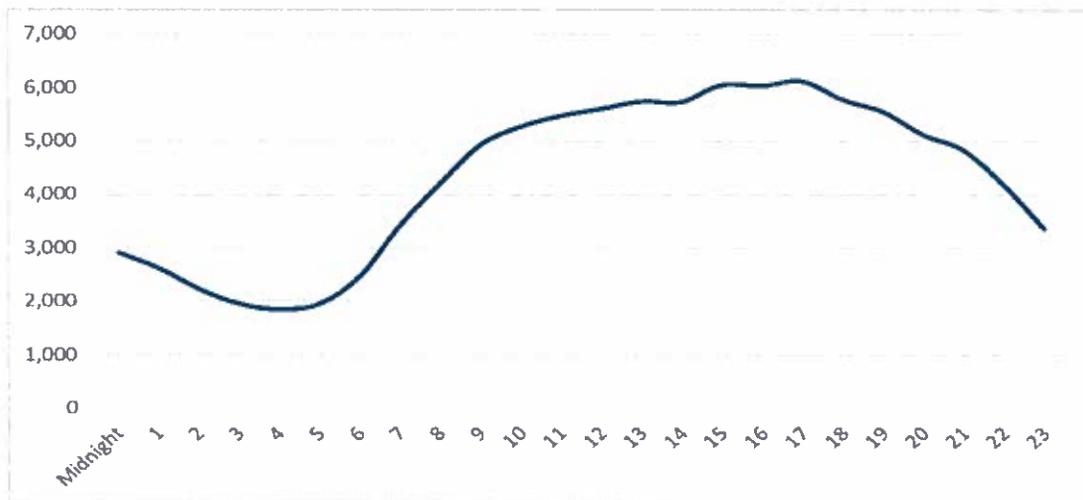
Although there is little in the way of a trend, July was the highest service demand month over the data period. Spikes in service demand also occurred during December and January. This could be due to weather that created higher than normal call volumes. The next analysis reviews service demand by day of week.

Figure 40: Service Demand History by Day (2000-2014)



Over the data period, Friday has been the busiest day for NFD with Monday trailing just behind. These slight spikes in daily service demand can be tied to a number of factors including individuals returning to work on Monday and being less active on the weekends. The final temporal analysis is that of service demand by hour of day.

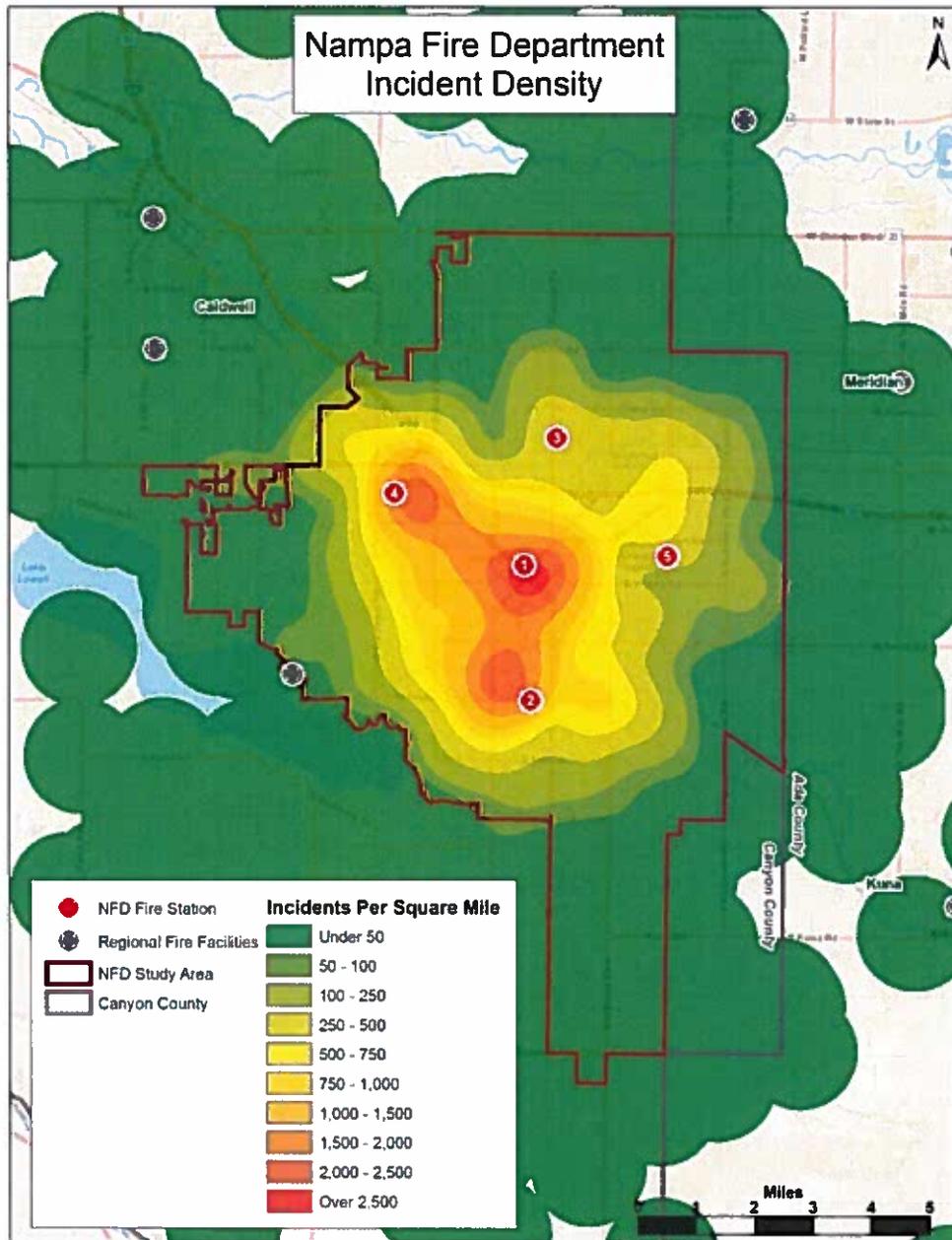
Figure 41: Service Demand History by Hour (2000-2014)



The service demand variation noted in the previous figure is common in emergency services organizations, particularly those that participate in emergency medical services. Workload is very low until about 7:00 a.m., peaks during the mid-afternoon hours, and declines into the evening and overnight hours—closely following typical human behavior.

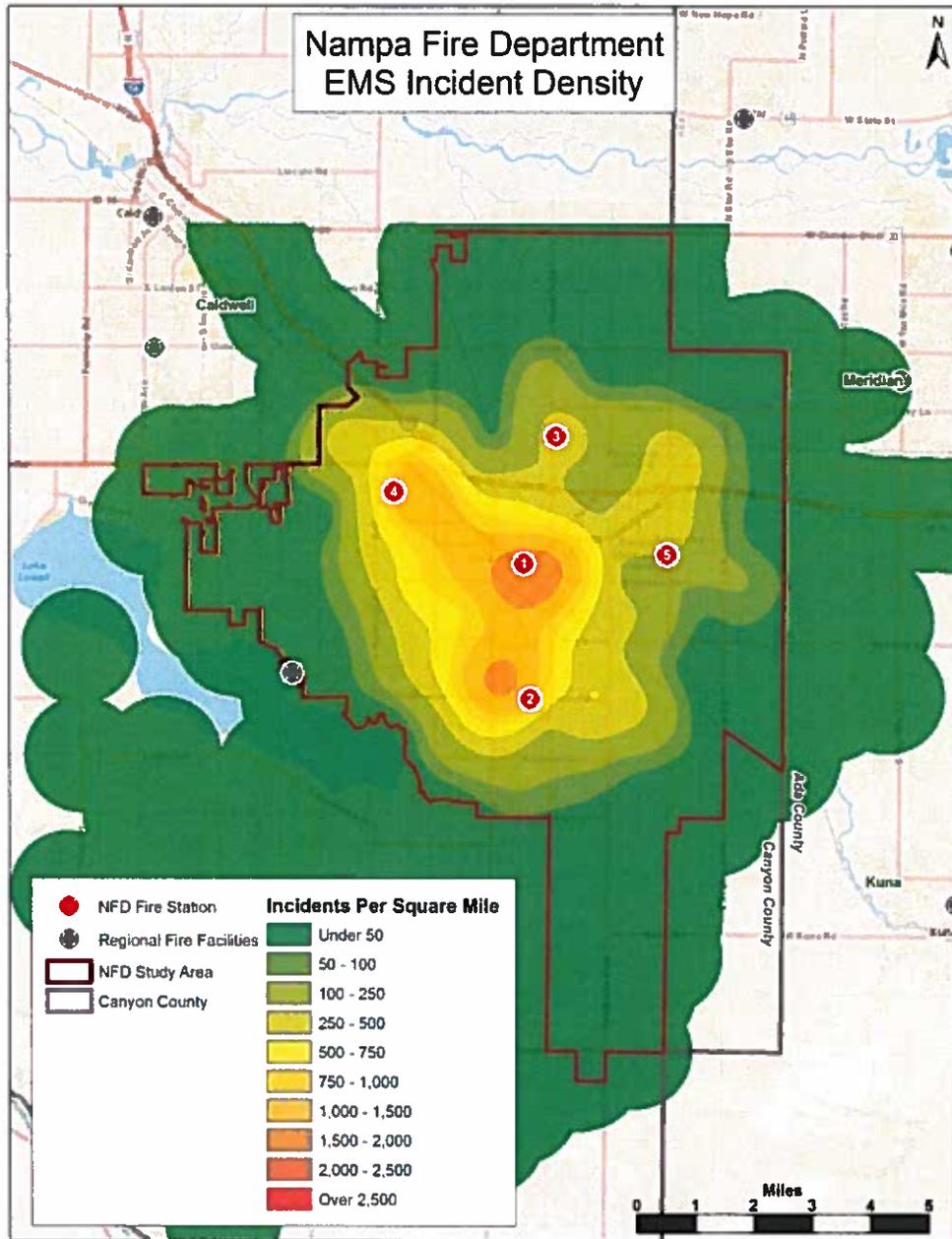
Although evaluating service demand quantitatively illustrates how demand has changed, it is more useful to determine where incidents are occurring so that the deployment of resources can be maximized. The following figure illustrates NFD’s overall geographic service demand for all incident types over the last 15 years.

Figure 42: Geographic Service Demand - All Incidents



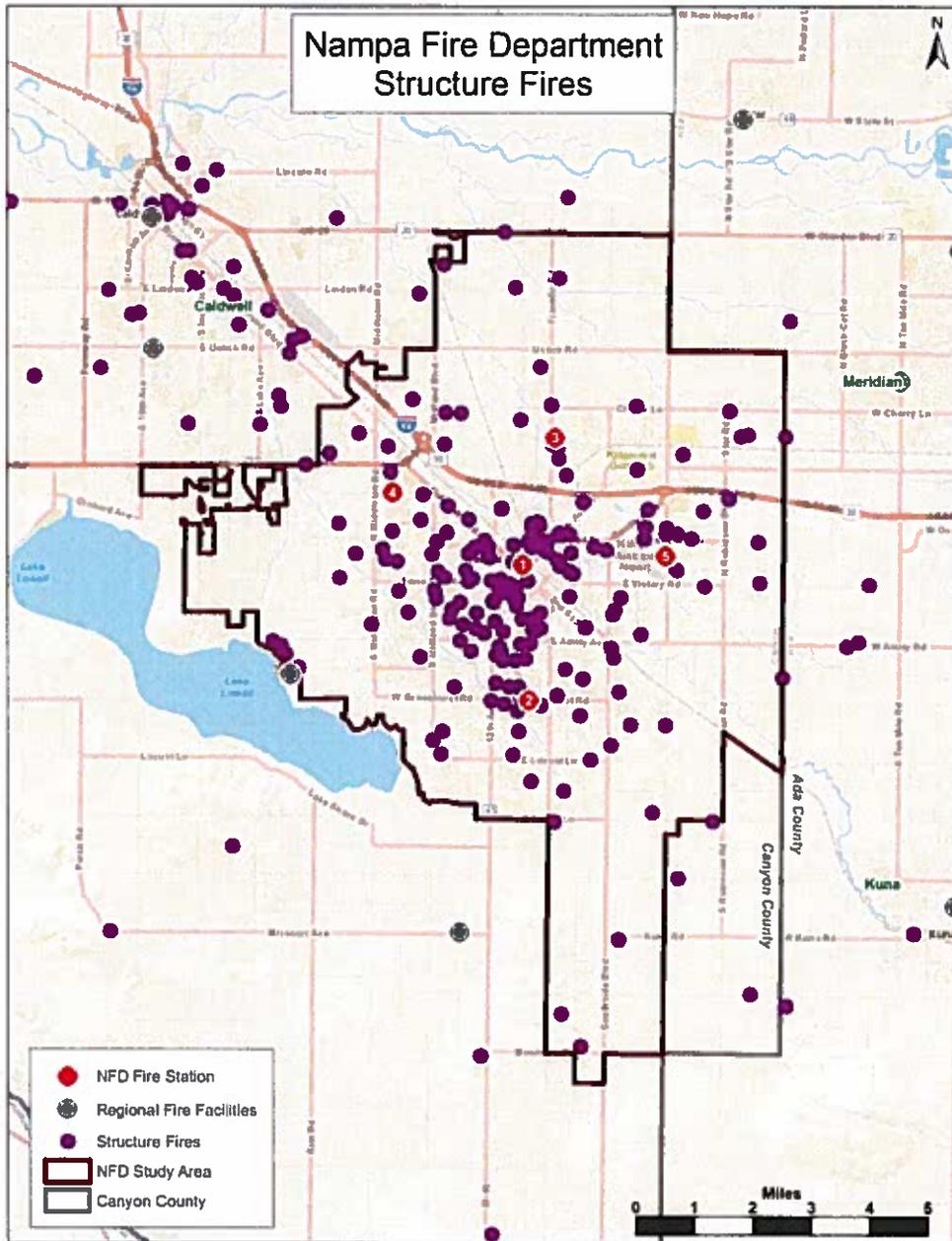
As evident from the preceding figure, service demand for NFD is most heavily concentrated in the core of the city in close proximity to existing fire stations. This indicates that stations are well placed for existing service demand. It is also useful to evaluate service demand by type geographically. The following figure segregates out medical incidents since those call types comprise a majority of the Department's overall demand.

Figure 43: Geographic Service Demand - Medical Incidents



Not surprisingly, medical incident density closely resembles overall incident density. The following figure illustrates how structure fires are distributed throughout the NFD response area.

