



**Commission on
Fire Accreditation
International**

Accreditation Report

**Red, White & Blue Fire Protection District
316 North Main Street
Breckenridge, CO
United States of America**

**This report was prepared on February 10, 2012
by the
Commission on Fire Accreditation International
for the
Red, White & Blue Fire Protection District**

**This report represents the findings
of the peer assessment team that visited the
Red, White & Blue Fire Protection District
on October 30-November 3, 2011**

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EXECUTIVE REVIEW

PREFACE

The Red, White & Blue Fire Protection District (RWBFPD) recently received candidate status. On August 1, 2011 the department asked the Commission on Fire Accreditation International (CFAI) for a site visit to determine if it could be recommended for accreditation. On August 19, 2011, the CFAI appointed a peer assessment team. The peer team leader approved the department's documents for site visit on October 10, 2011. The peer assessment team conducted an onsite visit of the RWBFPD on October 30 – November 3, 2011.

In preparation for the onsite visit, each team member was provided access and reviewed the self-assessment manual, standards of cover, community risk analysis and strategic plan posted by the RWBFPD on the Center for Public Safety Excellence (CPSE) SharePoint site. This documentation represented a significant effort by the staff of the department and other community agencies. The department did not use a consultant to assist it with completing the documents required for accreditation.

SUMMARY

The CFAI has completed a comprehensive review and appraisal of the RWBFPD based upon the eighth edition of the Fire and Emergency Services Self-Assessment Manual (FESSAM). The commission's goals are to promote organizational self-improvement and to award accreditation status in recognition of good performance. The peer assessment team's objectives were to validate the department's self-assessment study, identify and make recommendations for improvement, issue a report of findings and conclude if the department is eligible for an award of accreditation.

The peer assessment team followed CFAI processes and the RWBFPD demonstrated that its self-study accreditation manual, community risk analysis, standards of cover (SOC) and strategic plan met all core competencies and criteria. The peer assessment team recommends accredited agency status for the RWBFPD from the Commission on Fire Accreditation International.

The RWBFPD is located within the Upper Blue Valley of Summit County, Colorado. The majority of the community is based in the north/south valley between two mountain ranges at altitudes of 9,200 to 10,000 feet; surrounded by peaks as tall as 14,000 feet. The district incorporates the towns of Blue River and Breckenridge as well as unincorporated Summit County. Breckenridge is the home of the Breckenridge Ski Resort, a world renowned winter destination.

The town has an estimated population of 9,634 permanent residents. The seasonal population consists of second homeowners and short term rental guests that reside in the community for one night or longer. During peak periods the community can host as many as 33,000 visitors and on any given day within the ski season there are 10,000 to 12,000 day-skier visits. There is a small but vibrant town center area some of which dates back to the mid 1800s and the Colorado gold rush period. For this reason the district is a mix of suburban, rural and wildland densities.

The fire chief reports to a board of directors that is comprised of five elected representatives. It was clear to the assessment team that the board has embraced the accreditation process through its

participation in the development of the strategic plan and the presence of individual members throughout the site visit.

The RWBFPD has an assessment and planning process that aligns the results of the self-assessment process, the community risk hazard analysis, the standards of cover (SOC) and the strategic plan. The current plan was approved by the board on July 28, 2011 and is the first long-range document developed by the district. Previous planning efforts were limited to one and two-year windows. The department staff and board members associated with these various documents regularly meet to ensure continuity and to address any issues that might emerge within the various groups, as a result of their work.

The agency standards of cover document reflects the nature and character of the RWBFPD jurisdiction and contains appropriate baseline and benchmark statements. The peer assessment team verified and validated the baseline objectives were being met as demonstrated by the response time data.

The agency has established general goals and specific objectives that direct the agency's priorities in a manner consistent with its mission and are appropriate for the community it serves. It utilized internal and external stakeholder feedback to develop the strategic plan, which includes general goals and specific objectives to direct the organization. The goals and objectives were also derived through the development of the agency's risk hazard analysis and the standards of response coverage documents and through the self-assessment process. The challenge for the agency will be the integration of the strategic plan into the on-going budget process. The development and use of regular status reports to the board of directors should be considered.

The agency relies on property taxes as its main source of revenue and operates at a 8.5 percent mill rate, with the ability to utilize a 9.0 percent mill rate approved by the voters in 2006. The board of directors is closely monitoring trends in property values and has developed strategies to address financial pressures should there be any further erosion in property values in the district. In 2010, the agency received the Certificate of Achievement for Excellence in Financial Reporting from the Government Finance Officer Association for its Comprehensive Annual Financial Report. The district has historically not maintained a capital improvement fund for large, planned capital projects such as vehicle replacement. This might be an option for future consideration by the board of directors.

The RWBFPD is responsible for providing fire, rescue and emergency medical services (EMS) in the Upper Blue Valley of Summit County, Colorado. To meet the needs of its residents, the department currently staffs two engine companies, one 100 foot tower company, one medic unit and one battalion chief operating out of three strategically placed fire stations. The department additionally has wildland and tender apparatus that are cross-staffed and deployed as needed. The department operates a three-shift platoon system consisting of 43 assigned shift personnel working 48 hours on shift followed by 96 hours off shift. There are a minimum of 12 people that staff the 3 stations and 5 apparatus. Staff members use the record management system for a variety of purposes, including field reports. Consideration should be given to identifying a process for correcting data entry errors in the field reports.

The agency relies on its Community Risk Management Division to administer its fire prevention and life safety program. There is a deputy chief of administration who also serves as the fire marshal, a deputy fire marshal who also serves as the public education officer and a fire inspector. The public

information officer is also assigned to the division. In addition to plan review and inspections, several safety programs are offered that address both juvenile and adult educational needs. The staff uses professionally developed material and programs, such as Risk Watch and Juvenile Firesetter curriculum, to accomplish the program objectives. Educational opportunities are also offered to the business community to help the proprietors protect their investment in the community. While an informal evaluation of the program is ongoing, consideration should be given to creating a more formal process.

The agency conducts fire investigations for incidents within the district. The program is under the direction of the deputy chief/fire marshal. The agency, which is required by state statute to report the cause and origin of fires that occur in its jurisdiction, has three members who are certified fire and explosion investigators. All significant fires are investigated by one of the agency's investigators who work closely with law enforcement personnel on investigations of major fires and arson fires. To ensure this collaborative arrangement can continue, it is suggested staff review the existing mutual aid agreements and add appropriate language that covers the sharing of investigation resources.

The RWBFPD provides basic technical rescue services to its residents. The mission of the initial arriving company is to size-up, initiate command, stabilize the incident and affect a rescue, if trained personnel are available. Search and rescue incidents involving lost or trapped hikers or skiers are handled by the Summit County Search & Rescue group, which is a volunteer organization under the direction of the Summit County Sheriff's Department. The nearest specialized technical rescue team responds from West Metro Fire Protection District with a mutual aid response time of two hours. The department is currently working with neighboring departments on the feasibility of a countywide technical rescue team.

Hazardous materials response in Summit County is provided through an intergovernmental agreement by the Summit Fire Authority, of which RWBFPD is a participating member. Under the current agreement, the Summit County Sheriff is the designated emergency response authority for the county, towns and unincorporated areas within the county.

The agency responds to EMS situations to provide advanced life support in conjunction with Summit County Ambulance Service (SCAS), a third-party advanced life support and transport agency. The department deploys an engine or truck company, staffed with a minimum of three personnel, or one medic unit, with two personnel, to all emergency medical incidents. SCAS provides one medic unit to all emergency medical events. Continued evaluation and assessment of the response times for SCAS is recommended.

The Summit County Emergency Management Office is responsible for the development of the multi-jurisdictional emergency operations plan (EOP) that serves as an all-hazards plan. The EOP is a multi-jurisdiction plan covering Summit County, Breckenridge, Blue River, Dillon, Frisco, Silverthorne and the surrounding unincorporated areas.

The agency provides a wildfire mitigation program as there is a significant area of urban interface that presents a threat due to the aggressive development of buildable land in the valley in the last 20 years. Due to an insect infestation, the area has experienced a mortality rate of 80-90 percent among the Lodge Pole Pine forest. Because this has changed the composition of the forest and increased challenges in the wildland urban interface, the agency has made wildland firefighting one of its top priorities.

The agency has three fire stations, all of which are designed to accommodate 24 hour staffing and provide gender neutral sleeping and restroom facilities. All stations are equipped with fitness equipment, kitchen facilities, day rooms and office space. The fleet maintenance facility (Snake River Fleet Services, aka Snake Fleet) is located at Lake Dillon Fire-Rescue's Station 11 in Keystone, Colorado, approximately 11 miles from RWBFPD. Consideration should be given to the development of a feedback instrument to better track customer service issues that might arise between the agency and fleet service organization. All fixed facilities are owned solely by the district. The agency utilizes an "area of responsibility" approach to ensure small tools and equipment are appropriately designed and maintained to meet the needs of the agency. Individuals within the agency are assigned a specific area, receive any special training, and are charged with needs assessment, budgeting, purchasing, testing, maintenance and record keeping.

The human resources functions for the RWBFPD are provided through an intergovernmental agreement. The human resources function is the responsibility of a human resources manager, who works eight hours per week for the agency. The human resources manager and legal counsel advises the district board and the fire chief regarding compliance in all matters related to applicable laws and regulations. Division chiefs and battalion chiefs are specifically assigned the responsibility of managing the recruitment and selection process for new hires and promotional processes within the agency. The human resources manager supports this process and ensures compliance with state and federal laws.

The RWBFPD provides a current employee handbook to all employees. The handbook addresses current administrative guidelines, policies and procedures, expected employee behaviors and numerous employment benefits. A salary schedule for operations personnel is published annually and is available to all employees. This schedule identifies each rank and job classification. The agency takes a proactive approach to physical fitness standards and all members have access to physical fitness equipment.

The RWBFPD is a member of the Summit Fire Authority (SFA), which operates the regional High Country Training Center. The other participating agencies are Lake Dillon Fire-Rescue and Copper Mountain Fire Department. The facilities include administrative offices, a classroom with audiovisual equipment, a training library, a training tower with gas-fueled live burn capability and numerous training props. The training division staff includes the training division chief, two training captains and one administrative support person. All training personnel are employees of RWBFPD, but costs are shared by members of SFA.

The RWBFPD has four separate water districts that serve portions of the territory protected by the district. As an example, the water distribution system maintained and operated by the town of Breckenridge generally serves the central area of the district. A limited number of the non-hydrant protected areas have installed water cisterns to help provide water for an initial attack. The agency works with the four water districts that provide a reliable and adequate water system in developed areas. It is recommended the agency consider hosting an annual meeting for all of the water districts to aid in communication and to identify strategic and tactical needs.

Radio communication services are provided by the Summit County Communications Center (SCCC), located in Frisco. An inter-government agreement with the SCCC provides for the primary emergency communications system infrastructure the agency utilizes. The center provides dispatch services for police, fire and EMS. The department does not have direct control of the communication agency but is working to influence standards and performance. The agency has representatives on

both the operations and policy board of the SCCC. This will allow staff to advocate for changes in the alarm handling procedures in the center as well as developing the existing computer aided dispatch system to its full potential. Further assessment should take place with respect to the staffing in the center during peak volume periods.

The agency has both automatic and mutual aid agreements with a variety of public and private organizations. In addition to the formal agreements, there are numerous professional relationships and affiliations that support operations and planning efforts across all levels of the organization. The district is committed to pursuing opportunities that are to the benefit of the residents it protects.

