

VIRGINIA FIRE SERVICES BOARD



A Report of Findings
and
Recommendations:

**Cumberland County
Fire & EMS Study**



October 2018

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Randolph District Volunteer Fire Department
Cartersville Volunteer Rescue Squad, Inc.
Prince Edward Rescue Squad

EXECUTIVE SUMMARY

This report documents the findings and recommendations for the Cumberland County Fire and Emergency Medical Services (EMS) Study. The information contained is not to be construed as legal advice or as binding recommendations. This report is intended to provide guidance for the Cumberland County Board of Supervisors and its fire and rescue stakeholders to build on what is working well, while observing opportunities for improvement. Strategic focus in these areas will enhance the overall quality and coordination of fire-rescue service delivery to residents of Cumberland County.

The study was requested by the Cumberland County Board of Supervisors in order to analyze several areas of responsibility within the County's fire and rescue services. The Study Committee was comprised of representatives from the Virginia Fire Services Board, the Virginia Department of Fire Programs, the Virginia Department of Forestry and the Virginia Office of Emergency Medical Services.

The findings and recommendations are organized into five working themes to include:

- Centralized Authority for Fire and Rescue Services
- Communication
- Training
- Budget and Administration
- Delivery of Services

These working themes provide a central focus for prioritizing the study's recommendations. They serve as a guide for the Study Committee to identify and evaluate measures that ultimately will improve the quality and coordination of fire and rescue services within Cumberland County.

Below is a high-level summary of the findings and recommendations, which will be discussed further in the report.

Theme 1: Organizational and Operational Development (Page 11)

- ***Centralized Authority for Fire and Rescue Services:*** Establish clear lines of Authority for the Chief of Fire & EMS. The Board of Supervisors should further pursue efforts to restructure and convert the current informal Emergency Services Committee into one cohesive and effective entity through a countywide ordinance pertaining to Fire and Rescue.
- ***Strategic Planning:*** The Cumberland County Board of Supervisors and County Administration should adopt and implement a data-driven strategic plan for its fire and rescue services to increase performance levels and achieve lower cost of service delivery.

- The County should develop a unified vision and mission statement for the Cumberland County Fire-Rescue System.
- The strategic plan should further create a system of measurable goals and objectives. The performance measurement's factors will strengthen the strategic plan.
- **Accountability Practices:** Cumberland County should establish system wide Standard Operating Guidelines in an effort to create guidance and accountability during emergency incidents. This guidance is aimed at ensuring that operations are safe and effective.
 - Utilizing the guidelines outlined in NFPA 1561: Standard on Fire Department Incident Management Systems and Command Safety,¹ Cumberland County should formally establish, practice and strictly enforce a countywide Incident Management System policy and accountability system.
 - Cumberland County should designate someone who will enforce the Statewide Fire Prevention Code by appointing a fire code official in accordance with §27-30 and §27-34.2 of the Code of Virginia.

Theme 2: Communications (Page 18)

- **Improved Dispatch System:** Protocols need to be written to ensure a consistent service delivery across the County. Uniform dispatch protocols will help address the need for standardization, clarification and communication.
- **Levels of Interdepartmental Communications:** The County should host a strategic communication session with a professional mediator to resolve existing challenges and barriers amongst the following entities; fire and rescue departments, Fire and Rescue Emergency Services Committee along with Cumberland County Administration and its Board of Supervisors.

Theme 3: Training (Page 20)

- **Coordinated Training Program:** Departments in collaboration with the Board of Supervisors and County Administrator should explore the feasibility of developing a comprehensive training program to be assessed annually and collectively coordinating the application of such countywide training program.

Theme 4: Budget and Administration (Page 23)

Financial Accountability: Cumberland County Government should require annual or biannual financial audits or an Agreed Upon Procedures (AUP) to be completed and

¹ For more information see, [NFPA 1561: Standard on Fire Department Incident Management Systems and Command Safety](#).

The foregoing is a recommendation authorized pursuant to Va. Code 9.1-203.A.4 and is not to be construed as legal advice or as a binding recommendation.

submitted to the Budget Office or County Administration from the fire and EMS service providers.