Figure 44: Geographic Service Demand - Structure Fires



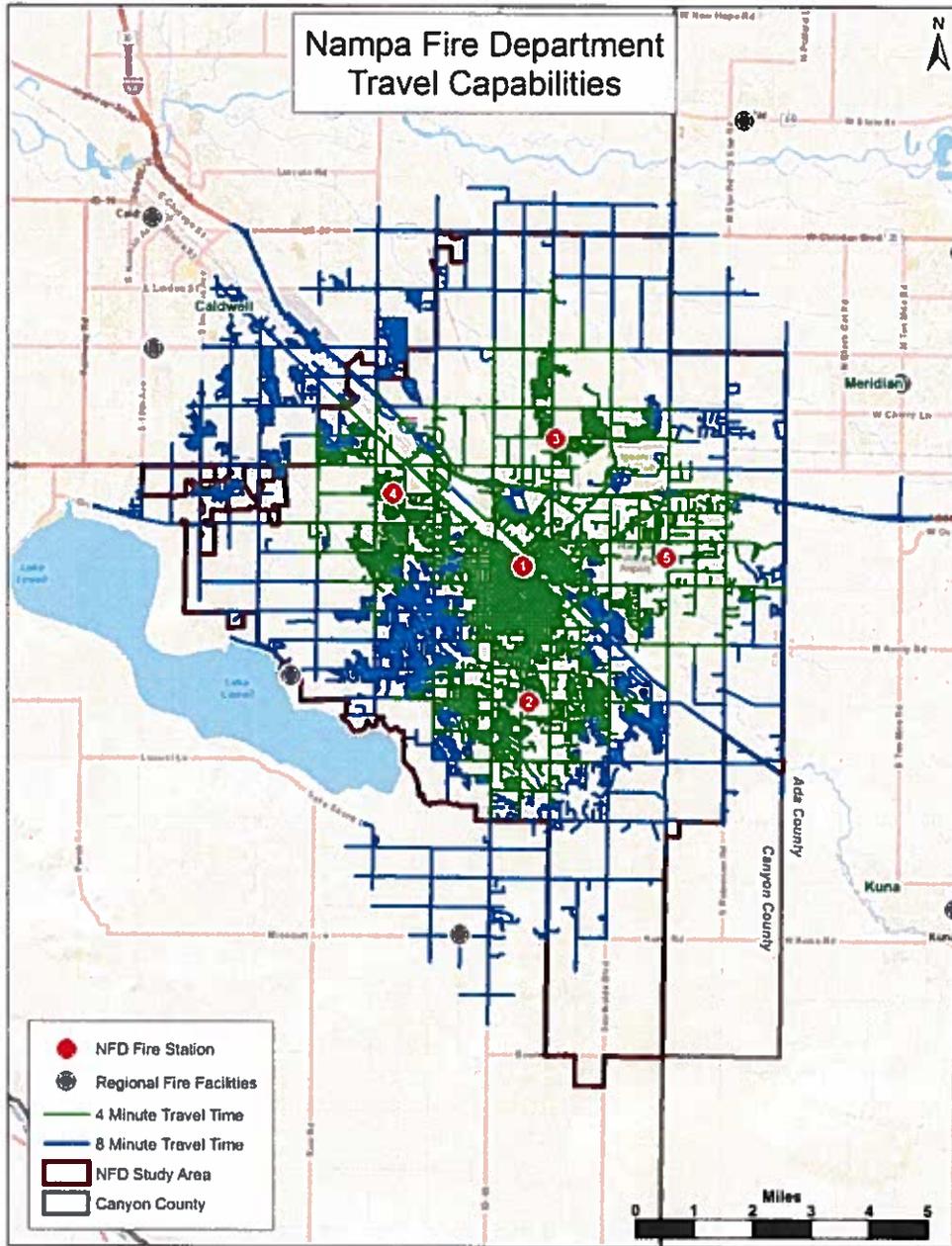
Like medical incidents, a majority of structure fires occur in the core of the city where population and structures are denser. This figure also shows where NFD is responding outside of its primary jurisdiction on mutual and/or automatic aid to surrounding departments.

Resource Distribution

Distribution is an analysis that illustrates travel capability of specific units based on the existing roadway network. Travel time is mapped using geographic information system (GIS) software and a model is

created that estimates how much of a given area can be covered within a specified period of time. The figure below illustrates NFD's four and eight-minute travel capability.

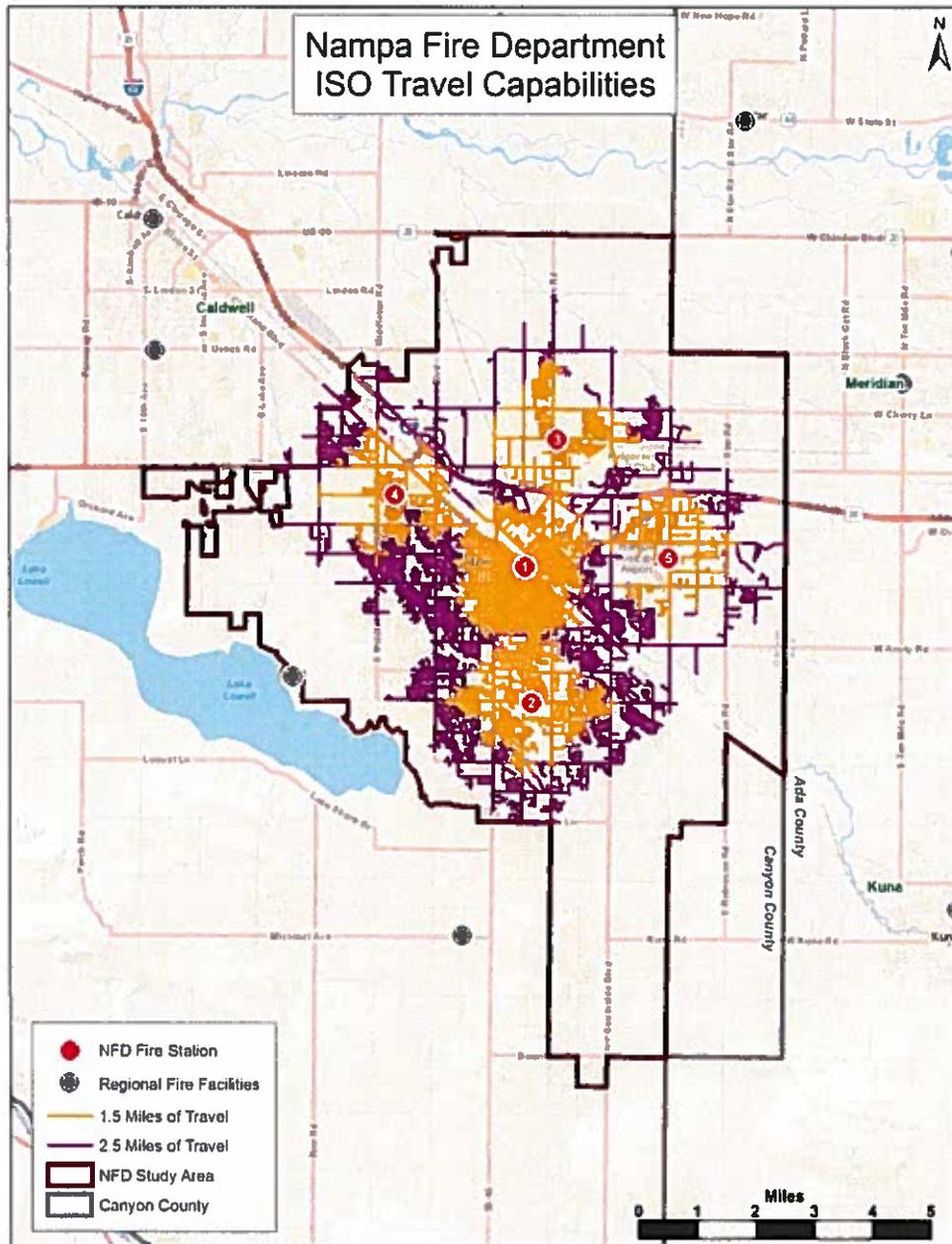
Figure 45: Four and Eight-Minute Travel Capability



Based on these travel models, NFD can reach 75 percent of historical service demand within four minutes of travel. Similarly, it can reach 89 percent within eight minutes of travel. Alternatives to increase overall travel capability will be discussed in the Future Service Delivery section of this report.

Another method to evaluate distribution is to review the recommendations of the Idaho Surveying and Rating Bureau (ISRB)). This entity recommends that in order to receive the best fire insurance rate, properties should be within 1.5 miles of an engine, 2.5 miles of a ladder truck, and 5.0 miles of a fire station. The following figure represents these travel distances.

Figure 46: ISO Travel Distances



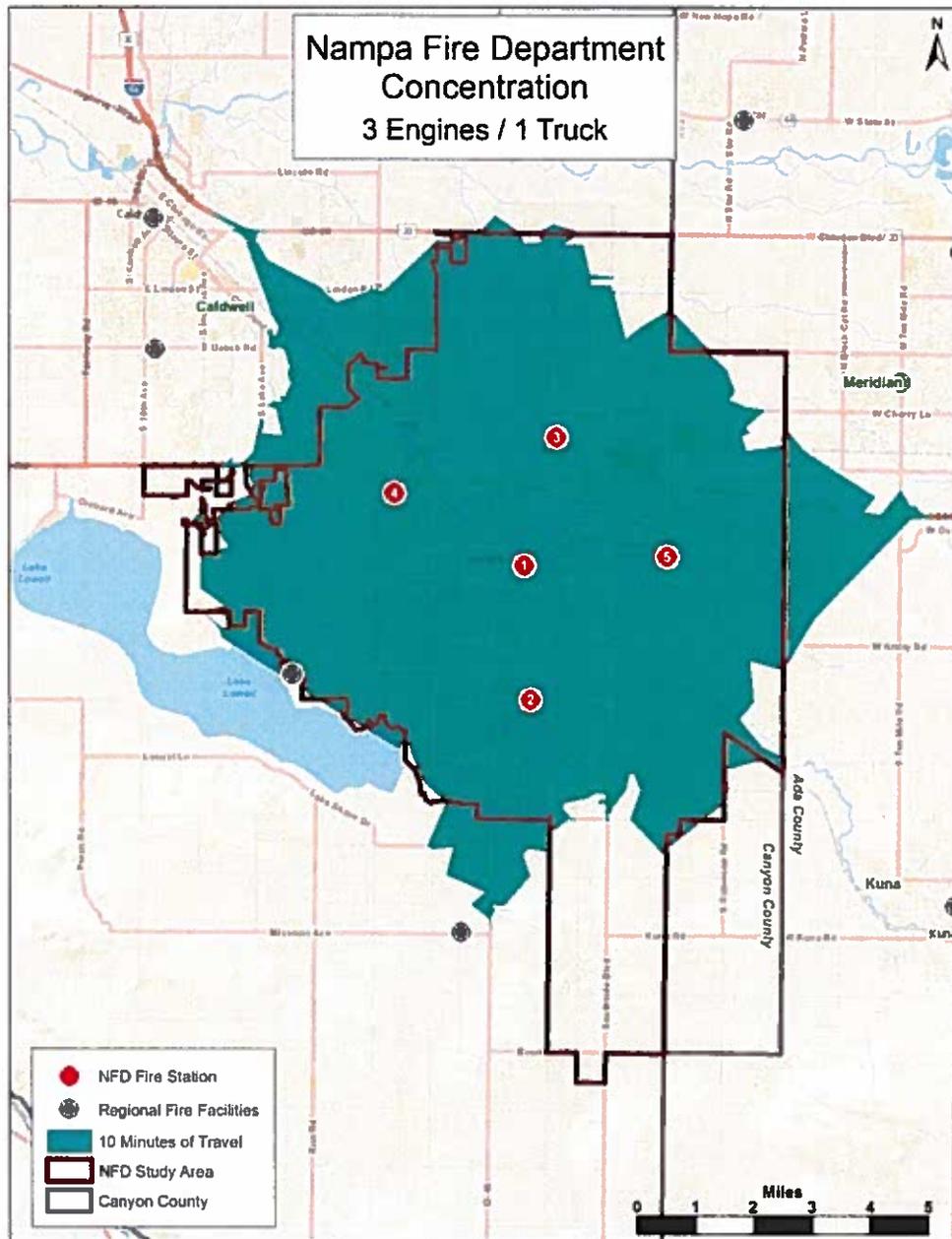
Based on this analysis, 85 percent of the parcels within Nampa are within 1.5 miles of an engine; only 49 percent are within 2.5 miles of a ladder truck; and nearly 97 percent are within 5.0 miles of a fire station,

although not illustrated on this map. Those parcels outside the five-mile travel model will experience difficulty in obtaining fire insurance for their properties; if they are successful, the rates will be much higher than those within five miles of a station.

Resource Concentration

Resource concentration is an analysis that determines how quickly a department can assemble the appropriate number of apparatus and/or personnel on the scene of a major incident. In many cases, this is conducted using a single family detached dwelling, considered a moderate risk in which at least two engines and one ladder truck would be needed to effectively mitigate the incident. The figure below illustrates NFD's concentration capability within ten minutes of travel and includes use of mutual aid departments from outside the City when appropriate.

Figure 47: Resource Concentration Capability



Based on this analysis, a vast majority of the NFD primary response area can be reached with an effective response force assembly of three engines and one ladder truck within ten minutes of travel. This is assuming all apparatus are available and staffed at the time of initial dispatch. Understanding this is not always the case, alternatives will be discussed in the Future Service Delivery section of this report.

Response Reliability

The workload on emergency response units can also be a factor in response time performance. The busier a given unit, the less available it is for the next emergency. If a response unit is unavailable, then a unit from a more distant station must respond, increasing overall response time. A cushion of surplus response capacity above average values must be maintained due to less frequent but very critical times when atypical demand patterns appear in the system. Multiple medical calls, simultaneous fires, multi-casualty events, or multiple alarm fires are all examples.

One way to look at resource workload is to examine the amount of time multiple calls occur within the same time frame on the same day. ESCI examined the calls that occurred between 2000 and 2015 to find the frequency that the Department is handling multiple calls within any given time frame. This is important because the more calls occurring at one time; the more stretched available resources become leading to extended response times from distant responding available apparatus. The following figure illustrates NFD’s historical concurrency rates.

Figure 48: Incident Concurrency (2000-2015)

	SINGLE	2	3	4	5	6	7	8	9	10
2000	78.34%	18.22%	2.92%	0.40%	0.05%	0.07%	0.00%	0.00%	0.00%	0.00%
2001	77.62%	19.38%	2.74%	0.27%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
2002	76.94%	19.65%	2.59%	0.44%	0.17%	0.15%	0.06%	0.00%	0.00%	0.00%
2003	77.21%	19.77%	2.75%	0.23%	0.04%	0.00%	0.00%	0.00%	0.00%	0.00%
2004	76.45%	20.32%	2.75%	0.34%	0.11%	0.04%	0.00%	0.00%	0.00%	0.00%
2005	76.42%	20.40%	2.79%	0.35%	0.03%	0.00%	0.00%	0.00%	0.00%	0.00%
2006	74.52%	21.61%	3.12%	0.54%	0.19%	0.02%	0.00%	0.00%	0.00%	0.00%
2007	74.32%	22.17%	2.86%	0.39%	0.09%	0.04%	0.03%	0.04%	0.04%	0.01%
2008	74.27%	21.50%	3.85%	0.38%	0.00%	0.00%	0.00%	0.00%	0.00%	0.00%
2009	72.20%	23.32%	3.68%	0.61%	0.07%	0.06%	0.03%	0.01%	0.01%	0.01%
2010	71.20%	24.45%	3.91%	0.43%	0.01%	0.00%	0.00%	0.00%	0.00%	0.00%
2011	68.23%	25.45%	5.23%	0.82%	0.24%	0.03%	0.00%	0.00%	0.00%	0.00%
2012	67.16%	25.76%	5.63%	1.09%	0.25%	0.10%	0.01%	0.00%	0.00%	0.00%
2013	62.62%	27.98%	7.56%	1.52%	0.29%	0.02%	0.00%	0.00%	0.00%	0.00%
2014	64.37%	27.29%	6.75%	1.30%	0.26%	0.02%	0.00%	0.00%	0.00%	0.00%
2015	60.42%	29.96%	7.69%	1.57%	0.23%	0.03%	0.01%	0.03%	0.04%	0.01%

For most departments, the majority of calls occur one or two at a time. However, as communities grow, the propensity for concurrent calls increases. When the concurrency reaches a level at which it stretches resources to near capacity, response times begin to extend. Although multiple medical calls will cause drawdown, especially as concurrency increases, they usually occupy only one unit at a time. Concurrent fire calls, however, are of more concern as they may require multiple unit responses for each call depending upon the dispatch criteria. Typically, “other” calls that are not actual fires or medical calls have higher rates of concurrency than fires and, depending on the dispatch criteria, may create periods of extensive resource drawdown.