The assessment team identified opportunities for improvement that are captured in the recommendations section and in the observations and performance section of the report. These recommendations flowed from discussions, interviews and a review of department supplied documentation to support its self-assessment conclusions. Based on the questions and feedback from the senior staff it is anticipated that many of the recommendations will be addressed within the coming 12 months, if not sooner.

The peer assessment team observed a strong commitment by the department to the CFAI accreditation process and, in particular, to ensuring appropriate succession training for the accreditation manager position. The level of involvement demonstrated by the members of the board by their actions in open meetings, and their presence throughout the site visit, clearly suggested to the team that the process of continual improvement will thrive.

Composition

The RWBFPD is located within the Upper Blue Valley of Summit County, Colorado. The majority of the community is based in the north/south valley between two mountain ranges at altitudes of 9,200 to 10,000 feet; surrounded by peaks as tall as 14,000 feet. The Blue River runs through the middle of the valley and empties into the Lake Dillon Reservoir. The district incorporates the Town of Blue River, Town of Breckenridge, and unincorporated Summit County. Breckenridge boasts the Breckenridge Ski Resort, one of the world's most renowned ski destinations. The entire district is home to numerous upscale residential structures, ranging in size from 500 square feet to 10,000 square feet.

The population increased by 2,500 permanent residents and 9,000 seasonal residents between 2000 and 2007. The seasonal population refers to the second homeowners and short term rental guests that reside in the community for one night or more. In 2010, the estimates show 9,634 permanent residents living within the fire district (Summit County Planning Department). There is an influx to the population during the seasonal periods of November through March and June through August. The community has bed space for approximately 33,000 visitors to be housed in second homes, resort buildings or hotels. On any given day within the ski season, there are 10,000 to 12,000 day-skier visits. There is a vibrant town center, some of which dates back to the mid 1800s and the Colorado gold rush period. The district is a mix of suburban, rural and wildland densities.

Major snow storms are a common occurrence between November and April forcing significant delays and closures of area highways. On average the area experiences 300 inches of snow each season. There have also been some years of drought, during winter and summer, which have led to an increased wildland fire danger in the forest surrounding the community.

Government

Board of Directors,
Five elected members
Fire Chief

Fire Department

3 fire stations
50 uniform and 3 civilian personnel
3 shift system
2 engine companies
1 ladder company

CONCLUSIONS

The self-study manual produced by the Red, White & Blue Fire Protection District was of high quality. The manual represented a significant effort by the staff of the department to produce and present a quality document.

- The Red, White & Blue Fire Protection District demonstrated that all core competencies were met and received a credible rating.
- The Red, White & Blue Fire Protection District demonstrated that all applicable criteria were met and received a credible rating.
- The peer assessment team recommends accredited agency status for the Red, White & Blue Fire Protection District from the Commission on Fire Accreditation International.

RECOMMENDATIONS

The peer assessment team conducted an exit interview with the agency consisting of the fire chief and senior staff members and most all of the staff that participated in the self-assessment study. The purpose of the meeting was to review the team's findings and recommendations. The department was given an opportunity to respond to any errors in findings of fact.

Strategic Recommendations

Strategic recommendations were developed from information gathered from the onsite assessment visit and the evaluation of the criteria and core competencies.

1. It is recommended the agency work closely with the board of directors to further advance the outcomes of the recent integration of the strategic plan in the budget preparation process as a driving source for long-range planning. This would include regular status updates to the board of directors during the fiscal year.
2. It is recommended the agency consider the creation of a capital improvement fund to meet future capital expenditures.
3. It is recommended the agency formalize the annual appraisal process of the fire prevention program and public education program and their contribution to its efforts in risk reduction.
4. It is recommended the agency continue to evaluate the variance in overall response time between Summit County Ambulance Service and RWBFPD resources and develop strategies that narrow the identified gap.
5. It is recommended the agency work with the Summit County Communications Center (SCCC) to establish performance objectives that improve alarm handling times and regularly monitor performance. Additionally the department should work with SCCC staff to identify and recommend changes that can impact alarm handling improvements such as pre-alerting, key questions, dispatching script and full use of computer aided dispatch (CAD) capabilities.
6. It is recommended the agency work with the SCCC and other stakeholders to identify potential alternate dispatch sites in the event the primary dispatch site is unable to function.

Specific Recommendations

Specific recommendations were developed from the appraisal of performance indicators in each of the ten categories.

Category V – Programs

Criterion 5A: Fire Suppression

Performance Indicator

5A.6 The agency's information system allows for documentation and analysis of its fire suppression response program and incident reporting capability.

It is recommended the incident reporting review and quality control process be formalized and re-evaluated to ensure all data errors are corrected for monthly reporting and review to the agency.

Criterion 5D: Fire Investigation Program

Performance Indicator

5D.5 The agency establishes agreements for support from other agencies to aid in accomplishing the program goals and objectives.

It is recommended that the agency include language specifically covering fire investigation in any mutual aid agreement where this resource may be used.

Criterion 6D: Apparatus Maintenance

Performance Indicator

6D.3 A system is in place to ensure the regular inspection, testing, fueling, preventive maintenance, and emergency repair for all fire apparatus and equipment.

It is recommended that the agency work with Snake Fleet Maintenance Division to develop and implement a feedback instrument to identify and address any customer service issues.

Criterion 9A: Water Supply

Performance Indicator

9A.4 The agency maintains regular contact with the managers of public and private water systems to stay informed about all sources of water available for fighting fires.

It is recommended the agency facilitate a water district summit to bring representatives of all water districts together, as well as appropriate RWBFPD staff, to discuss strategic plan goals and tactical needs of the agency.

Criterion 9B: Communications Systems

Performance Indicators

9B.4 The uninterrupted electrical power supply for the communications center is reliable and has automatic backup capability.

It is recommended the agency work with the Summit County Communications Center to ensure that all generator testing meets basic requirements as identified in the *National Fire Protection Association (NFPA) 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems* .

9B.6 Adequate numbers of fire or emergency dispatchers are on duty to handle the anticipated call volume.

The department should work with the Summit County Communications Center to ensure adequate staffing is in place to support department operations including alarm handling and incident support.

OBSERVATIONS

Category I— Governance and Administration

The Red, White & Blue Fire Protection District (RWBFPD) is governed by a board of directors that is comprised of five members and meets regularly throughout the year to approve the budget, receive the audit, and to appropriate funds to the fire district for operations. The fire chief is appointed by and reports directly to the board. The team observed the members of the board have a good working relationship as a group and they are very engaged in the operations of the agency.

The board of director's by-laws are clear regarding the lines of responsibility for the administrative structure of the district's operations. They have delegated a substantial amount of authority to the fire chief in a variety of operational, fiduciary and human resource matters. This process has also identified the organizational and administrative structure that carries out the agency's mission.

Open communication is maintained through the monthly board meetings and the variety of reports created and submitted by the staff. The fire chief updates the board through fairly detailed written reports that are developed by the senior staff. The agency mission statement is published and posted in several ways, including the district website.

The department is legally established under the appropriate state legislation to provide general policies to guide the department's approved programs and services and appropriated financial resources. The RWBFPD is a special district as defined by Colorado Revised Statutes (C.R.S.) Title 32, Article 1. The agency was legally established in 1976 to provide fire suppression and related services but has roots that date back to 1882 when three mining communities created volunteer fire companies. In 1980, the service plan was amended to include emergency medical services.

In November, 1975, and pursuant to the Colorado Revised Statutes 1973, Title 32-1-201, the Summit County Board of County Commissioners approved Resolution 75-79; the formation of the Red, White & Blue Fire Protection District (RWBFPD) as described in the Service Plan dated October 1975. In December, 1975 the organizers of the district petitioned the Fifth Judicial District Court of Colorado to legally form the agency. On February 11, 1976 the petition was granted and the agency was legally approved.

The agency has an established administrative structure of personnel, as outlined by the organizational chart in the strategic plan, to achieve its mission, purposes, goals, strategies and objectives. Job descriptions are in place for each position and the workload has been clearly assigned to responsible staff. Currently, two positions at the battalion chief level are open due to recent changes in the administrative structure and budgetary considerations. The responsibilities attached to those positions have been reassigned until they are filled at a future date. Monthly senior staff meetings are held by the fire chief. The deputy chief holds monthly operational meetings to review the on-going district activities. Additionally, the chief holds agency-wide all-staff meetings twice each year, allowing for further communication and input as needed.

The agency complies with all local, state, and federal legal requirements and operates under the Colorado Revised Statutes, Title 32, Special District Control Act. All filings of required publications and public hearing requirements are strictly adhered to. The agency has a human resource specialist who oversees compliance with federal, state and local requirements. An attorney is also retained for

legal counsel and advisement. Compliance with these requirements is documented via the annual financial audits, annual posting of the Comprehensive Annual Financial Report (CAFR) and board of director meeting minutes.

Category II — Assessment and Planning

The Red, White & Blue Fire Protection District (RWBFPD) has an assessment and planning process that aligns the results of the self-assessment process, the community risk hazard analysis, the standards of cover (SOC) and the strategic plan. The current strategic plan was approved by the board on July 28, 2011 and is the first long-range plan developed by the district. Previous planning efforts were limited to one and two-year windows. The department staff and board members associated with these various documents regularly meet to ensure continuity and to address any issues that might emerge within the various groups, as a result of their work. The process has resulted in a proposal that is appropriate, acceptable and affordable as it relates to the identified needs of the community.

The department collects and analyzes data specific to the distinct characteristics of the community served and applies the findings to organizational planning. RWBFPD used data from entities such as the Summit County Government, the town of Breckenridge and the United States Forest Service to develop a profile of the district. The community is a combination of high-end properties that serve an affluent population of transient seasonal visitors as well as a smaller group of permanent residents who reside in more modest homes. Using this information, the agency developed the risk and hazard analysis for the fire district. The current analysis was completed in 2010. Future risk analysis will be conducted annually through regularly scheduled inspections using the High Plain Information Management System to manage the data. The agency will use data as a guide for planning into the future by the fire chief, senior management and accreditation team to ensure accurate representation of the organization.

The RWBFPD encompasses 138 square miles and has been identified by the Summit County Geographical Informational Service (GIS) in a variety of maps that depict the response jurisdiction of the fire district, as well as maps for adjoining jurisdictions. The agency analyzes the community using the pre-defined density definitions, as described in the *Fire and Emergency Service Self Assessment Manual (FESSAM)*, eighth edition. The district is divided into wilderness, rural, and suburban designations for population density. While the area is still experiencing new commercial and residential construction there is no anticipation of district boundaries changing in the foreseeable future due to legally defined boundaries and adjacent fire protection districts already in place.

RWBFPD has assessed the nature and magnitude of the fire risk within the jurisdiction. The analysis accounts for building construction, water supply available, consequence of a fully involved fire, square footage, response capability, regulatory oversight, occupancy type, life risk, fire protection systems, access, exposures, community risk values and special hazards to determine the hazard level. These hazard levels are low, typical, high and special risk occupancies.

The agency has also evaluated the non-fire risk in each of three response areas. This was done through temporal analysis and call frequency focusing on areas such as the time of day, day of week and the month of year of each specific response to determine if resource distribution is effective.

The Summit County Multi-Hazard Mitigation Plan (2008) identifies natural disasters such as blizzards, earthquakes, floods and avalanches that impact the community. A major portion of the plan focuses on wildland fire risk and wildland urban interface. All emergency response agencies, including Red, White & Blue Fire Protection District, have been involved in the development of the mitigation plan.

The benchmark service level objectives incorporated into the standards of cover are based on local needs and circumstances and industry standards and best practices adopted from: *Commission on Fire Accreditation International (CFAI) Fire & Emergency Service Self-Assessment Manual, eighth edition*; *CFAI Standards of Cover, fifth edition*; the National Fire Protection Association; and the United States Forestry Service.