- Capital Improvement Plan: Cumberland County Government should develop a capital improvement plan for upgrading its fire and rescue stations and equipment. At minimum it should include funding for apparatus replacement, turnout gear and air pack replacement.
- Standardization and Central Purchasing: Cumberland County Government should develop and implement a centralized purchasing option to leverage county purchasing power and reduce operational expenses.

Theme 5: Delivery of Services (Page 26)

- Personnel: Cumberland County Government should work with the Emergency Services Committee to identify needs for additional fire and rescue personnel to meet service demands and citizen expectations.
- Recruitment and Retention: Cumberland County should adopt a countywide recruitment and retention plan.
- Operations and Staffing: Cumberland County should establish minimal staffing standards for apparatus response.

METHODOLOGY

For each task of the work plan, the Study Committee identified objectives, performed specific activities, and delivered project products. The following is an overview of the study process:

PHASE I: INITIATE PROJECT

Objectives: Initiation of Study

To initiate the study, the Study Committee began by gaining a comprehensive understanding of the project's background, goals, and expectations. This was carried out by identifying in detail the specific objectives for the review, and assessing how well the work plan would accomplish the objectives. In addition, the Study Committee set out to establish a mutually agreed project work plan, timeline, deliverables, and monitoring procedures that would support the accomplishment of all project objectives. The final study initiation step consisted of collecting and reviewing existing operational data, information on agreements along with relevant policies and procedures. Many of these review materials are included in the appendix of this study.

As part of Phase I, the Study Committee met with Cumberland County leadership to establish working relationships, make logistical arrangements, and determine communication lines. During these meetings, the Study Committee discussed the objectives of the project and identified policy issues and concerns central to the study.

The meetings also allowed the Study Committee to obtain pertinent reports and background materials relevant to the review, such as current and historical staffing data, as well as a description of the current service delivery system and organization.

Based on this course of action, the Study Committee concluded this section of the study with a revised project work plan/timeline deliverable.

PHASE II: OBTAIN STAKEHOLDER INPUT

Objectives: Conduct Leadership Interviews & Capture Input from the Departments

The second phase of the study consisted of leadership interviews and department evaluations. The expectations were as follows:

- Identify expected service levels;
- Identify opinions of department officials concerning the operations and performance of the department;
- Identify issues and concerns of officials regarding fire and rescue services;
- Identify perceived gaps in existing service levels and new priorities in mission; and,
- Identify strengths and weaknesses as perceived by departmental personnel.

Each goal was realized with the support of Cumberland County's study project manager and Chief of Fire and EMS, Tom Perry along with County Administrator, Vivian Giles. Mr. Perry and Ms. Giles assisted in finalizing the interview list and establishing a schedule that

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was reasonable, but more importantly convenient for the interviewees. All interviews were conducted during an allotted timeframe and a considerable amount of information was collected. Face-to-face interviews were conducted with all Cumberland County's Fire and Rescue organizations, County leadership including the aforementioned County Administrator Vivian Giles.

The Study Committee received descriptions of staffing and deployment responses in meeting service demands at targeted service levels. The discussions also provided a snapshot of personnel management contentions as well as concerns regarding service delivery. It is also important to note that the Study Committee visited all fire and rescue stations throughout Cumberland County in an effort to supplement their research of the County's organizational functioning.

The deliverable for this section of the study work plan consisted of a thorough evaluation of the site visit data and the development of working themes to capture the team's assessment.

PHASE III: PREPARE ANALYSES AND DEVELOP CORE STRATEGIES

Objectives: Evaluate Current Trends and Prepare a Report

The third phase of the study work plan involved further investigation and understanding of the organizational structures, operations, limitations, achievements, and opportunities for improvement within the volunteer and career system. The activities that supported this process consisted of additional requests for information not already obtained in Phase I and II of the work plan. Data requests, made in this phase of the study, attempt to address any issues that emerged from the interviews, and further evaluate implications of the operational issues cited. Data obtained during the study process also assists the Study Committee in identifying issues influencing the current levels of service.