It is important to note that an area with the highest workload will typically have the highest rate of concurrent calls and resource drawdown. This requires response units from other stations to respond into this area. The impact on station area reliability can be affected by several factors such as:

- Out of service for mechanical reasons
- Out of service for training exercises
- Out of area on move-up deployment
- Lack of staffing
- Concurrent calls

When these factors impact the reliability of a station to respond within its prescribed territory, response time performance measures for the back-up station/apparatus can be negatively affected.

Response Performance

Perhaps the most visible and notable of emergency services to the public, response performance is the primary measure by which the public gauges overall effectiveness. Response time can be measured in a number of ways but industry standards suggest that performance be measured on a percentile rather than simply reporting the average.

Response time, however, is not simply a matter of operational response. The response time continuum begins when someone calls 9-1-1 and ends when the appropriate resources are on the scene of the incident. The response time continuum is comprised of several components:

- Processing Time – The amount of time between when a dispatcher answers the 9-1-1 call and resources are dispatched.
- Turnout Time – The amount of time between when units are notified of the incident and when they are en route.
- Travel Time – The amount of time the responding unit actually spends on the road to the incident.
- Response Time – A combination of turnout time and travel time and generally accepted as the most measurable element.

Before entering this discussion, however, it is important to provide a brief discussion about how the statistical information is presented, particularly in regard to average versus percentile measures.

The “average” measure is a commonly used descriptive statistic also called the mean of a data set. It is a measure to describe the central tendency or the center of a data set. The average is the sum of all the points of data in a set divided by the total number of data points. In this measurement, each data point is counted and the value of each data point has an impact on the overall performance. Averages should be viewed with a certain amount of caution because the average measure can be skewed if an unusual data point, known as an outlier, is present within the data set. Depending on the sample size of the data set, this skewing can be either very large or very small.

As an example, assume that a particular station with a response time objective of six minutes or less had five calls on a particular day. If four of the calls had a response time of eight minutes while the other call

was across the street and only a few seconds away, the average would indicate the station was achieving its performance goal. However, four of the five calls, or 80 percent, were beyond the stated response time performance objective.

The reason for computing the average is because of its common use and ease of understanding. The most important reason for not using averages for performance standards is that it does not accurately reflect the performance for the entire data set.

With the average measure, it is recognized that some data points are below the average and some are above the average. The same is true for a median measure which simply arranges the data set in order and finds the value in which 50 percent of the data points are below the median and the other half are above the median value. This is also called the 50th percentile.

When dealing with percentiles, the actual value of the individual data does not have the same impact as it did in the average. The reason for this is that the percentile is nothing more than the ranking of the data set. The 90th percentile means that 10 percent of the data is greater than the value stated and all other data is at or below this level.

Higher percentile measurements are normally used for performance objectives and performance measurement because they show that the large majority of the data set has achieved a particular level of performance. This can then be compared to the desired performance objective to determine the degree of success in achieving the goal.

For this analysis, ESCI was most interested in the ability to respond with the appropriate resources to the highest percentage of incidents. For this reason, ESCI analyzed National Fire Incident Reporting System (NFIRS) and computer-aided dispatch (CAD) data and generated average and 90th percentile response performance for emergency incidents only.

NFPA 1221 Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems recommends that telecommunicators (dispatchers) receive and dispatch incidents within 60 seconds when measured at the 90th percentile. The following figure summarizes the organization's average and 90th percentile call processing performance.

Figure 49: Historic Call Processing Performance (2000 – 2015)

	AVERAGE	90 TH PERCENTILE
2000	0:00:06	0:00:00
2001	0:00:06	0:00:06
2002	0:00:22	0:01:02
2003	0:00:21	0:00:54
2004	0:00:22	0:01:08
2005	0:00:47	0:01:58
2006	0:01:39	0:02:48
2007	0:01:31	0:02:39
2008	0:01:34	0:02:43
2009	0:01:28	0:02:30
2010	0:01:20	0:02:19
2011	0:01:13	0:02:13
2012	0:01:13	0:02:13
2013	0:01:16	0:02:17
2014	0:01:23	0:02:29
2015	0:01:24	0:02:27

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 recommends that career fire departments be en route to emergency incidents within 60 seconds for medical responses and 80 seconds for fire responses; allowing an extra 20 seconds to don protective clothing that is not required for medical incidents. This time period is known as turnout time. The figure below illustrates NFD’s historical turnout time performance measured both at the average and 90th percentile

Figure 50: Historic Turnout Time Performance (2000-2015)

	MEDICAL		FIRE AND OTHER		
	Average	90 th	Average	90 th	
2000	0:00:02	0:00:00	2000	0:00:01	0:00:00
2001	0:00:04	0:00:00	2001	0:00:06	0:00:00
2002	0:00:09	0:00:33	2002	0:00:15	0:01:05
2003	0:00:40	0:01:46	2003	0:00:45	0:01:55
2004	0:00:50	0:01:57	2004	0:00:56	0:02:01
2005	0:01:02	0:02:03	2005	0:01:06	0:02:09
2006	0:01:07	0:02:11	2006	0:01:11	0:02:17
2007	0:01:10	0:02:17	2007	0:01:14	0:02:23
2008	0:01:06	0:02:12	2008	0:01:09	0:02:14
2009	0:01:04	0:02:05	2009	0:01:10	0:02:13
2010	0:01:05	0:02:06	2010	0:01:10	0:02:11
2011	0:01:07	0:02:09	2011	0:01:11	0:02:14
2012	0:01:08	0:02:09	2012	0:01:13	0:02:14
2013	0:01:09	0:02:10	2013	0:01:12	0:02:16
2014	0:01:07	0:02:09	2014	0:01:10	0:02:12
2015	0:01:05	0:02:07	2015	0:01:08	0:02:12

Based on this analysis, although NFD is missing the 90th percentile recommendation, the overall turnout time performance is in line with expected performance for a department of this size serving a community of this population and service demand.

NFPA 1710 also includes a performance objective of 240 seconds or less travel time for the arrival of the first arriving engine company in urban areas serviced by career fire departments.⁹ NFPA 1710 does not differentiate between the various population densities and assumes that all areas served by career or mostly career fire departments will adhere to a single performance objective. For this analysis, ESCI was able to analyze National Fire Incident Reporting System (NFIRS) data that records alarm time, arrival time, and available time. The following figure summarizes NFD’s overall response performance over the past 15 years.

⁹NFPA 1710, *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*. (National Fire Protection Association 2010.)

Figure 51: Overall Response Time Performance (2000-2015)

	AVERAGE	90 TH PERCENTILE
2000	04:52	08:00
2001	05:00	08:00
2002	05:30	08:42
2003	05:10	08:13
2004	04:54	07:41
2005	05:28	08:41
2006	06:42	10:03
2007	06:35	09:57
2008	06:33	09:39
2009	06:30	09:38
2010	06:18	09:12
2011	06:17	09:10
2012	06:26	09:29
2013	06:32	09:32
2014	06:55	10:00
2015	06:48	09:50

Based on the analysis of the available data, NFD’s overall response performance to emergency incidents is over the *NFPA 1710* recommendations. This should not be interpreted to mean that NFD is performing poorly. In nearly 40 years of conducting independent research and analysis for fire departments and emergency services providers across the nation, ESCI has never encountered a department that consistently meets the NFPA recommendations. Rather, adequacy of performance should be the focus and ensuring that response times meet community expectations.

For medical incidents, the American Heart Association (AHA) recommends that emergency resources be on the scene of a cardiac arrest within eight minutes, other lower acuity incidents comprise a much larger portion of the Department’s overall medical incidents. Therefore, it is reasonable that multiple levels of response performance objectives be identified and formally adopted.

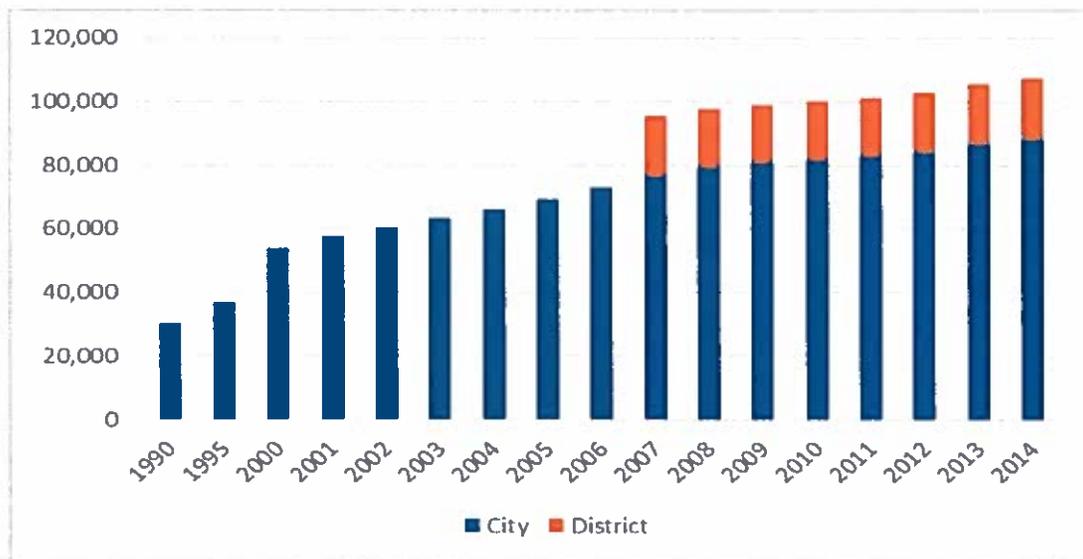
Section II – Future System Demand Projections

In order to project potential future service demand, it is first necessary to evaluate historical population growth and current community risk. These elements, combined with historical per capita incident rates allow for a more accurate projection of future demand.

Population Growth Projections

Emergency services demand is typically driven by population and human activity. This holds true for NFD. As the population of the area has risen, so has the overall service demand. The overall population of the NFD response area has risen steadily over the last several decades. Unfortunately, population statistics for the response area outside the city limits is limited. These population figures have been more accurately maintained only since 2007. As illustrated in the following figure, the area has seen a general population growth of 2.02 percent since 2000 including the area outside the City limits.

Figure 52: Overall Population Growth (1990-2014)



The City itself has seen a growth rate since 2000 of more than 63 percent while the District’s growth rate has remained relatively stable at 2.24 percent since 2007.

Community Risk Analysis

The fire service assesses the relative risk of properties based on a number of factors. Properties with high fire and life risk often require greater numbers of personnel and apparatus to effectively mitigate a fire emergency. Staffing and deployment decisions should be made with consideration of the level of risk within geographic sub-areas of a community. Unlike medical responses that focus on human life, fire incidents are intended to protect property in addition to life. Property values translate into tax revenue for municipalities and the protection of that valuation is often imperative to the success of a fire department.

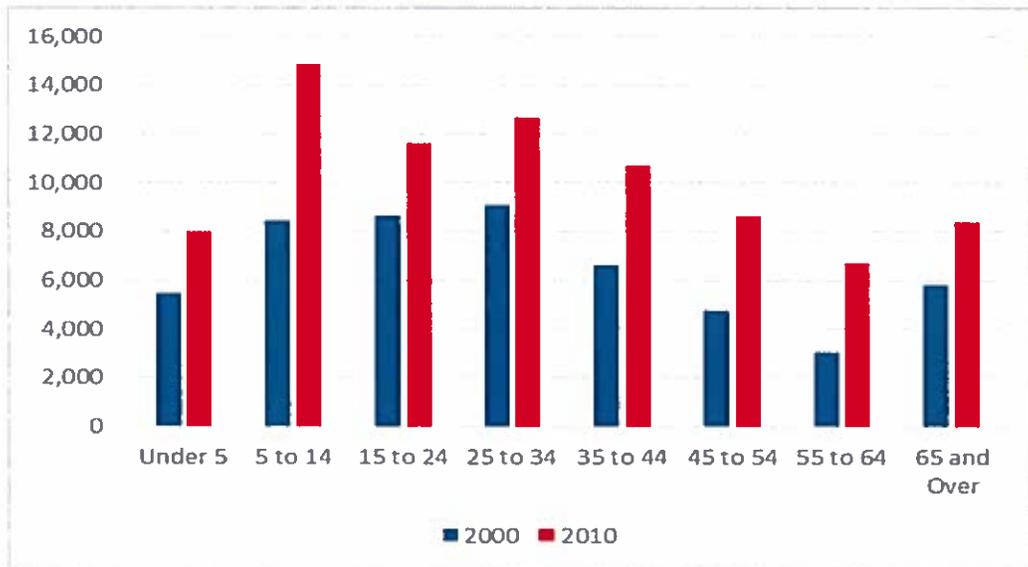
The following translates land use (potential scale and type of development within geographic sub-areas) to categories of relative fire and life risk.

- Low risk – Areas zoned and used for agricultural purposes, open space, low-density residential, and other low intensity uses.
- Moderate risk – Areas zoned for medium-density single family properties, small commercial and office uses, low-intensity retail sales, and equivalently sized business activities.
- High risk – Higher-intensity business districts, mixed use areas, high-density residential, industrial, warehousing, and large mercantile centers.

NFD (including the district response areas) has a diverse mix of risk across the jurisdiction including some high risk industrial occupancies. Proper code enforcement and fire prevention efforts will assist the Department in ensuring that these properties are operating safely.

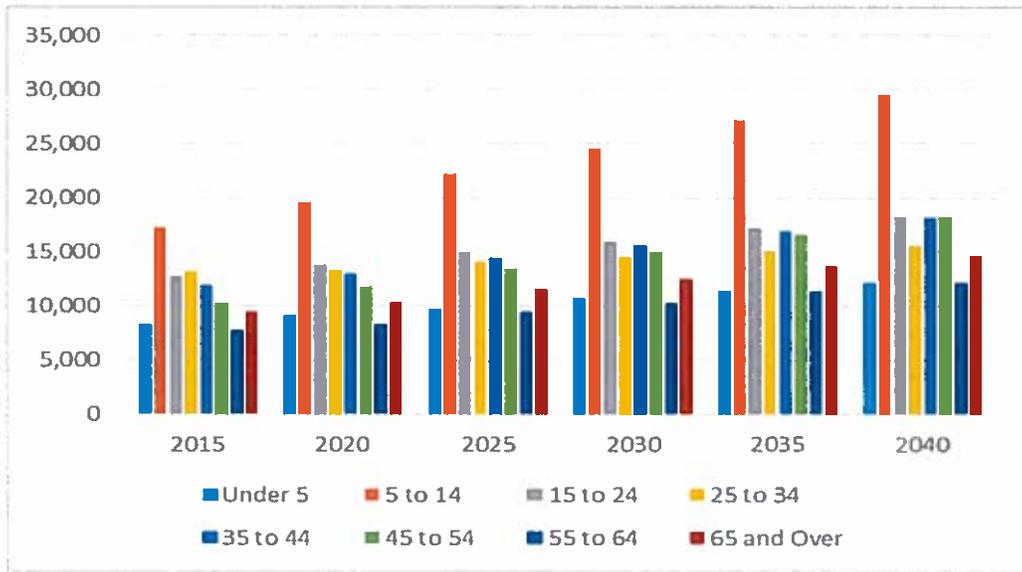
In addition to occupancy risk, the relative age of a population can impact service demand and service delivery. Studies have shown that departments that participate in emergency medical services generally see utilization rates higher in certain age groups, typically those under the age of five and those over the age of 65. The following figure illustrates how the population in the City is distributed across the various age groups.