The agency has developed objectives that are appropriate and acceptable in relation to the identified needs of the district. Fire management zones are used for the evaluation and establishment of standards of cover for both fire and non-fire risks. The planning zones are divided by the first due response areas of the engine and truck companies. Neighborhoods and individual structures were analyzed for risk factors and used to determine effective response force and hazard levels. The review included the use of response statistics and analyses for all levels of identified risk and was used by the agency to identify appropriate response objectives capable of efficiently, effectively and safely addressing the risks within the current capabilities of the department's delivery system.

The agency has divided the response area into three fire management zones and has evaluated fire loss data, water supply, automatic fire protection system, demographics, economic indicators and emergency response data. A risk analysis was conducted on approximately 100 of the commercial occupancies found within the three fire management zones. The risk of the structures protected and call demand and probability were used to develop an effective standards of cover based on risk to the community.

In the development of the standards of cover the non-fire risks in the community were considered. A standards of cover strategy is established for each type of non-fire risk and service demand. The RWBFPD has risks within the district boundaries that could have a serious impact on the local economy and infrastructure. With the loss or disablement of any of these occupancies, the economy and infrastructure loss would negatively impact the ability for the community to function without undue hardship. Response to a hazardous material incident is less significant as there is little industry in the district and the primary source for transportation-related incidents is in the I-70 corridor.

The agency has and will continue to assess fire risk on an annual basis and the results will be used in setting operational priorities for the organization. This process involves pre-fire planning, risk analysis, frequency, probability and call demand. Fire risks in each service area have been defined using the risk analysis worksheet in relation to low, typical, high or special risk occupancies and necessary adjustments are made to the standards of cover. The peer assessment team did observe that the staff possesses a substantial knowledge base of the district among not only the command but the line staff as well. This long-term institutional perspective allows the agency to react quickly to changes in the community. The agency is committed to following comprehensive practices that provide for an extensive analysis of detailed current and historical data to ensure its benchmark and baseline performance conforms to industry best practices.

The agency has developed baseline and benchmark travel times that conform to industry best practices for first due and effective response force (ERF) for structure fires. The staff analyzed data

incorporated into the performance statements in this report, in Category V – Programs, from January 1, 2008 through December 31, 2010. The team also reviewed the available 2011 response time data and confirmed it is consistent and in fact an improvement from data provided for 2008-2010. The agency does rely on automatic aid to reach its identified level of staffing to assemble an effective response force.

Following a detailed assessment and analysis, the peer assessment team believes by consensus that the alarm handling time, turnout time, travel time for first due and travel time for effective response force components of the total response time continuum, as identified in the department's standards of cover, are in line with the expectations identified in the eighth edition of the *Fire and Emergency Services Self-Assessment Manual* (FESSAM).

The agency provided data from the first six months of 2011 that demonstrated an improvement in both alarm handling and turnout time. For that time period the call handling time had dropped to 2 minutes and 30 seconds for 90 percent of dispatched alarms and turnout time had been reduced to 2 minutes and 35 seconds. Prior to embarking on the accreditation process the agency used averages when calculating response times. When the staff applied fractal measures they learned of the extended alarm handling times. The Summit County Communications Center (SCCC) had no internal performance objectives with respect to alarm handling. A new director of communications was appointed in mid-2011 and was in the process of establishing these objectives. He is acutely aware of the issue and expressed a commitment to identifying processes and procedures that will shorten alarm handling times.

The agency has implemented both short and long-term steps to improve alarm handling time: a set of keywords have been identified that when used by the caller will trigger immediate dispatch of the alarm; the SCCC staff is now more consistent in how they enter critical time stamp data into the computer aided dispatch (CAD) system during a response; and a CAD utilization committee has been created to standardize work practices in the center, such as allowing the CAD software to make unit recommendations to the telecommunicator rather than having to use manually accessed reference cards at the dispatch positions in the center. It was clear to the peer assessment team that both SCCC and RWBFPD are committed to continued improvement in the center.

A strategic plan for 2011 – 2016 is in place and, along with the budget, is guiding the activities of the agency. The plan is submitted to board of directors for approval. The plan was developed as a collaborative effort of the: fire chief; senior staff members; internal stakeholder focus group comprised of firefighters, captains, administration and representatives of IAFF Local 4325; and external stakeholders. The plan includes: background information of the RWBFPD; strategic initiatives; internal and external stakeholder feedback; an organization chart; specific, measurable, attainable, realistic and time-bound (SMART) goals and objectives; and a strengths, weaknesses, opportunities and threats (SWOT) analysis that was conducted internally.

The agency plans to use the strategic plan to guide the district in decision making, budget development and continuous quality improvement with the support of internal and external stakeholders. The document identifies six strategic initiatives that are supported by goals and objectives. The plan is accessible to the department staff as well as the community via the district's website.

Category III — Goals and Objectives

The Red, White & Blue Fire Protection District (RWBFPD) has established general goals and specific objectives that direct the agency's priorities in a manner consistent with its mission; they are appropriate for the community it serves. The agency utilized internal and external stakeholder feedback gathered through focus group meetings to develop the agency's strategic plan, which includes general goals and specific objectives.

The department has established general goals and specific objectives that direct its priorities in a manner consistent with its mission. The goals and objectives are appropriate for the community served. The goals and objectives were derived through the development of the agency's risk hazard analysis and the standards of response documents and through the self-assessment process. The combined results of focus groups, risk hazard analysis, standards of response, and self-assessment were linked to develop strategic initiatives, which are accompanied by appropriate goals and objectives, to support the mission of the RWBFPD and community served.

The goals and objectives are tied into community expectations and the self-assessment process and are specific, measurable, attainable, realistic and time bound. Each objective also has a financial obligation of the fire district to assist in the budgeting process. Senior staff and program area managers are expected to annually evaluate and update specific objectives using measurable elements of time, quantity and quality. This is to ensure compliance and adequate progress is being made.

The agency has demonstrated the commitment to annually develop goals and related objectives based on the strategic plan to ensure continual progress in meeting the initiatives outlined in the plan. This will require ongoing evaluation of the internal needs and external expectations of the agency to be sure the plan is effectively addressing the ever changing economic and political environment all local governments are managing through. It is recommended the agency work closely with the board of directors to further advance the outcomes of the recent integration of the strategic plan in the budget preparation process as a driving source for long-range planning. This would include regular status updates to the board of directors during the fiscal year.

The department uses a defined management process to implement the goals and objectives. The current strategic plan is the first ever created by the agency. In the first year the annual budget process was utilized as the primary management tool for implementation of the goals and objectives based upon the strategic plan. Approved by the board of directors, the budget includes funding and direction to support the programs and activities, as identified within the goals and objectives. The peer assessment team verified that a process is in place that uses a matrix to assist in tracking the status of the current goals and objectives, as established in the strategic plan. The matrix is published and available for review by all members of the agency and public. The fire chief requires each of the managers of the specific goals and objectives to provide a progress report at monthly staff meetings; the chief provides quarterly updates to the board of directors with respect to the status of the matrix goals and objectives. The board provides the necessary oversight and can require modifications or removal of any goals and objectives, utilizing the fire chief's counsel.

The senior staff meets on a monthly basis to review organizational activities, specifically those in line with the established goals and objectives. The senior staff meetings allow for inter-agency collaboration between divisions and function areas. Additional groups meet individually, usually

following senior staff meetings, to discuss specific projects or to develop the activities to support the organizational goals and objectives.

Processes are in place to measure and evaluate progress towards the completion of specific objectives and overall system performance. The goals and objectives are re-examined and modified periodically by agency staff during the year and annually at the senior staff budget retreat. During the second quarter, current goals and objectives are extensively examined and the matrix may be modified followed by approval of the district's board of directors. This ensures the agency's goals and objectives remain current and consistent with its mission, vision and long range plan.

Category IV — Financial Resources

The Red, White & Blue Fire Protection District (RWBFPD) uses internal staff to develop the initial operating and capital budgets. They work closely with the finance officer to complete the final recommended budget that is subsequently reviewed by the fire chief and ultimately approved by the Board of Directors.

The financial planning and resource allocation processes are based on agency planning involving broad staff participation. This work starts as early as eight months before the start of the new fiscal year and extends through the final approval by the board.

Both the agency and the board of directors approved policies and guidelines are adhered to when going through the budget preparation and approval process. Inclusion of each division representative in the development of the budget ensures coordination with strategic planning initiatives and program areas identified as priorities for both the operating and capital budgets.

The agency's financial management practices exhibit sound budgeting and control, proper recording, reporting and auditing. The peer assessment team confirmed that the department is a recipient of the Certificate of Achievement for Excellence in Financial Reporting (certificate) from the Government Finance Officers Association (GFOA) for its Comprehensive Annual Financial Report (CAFR). The department has submitted that certificate, and its CAFR, as prima facie compliance with this criterion. This was the culmination of several years of work by the finance director for the district. It was also clear to the team the board is directly engaged in the oversight of the district finances and works closely with the fire chief and the senior staff to address the needs of the community, the agency and its employees.

The board and senior staff have worked diligently to meet the challenges presented by the current economy. They have been able to develop and maintain a reserve fund that meets at least six months, if not more, of the annual operating expenses for the district. With the development of the strategic plan, the board now has a long-range planning process in place that allows the strategic plan objectives to be tied into the budget. Financial stability is a fundamental aspect of the agency's integrity; the current plan will work to ensure that programs and services provided can be supported by the necessary fiscal resources using sound budgetary practices.

Historically, the board of directors has been very supportive of the agency, providing sufficient funding to maintain staffing as well as enhance service delivery through new apparatus, facilities and equipment. The operating budget focuses on achieving the department's objectives. Presently, the district does not maintain a capital improvement fund or reserve to support the timely repair or

replacement of significant capital facilities or equipment. There may be an opportunity for the agency to consider the creation of such a fund to do just that.

Category V — Programs

Criterion 5A – Fire Suppression

The Red, White & Blue Fire Protection District (RWBFPD) is responsible for providing fire, rescue and EMS service in the Upper Blue Valley of Summit County, Colorado. To meet the needs of its residents, the department currently staffs two engine companies, one 100 foot tower company, one medic unit and one battalion chief operating out of three strategically placed fire stations. The department additionally has wildland and tender apparatus that are cross-staffed and deployed, as needed.

The department operates a 3-shift platoon system consisting of 43 assigned shift personnel working a 48 hours on shift followed by 96 hours off shift. There are a minimum of 12 people on duty that staff the 3 stations and 5 apparatus.

The department operates an adequate, effective, and efficient fire suppression program directed toward controlling and or extinguishing fires for the purposes of protecting people from injury or death, and reducing property loss. Standard operating procedures (SOP) and guidelines are current and in place and direct fire suppression activities. They are accessible via the department website and in offsite locations with Internet availability. Each employee also receives upon hire, a memory stick that contains all pertinent information, including the current SOPs. Employees are encouraged to keep this information updated through regular uploads. The review of the agency's SOPs is accomplished on an as needed basis with the fire chief having final signatory approval.

The agency has adopted an incident management system and routinely uses it during all emergency responses, regardless of the size or complexity of the incident. The department has adopted and follows the expectations of the National Incident Management System (NIMS).

The RWBFPD reviews the emergency response program annually. It reviews fire responses during the annual appraisal and periodically updates the running orders SOP. A monthly analysis of the dispatch data available to the department prompts the battalion chief to generate a report for response times greater than baseline response objectives. This information is then emailed to all line officers on the respective shifts for their response. The monthly analysis of response data has allowed the agency to identify trends or problem areas that may require changes in standard operating procedures or the standards of cover, as appropriate.