After receiving and critically evaluating information from the interviews and all supporting materials, the Study Committee began identifying the necessary critical action steps to achieve exceptional organizational functioning and uniform service levels throughout Cumberland County.

Each action step was selected to identify the changes in policies, facilities, apparatus, and equipment to ensure that the County would be capable of providing fire-rescue services at the desired level going forward.

The deliverables achieved in Phase III involved drafting a report that evaluated current trends in the services, recommended action steps for improvement, and the assignment of responsibility.

PHASE IV: PREPARE FINAL REPORT

Objectives: Prepare and Present Final Report

The final phase of the study involved documenting the results of all previous tasks into a written report with critical components, such as an executive summary, methodology,

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background, and findings and recommendations. Once completed, a draft report was shared with the County Administrator; Vivian Giles to ensure the content is accurate. Upon receiving corrections, the Study Committee revised the draft report, as needed, to assist in the preparation and issuance of the final report.

The deliverables for the final phase of the work plan consisted of 1) a draft report, and 2) the final report.

COUNTY DEMOGRAPHIC INFORMATION

Cumberland County is one of Virginia's ninety-five counties comprising of 33 miles from north to south and 12 miles from east to west. U.S. Census cites during the 2010 census, that Cumberland had 10,052 residents and an estimated 9,811 as of July 2017.² The median household income is presently at \$37,489, with about 73% of housing units occupied by owners. The median value of owner-occupied housing as of 2016 was \$139,900.

According to Virginia Economic Development, Cumberland County is located in central Virginia with access to several of Virginia's leading cities including Richmond 50 miles to the east, Lynchburg, 60 miles to the west, and Charlottesville which is 40 miles to the north. The nation's Capital, Washington D.C., is located approximately 120 miles to the northeast.³

About 58 percent of Cumberland's residents commute for work in neighboring localities such as Prince Edward County, Chesterfield County, Henrico County, City of Richmond, Goochland County and Powhatan County.⁴ The highest employer in the County is its government entities such as Cumberland County School Board and County Government. Moreover, Construction and Manufacturing is listed as a top employer with about 17 percent of total employment followed by Wholesale and Retail Trade at 16 percent

The largest community in Cumberland County today is the Town of Farmville. Farmville is located on the Appomattox River with incorporated territories located in both Prince Edward County and Cumberland County.⁵ Cumberland's portion of the Town of Farmville was reported to be 531 persons, while the remaining 7,685 persons were located south of the Appomattox River in Prince Edward County.

Cumberland County has a County Administrator and a five-member Board of Supervisors. The County Administrator acts as the chief administrative officer, managing the County's daily operations. Moreover, The County Administrator develops the annual budget while also carrying out all policies adopted by the Board of Supervisors.

Listing of Fire and Rescue Organizations

Cumberland Volunteer Fire Department
Cartersville Volunteer Fire Department
Randolph District Volunteer Fire Department
Cartersville Volunteer Rescue Squad, Inc.

² U.S. Census Bureau, Quick Facts on Cumberland County, Virginia

³ Cumberland County Comprehensive Plan 2013-2018

⁴ Ibid

⁵ Ibid

FINDINGS AND RECOMMENDATIONS

This section provides a summary of the five working themes for this study report. The summary is based on areas of concern that were repeatedly cited in the face-to-face interviews and observed during the site visit. Following this section is an in-depth examination of each theme, to include findings and recommendations.

Theme 1: Organizational and Operational Development (Page 11)

- Centralized Authority for Fire and Rescue Services
- Strategic Planning
- Accountability Practices

Theme 2: Communications (Page 18)

- Improved Dispatch System
- Levels of Interdepartmental Communications

Theme 3: Training (Page 20)

- Coordinated Training Program

Theme 4: Budget and Administration (Page 23)

- Financial Accountability
- Capital Improvement Plan
- Standardization and Central Purchasing

Theme 5: Delivery of Services (Page 26)

- Personnel
- Recruitment and Retention
- Operations and Staffing

Cumberland County's fire and rescue service providers and administration should continue utilizing the national consensus standards. The standards were developed by the National Fire Protection Association (NFPA) with the input and support of fire and emergency services personnel, businesses, industry and other stakeholders, as guidance documents and resources to address several of the findings identified in this report.⁶

⁶ Visit the [National Fire Protection Association \(NFPA\)](#) website for a complete listing of the national consensus standards.