Figure 53: Population by Age Group



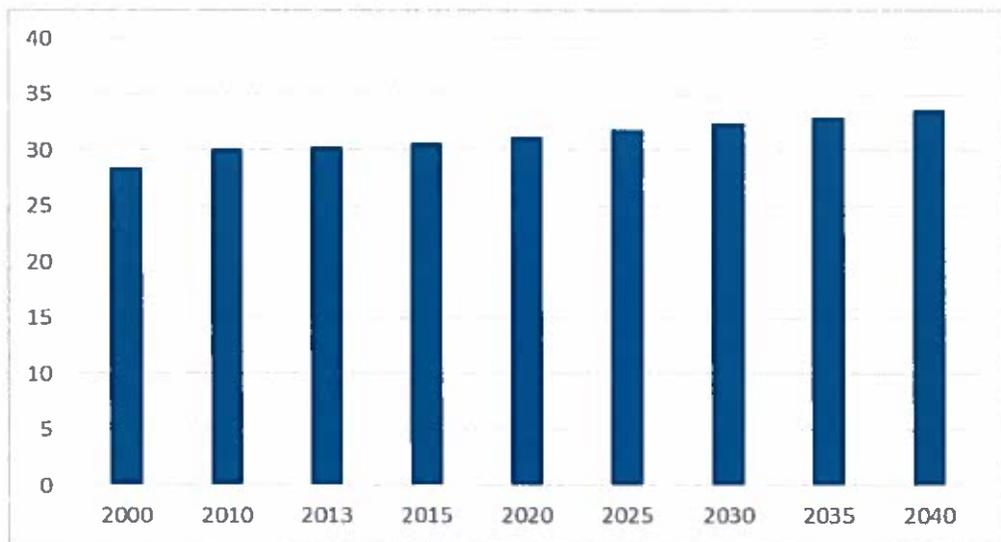
Unlike some other areas of the country, NFD’s population is not aging quite as rapidly but has seen an increase in the 5 to 14 age group as well as young to middle aged adults. The preceding figures illustrates historical changes in age groups but what is more important is how these will change in the future. The following figure projects the potential changes in the specified age groups over the next 25 years.

Figure 54: Population by Age Group Projection



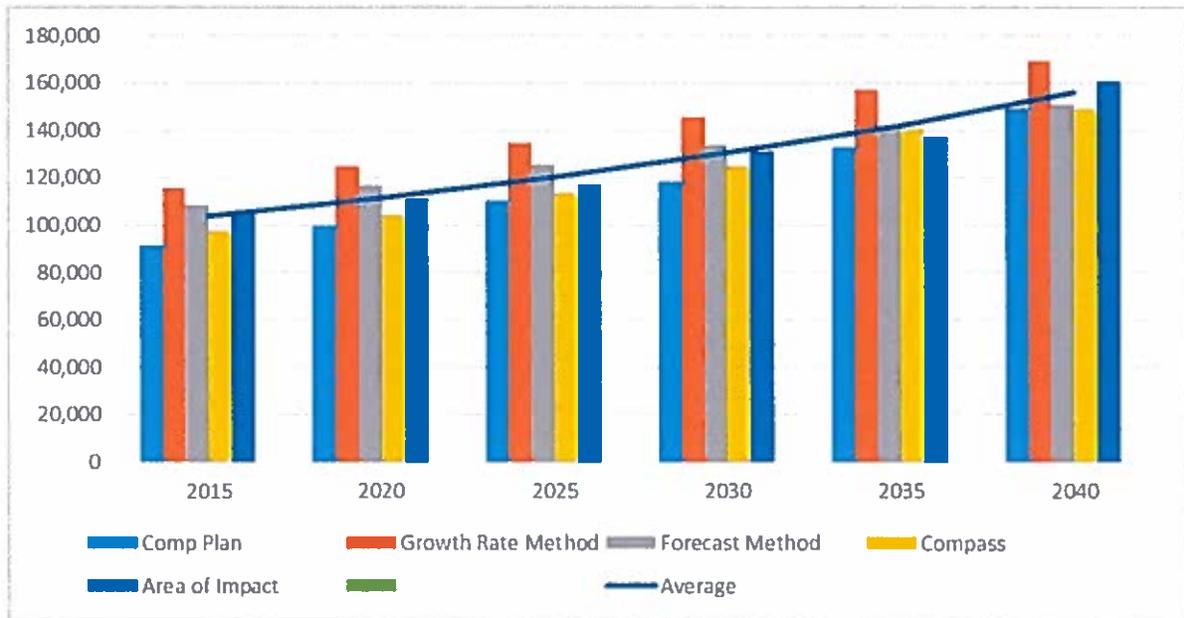
The age 5 to 14 group is expected to change the most but the 65 and over age group is also expected to change. This will begin to impact emergency medical services demand as time progresses. The median age of the community is also expected to continue to increase; rising from 28 to 34 over the next 25 years, as illustrated below.

Figure 55: Median Age Projection



Although there are different methods of calculating potential future population growth, suffice it to say that the population of the NFD response area will continue to increase for the foreseeable future, reaching an estimated 160,000 by 2040, as illustrated in the following figure.

Figure 56: Overall Population Projection

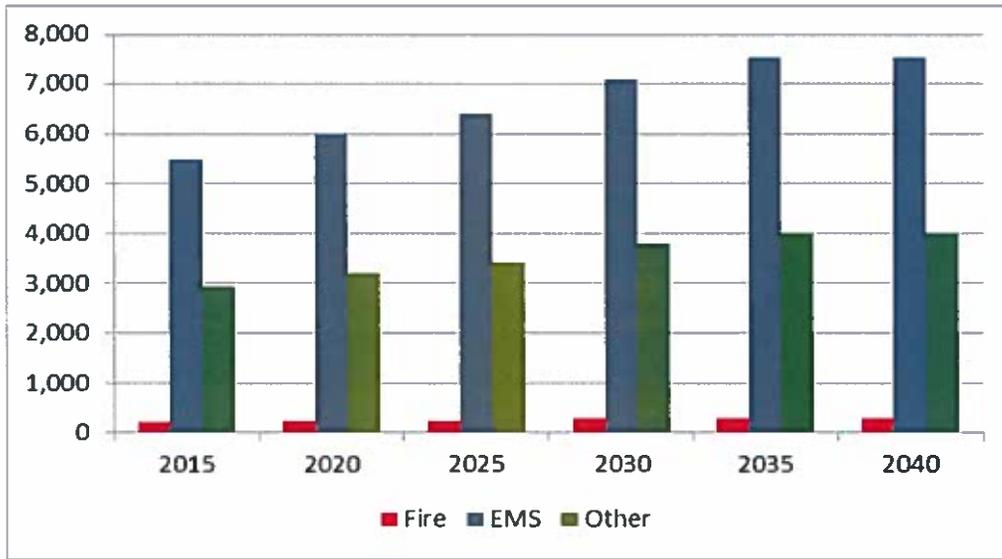


The preceding figure illustrates the various methods of calculating future growth. The community’s comprehensive plan predicts a somewhat slower rate of growth than the other methods while applying the historical growth rate predicts a much higher rate of growth. A mathematical forecast is more in line with projections obtained from Community Planning Association of Southwest Idaho (COMPASS), which still indicate populations nearing 150,000. This information will be used in the following section to predict potential future service demand based on per capita utilization rates.

Service Demand Projections

Using the information from the previous sections of this report, ESCI evaluated historical service demand, historical incident rates, and potential changes to the population in the future, to develop a number of models of future service demand. The project team took three separate approaches in developing these models. First, historical incident rates were multiplied against future populations based on the community’s comprehensive plan. This method indicates slow but steady growth over the planning period as illustrated below, with a majority of service demand coming from medical incidents.

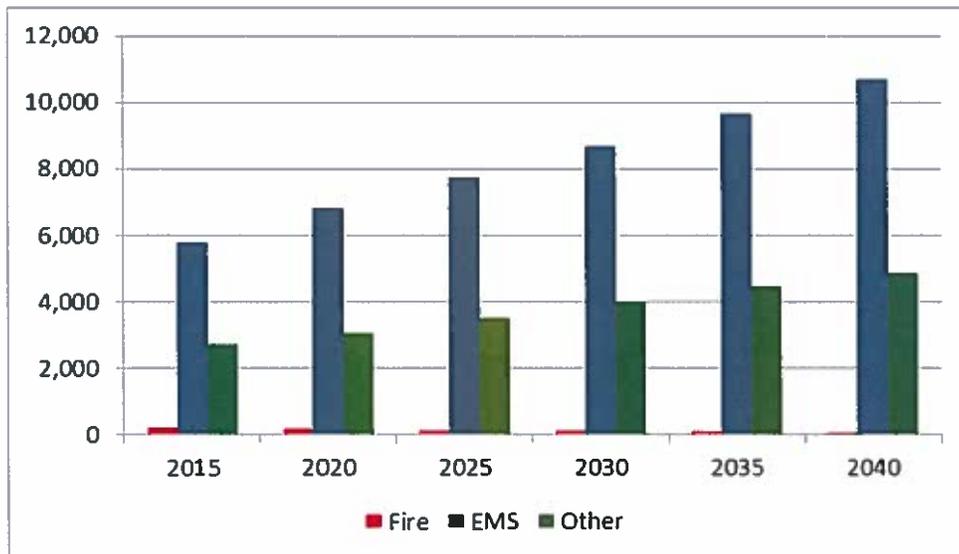
Figure 57: Future Service Demand Projections - Method 1



As expected, fire incident rates are predicted to remain relatively stable as newer construction and code enforcement activities continue to enhance the safety of structures throughout the community.

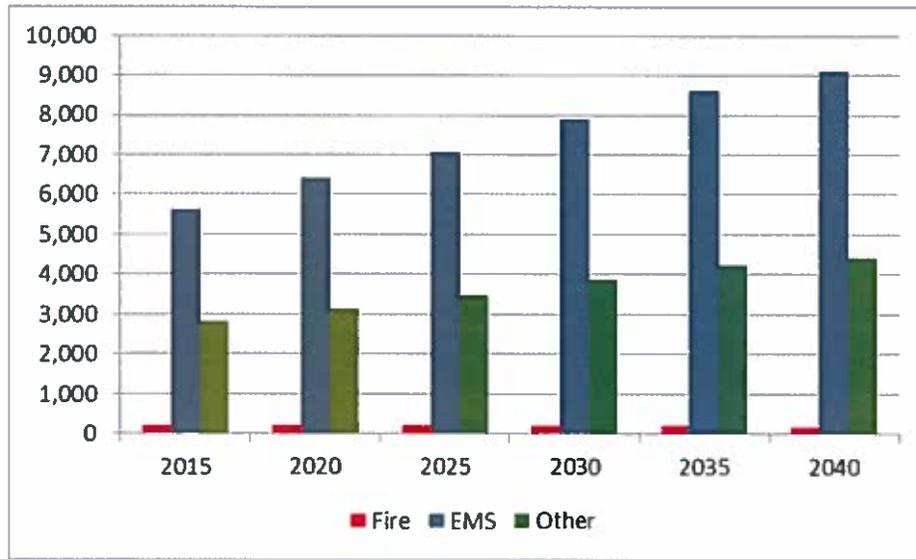
Second, historical per capita incident rates were used to project service demand if historical growth rates remained relatively constant. This model shows a rather rapid growth in all categories of service demand (except fire) over the next 25 years, as illustrated in the following figure.

Figure 58: Future Service Demand Projections - Method 2



The final method used the average population growth model multiplied against historical per capita incident utilization rates. ESCI feels that this model is the most reliable given the variability in the data available at the time this analysis was completed.

Figure 59: Future Service Demand Projections - Average Method



Regardless of the model chosen, it is evident that NFD will be faced with an increased service demand as time progresses and the overall population continues to grow. Local officials should work closely with fire department representatives to monitor population changes annually and adjust future predictive models as necessary in regard to resource deployment.

Section III – Future Service Delivery Models

Although the foregoing sections of this report focused primarily on the conditions that currently exist within the NFD, the intent of this study is to combine that evaluation with a look into the future and provide policy makers with information necessary to carry the system forward over the next 10 to 20 years. This portion of the report provides recommendations related to the deployment of facilities, apparatus, and personnel with a focus on future service delivery and an improvement in overall efficiency within the system.

DEVELOPMENT OF RESPONSE STANDARDS AND TARGETS

In order to determine future service delivery models for the study area, it is first necessary to establish response standards and targets that will be used to establish an appropriate deployment of physical resources. Although there are nationally published standards for the deployment of stations and apparatus, often these standards are simply too restrictive for many organizations. In this report section, ESCI will provide an overview of the published standards and then work to establish an appropriate set of response standards and targets for the study area that deliver an expected level of service within the fiscal constraints of the region.

NFPA 1710 recommends that career fire departments adopt response performance objectives that deliver an equal level of service across the entirety of the response area irrespective of population density, geography, or response area size. For an area the size of the study region, it is improbable that a single response performance objective can be accomplished. The standard recommends the following for career fire departments:

- Call Processing 0:60 at the 90th Percentile
- Turnout 0:60 at the 90th Percentile¹⁰
- Total Response 5:00 at the 90th Percentile¹¹

Although the aforementioned response performance objectives are detailed within each respective published standard, it should be noted that few, if any, departments actually meet these objectives with consistency. In ESCI's 40 years of working with fire departments of various size and deployment modelling, no client department has been able to routinely meet the published standards. In addition, within each standard, there is the ability of the Authority Having Jurisdiction (AHJ) to establish response performance objectives based on local expectations and abilities.

NFD has established performance objectives that loosely follow *NFPA 1710* recommendations in that a full alarm assignment for a working residential structure fire are expected to arrive at the scene within 560 seconds (80 seconds for turnout and 480 seconds for travel) from the time of dispatch. Structure fires or other incidents that require additional resources through mutual aid or additional alarm assignments do not have an adopted response performance objective. Likewise, since NFD does not directly control the communications center, a formal call processing performance objective has not been established.

¹⁰ 1:20 for fire incidents.

¹¹ 5:20 for fire incidents.

Based on the population density and historical service demand, combined with historical response performance, ESCI recommends the following response performance objectives for consideration.

Figure 60: Recommended Response Performance Objectives

ELEMENT	PERFORMANCE OBJECTIVE	PERCENTILE MEASURE
Call Processing	00:60	90 th
Turnout	00:90	90 th
Travel	05:00	90 th
Effective Response Force	08:00	90 th

SHORT-TERM RECOMMENDATIONS

The previous sections of this report detail a considerable volume of observations, comments and recommendations relating to NFD management and operations. The process of understanding, prioritizing and implementing the recommended enhancements can be daunting, simply due to the amount of work that may be involved. To help the organization navigate through the process, the following discussion further defines the short-term priorities that ESCI has identified as the most important initially.

The following list summarizes the identified recommendations based on the agency evaluation contained within this report that are achievable in the short-term, typically within a range of one to three years. These recommendations have been compiled into a prioritized list for ease of reference.