The department utilizes the High Plains Information System as its records management system (RMS) to capture all incident data that complies with all state and national reporting systems. It was discovered that the system provides basic completion and error checking but when submitted for state and national databases a number of errors were identified. The agency was submitting these incidents quarterly and spent considerable time trying to correct errors that were months old. The peer team recommends the agency submit reports monthly and evaluates how it may reduce errors that are not clearly evident in the RMS to allow quicker data analysis.

The department's response and deployment standards are based upon the population density and fire demand of the community. Three fire stations provide district coverage; department staffing is based

upon station location, assigned apparatus, incident type and frequency. The targeted service level objectives in the standards of cover benchmark statements are based on industry standards and best practices, as identified earlier in this report in Category II – Assessment and Planning. The objectives have been approved by RWBFPD board of directors. The agency’s benchmark service level objectives are as follows:

For 90 percent of all structure fires, the total response time for the arrival of the first-due unit, staffed with 3 firefighters, shall be 10 minutes and 30 seconds in suburban areas and 12 minutes and 30 seconds in the rural areas. The first due unit shall be capable of: pumping 1,500 gallons per minute (gpm); establishing command; requesting additional resources; and initiating a defensive attack. These operations shall be done in accordance with departmental standard operating procedures while providing for the safety of responders and the general public.

For 90 percent of all structure fires, the total response time for the arrival of the effective response force (ERF), staffed with 15 firefighters-medics and officers, shall be 15 minutes and 30 seconds in suburban areas and 22 minutes in the rural areas. The ERF shall be capable of: assuming command; initiating an uninterrupted water source; advancing multiple attack lines and backup lines for safe fire control; ventilation; forcible entry; search and rescue; establishing the incident safety officer; and utilities control. These operations shall be done in accordance with departmental standard operating procedures while providing for the safety of responders and the general public.

The department’s baseline statements reflect actual performance during 2008 to 2010. The department relies on the use of automatic aid from neighboring fire and emergency medical services (EMS) departments to provide its effective response force complement of personnel. The department’s baseline service level objectives are as follows:

For 90 percent of all structure fires, the total response time for the arrival of the first-due unit, staffed with 3 firefighters, is 10 minutes and 40 seconds in suburban areas and 13 minutes and 20 seconds in the rural areas. The first due unit is capable of: pumping 1,500 GPM; establishing command; requesting additional resources; and initiating a defensive attack. These operations are done in accordance with departmental standard operating procedures while providing for the safety of responders and the general public.

For 90 percent of all structure fires, the total response time for the arrival of the ERF, staffed with 15 firefighters-medics and officers, is 16 minutes and 30 seconds in suburban areas and 22 minutes and 35 seconds in the rural areas. The ERF is capable of: assuming command; initiating an uninterrupted water source; advancing multiple attack lines and backup lines for safe fire control; ventilation; forcible entry; search and rescue; establishing the incident safety officer; and utilities control. These operations are done in accordance with departmental standard operating procedures while providing for the safety of responders and the general public.

It was verified and validated by the peer assessment team that the RWBFPD met all baseline service level objectives for 2008-2010. The team reviewed the available 2011 response time data and confirmed it is consistent and in fact an improvement from data provided for 2008-2010.

Structure Fires - 90th Percentile Times - Baseline Performance			2008- 2010	2010	2009	2008
Alarm Handling	Pick-up to Dispatch	Suburban	3:30	2:55	2:05	4:30
		Rural	3:25	3:20	2:30	4:00
Turnout Time	Turnout Time 1st Unit	Suburban	1:55	1:15	1:35	3:35
		Rural	2:55	3:10	:10 ¹	2:50
Travel Time	Travel Time 1st Unit Distribution	Suburban	6:50	6:40	6:10	7:05
		Rural	9:05	10:20	1:55	8:55
	Travel Time ERF Concentration	Suburban	12:40	11:35	12:35	12:45
		Rural	17:45	14:05	n/a	22:30
Total Response Time	Total Response Time 1st Unit On Scene Distribution	Suburban	10:40	9:20	9:50	11:45
		Rural	13:20	14:05	4:35	13:15
	Total Response Time ERF Concentration	Suburban	16:30	14:55	16:10	16:45
		Rural	22:35	22:35	n/a	30:15

Criterion 5B – Fire Prevention / Life Safety Program

The Red, White & Blue Fire Protection District (RWBFPD) relies on its Community Risk Management division (CRM) to administer its fire prevention and life safety program. The goal of the CRM is to provide a safe place for residents and guests to live and visit. The foundation of this philosophy is the adoption of a standard set of codes with local amendments. The CRM is responsible for a wide array of life safety services and programs and works closely with partner agencies on all new development and redevelopment projects. One example of this work is the wildland-urban interface initiative that has been successful in obtaining grant funding for the removal of diseased and dead timber from the surrounding rural area. This serves to reduce at least a portion of the fuel load that would otherwise present a significant hazard in the event of a wildland incident.

The department operates an adequate, effective, and efficient program directed toward fire prevention, life safety, hazard risk reduction, the detection, reporting, and control of fires and other emergencies, the provision of occupant safety and exiting, and the provisions for first aid firefighting equipment.

The agency operates under the 2006 Edition of the International Fire Code (IFC), as amended and published by the International Code Council, the referenced National Fire Protection Association (NFPA) standards referenced therein and Colorado laws. The agency is further charged with enforcement of local ordinances in the towns of Blue River and Breckenridge and unincorporated Summit County. To that end the CRM staff has worked effectively with Blue River and

¹ This is for a single incident with the first-due apparatus responding from the street.

Breckenridge, to approve resolutions that adopt the same code and amendments used by the rest of the county. This serves to reduce opportunities for confusion or errors that can occur when there are competing or divergent codes used by neighboring communities.

The CRM division provides a code enforcement program designed to ensure compliance with applicable fire protection law and agency objectives. The staff focuses on code enforcement in the areas of new construction, schools and daycares, fire alarm systems, sprinkler systems and existing occupancies. Large occupancy, assembly, R-1, R-2, factories and hazardous buildings are inspected at least annually. Businesses and small mercantile are inspected on a rotating schedule between six months and four years, depending on the type of business. The agency's strategic plan includes the objective of developing and implementing a company inspection program to increase the frequency of these inspections to an annual basis.

The CRM division provides adequately trained staff members who have the expertise to meet the program goals and objectives. There is a deputy chief of administration who also serves as the fire marshal, a deputy fire marshal who also serves as the public education officer and a fire inspector. The public information officer is also assigned to the division. All inspectors are certified by the International Code Council.

The current staff manages the workload and is exploring opportunities to involve more members of the agency in the regular inspection of commercial occupancies. Pre-planning is managed at the company level of the agency.

All fire prevention information is captured on the High Plains Information System that serves as the records management system for the department. It supports the analysis of all inspection, permit and plans review information. The department has utilized the system to track inspections and necessary follow-ups. Through informal annual appraisals, the agency analyzes the effectiveness of the fire prevention program and its efforts in risk reduction. While this has historically been an effective process, it is recommended the agency formalize the analysis of the program and its efforts in risk reduction.

Criterion 5C – Public Education Program

The Red, White & Blue Fire Protection District (RWBFPD) has public education program is in place that is directed towards identifying and reducing specific risks in a manner consistent with its mission. The staff uses professionally developed material and programs such as Risk Watch and the Juvenile Firesetter curriculum, to accomplish the program objectives. Educational opportunities are also offered to the business community to help the proprietors protect their investment in the community. Staff members also participate in an annual career day at the high school; they provide an internship program for high school seniors and award an annual scholarship to a graduating senior pursuing higher education.

The agency has a public education program in place and directed towards identifying and reducing specific risks in a manner consistent with its mission. These risks are assessed through local, state and federal incident data. This involves and includes input from a number of parents, teachers, community leaders and agency staff.

The area served by the agency has a unique blend of a smaller fixed population and a larger seasonal-based transient population that combine to present unique needs. Most of the educational programs

are geared towards the year-round population and second homeowners. Of that, there is a significant effort to inform and instruct the permanent adult resident population about wildfire, evacuation and hazard risk reduction. Wildfire mitigation and emergency information is conveyed to all population groups, with varying means of communication.

The agency's maintains standard operating guidelines and general guidelines to direct the public education program. The agency's standard operating guidelines for public education are updated every three years.

The agency conducts informal annual evaluations on programs delivered in the community to determine the overall effectiveness of the public education program and its effect on reducing identified risks. While this has historically been an effective process, it is recommended the agency formalize the analysis of the program and its efforts in reducing identified risks.

Criterion 5D – Fire Investigation Program

The Red, White & Blue Fire Protection District (RWBFPD) has developed a fire investigation program to conduct investigations of fires within the district. The program is under the direction of the deputy chief/fire marshal. The agency is required by state statute to report the cause and origin of fires that occur in its jurisdiction. While some smaller fires can be determined by a responding fire officer, all significant fires are investigated by one of the agency's investigators. The investigators work closely with law enforcement personnel on investigations of major fires and arson fires. Investigators are provided all equipment necessary to conduct a thorough investigation.

The department operates an adequate and effective program directed toward origin and cause investigation and determination for fires, explosions and other emergency situations that endanger life or property. The agency's authority to conduct fire investigations is established through Title 32 of the Colorado Revised Statutes. This statute grants authority to the chiefs of fire districts to investigate or cause to investigate all fires.

Investigators follow a systematic approach in every investigation. Investigators are thoroughly trained in the scientific method and follow the guidelines presented in the *National Fire Protection Association (NFPA) 921: Guide for Fire and Explosion Investigations, 2008 edition*.

The agency currently has three certified fire and explosion investigators on staff. They are certified through the National Association of Fire Investigators. Only one – the fire marshal – is regularly assigned to this program. The others are available as needed.

The current practice is for the fire marshal to be the primary contact for investigations. That individual either responds to conduct the investigation or contacts one of the other certified investigators. In those rare instances when an investigator is not available, a non-certified member documents the scene, collects evidence and makes notifications. When an investigator becomes available the information is transferred and the two work together to complete the investigation. The certified investigator approves all investigation reports.

The agency also has the option of calling in an investigator from a mutual aid department. For large incidents, assistance is also available from the Colorado Bureau of Investigation. Appropriate training is made available to the certified investigators to maintain their credentials and expertise.

The agency has a current standard operating procedure (SOP) in place that directs fire investigation program. It details notification procedures and steps to take in conducting investigations, including documentation and reporting. It also establishes criteria for a fire investigator response.

The agency uses a peer review process, as an overall component of its annual appraisal of the effectiveness of the fire investigation program, whereby each investigation report is reviewed by another investigator. This provides a level of quality control as well as educational benefit. In addition, all fire incidents are reviewed to determine any trends, patterns or other useful information that may be appropriate for timely public education messages as well as to improve the effectiveness of the program. The number of actual fires is small enough that this form of analysis is adequate. In addition, the fire marshal has begun presenting monthly reports to the board of directors. These reports will be compiled into an annual report.

While the agency does have a current mutual aid agreement for firefighting assistance, that agreement does not specifically address mutual aid for fire investigation assistance. There has not been a problem with this to date, but the potential may be there, especially in a court case, to question the legitimacy of an investigator from another agency having the appropriate authority to act in this role. It is recommended that the agency include language specifically covering fire investigation in any mutual aid agreement where this resource may be used.

Criterion 5E – Technical Rescue

The Red, White & Blue Fire Protection District (RWBFPD) provides basic technical rescue services to its residents. The response to a technical rescue incident is the primary response apparatus from the closest station. The first arriving officer can request additional personnel as necessary. The mission of the initial arriving company is to size-up, initiate command, stabilize the incident and affect a rescue, if trained personnel are available. Critical tasking has been developed based on magnitude of incidents within the technical rescue incidents. There is no formal technical rescue team in place for the agency. The nearest specialized technical rescue team responds from West Metro Fire Protection District. The department is currently working with neighboring departments on the feasibility of a countywide technical rescue team and has internal steps mapped out in its strategic plan.