THEME 1: ORGANIZATIONAL AND OPERATIONAL DEVELOPMENT

Cumberland County has a significant lack of coordination of its fire and rescue services. Part of this issue arises due to the lack of clarity in the organizational structure. Presently, there is no coordinated Cumberland County Fire-Rescue System. According to interviewees, every department has its own chief and operates independently.

Cumberland County has three volunteer fire departments consisting of Randolph Fire Department, Cumberland Fire Department and the Cartersville Fire Department. Farmville Fire Department serves the southern part of the County and all of the Town of Farmville. The County's Fire Departments have mutual aid agreements with fire departments in Farmville, Prince Edward County, Buckingham County, Amelia County, Fluvanna County, Goochland County, and Powhatan County.⁷

Moreover, Cumberland County has two rescue squads which are Cartersville Rescue Squad, and the Cumberland Rescue Squad. The Prince Edward Rescue Squad also services part of Cumberland County providing service 24 hours a day. Patients are transported to hospitals in Farmville, Charlottesville, or Richmond.⁸

There is one organization called Cumberland County Emergency Services Committee (ESC)⁹, which acts as an entity responsible for collectively resolving fire and rescue related issues. The organization assists with facilitating training and overall service delivery. It is perceived to be unofficial. Additionally, the relationship between County Administration and Emergency Services Committee is unclear.

County Ordinance: According to Article III - Fire, Rescue and Emergency Services, the following exist in Cumberland County;

- A. **Director** - head of the Cumberland County Department of Fire, Rescue and Emergency Services, as appointed by the board¹⁰, and as otherwise described in Code of Virginia § 27-6.1.
- B. **Emergency Services Committee** - Cumberland County Emergency Services Committee, as appointed by the board.
- C. **Fire Departments** - Volunteer fire department organized and providing services within Cumberland County. Each individual fire-fighting organization within the County defined as a "fire company," as provided in Code of Virginia § 27-8.1.
- D. **Fire and Rescue Department** - Cumberland County Department of Fire, Rescue and Emergency Services, comprised of volunteer personnel.

⁷ Cumberland County Comprehensive Plan – 2013-2018

⁸ Ibid

⁹ Emergency Services Committee is referred to as Stakeholders and/or Fire and Rescue Association

¹⁰ Board refers to the Board of Supervisors

- E. **Rescue Squad** - Volunteer rescue squad or emergency medical services organization organized within or authorized to provide services in Cumberland County pursuant to Code of Virginia §§ 32.1-111.1 et seq.

Cumberland County is highly commended in its effort to modernize the municipal code to reflect the evolving nature of its fire and emergency medical services. See below for actions that have led to a request for Fire and EMS Study;

- February 23, 2017 Board of Supervisors Meeting
 - Cumberland County abolished the Emergency Services Director
 - Cumberland County Board of Supervisors established the Cumberland Fire and EMS.
 - **Purpose:** According to the resolution, the County sought “....to increase the scope of duties and responsibilities of the Department of Emergency Services to include facilitation of fire and rescue policies for Cumberland County as well as employment and oversight of contracted and/or paid rescue squad personnel; order to employ rescue squad personnel, either through statutory employment or contractual arrangement, Cumberland County must meet certain statutory and regulatory requirements....”¹¹
- **Final Outcome:** The February 23, 2017 Board of Supervisors Meeting provided the following outcome;
 1. The Cumberland County Department of Emergency Services designated as Cumberland Fire and EMS.
 2. Appoint a Chief of Cumberland Fire and EMS pursuant to Va. Code § 27-6.1
 3. Retain an Operational Medical Director & Agreement
 4. Chief of Cumberland Fire and EMS is authorized to execute agreements on behalf of Cumberland County Fire and EMS.