- *Priority 1 – Items Involving Immediate Internal Safety Concerns*
- *Priority 2 – Considerations That May Present Legal or Financial Exposure*
- *Priority 3 – Matters That Address a Service Delivery Issue*
- *Priority 4 – Considerations to Enhance the Delivery of a Service*
- *Priority 5 – An Important Thing to Do*

Priority 1 – Items Involving Immediate Internal Safety Concerns

The recommendation deals with an improvement or initiative that solves an issue affecting the safety of firefighters and/or other personnel. These are not matters that simply make it easier to do a particular function but, in fact, change a currently unsafe situation into a safe one.

- ESCI did not identify recommendations specific to immediate internal safety concerns.

Priority 2 – Considerations That May Present Legal or Financial Exposure

The recommendation resolves a situation that is creating or has the potential to create an opportunity for legal action against the entity or its officials. It also may be a situation that could subject the entity to a significant expense.

- Use SOGs in all training evolutions, particularly when manipulative exercises are involved.
- Use local legal representative to ensure that appropriate legal mandates are contained within policy documents.
- Adopt a formal process for access to public records.

Priority 3 – Matters That Address a Service Delivery Issue

The recommendation addresses a service delivery situation that, while it does not create an immediate safety risk to personnel or the public, it does affect the Department's ability to deliver service in accordance with its standards of performance. For example, adding a response unit to compensate for a growing response workload or delivering training needed to allow personnel to deal effectively with emergency responses already being encountered.

- This master plan will serve as a long-range plan for the Department to effectively plan for changes in the future. The Department should undertake a formal strategic planning process through which the recommendations of this master plan can be prioritized and implemented. In conjunction with the strategic planning process, identify citizens that have an interest in providing input for future planning.
- In conjunction with the strategic planning process, use a community survey to solicit input from a broad range of residents regarding community expectations.
- Develop plans for future replacement of aging fire stations.
- Develop a capital replacement plan for fire apparatus and equipment.
- Fill the currently vacant Division Chief of Training position as soon as feasible. Evaluate the adequacy of planned program staffing levels.
- Incorporate periodic night drills into the training schedule.
- Develop an active pre-incident planning program and incorporate into ongoing training efforts.
- Establish a practice of regularly scheduled fire prevention inspections based on risk criteria.
- Plan and schedule existing occupancy inspections on a regular rotation.

Priority 4 – Considerations to Enhance the Delivery of Services

Recommendations that improve the delivery of a particular service. For example, relocating a fire station to improve response times to a particular part of town or adding a piece of equipment that will improve the delivery of a service.

- Establish a practice of regularly scheduled review and updating of foundational policy and procedure documents.
- Develop a formal complaint handling process to ensure that complaints (and positive comments) are handled effectively and seen through to a final disposition.
- A formal facilities replacement plan should be implemented. This master plan should serve as the basis of that plan.
- The current vehicle replacement plan should be reviewed for adequacy and then fully funded to ensure money will be available when apparatus must be replaced.
- Update the training program's three-year plan.
- Complete an annual summary of training program activities and accomplishments to measure program success relative to goals and objectives.
- Consider the addition of clerical support staff in the Training Division.
- Conduct a workload analysis in the Training Division and adjust program staffing as needed.

- Collect fire prevention inspection data directly via electronic media.
- Provide staffing support to the public education position, as feasible.
- Seek to restore regular and ongoing use of the “safe house”.
- Assure that consistent training is provided to line personnel regarding scene control and evidence preservation.
- Conduct post incident reviews of all significant incidents, not limited to structure fires.
- Consider the addition of administrative staff support in the Prevention Bureau.
- Establish recommended response performance objectives.

Priority 5 – An Important Thing to Do

The recommendation does not fit within any of the above priorities but is still worth doing and can enhance the Department’s morale and/or efficiency.

- Complete performance evaluations on all personnel annually.
- Job descriptions should be routinely updated to ensure that they are still applicable to each level of employment.
- Consider developing a community newsletter to keep residents informed about what is happening within the fire department.
- The Department should consider producing an annual report intended for public distribution.
- Given the large volume of training equipment on hand, inventory equipment annually.
- To establish consistency, develop a departmental training manual.
- Complete all hands meetings on a regular basis to keep personnel informed
- Provide regular management and operational reports to elected officials to assure that they are well informed about department activities.

MID-TERM RECOMMENDATIONS

Mid-term recommendations are those that will require a substantial amount of work by NFD and other agencies as may be appropriate. In some cases, there will be a significant financial impact (positive or negative) and local policymakers will need to be involved from the beginning. The following recommendations are provided in no specific order and are offered as possible strategies to improve future operations.

Alternative Response Vehicle Deployment

In the course of stakeholder interviews, multiple interviewees raised the question of using some type of smaller response vehicle other than large and expensive fire engines for medical incident response. Based on the stakeholders’ information, ESCI developed the following analysis:

Alternate Response Units (ARUs) or Alternate Response Vehicles (ARVs) offer a slightly different model than the Peak Activity Units, whose primary mission is responding flexibly to peak demand for emergency services. The Alternative Response Vehicle is typically focused on non-emergency, lower acuity

emergency medical calls but may also make emergency responses. Its purpose is to keep the primary fleet of emergency response vehicles and crews in service and available for the higher acuity, true emergency calls. Tualatin Valley Fire & Rescue (TVF&R) in Oregon implemented a 12-month pilot of this program in 2011. The agency has experienced positive results and permanently incorporated the units into its daily operation. A variety of similar approaches are being implemented in fire departments nationally.

The premise behind the unit is to reduce the expensive staffing and vehicle response to likely non-life-threatening calls for service. The units are sport utility vehicles, staffed by one Firefighter/Paramedic in most models. The units are dispatched according to a protocol used by the dispatch centers, which medically triages the calling party. In some applications, the communication specialists at the communication center are trained to Emergency Medical Technician/Emergency Medical Dispatch (EMT/EMD) certification. In other situations, the communication specialists are not necessarily EMTs but are trained to the EMD certification.

The dispatcher triages and categorizes a patient over the phone using a series of questions following an EMD algorithm. The calls are placed into one of typically five categories: Alpha, Bravo, Charlie, Delta, and Echo responses. Alpha is lowest on the severity/acuity scale and is not a life-threatening call type. Echo is the highest severity/acuity and the most urgent, immediate life-threatening call type. ARVs respond to Alpha and Bravo calls routinely, but may also respond to higher acuity calls if the unit happens to be closer than emergency response units to improve response time. It is important to note that the agency recognizes that a single paramedic in an ARV cannot effectively deal with a higher acuity call type alone, thus the focus on lower acuity call types.

In TVF&R, the ARVs also responded to minor non-medical calls such as lockouts, smoke detector problems, and burning complaint investigations. The four TVF&R ARVs responded to 2,134 incidents in 12 months, which represents 7.2 percent of the agency's total call volume for that year.

In another application in Spokane, Washington, an ARV pilot program included three units deployed strategically within the service area. Initially, they were deployed Tuesdays through Fridays from 8:00 a.m. to 6:00 p.m. using peak activity to drive deployment times. The deployment model was later modified to provide increased employee flexibility. In the six-month pilot, the units handled 1,193 incidents that would have been handled by an engine company, medic unit, or ladder truck.

A unique feature of the above mentioned ARV approach is that assignment/recruitment of staff on these units emphasized paramedic assertiveness as a desirable trait, since the unit lends itself to "jumping" calls to provide a fast response, assessment, and potential cancellation of more traditional response units where the ARV is closer and available. In fact, in this instance, each unit's call load was made up of at least 40 percent of calls that were "jumped" versus dispatched initially. In over 72 percent of the incidents responded to, the incident was handled alone by a single ARV. In over 29 percent of the calls where other units also responded, those additional units were cancelled, keeping them available for higher acuity calls which might occur simultaneously. In 204 incidents, the ARV requested additional units either while responding or once on scene.

It is important to note that ARVs may not provide recognized credit through the Idaho Survey and Rating Bureau (ISRB), which should be confirmed. EMS response capability is not evaluated by ISRB since it is focused on property conservation and property risk. However, response time and unit reliability are improved by the use of ARVs, and one agency states that, "...the public perception of the program has been overwhelmingly supportive and accepted throughout the community as simply, 'smart government'".

If Nampa Fire Department deployed ARVs using peak activity data to determine location and hours in service, the units would likely have a positive effect on station/unit reliability, reduce wear and tear on heavy apparatus, and contribute to a positive public perception similar to what Spokane Fire Department and Tualatin Valley Fire & Rescue have experienced.

Pre-Incident Planning

A pre-incident (or pre-fire) plan is a simple document that is developed for commercial occupancies and target hazard buildings for the purpose of providing firefighters with information about a building, should a fire occur there. Information is typically gathered regarding a building's configuration, exiting, protection systems, and hazards that may present themselves to a firefighter in the event of an incident. Pre-incident plans help to make firefighting more effective and to provide for increased firefighter safety.

Although NFD has undertaken some pre-incident planning efforts in the past, it has been limited in recent years. There is no viable pre-incident planning process currently in place and what plans do exist were said to be out of date.

ESCI recommends the Nampa Fire Department develop a pre-incident planning program.

Responses to Nursing, Assisted Living, and other High Frequency Facilities

Every fire department has known patients and facilities who frequently call for assistance. In many cases, fire agencies experience significant call volume at facilities, such as nursing homes and assisted living and mobility-impaired resident facilities. Many calls for service are legitimate medical emergencies for a variety of residents/patients, while some are lift-assists where mobility-impaired residents fall from bed and need assistance getting back into bed. First responders in these cases perform a quick assessment of the latter group and place them back into bed. While this may seem to be an appropriate service to provide to the residents of such facilities, in many cases it is a liability shift and/or a staffing shift from a fee-for-service facility to the taxpayer-provided emergency responders. Further, it misuses critical emergency response resources to address decidedly non-emergent problems.

A growing concept nationally is what has been referred to as the Community Assistance Response (CARES) Program. The concept of this approach is to address the high frequency individual. CARES is intended to decrease the negative impact of 9-1-1 over-users or abusers, decrease on-scene time for engine companies for social service calls, decrease level of frustration of front line crews, and at the same time provide a higher level of service to customers.

A CARES program is made up of student interns from local universities majoring in social work degree programs working together with the fire department. These students meet their academic practicum requirements by serving the CARES Team as student interns. The combined team addresses the needs of vulnerable populations who have received a response from fire personnel and are identified as needing social service or other support system assistance. Generally, the citizen needs help that is available through existing social services programs, but the individual is either unaware of the resource or not able to access them through traditional means. In most cases, responders find these individuals feeling isolated or are in some type of crisis and don't know where to turn for help. Often, these citizens generate many 9-1-1 calls for assistance.

CARES team members normally serve an entire school year (September through June) but may work through the summer as well. They undergo orientation and training that helps them to become knowledgeable about local community agencies, diversity issues, and mental health issues. Team members are also trained in crisis intervention and experience ride along time with response units to experience firsthand the circumstances faced in the field.

CARES team members work in collaboration with the fire department to assist vulnerable populations who face barriers in identifying and utilizing appropriate community resources. The CARES team visits individuals in their home, works with them to identify their needs, advocates with them, and connects them to appropriate resources.

CARES team responsibilities include:

- In-home visits
- Client assessments
- Contacting and brokering with other social service agencies
- Advocating on behalf of the client
- Program development
- Internal and external marketing
- Participation in local coalitions
- Grant writing

Without a CARES style program, a minimum of one fire engine with three firefighters and one ambulance with two paramedics may be dispatched to arrive on scene. With a CARES program implemented, emergency demand is reduced and service is increased.

Responses to High Frequency Facilities

The first step in identifying whether a problem exists in responses to high frequency facilities is to define high frequency. Each agency must determine a reasonable number of separate responses in a given period of time that places a facility into the high frequency category. Such definitions can vary from a set number (e.g., greater than six responses in a given 30-day period) to benchmarking the frequency of responses to an in-agency facility against comparable facilities in other jurisdictions (preferably with different ownership).

Once a “high frequency facility” is defined, the agency must then determine whether the problem is individual facilities or all facilities in an entire industry. If the problem is with individual facilities, there may not be a need to develop a system. Instead, direct assessment and intervention with those facilities may be all that is necessary. If the problem is an entire industry, a system must be developed.

If the industry is problematic, the next step is to develop an alternative to the current manner in which these mostly non-emergent calls are handled. Partnering with a private ambulance provider to handle these call types is one way to shift that demand to an agency that provides non-emergent services for a fee. Another approach is to develop a consortium consisting of all of the facilities in that industry. The purpose of the consortium is to acknowledge that the current system use is overly burdensome to the fire department and reduces its availability to respond to true life-threatening emergencies and that it is the responsibility of the industry to self-regulate. It may even be possible for the consortium to agree to fund and staff special units to offset the negative impact to first response units in the system.

MID TO LONG-TERM RECOMMENDATIONS

Based on the preceding analysis of current conditions and the review of current risk and development trends within the City, ESCI has evaluated the need for additional resources to enable the department to provide services to future populations. This begins with facilities and the resources within them to enhance the level of services provided.

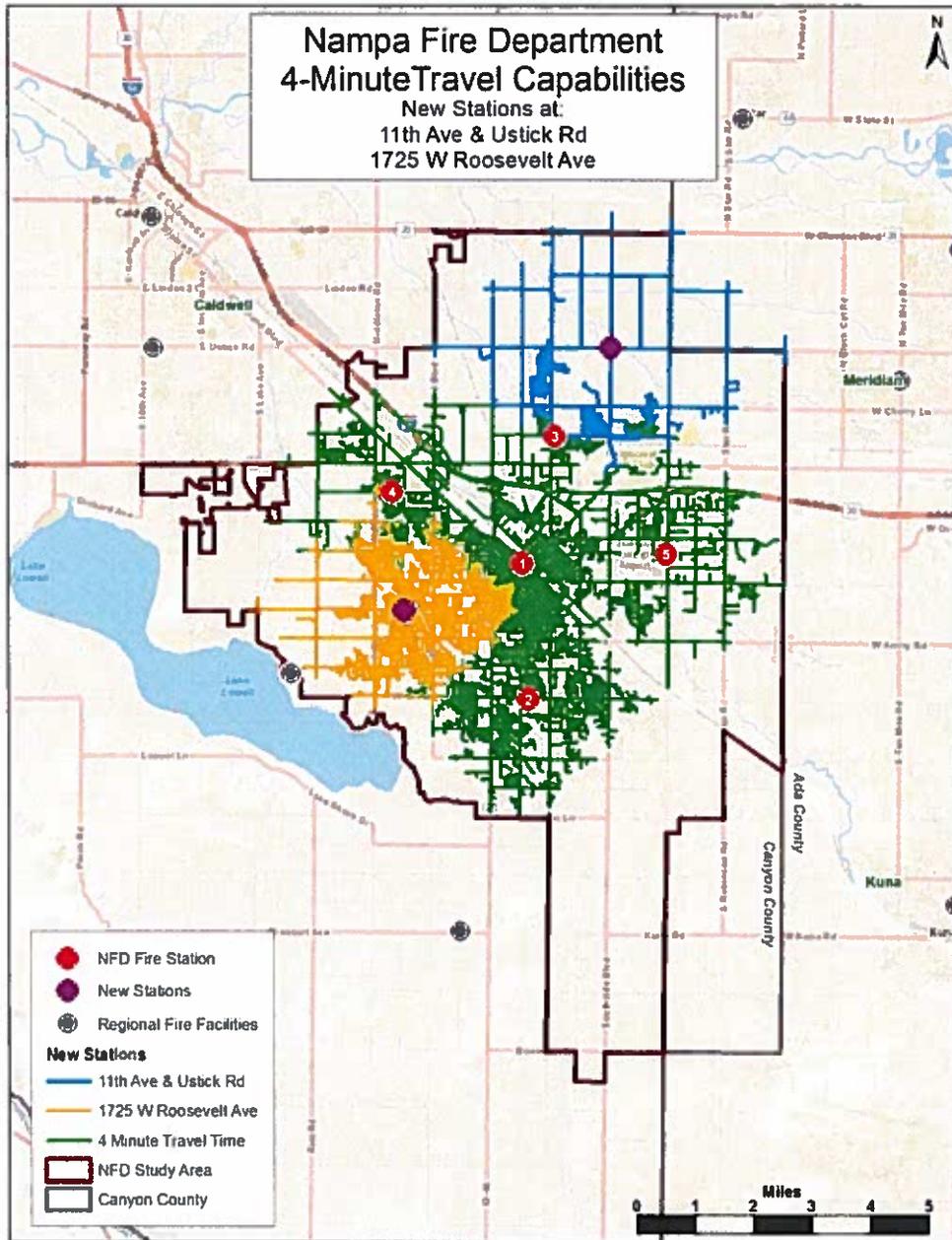
Future Station Location Considerations

ESCI considers facility deployment strategies by reviewing areas where gaps exist in the capability of the system to deliver target level performance, as well as where there is overlap and redundancy in the capability of two or more fire stations. Deployment strategies can then be developed in an effort to eliminate service gaps, whenever possible.