The department operates an adequate, effective, and efficient program directed toward rescuing trapped or endangered persons from any life-endangering cause. The agency has current standard operating procedures outlining what is expected of its members during technical rescue incidents.

The department annually appraises the effectiveness of its technical rescue program and has identified needs in its strategic plan. After action reviews are to be conducted after each technical rescue incident or an incident with a technical rescue component to identify weaknesses and strengths in the current program and take appropriate action when needed. It should be noted the agency has not had a significant technical rescue incident in five years.

The department's response and deployment standards are based upon the population density and technical rescue demands of the community. The targeted service level objectives in the standards of cover benchmark statements are based on industry standards and best practices, as identified earlier in this report in Category II – Assessment and Planning. The objectives have been approved and adopted by fire department management and the board of directors. The department's benchmark service level objectives are as follows:

For 90 percent of all technical rescue incidents, the total response time for the arrival of the first-due unit, staffed with 3 firefighters, shall be 10 minutes and 30 seconds in suburban areas and 12 minutes and 30 seconds in rural areas. The first due unit shall be capable of: establishing command; assessing the situation to determine the presence of a technical rescue incident; determining the need for additional and specific resources; and estimating potential harm without intervention.

For 90 percent of all technical rescue incidents, the total response time for the arrival of the effective response force (ERF), staffed with 12 firefighters and officers, shall be 50 minutes in both suburban and rural areas. The ERF shall be capable of assuming command and providing safety, equipment and technical expertise (knowledge, skills and abilities) to mitigate the technical rescue incident.

It was verified and validated by the peer assessment team that the RWBFPD had no technical rescue incidents that required an initial response or effective response force to be assembled for 2008-2010. The team confirmed there were no technical response incidents in available information for 2011. There are therefore no baseline service level objectives provided for the first due or effective response force in this report.

Criterion 5F – Hazardous Materials

Hazardous materials response in Summit County is provided through an intergovernmental agreement by the Summit Fire Authority (SFA), of which Red, White & Blue Fire Protection District (RWBFPD) is a participating member. Under the current agreement the Summit County Sheriff is the designated emergency response authority (DERA) for the county, towns and unincorporated areas within the county. The SFA established the Summit County Hazardous Materials Team (SCHMT) to perform certain functions relating to the handling and control of hazardous substances within the county. The SCHMT is managed by a part-time hazardous materials coordinator. The SCHMT is comprised of 33 hazmat technicians who are supported by hazmat operations level personnel from each participating agency.

This arrangement provides the appropriate level of response needed for nearly any hazmat incident. Small, easily contained spills are handled at the company level by operations level personnel. Local hazmat technicians on shift can be dispatched to assist, as necessary. A full SCHMT response can be dispatched for major hazmat incidents. In the event of an extremely large-scale incident, resources can be brought in from surrounding counties.

The team's hazmat truck, with equipment for personal protection, monitoring, decontamination, spill control and other hazmat response functions, is housed at Lake Dillon Fire-Rescue's Station 2 in the nearby town of Frisco. One trailer, stocked with additional equipment and supplies, is stored at the High Country Training Center, also located in Frisco.

The department operates an adequate, effective, and efficient hazardous materials program directed toward protecting the community from the hazards associated with fires and uncontrolled releases of hazardous and toxic materials. The SCHMT operates under established standard operating procedures (SOPs), which encompass administrative, organization, training, response, safety and appendixes. The agency does not have separate SOPs addressing operational or technician level practices. Instead, all participating agencies use the SOPs adopted by the SFA. This ensures consistent practices throughout the coverage area. The SOPs are being revised to

incorporate changes associated with the DERA responsibilities transferring from the sheriff to the SFA effective January 2012.

An annual analysis and report covering the program is produced as mandated by the SFA. This report includes finances, response activities and recommendations. In addition, appraisal of the teams' effectiveness occurs periodically, most notably when the county conducts an exercise with a hazmat component.

The agency plans to enhance the appraisal process of the hazmat program in 2012 by utilizing the records management system database to track all hazmat callouts, actions taken as well as outcomes.

The agency's response and deployment standards are based upon the population density and hazardous materials response demands of the district. Three fire stations provide initial response to all portions of the district, while the effective response force for a major incident entails calling out the Summit County Hazardous Materials Team (SCHMT). The targeted service level objectives in the standards of cover benchmark statements are based on industry standards and best practices. The objectives have been approved and adopted by fire department management and the board of directors. The agency's benchmark service level objectives are as follows:

For 90 percent of all hazardous materials response incidents, the total response time for the arrival of the first-due unit, staffed with 3 firefighters, shall be 8 minutes and 30 seconds in suburban areas and 13 minutes in rural areas. The first due unit shall be capable of: assessing the situation to determine the presence of potential hazardous materials; determining the need for additional resources; estimating potential harm without intervention through the use of the ERG and NIOSH guidelines; and establishing hot, warm and cold zones.

For 90 percent of all hazardous materials response incidents, the total response time for the arrival of the effective response force (ERF), staffed with 15 firefighters and officers, shall be 50 minutes in suburban areas and rural areas. The ERF shall be capable of: assuming command; providing safety, equipment and technical expertise (knowledge, skills and abilities) to mitigate the hazardous materials incident; and providing decontamination.

The agency's baseline statements reflect actual performance during 2008-2010. The department relies on the use of automatic aid as provided by the regional hazmat team (SCHMT) from neighboring fire departments to provide its effective response force complement of personnel. The department's baseline service level objectives are as follows:

For 90 percent of all hazardous materials response incidents, the total response time for the arrival of the first-due unit, staffed with 3 firefighters, is 10 minutes and 40 seconds in suburban areas and 14 minutes and 20 seconds in rural areas. The first due unit is capable of: assessing the situation to determine the presence of potential hazardous materials; determining the need for additional resources; estimating potential harm without intervention through the use of the ERG and NIOSH guidelines; and establishing hot, warm, and cold zones.

It was verified and validated by the peer assessment team that the RWBFPD had no hazardous materials incidents that required an effective response force to be assembled for 2008-2010. There are therefore no baseline service level objectives provided for the effective response force in this report.

The team reviewed the available 2011 response time data and confirmed it is consistent with and in fact is an improvement from the provided information for 2008-2010.

Hazardous Materials - 90th Percentile Times – Baseline Performance			2008-2010	2010	2009	2008
Alarm Handling	Pick-up to Dispatch	Suburban	3:35	2:55	4:20	3:40
		Rural	4:20	3:40	2:50	6:05
Turnout Time	Turnout Time 1st Unit	Suburban	2:50	2:30	3:00	2:55
		Rural	3:05	1:35	2:55	4:40
Travel Time	Travel Time 1st Unit Distribution	Suburban	6:25	4:30	5:05	9:20
		Rural	11:20	11:30	12:15	10:00
Total Response Time	Total Response Time 1st Unit On Scene Distribution	Suburban	10:40	9:00	8:05	11:05
		Rural	14:20	13:30	14:45	13:25

Criterion 5G – Emergency Medical Services

The Red, White & Blue Fire Protection District (RWBFPD) responds to emergency medical services (EMS) situations to provide advanced life support in conjunction with Summit County Ambulance Service (SCAS), a third-party advanced life support and transport agency. The department deploys one engine, staffed with a minimum of three personnel, or one medic unit, staffed with two personnel, to all medical emergency medical incidents. SCAS provides one medic unit to all emergency medical events. The agency transports patients in accordance with established guidelines as defined in the intergovernmental agreement (IGA) between the agency and SCAS.

The agency currently provides an integrated fire and emergency response for medical related emergencies with crossed trained firefighter-EMTs. The certification level of the agency’s personnel varies from EMT Basic, EMT Intermediate and EMT Paramedic. The agency currently has 32 EMT Basics, 2 EMT Intermediates and 14 EMT Paramedics.

The department operates an EMS program that provides the community with a designated level of out-of-hospital emergency medical care. The RWBFPD operates under the same protocols, and has worked to standardize specific equipment compatible with SCAS, so that responding personnel from both agencies can effectively, efficiently and safely work together to provide the optimum level of service.

The RWBFPD EMS operations function is under the license of the agency’s medical director affiliated with Saint Anthony’s Centura Health, Denver, Colorado. The agency’s EMS functions under the Denver Metro Protocols that have been issued to every member of the agency. The protocols are reviewed and updated periodically, internally and externally, to meet changes in state and national standards. All changes are approved by the medical director and are passed on to providers who sign an acknowledgement form located at the beginning of the protocol book.

RWBFPD creates and maintains a secure patient care report (PCR) for each patient treated or transported by members of the agency. PCRs are created and maintained for each patient treated or evaluated by the agency in the records management system. Security levels have been established to prevent others, not directly involved in patient care, from accessing patient information.

The agency has a Health Insurance Portability and Accountability Act (HIPAA) compliance program in place. All personnel received training to this act. Members of the department are responsible for maintaining privacy and confidentiality of an individual's personal information in accordance to local, state and federal protocols. The department trains each new employee on these procedures during initial EMS training and for all members during continuing education training.

RWBFPD conducts various appraisals throughout the year in the form of monthly quality assurance (QA) review, quarterly IGA review and call response data presented at district board of director meetings to determine the effectiveness of the EMS program. The agency has also conducted informal and formal appraisals of the EMS program in years past by verbal responses being given to the response personnel by patients, families of patients, nurses and physicians after incidents, training and skills. The formal appraisals have evaluated response times, critical task success rates such as airway management, drug administration and selected critical skills.

The RWBFPD responds in conjunction with Summit County Ambulance Service (SCAS) ambulance for all dispatched 9-1-1 emergencies. The standard EMS response is one engine/tower along with a SCAS ambulance unit or a RWBFPD medic unit in place of the engine/tower. Medical calls involving patient not breathing will automatically get one engine or tower response along with a medic unit to provide additional resources. Critical tasking has been developed to determine the effective response force and deployment objectives for three magnitudes of EMS incidents: minor, major and motor vehicle accidents.

It was noted during the site visit that in most EMS incidents RWBFPD and SCAS dispatch nearly identical resources. SCAS response times were evaluated and found to be longer than RWBFPD for the same type of resource, primarily in turnout and travel time. This duplication of service, and the longer times of SCAS, present an opportunity for the RWBFPD to continue its analysis of the service needs of the community and identify areas that can improve overall response and transport times.

The agency's response and deployment standards are based upon the population density and medical support demand of the community. The targeted service level objectives in the standards of cover benchmark statements are based on industry standards and best practices, as identified earlier in this report in Category II – Assessment and Planning. The objectives have been approved and adopted by fire department management and the board of directors. The department's benchmark service level objectives are as follows:

For 90 percent of all emergency medical services (EMS) responses, the total response time for the arrival of the first-due unit, staffed with 2 or 3 firefighters, shall be 8 minutes in suburban areas and 12 minutes and 30 seconds in rural areas. The first due unit shall be capable of: establishing command; conducting initial patient assessment; obtaining vitals and patient's medical history; and providing basic life support.

For 90 percent of all EMS response incidents, the total response time for the arrival of the effective response force (ERF), staffed with 4 firefighters-medics and officers, shall be 12

minutes in suburban areas and 17 minutes in rural areas. The ERF shall be capable of: assuming incident command; maintaining patient care and treatment; providing advance life support (ALS) interventions; and transporting the patient.