Concern: The efforts above show a desire to evolve the fire and EMS in Cumberland County. However, there is a need for a management structure that articulates goals and creates a path to achieve them. Presently, it appears that there are multiple leaders across various departments that work hard to inspire others to work towards an individualized station specific goal. Management whether explicit articulation of authority for the Chief of Cumberland Fire and EMS or another entity has the opportunity to enable Cumberland County to set reasonable goals, establish a process to achieve it, with a continuous evaluation on the progress toward the desired endpoint.

¹¹ February 23 Board of Supervisors Minutes

The current disorganization negatively affects the service delivery to the visitors and residents of Cumberland County. Additionally, the confusion over the current organizational structure creates liability issues for the County. In order to improve Cumberland's level of service, it is recommended that internal organizational development strategies be considered. This recommendation will serve to stimulate organizational cohesion, innovation, and effectiveness while guiding the inevitable change that will occur as Cumberland County strengthens its fire suppression and rescue capabilities.

Recommendation:

1. Establish clear lines of Authority between the Director of Emergency Management and the Chief of Fire & EMS.
 - a. Develop a job description.
2. The Board of Supervisors and relevant stakeholders should restructure and convert the current informal Emergency Services Committee into one cohesive and effective entity.
 - a. It is imperative that this Emergency Services Committee ensures all affected stakeholders have the ability to participate.
 - b. Membership should seek participation from one member from each of the volunteer departments and squads, a representative from the paid service, presumably the paid part-time chief, representatives from the Board of Supervisors and the County Administrator's Office, and a provision for one named alternate for each person.
 - i. Due to the large coverage area within Cumberland County, membership consideration should be given to the Town of Farmville Fire Department and Prince Edward Volunteer Rescue Squad.
 - ii. It must meet regularly to develop policies and procedures for Cumberland County's Fire-Rescue System and provide advice and feedback directly to the County Administrator in collaboration with the Fire Chief.
3. Board of Supervisors should embrace and clearly assign the Fire Chief as the centralized position responsible for the supervision and management for all fire and rescue issues throughout the County.
4. The newly formed Cumberland County Fire and EMS Department must ensure that public safety entities with the County are working as one.
 - a. Collaboration will help to develop ownership in a unified system and create transparency.¹²

¹² For more information refer to [Leading the Transition in Volunteer and Combination Fire Departments, November 2005](#)

The foregoing is a recommendation authorized pursuant to Va. Code 9.1-203.A.4 and is not to be construed as legal advice or as a binding recommendation.

5. Establish 24/7 paid rescue service with the goal of delivering a 99% answer rate on all calls for EMS service throughout all of Cumberland County.
 6. The County should explore assuming the administrative roles for the volunteer agencies. The effort will take a significant workload from the volunteer members allowing them to focus on service delivery and training. These functions could include:
 - a. Training scheduling, coordination, and delivery
 - b. Bulk purchasing and financing of equipment and supplies
 - c. Billing of EMS services (a single contract for services will provide economies of scale and reduce cost/improve reimbursement)
 - d. Recruiting and processing of volunteer applications to include required background checks by the Office of EMS.
2. System-wide Operational Specifications: Working with their volunteer membership and County designees, the Fire and Rescue Committee should adopt a single countywide Standard Operating Procedures and Guidelines (SOPs/SOGs) with an accountability system.

Strategic Planning

During the site visit, Cumberland County's fire and rescue organizations acknowledged the need for increased coordination. It was often mentioned that Cumberland County's parallel fire and rescue organizations work separately. Such process could be catastrophic during a major emergency. Operationally, this presents several concerns and barriers towards accomplishing a consistent, high quality level of service sought by Cumberland County and its residents. This organizational challenge can be attributed to the fire and rescue services' lack of unified mission statement and strategic plan.