As demonstrated earlier in this report, current deployment of Nampa fire stations enables NFD to cover approximately 75 percent of historical service demand within four minutes of travel and 89 percent of historical demand within eight minutes of travel. In order to improve the overall effectiveness of the operations to continue to provide a high level of service to an increasing population, additional stations may be necessary at some point in the future.

The following figure illustrates two additional recommended station locations that will improve overall service delivery to 82 percent within four minutes of travel.

Figure 61: Potential Future Fire Station Locations

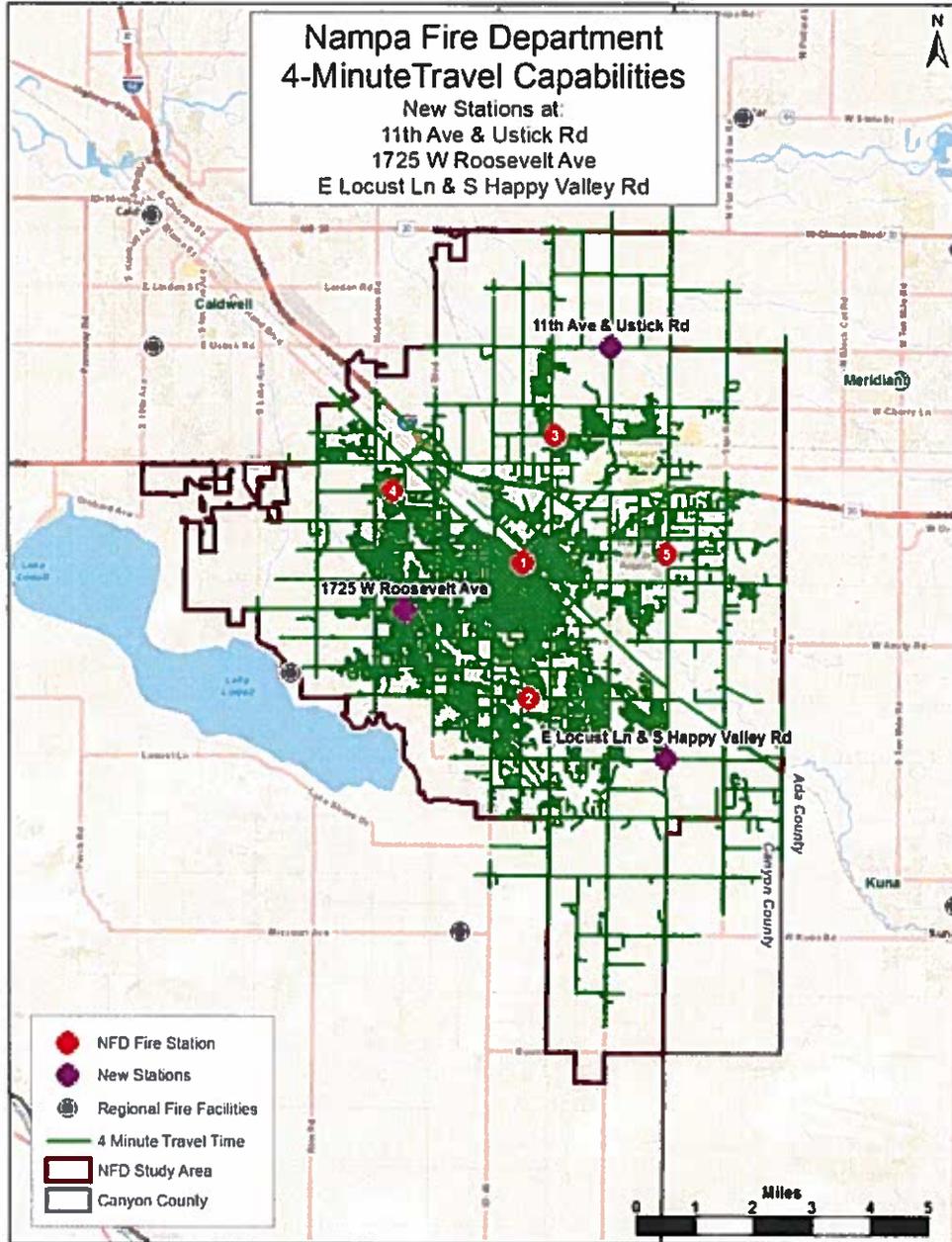


This deployment will also improve coverage to over 85 percent of existing parcels within the City. Undertaking this deployment strategy in the future can substantially improve response performance and reliability.

In addition to these two station locations, ESCI evaluated a potential third new station to provide increased coverage to the southeast portion of the study area.

The following figure represents that potential station location in the vicinity of East Locust Lane and South Happy Valley Road.

Figure 62: Proposed Eight-Station Deployment Model



This station deployment model increases overall coverage of historical service demand to 85 percent within four minutes of travel. In addition, this model will provide coverage of 91 percent of parcels within the City.

Based on historical service demand, the priority of these new stations would follow in the order below:

1. Roosevelt Avenue
2. Locust Lane
3. 11th Avenue

While ESCI concludes that these locations are appropriate and that stations may need to be constructed as listed above, the question of when to do so is difficult to determine. It is recommended that future station siting decisions be tied directly to the development of response standards and targets as detailed earlier in the report. Once those targets are identified, actual performance should be measured against the identified standards. From that baseline, future station siting decisions can be made more scientifically and with greater accuracy.

Moving forward, fire department leadership should continue to work with City policymakers and planning department personnel to monitor development to the north to determine the actual timing of the third station.

Capital Replacement Planning

Earlier in this report the importance of capital replacement planning was discussed. Because of the importance of adequate planning, the following additional discussion is offered. Factors that influence decision making are as follows:

- Actual hours of use of any specific piece of equipment can vary significantly in comparison to other similar apparatus, even within the same fire department. Attempts to shuffle like apparatus among busy and slower fire stations to distribute hours of use more evenly have proven difficult. Frequent changes in apparatus create familiarity and training challenges. In addition, certain response areas may have equipment and tool requirements that are not common to others.
- Actual hours of use, even if evenly distributed, do not necessarily equate to intensity of use. For example, a pumper making mostly emergency medical responses will not age as rapidly as a pumper with a high volume of working fire incidents that require intense use of the pump or hydraulics. However, every hour that an engine is at idle is equivalent to driving 33 to 35 miles of wear and tear. Likewise, road mileage can also be a poor indicator of deterioration and wear.
- Technology, which is increasingly a factor in fire equipment design, becomes outdated even if the apparatus wear is not as significant. In some departments, crews at different fire stations deal with widely different technology on pumpers simply because of the age of the equipment. These differences can be significant, affecting everything from safety and lighting systems to automated digital pump pressure controls and injection foam generation.

NFPA 1901: Standard for Automotive Fire Apparatus is a nationally recognized standard for the design, maintenance, and operation of fire suppression apparatus.¹² The issue of replacement cycles for various types of apparatus has been discussed in the committee that develops the standard for many years. In developing its latest edition, the NFPA Fire Department Apparatus Committee called for a life cycle

¹² *NFPA 1901: Standard for Automotive Fire Apparatus*, 2009 edition.

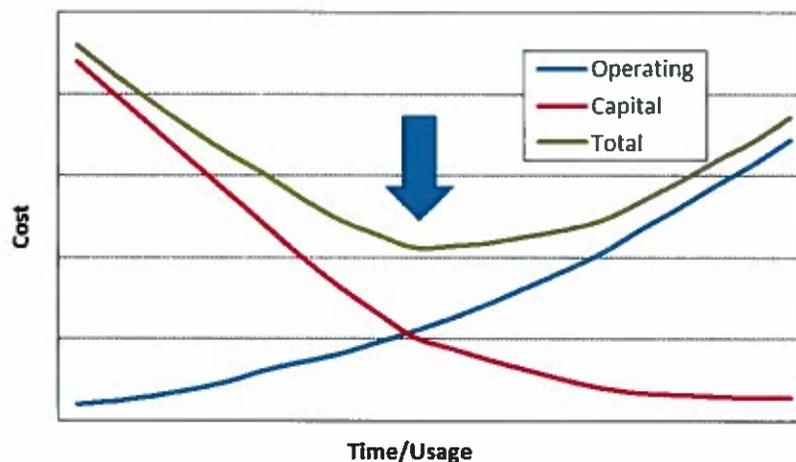
of 15 years for front-line service and five years in reserve status for engines; 15 years in front-line service and five years in reserve status for ladder trucks.

Does this mean that a fire engine cannot be effective as a front-line pumper beyond 15 years? A visit at many departments in the United States might prove otherwise. Small, volunteer fire departments with only 100 or so calls per year often get up to 25 years from a pumper, though the technology is admittedly not up to date. Likewise, busy downtown fire stations in some urban communities move their engines out of front-line status in as little as eight years.

The reality is that it may be best to establish a life cycle for use in the development of replacement funding for various types of apparatus; yet, apply a different method (such as a maintenance and performance review) for actually determining the replacement date in real life, thereby achieving greater cost efficiency when possible.

A conceptual model that may be used when a replacement cycle is considered is the *Economic Theory of Vehicle Replacement*. The theory states that as a vehicle ages, the cost of capital diminishes and its operating cost increases. The combination of these two costs produces a total cost curve. The model suggests the optimal time to replace any piece of apparatus is when the operating cost begins to exceed the capital costs. This optimal time may not be a fixed point, but rather a range of time. The flat spot at the bottom of the total curve in the following figure represents the replacement window.

Figure 63: Economic Theory of Vehicle Replacement



Shortening the replacement cycle to this window allows an apparatus to be replaced at optimal savings to the department. If an agency does not routinely replace equipment in a timely manner, the overall reduction in replacement spending can result in a quick increase of maintenance and repair expenditures. Officials who assume that deferring replacement purchases is a good tactic for balancing the budget need to understand two possible outcomes that may happen because of that decision:

- 1) Costs are transferred from the capital budget to the operating budget.
- 2) Such deferral may increase overall fleet costs.

Regardless of its net effect on current apparatus costs, the deferral of replacement purchases unquestionably increases future replacement spending need.

NFD has developed a vehicle replacement schedule and ESCI commends the Department for its thoughtful approach in doing so. However, the City has not funded the schedule; dedicated funding is not reserved and has to be obtained through the annual budgeting process. As a point of reference, the following example replacement schedule was developed with accompanying cost projections. For the purposes of this example, the schedule is based on the following service life estimates:

Figure 64: Apparatus Life Expectancies

VEHICLE TYPE	LIFE EXPECTANCY	REPLACEMENT COST
Ambulance	5	\$155,000
Light Rescue Truck	10	\$140,000
Medium Rescue Truck	15	\$350,000
Custom Pumper (engine)	12	\$550,000
Aerial Ladder	15	\$1,200,000
Wildland	15	\$140,000
Water Tender	15	\$340,000

Using the above, the following replacement schedule was developed. An annual inflation factor of 3 percent is included in the calculations.

Figure 65: NFD Apparatus Replacement Schedule

UNIT	YEAR	CURRENT AGE	LIFE EXPECTANCY	REPLACEMENT YEAR	REPLACEMENT COST	ANNUAL FUND CONTRIBUTIONS	CURRENT CASH REQUIREMENTS
Engine 1	2006	10	15	2021	\$856,882	\$57,125	\$571,255
Engine 2	2007	9	15	2022	\$856,882	\$57,125	\$514,129
Engine 3	2003	13	15	2018	\$856,882	\$57,125	\$742,631
Engine 4	2010	6	15	2025	\$856,882	\$57,125	\$342,753
Engine 5	2007	9	15	2022	\$856,882	\$57,125	\$514,129
Engine 11	1999	17	15	OVERDUE	\$856,882	N/A	\$856,882
Engine 12	1996	20	15	OVERDUE	\$856,882	N/A	\$856,882
Engine 13	1996	20	15	OVERDUE	\$856,882	N/A	\$856,882
Truck 1	2009	7	20	2029	\$1,625,500	\$81,275	\$568,925
Truck 4	1991	25	20	OVERDUE	\$1,625,500	N/A	\$1,625,500
Rescue 1	1994	22	10	OVERDUE	\$188,148	N/A	\$188,148
Brush 5	2012	4	15	2027	\$218,115	\$14,541	\$58,164
Tender 3	2000	16	15	OVERDUE	\$529,709	N/A	\$529,709
TOTALS/Avg.	2002	14.5			\$11,042,030	\$381,443	\$8,225,990

Based on the above example, were the City of Nampa to *fully* fund the apparatus replacement planning to accommodate apparatus currently due for replacement, a replacement fund balance of \$8,225,990 would be needed, with an additional annual contribution planned in the amount of \$381,443. While few

cities fully fund this kind of schedule and depend on other sources of revenue to meet the need, the above is offered as a point of reference to emphasize the cost and importance of dedicating replacement funding.

Small Equipment Replacement

Each piece of fire apparatus carries a complement of equipment, some of which is very expensive. Radios, hose, nozzles, ladders and self-contained breathing apparatus (SCBA) are examples of equipment that, like vehicles, carry a high replacement cost with a predictable service life and replacement cost.

Often, small equipment is included in the specifications provided to vendors for new apparatus. It is not always the case, and there is usually some equipment that has to be replaced independently of the vehicle specification and bidding process. For this reason, ESCI recommends that a schedule for replacement and funding mechanism for small equipment be developed.

Future Staffing Alternatives

Staffing is typically a fire agency's single most expensive resource. Two significant factors that drive cost are the 24-hour nature of the fire service demand and that firefighters typically travel in teams of three or four. Therefore, staffing a unit 24 hours per day, 365 days a year with a team of three or four firefighters can often generate an annual staffing cost of between \$1.4 and \$1.8 million.

A more efficient and effective model includes a flexibly staffed and flexibly deployed resource which augments the traditional deployment of response resources. This flexible unit follows the observable trends in emergency calls for service (demand), which dictates to a significant degree the distribution of that flexible resource. Implementing this flexible unit reduces response times where demand is high. These flexible resources are referred to as Peak Activity Units (PAUs) and they are deployed in a manner that mirrors the ebb and flow of demand. A PAU has four major configuration variables: the unit itself, the crew make-up/size, the deployment purpose/philosophy, and deployment hours/geography.