The department relies upon SCAS, a third-party provider, to complete the ERF component of its EMS program. The initial arriving fire department company shall have the capabilities of providing first responder or advanced life support care. Current intergovernmental agreements only allow RWBFPD to transport patients when the patient’s condition is of an extreme nature with imminent death expected.

The department’s baseline statements reflect actual performance during 2008 to 2010. The department relies on the use of automatic aid from SCAS to provide its effective response force complement of personnel and the objective includes the agency in the total response time. The department’s baseline service level objectives are as follows:

For 90 percent of all EMS responses, the total response time for the arrival of the first-due unit, staffed with 2 or 3 firefighters, is 8 minutes and 15 seconds in suburban areas and 13 minutes and 40 seconds in rural areas. The first due unit is capable of: establishing command; conducting initial patient assessment; obtaining vitals and patient’s medical history; and providing basic life support.

For 90 percent of all EMS response incidents, the total response time for the arrival of the ERF, staffed with 4 firefighters-medics and officers, is 11 minutes and 45 seconds in suburban areas and 19 minutes and 05 seconds in rural areas. The ERF is capable of: assuming incident command; maintaining patient care and treatment; providing ALS interventions; and transporting the patient.

The department relies upon SCAS, a third-party provider, to complete the ERF component of its EMS program. The initial arriving fire department company has the capabilities of providing first responder or advanced life support care. Current intergovernmental agreements only allow RWBFPD to transport patients when the patient’s condition is of an extreme nature with imminent death expected.

It was verified and validated by the peer assessment team that the RWBFPD met all baseline service level objectives for 2008-2010. The team reviewed the available 2011 response time data and confirmed it is consistent with the provided information for 2008-2010.

EMS - 90th Percentile Times – Baseline Performance			2008- 2010	2010	2009	2008
Alarm Handling	Pick-up to Dispatch	Suburban	2:30	2:35	2:20	2:50
		Rural	3:00	2:45	2:55	3:10
Turnout Time	Turnout Time 1st Unit	Suburban	2:30	2:20	2:30	2:40
		Rural	2:35	2:05	2:55	2:40

EMS - 90th Percentile Times – Baseline Performance			2008- 2010	2010	2009	2008
Travel Time	Travel Time 1st Unit Distribution	Suburban	5:00	5:10	5:05	4:55
		Rural	9:55	10:10	10:00	9:35
	Travel Time ERF Concentration	Suburban	8:05	7:40	7:10	9:00
		Rural	13:30	15:10	13:15	16:50
Total Response Time	Total Response Time 1st Unit On Scene Distribution	Suburban	8:15	8:00	8:15	8:30
		Rural	13:40	13:55	13:10	13:35
	Total Response Time ERF Concentration	Suburban	11:45	11:00	11:00	13:40
		Rural	19:05	21:50	17:55	20:15

Criterion 5H – Domestic Preparedness Planning and Response

The Summit County Emergency Management Office is responsible for the development of the multi-jurisdictional emergency operations plan (EOP) that serves as an all-hazards plan. The EOP is a multi-jurisdiction plan covering Summit County, Breckenridge, Blue River, Dillon, Frisco, Silverthorne and the surrounding unincorporated areas.

The agency along with Summit County and the towns of Breckenridge and Blue River have adopted an all-hazards preparedness program that includes a coordinated multi-agency response plan, designed to protect the community from terrorist threats or attacks, major disasters and other large-scale emergencies occurring at or in the immediate area.

The agency participates in and publishes the Summit County Local Emergency Operations Plan (SC-LEOP) and the Wildfire Annual Operating Plan to members of the command staff. The Summit County Board of County Commissioners adopts the SC-LEOP annually. The all-hazard plan describes the roles and responsibilities of other agencies in relation to all types of emergencies. A multi-agency organizational structure is identified to correspond to the National Response Framework and the National Incident Management System (NIMS). The agency has done an adequate and effective job to ensure that the staff of the agency has been exposed to the appropriate level of NIMS training and has, for many years, worked closely with the county and other local jurisdictions to insure the basic operating methods are the same and that this effort will continue.

Summit County has overall responsibility for the review and maintenance of the standard operating guidelines for the program. The program, which is reviewed annually, gives department directors such as the fire chief, the authority to implement necessary actions to accomplish their emergency support function role. In the plan, general guidelines exist for the RWBFPD and include: firefighting, medical services, urban search and rescue and hazardous materials response responsibilities.

Summit County maintains an emergency operations center in its main administrative building that is supported by the Summit County Communications Center (SCCC). The SCCC provides radio programming support to all emergency response agencies in the county and maintains the

interoperability with all public safety agencies in the field. The staff in the center has the ability to patch channels between VHF and 800 MHz equipment, specifically if out of county mutual aid organizations respond into Summit County on the 800 MHz system. The 800 MHz radios are compatible with the statewide system. At the present time, emergency response agencies in Summit County have no plans to switch to an 800 MHz or digital system.

Criterion 5K – Wildland Services

The Red, White & Blue Fire Protection District (RWBFPD) service area is made up of over 88,000 acres of National Forest and, according to the Community Wildfire Protection Plan (CWPP), 51.9 percent of the overall acreage falls into the extreme wildfire threat zone. The agency has created multiple programs to help educate and protect its employees, citizens, and visitors; a wildfire mitigation program is included.

The district has a significant urban interface threat due to the aggressive development of buildable land in the valley in the last 20 years. More recently, the Mountain Pine Beetle has invaded the central Rocky Mountains and is attacking the thin bark of the mature Lodge Pole Pine, which is the primary forest species. As a result of both a mature mono-culture forest make up and additional environmental factors, like drought, the beetles are thriving. The area has experienced a mortality rate of 80-90 percent among the Lodge Pole Pine. As a result of this dramatic change in the forest composition, and the increased challenges in the wildland urban interface, the agency has made wildland one of its top priorities; it has been successful in obtaining grant funding for equipment and for the removal of the dead growth in the forest. The later works supports efforts to reduce the fuel load that would be available in the event of a fire.

The agency operates an adequate, effective and efficient program directed toward wildland incidents occurring at or in the immediate area. A wildland coordinator handles much of the administrative requirements and coordination of the operational training and equipment. To support the program, the agency has trained five, National Wildfire Coordinating Group (NWCG) single resource engine bosses that are spread across the three shifts. One engine boss on each shift is the wildland point of contact for disseminating specific wildland information and training.

The agency trains all of its operational personnel to at least the minimum wildland standards set by the NWCG. It also provides all of its personnel with the minimum personal protective equipment and tools to make an effective wildland fire attack. All of the agency's frontline apparatus are equipped to handle urban interface structure protection and three additional Type 6 engines are capable of responding any to kind of initial attack situations. Additionally, the agency has developed relationships with the US Forest Service, Colorado State Forest Service, North West Fire, Lake Dillon Fire, Copper Mountain Fire, the town of Breckenridge, Summit County Government and the NWCG.

A document called the Annual Operating Plan (AOP), which is put together by the Colorado State Forest Service for local jurisdictions, helps all responding agencies navigate the intricacies of a major wildland event; it helps the agency plan and execute major wildland fire events. Wildland fires in the district are governed by the AOP in combination with internal response procedures.

As a significant amount of acreage is federal land, the agency response planning is governed by the Forest Service and the local fire management officer. Annually, all the fire district chief officers in Summit County sign off on the AOP. Additionally, annual training covers what the operational

firefighters are to review in terms of changes in strategy and tactical approaches to insure compliance.

The agency has adopted an aggressive posture to this identified hazard and pursues a variety of strategies to annually appraise its effectiveness in these efforts. The staff is engaged in regular evaluation through the annual revisions in the AOP. The evaluation takes place in three phases: in the fall through after action reviews; in the winter through annual operating plan reviews; and in the spring through annual fireline refresher training.

The department’s response and deployment standards are based upon United States Forestry Service guidelines and policies. The objectives have been approved and adopted by the board of directors. The department’s benchmark service level objectives are as follows:

For 90 percent of all wildland fire responses, the total response time for the first due unit, staffed with a minimum of 3 personnel, shall be 10 minutes. The first due unit shall be capable of: pumping 150 gallons per minute (GPM); establishing command; sizing up the incident and initiating a fire attack strategy.

For 90 percent of all wildland fire responses, the total response time for the effective response force (ERF) due unit, staffed with a minimum of 15 personnel, shall be 13 minutes. The effective ERF shall be capable of: assuming command; advancing multiple attack lines and back-up lines for safe fire control; determining ownership; ordering resources; protecting structures; and ordering evacuations.

The department’s baseline statements reflect actual performance during 2008 - 2010. The department relies on the use of automatic aid and mutual aid from neighboring fire departments to provide its effective response force complement of personnel. The department’s baseline service level objectives are as follows:

For 90 percent of all wildland incidents, the total response time for the arrival of the first-due unit, staffed with three firefighters, is 32 minutes and 40 seconds. The first due unit is capable of: pumping 150 GPM; establishing command; conducting a size up the incident; and initiating a fire attack strategy.

It was verified and validated by the peer assessment team that the RWBFPD had only one wildland incident that required an effective response force to be assembled for 2008-2010. There are therefore no baseline service level objectives provided for the effective response force in this report.

It was verified and validated by the peer assessment team that the RWBFPD met all baseline service level objectives for first-due units in the time period of 2008-2010. The team was unable to review data for 2011 as there were no wildland incidents in 2011.

Wildland Service - 90th Percentile Times – Baseline Performance		2008 - 2010	2010	2009	2008
Alarm Handling	Pick-up to Dispatch	4:50	2:05	4:45	10:10
Turnout Time	Turnout Time 1st Unit	4:40	5:00	3:10	4:45

Wildland Service - 90th Percentile Times – Baseline Performance		2008 - 2010	2010	2009	2008
Travel Time	Travel Time 1st Unit Distribution	27:45	27:30	14:55	28:00
Total Response Time	Total Response Time 1st Unit On Scene Distribution	32:40	32:50	17:45	32:35

Category VI — Physical Resources

The Red, White & Blue Fire Protection District (RWBFPD) currently has three fire stations, all of which are designed to accommodate 24 hour staffing and provide gender neutral sleeping and restroom facilities. All stations are equipped with fitness equipment, kitchen facilities, day rooms and office space. The agency’s administration, fire prevention and support staff are located in a separate multi-story office building attached to Station 6, the central station. The RWBFPD Fire Museum is located in a two-story historically significant home next door to Station 6. The High Country Training Center (HCTC) is located at the County Commons in the nearby town of Frisco. The fleet maintenance facility (Snake River Fleet Services, aka Snake Fleet) is located at Lake Dillon Fire-Rescue’s Station 11 in Keystone, Colorado, approximately 11 miles from RWBFPD. All fixed facilities are owned solely by the district, with the exception of the HCTC (jointly owned by members of the Summit Fire Authority) and Snake Fleet.

The department ensures the development and use of physical resources is consistent with its established plans. The agency includes staff and the governing body in the planning for physical facilities. The staff is involved in the design and planning phase, while the district board is involved in the design and funding phases. The staff include both senior staff and representatives of all levels of line staff who use the facilities.

The department’s fixed facility resources are designed, maintained, managed, and adequate to meet its goals and objectives. The agency has recently developed a multi-year facility maintenance plan to ensure that major maintenance projects, repairs and furnishing replacements are handled in a timely, proactive manner.

The stations are distributed appropriately across the district to meet the service level objectives. The agency is in the construction stage for a fourth station to be part of a new condominium project in an area known as Peak 7 where significant new development is planned. The land for the station is being donated by the developer. The new station in the Peak 7 area is expected to meet anticipated increase in demand for service in that area and may actually become the agency’s second busiest station when the development is completed.