Cumberland County must collaboratively work with its stakeholders to pursue the establishment of one Strategic Plan. The Strategic Plan will provide a basis for long-term operational planning and will serve as a framework for services.¹³ Due to the current nature of the County's fire and rescue, it is imperative that such planning must become institutionalized as an integral part of fire and rescue departments and community resource allocations.¹⁴

The strategic plan will further allow the vested parties the opportunity to create effective policies while attuned to its publics' interests, demands, and expectations. In public administration, decisions only have legitimacy if parties involved work together and are in agreement.¹⁵ The strategic planning process will create public value for Cumberland County if the fire and EMS and other stakeholders are fairly represented and there is effective use of relevant expertise along with transparency of the deliberations.¹⁶

¹³ Leading the Transition in Volunteer and Combination Fire Departments, November 2005

¹⁴ Preserving and Improving the Future of the Volunteer Fire Service, March 2004

¹⁵ Mark Moore, *Creating Public Value: Strategic Management in Government*, 1995

¹⁶ Ibid

Recommendations:

1. The Cumberland County Board of Supervisors and County Administration should adopt and implement a data-driven strategic plan for its fire and rescue services to increase performance levels and achieve lower cost of service delivery.
 - a. Stakeholders such as fire and rescue personnel along with county government must each play an integral part in the development of this strategic plan in order to meet the county's expectations and foster commitment.
 - b. Parties involved in the strategic planning process should analyze the gap between where the County is and where it wants to be in the future and identify strategies to close such gap.
 - c. The County should seek to reduce residents insurance cost by incorporating methods for improving their Insurance Service Office (ISO) rating into the strategic plan.
 - d. If feasible, it is suggested that a neutral party facilitate this process.
2. In developing its strategic plan, the County should develop a unified vision and mission statement for the Cumberland County Fire-Rescue System.
 - a. A unified vision statement will provide the fire and rescue organizations and Cumberland County an expansive, aspiring image of the future of fire and rescue services. The vision statement should emphasize purposes, performance criteria, decision rules and standards that serve the public.¹⁷
 - b. A unified mission statement will ensure the fire and rescue organizations are collectively moving forward in one direction to improve service delivery. It will further foster a habit of focusing discussions and meetings on important issues.¹⁸
3. The strategic plan should further create a system of measurable goals and objectives. The performance measurement's factors will strengthen the strategic plan.
 - a. The strategic plan should identify immediate, intermediate and long-term goals with reasonable target deadlines.
 - b. Goals and objectives should be quantifiable, consistent, realistic and achievable.¹⁹
4. In developing its strategic plan, Cumberland County's fire and rescue organizations should continue their commitment to using incident analysis and reporting, to include the Virginia Fire Incident Reporting System (VFIRS) and the Virginia Pre-Hospital Information Bridge (VPHIB).

¹⁷ John Bryson, *Strategic Planning for Public and Nonprofit Organizations*, 2004

¹⁸ Ibid

¹⁹ For more information see, [Leading the Transition in Volunteer and Combination Fire Departments, November 2005](#)

- a. Cumberland County’s commitment to reporting will ensure that they have reliable data to appropriately develop a plan to address operational and capital funding needs, or equipment, apparatus and facility needs.
- b. Access to the data collected should be provided to rescue squads and fire departments so they are able to get a comprehensive understanding of their performance.
- c. The use of data such as VFIRS and VPHIB can be contributing factors to performance measurement and can further enable stakeholders to assess the effectiveness of the strategic plan.

Performance measurements will enable the Board of Supervisors to evaluate the performance of fire and rescue entities tasked with accomplishing the goals and objectives of the strategic plan.²⁰ The performance measurement will exhibit clear Emergency Services Committee between performing, planning, spending and results.²¹ Cumberland County will have the opportunity to evaluate service delivery through three perspectives: financial accountability, constituent priorities and internal processes.²²

Accountability Practices

According to the National Fire Protection Association (NFPA), a standard operating procedure is “an organizational directive that establishes a standard course of action.”²³ Thus, Standard Operating Procedures (SOPs) are written guidelines that explain what is expected and required of fire service personnel in performing their jobs.²⁴

During the site visit, the study team discovered the absence of SOPs for fire and rescue entities. Therefore, it is critical for the County to implement and follow a system of countywide SOPs to coordinate service delivery throughout Cumberland County. It is imperative that all members thoroughly understand their responsibilities and expectations. Organizations that lack SOPs are increasingly vulnerable to accidents, lawsuits, preventable costs, personnel problems, and damage to their professional image. Working with its stakeholders, the County should adopt a single Standard Operating Procedures and Guidelines (SOPs/SOGs) with an accountability system.