PAUs are typically staffed and deployed during the most statistically busy times of the day and week, which makes the unit less costly and more flexibly deployed both by time of day and geographically. These units can be a Type 1 or a Type 6 fire engine, a medical rescue unit, or a multi-purpose squad. Regardless of the type of unit it is, what makes it unique is the way it is deployed and staffed. PAUs can be staffed with a medical crew if that is its primary purpose or as a fire suppression crew. It can also be deployed during wildland fire season with a wildland fire crew. Regardless of staff capability, the staff can be obtained as callback crews, so-called "debit hours" (if the scheduled hours of work provide for this), overtime hours, staffing on duty above shift minimum staffing, or a regularly assigned crew for the hours assigned to a PAU. These concepts normally require bargaining the hours and working conditions under which the unit is staffed when a collective bargaining unit is affected.

PAUs are not only assigned as an additional resource based on statistically busy times and locations. They can also be used to manage gaps in coverage for units participating in training and could even be cooperatively staffed with a neighboring agency(s). A PAU could be only occasionally staffed for activities

such as a scheduled event or routinely staffed for periods of peak demand. Adding PAUs as an *adjunct* to existing staffing patterns adds flexibility to fire department emergency operations.

A traditional fire company is staffed and continuously available 24 hours per day to respond to emergencies. Move-ups (the repositioning of a fire company to cover under-resourced response zones due to emergencies or training) have been used for many years by fire departments throughout the country and are an attempt to partially reduce the gaps in coverage during emergencies. Only recently as a result of powerful analytical tools have some fire departments become more aggressive with move-ups, spawning such terms as “dynamic redeployment,” “system status management,” and PAUs.

For the purpose of illustration, we assume a PAU is staffed by three personnel and would be made available for response 12 hours per day, six days per week, although it can be placed into service in various work period configurations. We also assume the PAU is staffed with regularly assigned personnel who work a different schedule than the hours worked by shift firefighters.

An example of this type of staffing schedule is shown in the following figure. In this example, a total of six personnel (two officers and four firefighters) work a 48-hour work week. Each person is assigned two 12-hour shifts and one 24-hour shift. Under this arrangement, a PAU member working a 24-hour shift finishes the first 12 hours of work on the PAU, and then is reassigned to fill any vacancies on other companies during the second 12 hours (the back half of the shift) thereby potentially reducing overtime exposure.

Figure 66: Example Staffing of a Peak Activity Unit

PEAK ACTIVITY UNIT STAFFING						
Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday
Officer (24)	Officer (12)	Officer (12)	Off	Off	Off	Off
Firefighter (12)	Firefighter (12)	Firefighter (24)	Off	Off	Off	Off
Firefighter (12)	Firefighter (24)	Firefighter (12)	Off	Off	Off	Off
Off	Off	Off	Officer (24)	Officer (12)	Officer (12)	Off
Off	Off	Off	Firefighter (12)	Firefighter (12)	Firefighter (24)	Off
Off	Off	Off	Firefighter (12)	Firefighter (24)	Firefighter (12)	Off

Other conceptual configurations for staffing PAUs include but are not limited to:

- Staff a light rescue or Type 6 engine as a PAU with a paramedic and an EMT available seven days a week to focus on EMS responses and reduce wear and tear on larger apparatus during busy hours of the week statistically.
- Staff a type 1 engine as a PAU with a full crew complement of three available 10 hours per day, four days a week. The staffed hours reflect hours for fixed companies to rotate through the training center.

- Staff a light rescue unit as a PAU with a company officer and two firefighters 12 hours per day, five days a week. The staffed hours would reflect the time of the day when the greatest number of calls for service typically occurs. The unit shifts by time of day to the geographic areas that reflect statistically high demand for service. The fire station that serves that area becomes the base for the PAU during those hours. The unit shifts when demand shifts.
- Staff a PAU of any type that addresses the PAU's primary mission with the appropriate complement of personnel needed eight hours per day, five days a week.

There are numerous key issues involved when considering the concept of operation of a PAU. Discussions involving any changes to work schedules or working conditions for career personnel must be bargained with the appropriate firefighter union(s). The staff assigned to a PAU will also need to be included in ongoing training activities. The agency must clearly define roles and responsibilities of the personnel on PAUs, whether regularly assigned to a PAU or rotated onto a PAU as part of a system-wide cycle. The roles and responsibilities should be clearly communicated to all personnel and not limited to just those assigned to a PAU. In the event that a PAU is cooperatively staffed (in partnership with a neighboring agency), the personnel on the PAUs must be cross-trained to understand the operational structures and expectations of each host agency.

Regional 911 Communications Consideration

Fire departments in the Nampa area are currently dispatched from multiple 911 centers in two different counties and the Nampa Police Department dispatch center. From a regional standpoint, issues of delayed dispatching, call transfer issues, and mistakes made in relaying information from one dispatch center to another were shared with ESCI in the course of stakeholder interviews.

Field interviews did not indicate whether the challenges are or are not necessarily indicative of problems in the Nampa dispatch center, but are viewed as a possible regional concern that should be further evaluated as it is beyond the scope of work of this project. It was indicated that communication center capabilities vary between the area 911 centers.

A regionalized approach to 911 services may be beneficial to Nampa Fire Department and its neighboring fire and EMS agencies from a standpoint of dispatch efficiency. Creating a stand-alone, fire-based dispatch center for the region without regard to county boundaries may improve the communications, coordination, efficiency, and effectiveness of emergency communications regionally. It is recommended the NFD involve itself in any future discussions of the concept of exploring the development of a single fire-based communication center in the region.

Fire Prevention and Community Risk Reduction

NFD does not conduct fire and life safety inspections on all commercial occupancies on a regularly scheduled basis. ESCI recommended earlier that an approach that achieves an inspection frequency based on risk exposure be adopted, approximating the example listed earlier in the Life Safety Services (Fire Prevention) section of this report.

However, ESCI also recognizes that achieving an optimal inspection frequency as listed earlier is likely beyond the capacity of the existing Fire Prevention Bureau staff. The use of on-duty response crews to complete some lower risk inspections will be helpful; even so, additional staffing or redeployment of existing personnel may be necessary. Administrative support staffing will also need to be considered.

An additional consideration is the qualifications and certifications that are necessary for prevention personnel to operate effectively. Fire and life safety code administration and enforcement requires highly specialized and technically intense training. Personnel that are conducting new construction plan reviews, inspecting installed protection systems such as fire sprinkler and kitchen venting equipment, and enforcing existing occupancy inspections require multiple specialized certifications. These functions are highly unique and technically specialized.

A concern that was expressed in the course of stakeholder interviews was how Prevention Bureau staffing is managed. Personnel may be placed in the Bureau on a rotating basis, whether they have interest in fire prevention or not. Further, some in the Bureau expressed frustration that there are few incentives in place to encourage staff to seek additional training and certifications and that there lacks structure in terms of minimum qualifications and time in grade recognition.

These observations indicate that the Prevention Bureau is in a state of growth and transition. Consistent with its general mission, the NFD is responsible to manage a significant portion of public safety risk within its service area.

The NFD fire prevention program will need to adapt to the ever increasing work load and future anticipated growth. To address the challenges identified, ESCI recommends that NFD take the time to fully evaluate the program and undertake a comprehensive planning process that will:

- Identify and assess pertinent risks.
- Prepare and enable the Fire Prevention Bureau with the ability to manage the additional workload that will come with community growth.
- Address the need for expanded inspection efforts.
- Incorporate a blended strategy of education, engineering, and enforcement to mitigate as much of the risk as practical.
- Seek to achieve an appropriate inspection frequency for existing commercial occupancies.
- Provide strong direction for the program.
- Appropriately staff the program to expand the existing occupancy inspection frequency.

Within the fire prevention program, ESCI further recommends that NFD specifically explore cooperative services initiatives in the areas of public education and fire/arson investigation.

An emerging trend in the fire service nationally is a concept called Integrated Community Risk Reduction (CRR). CRR is an integrated approach to risk management that marries emergency operations and prevention strategies into a more cohesive approach to reducing risks in any community. It includes the

fire department partnering with the community, non-profit organizations, and private sector agencies with a mission nexus to an identified community risk.

The concept starts with the fire department mining data to quantify community risk. Once the community risks have been identified, they are prioritized based on frequency of emergency service demand or consequence (to the victim, to the community, to the local economy). Upon prioritizing the risks, strategies are developed to mitigate the risks. These strategies are incorporated into a CRR plan, which integrates resources across the fire department, partner agencies, and the community to implement the various strategies in an integrated way. After plan implementation, the results are reviewed to determine the impact on the risks. Adjustments are made as necessary based on the results and the process is refined and continuously re-implemented.

The risks are not limited to structure fires. They can include falls, drowning, interface exposure, or any risk requiring fire department response. Risk can also be localized by station area. Station captains, in collaboration with fire prevention staff, can develop and manage a station-specific CRR plan as a subset of the fire department's plan.

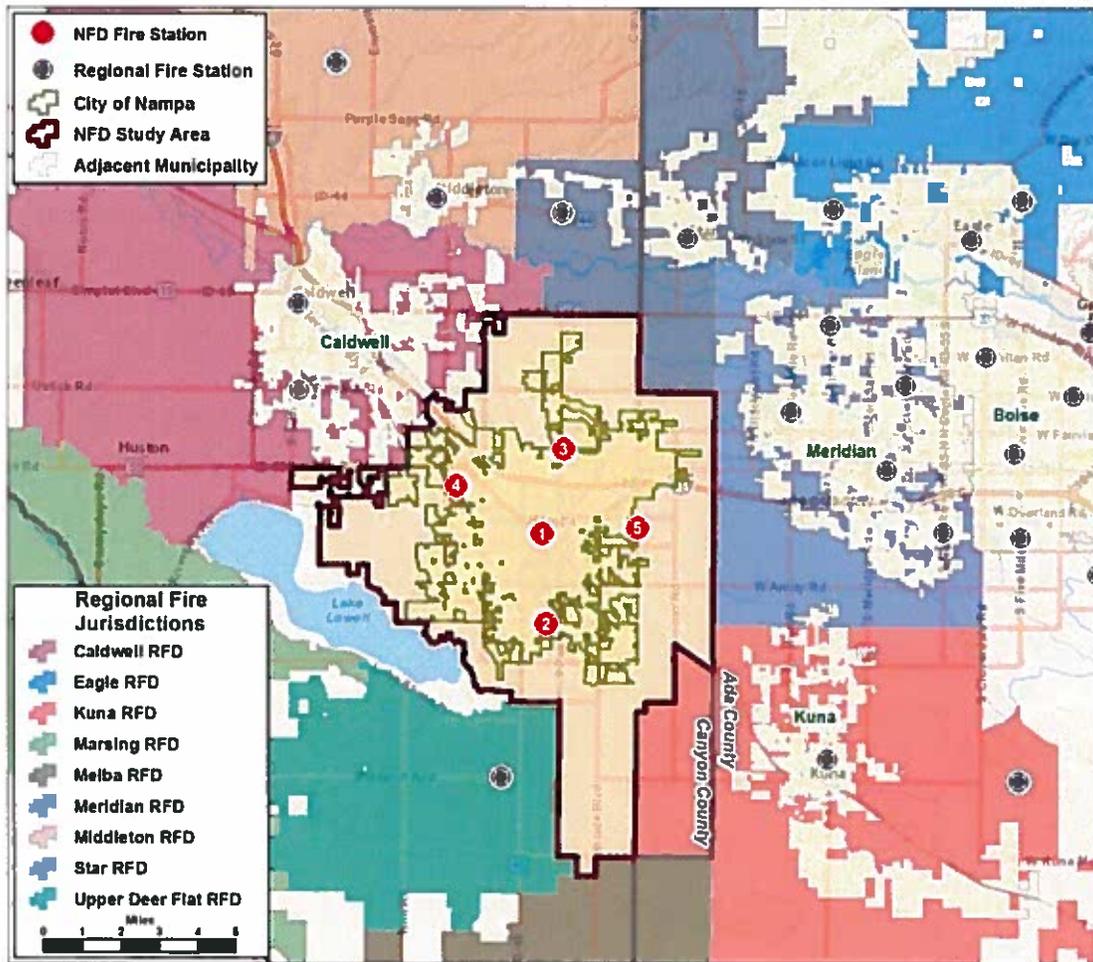
ESCI recommends that NFD evaluate and implement opportunities for the development of a Community Risk Reduction program.

Future Opportunities for Cooperative Efforts

A master planning process would be incomplete without considering opportunities that exist in a study to undertake cooperative or shared service delivery approaches. It should be made clear that ESCI was not retained to complete a Cooperative Efforts Feasibility Study in this project and does not represent the following discussion to be a determination of whether or not a merger, consolidation, or other form of shared service delivery approach is advised. However, it became apparent to the ESCI project team that multiple opportunities exist and warrant further analysis.

A first look at potential cooperative efforts involves identifying potential partners. Generally, adjacent fire jurisdictions are considered to be those that the study agency is most likely to partner with in some manner. The following map depicts NFD's adjacent fire jurisdictions.

Figure 67: NFD Study Area Adjacent Fire Jurisdictions



NFD has several adjacent fire jurisdictions, specifically the cities of Caldwell and Meridian, the Middleton Fire District, and the Star Fire District. Those four agencies are currently engaged in a study similar to this one and informal discussions have taken place about potential future collaborative efforts.

It is broadly recognized that jurisdictional boundaries seldom make efficient and effective service delivery parameters. Citizens often recognize and appreciate regional approaches to service delivery as an all-too-rare example of governmental cooperation and efficiency. NFD has already demonstrated a regional mind-set in numerous programs and processes; examples include broad use of Mutual Aid practices, implementation of Automatic Aid dispatch procedures, shared training activities, and a variety of other collaborative efforts. Opportunities to expand on these efforts are many.

Having completed many cooperative efforts feasibility studies throughout the country, ESCI has identified what we call the “Big Six” factors that are consistently found as barriers to collaborative initiatives.

The “Big Six” are:

- Turf
- Power
- Politics
- Control
- Timing
- Money

However, at this writing, a unique situation exists in this study area. Concurrent with the Nampa Fire Department Master Plan process, fire agencies in Meridian, Star, Caldwell and Middleton are completing a similar process. In the course of both studies, the subject of future, more formal, cooperative efforts has been raised in multiple conversations and stakeholder interviews. In various informal discussions, fire chiefs, elected officials and community members have talked about identifying opportunities that may exist and seeking to identify their feasibility. Stated otherwise, the “Big Six” factors listed above appear to be of less significance in the case of these communities, which opens the door to more serious analysis of how service delivery may be addressed from a regional perspective.

A variety of partnering strategies is available to fire districts and municipalities in Idaho. They are briefly summarized below.

General Partnering Strategies

Potential efficiencies that may be gained from some form of cooperative service delivery can be categorized using an escalating level of cooperation between the Nampa Fire Department and one or more of the other agencies in the area. General partnering strategies fall in a range from remaining autonomous to the creation of a new organization. The following is a general overview of the available strategies only; absent further analysis, they are not recommended as feasible strategies.

The following alternatives will need to be evaluated carefully if future efforts are to be pursued:

- Maintain Status Quo
- Contract for Services
- Administrative Consolidation
- Functional Consolidation
- Operational Consolidation
- Fire Authority or Joint Powers Authority
- Legal Unification

Status Quo

This is a do-nothing option. While typically viewed negatively, in some cases the best action is no action. In this case, maintaining status quo means that certain issues will need to be addressed, including the recommendations provided in this report. However, NFD remains as it is today, working with its

neighboring agencies to respond collaboratively and cooperate where desired, as is the current practice, but the agency remains independent.