The agency has demonstrated diligence in complying with all applicable laws, codes, and regulations regarding its facilities. This is seen in detailed documentation and numerous references to specific codes and regulations for each facility.

The department’s apparatus resources are designed and purchased to be adequate to meet its goals and objectives. The agency has located its apparatus strategically in its three stations to accomplish the service level objectives.

The inspection, testing, preventive maintenance, replacement schedule and emergency repairs of all apparatus are well established and meet the emergency apparatus service and reliability needs. The agency contracts with Snake River Fleet Services Division for apparatus and vehicle maintenance, testing, and repairs. In addition, driver operators are responsible for conducting daily, weekly, and monthly inspections and minor routine maintenance. Regularly scheduled maintenance is based on manufacturer's recommendations, frequency of use, special applications and *NFPA 1911: Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Automotive Fire Apparatus, 2007 Edition*.

Snake Fleet uses a highly functional records management system that tracks all work done on every apparatus and vehicle in the fleet. A wide variety of reports can be produced at the request of the agency. All apparatus work is performed by qualified mechanics. There is a parts and supply area with standard and frequently used items; special parts are ordered as needed and received the same or next day. The program strives to perform most of the work locally, since large commercial garages are some distance away in the Denver area. However, apparatus can be sent out for major or specialized repairs as needed.

A system is in place to request, coordinate, and document service through a work order process. The agency has current standard operating procedures (SOPs) and directives that detail procedures for removing apparatus from service for repair as well as directing line personnel in the daily, weekly and monthly apparatus checks and routine maintenance. Additional direction for the apparatus maintenance program is provided in the contract with Snake Fleet.

While the maintenance and repairs are generally handled effectively, there is some concern on the part of the users that work orders are sometimes not handled quickly or completely and that communication between the agency and Snake Fleet, at the user level, could be improved. It is recommended that the agency work with Snake Fleet Maintenance Division to develop and implement a feedback instrument to identify and address any customer issues.

The tools and small equipment resources are adequate and designed and maintained to meet the agency's goals and objectives. The agency utilizes an "area of responsibility" approach to ensure tools and equipment are appropriately designed and maintained to meet its needs. Individuals within the agency are assigned a specific area, receive any special training and are charged with needs assessment, budgeting, purchasing, testing, maintenance and record keeping.

Safety equipment is adequate and designed to meet the agency's goals and objectives. The agency has an active safety committee and also participates in the countywide safety committee. There is a strong culture of safety in the agency that is apparent in the way safety equipment is provided to personnel.

All firefighting personnel are issued individual personal protective equipment (PPE) upon hire or need. In addition, communal equipment, such as self-contained breathing apparatus (SCBA), hazmat PPE and special operations PPE, are distributed to their respective apparatus. An example of the agency's commitment to providing adequate safety equipment is the current purchase and deployment of two complete sets of structural PPE for each operational employee.

Category VII — Human Resources

The human resources functions for the Red, White & Blue Fire Protection District (RWBFPD) are provided through an intergovernmental agreement. The human resources manager and legal counsel advises the district board and the fire chief regarding compliance in all matters related to applicable laws and regulations.

The RWBFPD has established general personnel administrative practices that are consistent with local, state, and federal statutory and regulatory requirements. In January 2011, the RWBFPD entered into intergovernmental agreement with neighboring Lake Dillon Fire Protection District for human resources services. The human resources function is now the responsibility of a human resources manager who previously worked 12 hours per week for the agency and moved to working 20 hours weekly in January, 2012.

Cost sharing this function has allowed the agency to have a designated human resources manager, whom has been knowledgeable about the needs and requirements of the agency, at an affordable cost. The human resources manager handles various aspects of human resources such as employee relations, policy and procedures, handbooks, discipline, terminations, benefits and compliance with local, state and federal employment law and requirements. The human resources manager consults with the fire chief, deputy fire chiefs, battalion chiefs and other officers and employees regarding employment related issues.

Systems are established to attract, select, retain, and promote qualified personnel in accordance with applicable local, state and federal statutory requirements. Division chiefs and battalion chiefs are specifically assigned the responsibility of managing the recruitment and selection process for new hires and promotional processes within the agency. The human resources manager supports this process and ensures compliance with state and federal laws. All testing is conducted in accordance with established policies mandated by the fire chief and affirmed by the district board of directors. New hire recruitment is advertised on a local, regional and national level through publications and internet postings on the agency's website. The agency has established reliable methods to enhance the retention of employees and a promotional system that ensures the promotion of qualified personnel, meeting the industry standards.

The reputation of the RWBFPD and the perceived working environment has attracted many diverse and qualified applicants. The most recent hiring process, held with no current job vacancies, drew over 190 applications. RWBFPD strives to provide every applicant and promotional candidate an equal opportunity to work and advance in the organization. The agency typically holds a new hire testing process every two years and establishes an eligibility list. Retention of members continually challenges the agency as younger members typically are drawn to leave for larger departments with higher call volume and reduced cost of living expenses.

Promotional opportunities are posted at least 60 days in advance, through email, and candidates are given explicit instructions of dates, times, exercises and study material. Candidates must hold specific certifications and meet defined qualifications in order to participate in the process. All processes have been developed through study and research of other successful fire agency processes and private vendor experience. The human resource manager is involved in all steps of the hiring and promotional processes. The agency's descriptions are written utilizing the Americans with Disabilities Act (ADA) and the Equal Employment Opportunity Commission (EEOC) laws as guidelines.

All newly hired members of the RWBFPD are in a training and development period of 12 months, in which their ability to perform the essential functions of the job is evaluated. For operational personnel, there is a newly hired firefighter packet that consists of three phases of job performance requirements and an EMS skill packet that must be completed by the end of their first year of employment. The employee's direct supervisor evaluates their performance.

Promoted employees have a training and development period of six months. The agency believes that promoted employees have earned their promotion by being high performers in the past and excelling in the promotional testing process. Newly promoted employees are evaluated by their direct supervisor during the first six months following their promotion. If promoted employees are not successful in their new position and or are not meeting the desired expectations, the supervisor can take corrective action through various channels such as evaluations, performance improvement plans disciplinary action, demotion and even termination if necessary.

Administrative personnel are evaluated during their first 12 months of employment and measured on their knowledge, skills and ability to perform the essential functions of their job.

Personnel policies and procedures are in place, documented and used to guide both administrative and personnel behavior. The RWBFPD provides each employee a handbook and procedures manual upon hire. The handbook covers personnel and employment guidelines and procedures, addresses administrative guidelines, policies and procedures, expected employee behaviors and numerous employment benefits. Each employee is given a standard operating procedure (SOP) manual. Policies, procedures and SOPs are also posted on the agency's Intranet so that employees can review them at any time.

Signed authorization of receipt forms are on file for each employee, verifying that each employee has received and understands the items in the employee handbook as well as the SOP manual. Annual training is provided to employees by supervisors on agency policies regarding harassment and discrimination prevention.

Policies defining and prohibiting discrimination, or related harassment, are outlined in agency policies and procedures. The employee handbook has a policy on equal employment opportunity, harassment, and an EEOC harassment complaint procedure. The agency also has an anti-violence policy in the handbook. Each employee affirms he/she has read these policies when they sign the acknowledgment of receipt. Supervisors review harassment prevention and workplace violence prevention policies with employees on an annual basis.

Human resources development and utilization is consistent with the agency's established mission, goals and objectives. The RWBFPD has a position classification system in place and a process by which jobs are audited and modified. Each position has a job description that identifies the essential functions, educational requirements, years of experience necessary, basic required licenses and certifications and physical and environmental requirements. A classification list is published with applicable salary level for each grade within the classification.

The agency audits jobs periodically using a variety of techniques and resources. The agency has utilized Mountain States Employers Council (MSEC), to audit agency positions. A compensation committee, made up of a cross section of line and staff members, meets regularly with the fire chief regarding compensation, benefits and working conditions and annually reviews the results of the MSEC audit. The agency also participates in and reviews the Colorado Fire Chiefs' Association

Annual Survey, which surveys fire departments from throughout Colorado concerning wages and working conditions.

A system and practices for providing employee-member compensation is in place. The RWBFPD provides an extensive compensation and benefits program for the regular, full-time employees. A salary schedule for operations personnel is published annually and is available to all employees. This schedule identifies each rank and/or job classification. The base rate is listed as well as the rate for each additional year within the classification or specialization. The salary of the chief officers and non-uniformed personnel are not published in a schedule; however, as the agency is a public entity, all salaries are available upon request. The agency has reviewed salaries annually and compared them with fire agencies of comparable size and annual budget throughout Colorado to ensure the employees of the agency are paid a competitive wage.

Occupational health and safety and risk management programs are established and designed to protect the organization and personnel from unnecessary injuries or losses from accidents or liability. Agency risk management actions are administered through the human resources manager under the direction of the fire chief. The agency's health and safety program was established with the objectives of providing a safe work environment and managing risk exposure for the agency. A health and safety committee was created to function as an advisory body to develop and implement health and safety-related policies, procedures and accident reviews.

An occupational health and safety training program is established and it provides specific instructions on operations and hazards specific to the agency. All newly hired firefighters at the agency begin their safety training immediately through the focused training and development program. Use of new emergency medical equipment or substances and firefighting and emergency response equipment requires formal training, documentation and approval. All agency operations personnel participate in an annual safety stand-down. During this period safety practices and procedures are reviewed and additional safety topics are presented.

The department has a wellness and fitness program for recruit and incumbent personnel and provisions for non-compliance by employees and members are written and communicated. The agency takes a proactive approach to physical fitness standards and all members have access to physical fitness equipment. Prospective employees must pass a physical ability test prior to being tendered a job offer and post offer are sent to a HealthOne Occupational facility for an extensive medical and fitness evaluation. One year after hire, an employee is sent to Colorado State University (CSU) in Fort Collins, Colorado for an extensive medical and physical fitness evaluation. Incumbent employees return for the complete CSU evaluation every third year. During off years, in-house testing is conducted for all members. These evaluations are mandatory for all operational employees. Operations personnel must also complete the arduous red card pack test annually.

Remediation for fitness standard non-compliance is prescribed on a case-by-case basis. Individuals will be medically evaluated then prescribed an exercise program to assist in improving the employee's condition. A time frame will be determined and re-testing will occur following the defined rehabilitation period. Further non-compliance may result in termination.

All employees are allocated time while on-duty to exercise in the agency's workout facility located in each fire station. The agency has certified peer fitness trainers (PFT) who are available to work with employees on their shift. PFTs provide education regarding general nutrition as well as workout programs specific to each employee. The peer fitness program falls within guidelines of the wellness

fitness initiative designed conjointly with the IAFC and IAFF. The agency has recently begun participating in a program called Brave Heart that tests for heart attack and stroke risk. The department requires a rehabilitative medical evaluation of members after an injury or significant illness to determine if they are fit to return to duty.

The agency has developed a wellness and fitness SOP that covers: general program administration; periodic comprehensive medical exams; annual physical fitness evaluations; work performance evaluations; daily fitness activity; and fitness deficiencies and rehabilitation.

Category VIII — Training and Competency

The Red, White & Blue Fire Protection District (RWBFPD) is a member of the Summit Fire Authority (SFA), which operates the regional High Country Training Center (HCTC). The other participating agencies are Lake Dillon Fire-Rescue and Copper Mountain Fire Department. The facilities include administrative offices, a classroom with audiovisual equipment, a training library, a training tower with gas-fueled live burn capability and numerous training props. The training division staff includes the training division chief, two training captains and one administrative support person. All training personnel are employees of RWBFPD, but costs are shared by members of the SFA.

A training and education program is established to support the agency's needs. The agency participates in the Colorado Division of Fire Safety (CDFS) voluntary certification program and maintains valid certifications for all line personnel commensurate with duties in each job description.