The advantages of this approach are that it is the easiest option to implement and creates the least amount of work or stress on the organization. Maintaining status quo also retains local control. That is, the current City Council would continue to oversee its individual departments as the electorate desires, without the complication of considering the views of a different or expanded constituency.

The disadvantages of this approach are that the opportunities for efficiency (either financial or service level) through greater collaboration are not realized and some duplication and overlap may continue. In today's environment, taxpayers typically hold their elected officials accountable for delivering a quality level of service at an affordable rate, and expect creative thinking to solve problems or achieve those ends. While "maintaining the status quo" is easy and involves the least amount of impact to the agencies, it can also be one of the riskier decisions to make politically.

Contract for Services

A contract for services can be for limited, discreet functions, such as for administrative, clerical, HR, IT, or financial services, often referred to as an administrative consolidation. Alternatively, one agency can contract with another for larger support elements, such as training, fire prevention, logistics, central purchasing, or vehicle maintenance, often referred to as a functional consolidation. The primary services provided by a fire department can also be contracted, i.e., service delivery, often referred to as an operational consolidation. These consolidations are not legal terms and differ only in the scope of the contract. The process is the same for all three types of consolidation, the agencies sign a contract referred to as an intergovernmental agreement (IGA).

Administrative Consolidation

The advantages of an administrative consolidation model include reduced overhead costs by eliminating administrative duplication; a gradual alignment of otherwise separate operations under a single administrative head; potentially less resistance to change by the rank and file in the operational elements than other options; and singularity of purpose, focus, and direction at the top of the participating organizations. This option lends itself well to a gradual move toward a single, integrated agency where differences in attitude, culture, and/or operation are otherwise too great to overcome in a single move to combine.

The disadvantages include potential conflicts in policy direction from the participating councils and boards and potentially untenable working conditions for the fire chief ("one person, multiple bosses").

Functional Consolidation

Concerning a functional consolidation, advantages include greater opportunities for efficiency including an opportunity to reinvest redundant resources into areas lacking in resources (e.g., transferring redundant training officers back to a line [operations] function, increasing line strength). Further, a closer working relationship may be realized between members of the agencies in the consolidated function(s) that can spill over to other unrelated activities in the otherwise separate agencies. This type of

collaboration may segue to greater levels of cooperation. Barriers can be broken down as members of each agency realize that the other agencies' members "aren't so different after all."

A disadvantage is that interaction by and between line personnel of different agencies increases the potential for friction. Numerous details must be worked out in advance of such a contract, including but not limited to work rules, employee assignments, compensation, office location, logos, asset allocation, authority, and even the name of the consolidated function. Further, independence and autonomy are lost in the consolidated areas, spilling into other seemingly unaffected areas. However, NFD is familiar with and works closely with its neighbors through the current collaborative efforts in response and training, making these areas less contentious and making other areas of collaboration less risky.

Operational Consolidation

Considering an operational consolidation, the advantages are that the greatest opportunity for efficiency (not necessarily cost reduction) is typically in the operational element where service is delivered to the communities and the level of trust and cooperation required to make implementation of this option successful implies openness and a near-readiness to take the next step to full integration.

The disadvantage is that administrators and policy-makers must share power and gain consensus where they once had unilateral authority to control and implement. Bargaining unit agreements usually have to be aligned. Further, it sometimes becomes difficult to determine which agency would be the contractor.

Fire Authority or Joint Powers Agreement

Under a fire authority model, two or more entities provide a service that they are empowered to provide as a separate entity under the governance of a single or combined board of elected officials. This process is often used in situations where the two participating governments differ in type and revenue sources or where governments have differing rates of taxation. However, the state of Idaho does not provide statutory language that enables the formation of a fire authority so, while similar approaches may be implemented, the fire authority approach is not an option.

What is provided for under statute is the establishment of Joint Powers Agreements (JPAs). Under this model a "Joint Powers Board" is established representing each of the involved entities, and the JPA essentially provides the fire and EMS services directly or via contact with other providers.

The JPA model is useful as described where taxation levels or methods differ. It can be an intermediate step toward legal consolidation or merger.

Legal Unification

Under certain circumstances in law, fire agencies can join into a single entity. This formal approach unites not only programs but also fire department organizations themselves. State laws addressing political subdivisions usually detail a process for legal unification.

Typically, state laws draw a distinction between words like annexation, merger, and consolidation when speaking of legal unification. Organizationally, however, the outcome of any such legal process results in one unified agency. The major differences between the legal strategies relate to governance and taxation

issues. In many states, some process of inclusion exists that essentially involves the annexation of one entity to another, preserving the governing board and taxing authority of the surviving agency. A legal merger usually entails the complete dissolution of two or more public agencies with the concurrent formation of a single new entity (and board) in place of the former. The key feature of both forms of legal unification (merger and inclusion) is a single tax rate applied to the whole of the resulting jurisdiction. Both processes typically require an affirmative vote of the residents.

The process for consolidating fire agencies in the state of Idaho is outlined in Idaho Statutes, Title 31.

Summary Discussion

ESCI finds that potential opportunities exist for development of cooperative strategies in the NFD service area. While, as stated, considerable further analysis and a formal feasibility study will be needed to definitively determine which, if any, approaches should be pursued, it is essential that the concepts identified be explored.

With that discussion complete, ESCI finds that a great deal of potential exists for establishing some form of cooperative efforts between Nampa Fire Department and one or more of its neighbors. Closer cooperation in terms of functional consolidation efforts would benefit the participating agencies substantially. ESCI is unable to say whether the generally accepted reasons for consolidation or merger hold in this particular case without a more in-depth feasibility study. However, it is important that the City understand that there are opportunities for significant gains by implementing some form of cooperative efforts.

In summary, ESCI reminds the reader of the importance of overcoming the “Big Six” factors that get in the way of collaborative initiatives. The challenge that we present to the decision makers is to step back and ask themselves if any of the “Big Six” are things that they are holding on to and, if so, how they can work past those barriers.

Annexation of Inclusion of NFD into the Nampa Fire Protection District

To enhance the discussion above, this consideration is offered in greater detail, because interest was raised in a number of stakeholder interviews regarding the concept of inclusion of the city of Nampa into the Nampa Fire Protection District. The following discussion is not an analysis of the feasibility of inclusion or annexation, which is beyond the scope of work of this study, but rather a discussion of the concept and insight into possible options.

If found to be feasible, the decision to undertake an annexation is not a simple one. It is imperative that the agencies involved have a complete understanding of the complexities and challenges that are involved. To that end, the following considerations are offered concerning the annexation approach

An annexation should be viewed as a means by which the City and the District can provide the same level of service at a minimum, while striving to do so at an equivalent or reduced cost, increasing overall organizational efficiencies. The same service at a reduced cost is always desirable. However, increased cost accompanied by a higher level of service is sometimes acceptable if adequately presented and subsequently desired by the electorate. Whether that happens or not in this case depends on how the

citizens of the area view the change and how politics drive the issue. Certainly, increased costs may also be viewed in some instances as insurmountable.

Overview

Should an annexation occur, the Nampa Fire Department will no longer exist as a department of the City. Instead, fire protection, support functions, and administration will be the responsibility of the District. The District Board of Commissioners (BOC) will establish policy and provide administrative oversight and, while management of the fire department will remain similar to the current organizational structure during the transition period, the District may need to contract with the City for administrative functions that the District does not currently have in place. The District can initiate these functions at a later date or allow them to remain with the City. These functions may include information technology, vehicle maintenance, human resources, payroll, risk management, and a variety of other functions. ESCI underscores the importance of addressing these administrative needs and cautions decision makers against underestimating their magnitude and importance.

An additional important consideration will be the collection of impact fees. Currently the City is able to do so and it will be essential to determine if and how that capacity may be affected.

Under an annexation, NFD personnel would become district employees. Any agreements, employment practices, and standards previously established by the City will either have to be revised or honored by the District.

The existing command structure will remain unchanged under an annexation model. Current City administrative employees will be incorporated appropriately into a new organizational chart with duties clearly defined in updated job descriptions.

The two agencies will need to resolve, by negotiation, capital asset ownership, including fire stations and apparatus. It is logical that the ownership of all fire apparatus be transferred to the District. The same holds true with regard to the current fire stations. However, the disposition of existing debt for facilities and apparatus will need to be negotiated as a part of the annexation process.

ESCI offers the following guidance information regarding changing the governance structure and related elements for future consideration by the City and the District.

Governance

Under an annexation, all organizational governance would fall to the District Board of Commissioners. The BOC will determine policy and oversee the management and administration of what is essentially a new fire department. The Commissioners would adopt an annual budget, provide financial direction, and strategic guidance to administrative staff. Involvement of the city of Nampa in governance decisions would become limited to only what may be otherwise agreed to.

In this instance, the District is smaller in population than the City. Local government should be fully representative of its constituency. Therefore, the District should consider a plan to phase the governance of the District in terms of membership on the Board toward a balanced mix representing the new

protection area. Approaches could include districting of commissioner positions and/or the expansion of the number of board positions from three to five, which is allowed by Idaho statute.

Although a change in the governance structure is beneficial, it is not recommended initially. The registered voters of the City and District should be allowed to vote on the annexation and, subsequently, vote on future commission positions. A change to the District's governance structure is challenging in and of itself. Consequently, this issue should be left to a future date so as to not confuse the issue of annexation.

Modifying the Governance Configuration

Under Idaho statutes, a Fire District Board of Commissioners must consist of three members. However, Title 31, Chapter 14, section 31-1410A empowers a Fire Protection District to increase the size of the Board from three to five. Under the cited statute, if the board is increased, the existing board members are required to subdivide the district into five subdivisions with approximately equal population, area, and mileage. However, it is also noted that even without increasing the size of the board, the BOC will have to redraw boundary lines along the parameters outlined.

Financial Considerations

A critical consideration of an annexation initiative is the financial impact on the taxpayer. As the financial responsibility for fire protection is shifted from the City to the District, a critical decision must be made regarding how the City will tax its residents when it is no longer responsible for fire protection. If the annexation is pursued, the District will begin taxing City property owners for fire protection at a rate that may increase the cost to city taxpayers. Consequently, the City will need to make a policy decision to determine whether it will continue to tax at its current rate or choose to reduce property taxes by an equivalent or partial amount to offset the tax rate levied by the District. The level of taxation coupled with the community's sense of public safety and willingness to support the idea on election day will be determining factors in the success or failure of the annexation vote.

The significance of this consideration cannot be overstated. The citizens' perception that the City may gain a financial windfall may be strong. Often, public works, police departments, and others will lobby for portions of the budget that previously went to the fire department.

Detailed and careful financial analysis is critical to analyzing the impacts and options for annexation. That analysis falls beyond the scope of work of this project and it is emphasized that ESCI is not advising one way or another on the initiative. A proper feasibility study including thorough financial analysis is necessary to make appropriate decisions.

Administration

Implementation of policy and day-to-day fire department operations will be the responsibility of the fire chief and command staff (upper level management). Under the annexation, a number of decisions will have to be made regarding the allocation of responsibilities to upper level management, and the BOC will be responsible for setting the organization's structure.

Apparatus and Vehicles

In the event of an annexation, ownership of all emergency apparatus and vehicles currently titled to the City will most likely be transferred to the District. At the same time, the District will need to look to the future; As recommended earlier, a vehicle replacement schedule should be established immediately, based on current vehicle conditions and anticipated service life. Of equal importance, the replacement schedule should be accompanied by a funding strategy that assures that when a vehicle is due for replacement, the dollars are available to address the need.

Facilities

There are three options that may be considered regarding the disposition/ownership of facilities. They are:

- Transfer of ownership.
- Transfer of ownership subject to right of reversion to City if property is no longer used for fire protection and EMS purposes.
- Long-term lease.

The transfer of ownership subject to the right of reversion is considered to be the preferred alternative, as it will provide a degree of protection to the City in the unlikely event that the annexation be dissolved in the future.

Personnel Management and Payroll

ESCI uses the assumption that the current administrative and operational staffing levels will be maintained. The District will need to make accommodations for the performance of personnel management and human resource functions. In addition, payroll functions will need to be addressed. The District does not have staffing in place to perform these functions. At least initially, the District can contract for human resource and payroll services from the City. Future plans can be made for the assimilation of these services into the District's ongoing operations, or they may continue to be accessed by contract.

Staffing, Service Delivery, and Response Performance

Annexation should not result in a reduction in service levels. A plan should be developed by the District for future service delivery needs if it assumes control of the current response system. The plan, which can be based on existing NFD service delivery standards, should consist of the following elements:

- Development of baseline response time standards and targets.
- Future addition of response resources in an incremental and fiscally prudent manner.
- Ongoing system performance measurement to determine the outcomes of changes to the response system and to identify areas where response capacity is eroding.

Training Program

ESCI's analysis of NFD's training program shows the program is adequately organized and effective in addressing the appropriate baseline competencies necessary to assure effective emergency scene operations. It will be important for existing training practices and programs to be maintained under the

annexation and for the Division Chief of Training to develop and monitor an annual training plan to meet future service delivery demands as discussed in the previous section.

The District must remain aware that training becomes its responsibility if the City is annexed. With that responsibility comes the potential for liability should personnel be inadequately trained. For this reason, the District has a deeply significant interest in assuring that training is adequately provided.

Fire Prevention and Public Education Programs

Fire prevention and public education efforts are addressed currently by NFD on behalf of the District. Active prevention and public education practices are ongoing and effective.

Much like training, fire prevention will become the responsibility of the District, including the potential liabilities that are incumbent with performing code enforcement activities. The Board of Commissioners will need to remain attentive to the effective delivery of fire prevention services.

Legal Considerations

Idaho Statutes Title 31, Chapter 14, 31-1429 provides a process for a city to annex or withdraw from a fire district. As always, ESCI emphasizes that project team members are not qualified to give legal advice so any discussion concerning statutory issues must be viewed in that light. Opinions are offered on the cited statutes and some of the matters surrounding them, but no representation is made that all relevant law has been consulted or that the interpretation of the law is necessarily correct. The partnering agencies should consult with legal professionals experienced in public law before embarking on any annexation strategy.

Idaho Statutes describe the process the annexation of a city to a fire district. The process begins when a city expresses by ordinance or resolution that it wishes to be included within the limits of the fire protection district.

Summary

What is presented here is a high level overview of ESCI's understanding of the annexation/inclusion option in Nampa. It does not constitute a comprehensive study of the feasibility of doing so, which would be necessary if the City and District decide to consider the matter further. However, it is ESCI's opinion that the initiative may be a beneficial one and the agencies are encouraged to continue to consider it as a potentially viable option.

Conclusion

This document provides a considerable amount of technical data, much of which was provided by the Department, and allows the reader to gain a clear understanding of the services provided by NFD as well as an indication of how *well* those services are being provided. This document is not intended to be a critical evaluation of the organization but rather provide Department personnel and City policymakers with information from which to make informed decisions about the future of the department.

Based on information obtained throughout this process, NFD is functioning at a level commensurate with community expectations and is providing services in line with adopted objectives. While there is always

room for improvement, the Department is serving its citizens well. Given the method of funding the fire department, the organization is well resourced and is commended for undertaking this project to initiate a formal plan for future service delivery.

ESCI began collecting data and information for this project in November 2015, and the analysis presented in this report is comprised of months of data review and evaluation including one-on-one interviews with Department and City personnel; evaluation of internal documents, policies, rules and regulations; assessment of current service delivery; and the creation of projected service demand and alternative service delivery models. It is ESCI's sincere hope that the information contained within this document is found to be useful and provides policymakers with the information necessary to meet the emergency services needs of the citizens of Nampa and the Nampa Fire Protection District.