The RWBFPD requires that all new employees meet a minimum level of education and certifications, as outlined in each job description. Other certifications are specified by the: CDFS; State of Colorado Department of Public Health, Environment; Denver Metro Emergency Medical Protocols; and National Registry of Emergency Medical Technicians (NREMT). Training activities are scheduled and conducted to ensure certifications are current. In addition, the HCTC solicits input for training needs from all levels within the agency and participating SFA departments.

The HCTC has obtained incident data from all participating agencies, which is used to identify incident-specific training needs.

Training and education programs are provided to support the agency's needs and is well organized. The program provides all voluntary state certification requirements. Certification programs are based on job performance requirements (JPRs) derived from the corresponding NFPA standard for each position. In addition, all emergency responders are certified at the appropriate EMT level and can be certified by the NREMT.

All certifications are on three-year renewal cycles, which are monitored by the HCTC to ensure all personnel are current in their training and certifications. The HCTC maintains training records for all personnel. These records are stored electronically and easily accessed by members at any time.

The agency uses performance-based measurements for individual firefighters, companies and multi-company drills. Individual performance is evaluated through a formal process that includes JPRs and skill sheets for various tasks. Multi-company drills are conducted and evaluated at the HCTC, often including companies from more than one agency. This is especially beneficial operationally in that other RWBFPD companies can remain in service. Also, the other agencies are those that would be

involved in any automatic or mutual aid responses. It ensures that these agencies work together closely and seamlessly at major incidents.

The agency has identified the need for more stringent company-level training and evaluation. It has accordingly developed a calendar of mandated training topics and hours, complete with evaluation tools, to be implemented in January 2012. The agency is to be commended for recognizing an area of relative weakness and for being proactive in implementing a solution.

Training and education resources, printed and non-printed library materials, media equipment, facilities and staff are available in sufficient quantity, relevancy, diversity and they are current. The agency has access to the full resources of the HCTC, which provides the following types of training facilities and props: Class B structural live fire training; Class B compressed gas live fire training; trench rescue; confined space rescue; structural vertical roof ventilation; auto extrication; driver operator course; forcible entry; four-story tower for rope and high angle rescue; and a classroom for didactic instruction. Due to the frequently extreme temperature conditions, the concrete pad around the training tower has in-ground circulating hot water to prevent freezing and maximizes the safe use of the area for drills.

The HCTC does not have fire apparatus dedicated for training, nor does it have a climate controlled apparatus storage facility. Companies bring their own apparatus for training. While this practice is sufficient at present, the agency sees room for improvement and has identified the need for dedicated apparatus and an apparatus storage facility for training as future considerations.

The agency evaluates its training materials as training sessions are scheduled, lesson plans are developed and specialized training classes are designed. In addition, each year the training division staff reviews the contents of the HCTC training library, purging outdated materials, replacing them with updated ones and adding others that reflect current practices.

Category IX — Essential Resources

Criterion 9A – Water Supply

The Red, White & Blue Fire Protection District (RWBFPD) protects both incorporated and unincorporated areas of the Upper Blue River Basin including the town of Breckenridge. Areas in the south and north end of the agency's service area are not on any water systems. Some of these areas have installed water cisterns to help provide water for an initial attack. Other areas rely on the agency bringing water to the fire scene.

The water supply resources available to the department are reliable and capable of distributing adequate volumes of water and pressures to all areas of agency responsibility. All areas meet fire flow requirements for emergencies.

The agency has established minimum fire flow requirements for existing representative structures. Water supply requirements are established and verified for all new structures constructed within the jurisdiction, based upon the 2006 International Fire Code. Structures which do not meet these requirements must either upgrade the existing water supply system or provide an automatic fire suppression system. In older areas, the agency has begun working with the homeowner's associations to plan for water resources. Some of these have begun installing cisterns, others

including the town of Blue River have begun looking for grant funding for installing fire hydrants and a select few have installed residential sprinklers using a storage tank as the supply source.

New subdivisions and new structures within existing subdivisions have been evaluated during the plan review process to ensure adequate fire flow and duration. Where the needed fire flow has not been met structures have been required to provide an approved fire suppression system. Preplanning, tender assignments and operations effectively have met the water supply needs for all fire incidents.

The community risk management division works with the districts on sharing of information concerning testing, maintenance and water system upgrades. Water supply information for existing subdivisions and structures is provided by the water districts. These water districts also maintain their testing and maintenance records. The agency has the ability to request copies of the records at any time. The hydrant locations and alternate water sources are maintained in both hard-copy and on mobile data terminals in electronic format.

Adequate water supplies are available for most of the significant structures within the agency's jurisdiction. In areas with poor or nonexistent water supply, tender shuttle operations are integrated into preplanning, dispatching, and operations. The current system provides at least 250 gallons per minute to areas without municipal water supplies.

The agency works with four different water districts that provide a reliable and adequate water system in developed areas. The agency routinely works with one large water district, which covers the town of Breckenridge. There are three additional water districts that the agency has less frequent contacts with. This presents the agency with opportunity to bring all the water districts together at one time to ensure communications with all; it will also send a clear message that all are equal in providing the necessary water resources for their respective districts.

Criterion 9B – Communication Systems

The Red, White & Blue Fire Protection District (RWBFPD) receives its communication services from the Summit County Communications Center (SCCC), located in Frisco, Colorado. An inter-government agreement with the SCCC provides for the primary emergency communications system infrastructure the agency utilizes. The center provides dispatch services for police, fire and emergency medical services (EMS). The department does not have direct control of the communication agency but is working to influence standards and performance. The agency does have representatives on both the operations and policy board of the SCCC.

The department has an adequate, effective and efficient emergency communications system. The system is reliable and able to meet the demands of major operations, including command and control within fire and rescue services during emergency operations, and meets the requirements of other public safety agencies having a need for the distribution of information.

The SCCC has adequate 911 trunk lines and an automatic transfer, if overloaded. The SCCC also provides phase II compliant wireless 911. In the event of power outage the SCCC has an automatic backup power system that can supply full load power for up to eight days. The SCCC has the capability to set up equipment in an alternate undesignated site, as may be necessary. A fixed backup site should be identified and tested in the event the primary center must be abandoned or is otherwise not operational.

There are adequate radio communications frequencies for all agencies in the county to communicate effectively. The agency has VHF radios with standardized programming in the primary frequency bank. All agency personnel with response assignment are issued a portable radio capable of independent operation. Each apparatus is also equipped with either a portable or mobile 800 MHz radio that can be used to communicate with agencies using the 800 MHz system. All staffed agency apparatus have mobile data computers that allow automated communication for mapping, call routing and unit status. The agency currently does not have radio base stations or station alerting at any of its stations and is evaluating appropriate technology and equipment to provide this capability.

The SCCC uses standard operating procedures built into the computer aided dispatch (CAD) system at each workstation. The center uses the Emergency Medical Dispatch (EMD) - Colorado card system for procedures for providing pre-arrival treatment instructions. Hardcopy standard operating procedures are also available in the SCCC Procedure Manual, as well as other policies, procedures and methods, located in a rotating reference bookshelf. During a dispatcher's six month training program, the employee participates in a quality improvement program through daily and weekly feedback on critical areas of performance. After training, dispatchers are evaluated on call taking, dispatching and EMD skills. The SCCC has three supervisors with the primary responsibility of training, quality assurance (QA) and operations. The QA supervisor reviews call taking, dispatch and EMD procedures, taking corrective action as necessary.

The SCCC standard operating procedures and the quality improvement program have not specifically addressed dispatch alarm handling times nor has it adequately addressed performance measurement, feedback and corrective actions.

The RWBFPD has initiated discussions with the SCCC to help facilitate improvement in the SCCC quality improvement program. This will include setting call processing standards, as well as developing an adequate measurement, feedback and corrective action system. The SCCC will implement the Pro QA system in the fall of 2011 to replace its current EMD quality improvement program. While the agency is supportive of this change, it is carefully evaluating the potential impact in the SCCC alarm handling times. Data from 2011 demonstrates there has been an improvement in this area and the agency is aggressively pursuing a continual, ongoing effort in this area.

The uninterrupted electrical power supply for the communications center is tested regularly and a load test is applied. Uncertainty exists on whether a full building load test has been performed and no documentation is available to ensure this test has been performed. Testing of the system should follow the guidelines outlined in *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems, 2010 Edition*.

The dispatch center has variable staffing and provides a variety of non-emergency phone answering services for the county in addition to 9-1-1 calls. At times the staffing in the center may not be sufficient to handle the call load during peak season months, which can affect the alarm handling time. The department is currently working with the SCCC to ensure adequate staffing is in place to meet the service demands experienced throughout the year.

Criterion 9C – Administrative Support Services and Office Systems

The Red, White & Blue Fire Protection District (RWBFPD) internally provides most all of the office systems support to meet its needs. Additional support is garnered through the use of inter-governmental agreements for specific needs. The department has a comprehensive records

management program. It is supervised by an information technology manager who oversees the records area and ensures that all department records are in compliance with the agency's records management policies and procedures.

The agency has four divisions and each has a number of administrative support personnel in place to assist operational functions. Should the need arise, administrative support staff is available to work in supportive roles in other divisions, providing for short-term staffing requirements.

Administrative support services and general office systems are in place with adequate staff to efficiently and effectively conduct and manage the department's administrative functions, such as organizational planning and assessment, resource coordination, data analysis, research, records keeping, reporting, business communications, public interaction and purchasing.

The administrative support staff currently consists of 13 day shift personnel who typically work between the hours of 8:00 AM and 5:00 PM and accomplish numerous administrative support tasks. Most of the on-duty shift personnel are assigned various administrative support functions, which enables the agency to divide up the recurring tasks and better manage the workload assigned to the administrative support staff.

Category X— External Systems Relationships

The Red, White & Blue Fire Protection District (RWBFPD) has both automatic and mutual aid agreements with surrounding communities. In addition to the formal agreements, there are numerous professional relationships and affiliations that support operations and planning efforts across all levels of the organization.

The department's operations and planning efforts include relationships with external agencies and operational systems that affect or may influence its mission, operations or cost effectiveness. The agency participates and supports a wide array of agreements with partner agencies at the local, state and federal level. This has given the staff access to critical information, best practices, resources for arising issues and support on various fronts. This was clearly demonstrated to the team in interviews with the command staff members of the Lake Dillon Fire & Rescue Protection District and the RWBFPD. Both agencies have been working cooperatively for a number of years to the benefit of their residents. Through the joint training facility – High Country Training Center – and the sharing of personnel for certain critical tasks, such as human resources and emergency medical services, the agencies have demonstrated a continuing commitment to identifying areas of mutual interest.

The department has well-developed and functioning external agency agreements. The system is synergistic and is taking advantage of all operational and cost effective benefits that may be derived from external agency agreements. The RWBFPD has developed relationships with various private and public organizations that have improved its ability to provide services in the most effective, efficient and safest manner.

Numerous agreements are in effect and support the vision and mission statements of RWBFPD. In addition to agreements with Summit County Hazardous Materials Team, Summit Fire Authority, Snake River Fleet Services and Summit County Ambulance Service, the agency has entered into agreements for services such as communications, fuel, station development and equipment acquisition. Mutual and auto aid agreements are also in place with neighboring fire districts. The

agency also takes part in the development and revision of the Wildfire Annual Operating Plan (AOP) that encompasses numerous agencies including the Colorado State Forest Service, the Federal Forest Service and the Summit County Sheriff's Department. All mutual aid and intergovernmental agreements are current and support the primary organizational objectives.

Red, White & Blue Fire Protection District 2011 Organizational Chart