Recommendations:

1. The County should establish system wide Standards Operating Guidelines. Standard Operating Guidelines (SOG’s) designed to provide guidance during emergency incidents.²⁵ This guidance is aimed at ensuring that operations are safe and

²⁰ Gerald Gordon, *Strategic Planning for Local Government*, 2005

²¹ Ibid

²² Ibid

²³ For more information refer to [Developing Effective Standard Operating Procedures for Fire and EMS Departments, December 1999](#)

²⁴ Ibid

²⁵ Ibid

effective. The main purpose of a SOG is to have everyone essentially operating from the same “playbook” at an incident.

- a. The County should take advantage of pre-existing resources on the development of Standard Operating Guidelines for Fire and EMS organizations such as the United States Fire Administration’s guide on developing Standard Operating Procedures, along with other current organizational guidelines.
 - b. Once created, informational and training sessions should be held with all Cumberland County fire and rescue members and partners.
 - c. The Table of Contents, or central listing and training, should be included in new members orientation to ensure integration into the organization or fire and rescue service.
2. Utilizing the guidelines outlined in NFPA 1561: Standard on Fire Department Incident Management Systems and Command Safety,²⁶ Cumberland County should formally establish, practice and strictly enforce a countywide Incident Management System policy and accountability system.
- a. Increased structure and coordination to the management of emergency incidents will ensure the safety and health of fire-rescue personnel.
 - b. The County should adopt an incident management system to manage all emergency incidents and training exercises as well as adopt written plans to anticipate incidents that require standardized procedures.
 - c. National and state standards should be used as a guide for the development process, such as the Incident Command System.²⁷
 - d. It is recommended that these management practices and principles be developed, maintained, and reinforced through an on-going (annual) countywide exercise program to include Table-Top Discussions, functional exercises, and full-scale exercises administered to ensure inter-departmental coordination, integration, and cooperation.

Fire Prevention Activities

The County is commended for their effort to enact and adopt by ordinance the Statewide Fire Prevention Code (SFPC) in accordance with § 27-97 of the Code of Virginia. The SFPC is a “statewide standards to safeguard life and property from the hazards of fire or explosion arising from the improper maintenance of life safety and fire prevention and protection materials, devices, systems and structures and the unsafe storage handling, and use of substances, materials and devices, including fireworks, explosives and blasting agents, wherever located.”²⁸ However, there is no one person or group in Cumberland County responsible for all fire prevention activities, and as a result, a lack of focus on actual fire and injury related incidents and risks exist.

²⁶ For more information see, [NFPA 1561: Standard on Fire Department Incident Management Systems and Command Safety](#).

²⁷ For more information see [FEMA’s Incident Command System Resource Center](#)

²⁸ See [Statewide Fire Prevention Code \(SFPC\)](#)

Recommendations:

1. Cumberland County should designate someone who will enforce the Statewide Fire Prevention Code by appointing a fire code official in accordance with §27-30 and §27-34.2 of the Code of Virginia.
 - a. Qualified Fire Marshal personnel are able to provide inspections, and code enforcement for Cumberland County, which according to interviewees decreases the work load for the current Building Inspectors Office.

THEME 2: COMMUNICATIONS

In order to develop a cohesive Fire-Rescue System in Cumberland County, the Board of Supervisors and the County Administration must foster positive internal and external communication among the County's fire and rescue organizations along with members of the general public. Without effective and trusting relationships, the County will have limited success with the recommendations contained in this report and any other attempts at coordinating and improving the fire and rescue services in Cumberland County. Before other identified recommendations can be implemented, effective and reliable communication capabilities must be established between the volunteer departments and the County.

Fire and Rescue personnel must have access to reliable and instantaneous communications at all times to effectively coordinate response and recovery operations. Emergency communications is not solely a product of technology, but rather a condition of a locality's governance, standard operating procedures and training. To achieve an effective and efficient emergency response framework, all areas of emergency communications must collectively work effectively.²⁹ Without reliable communications, the safety and security of Cumberland County's fire and rescue service providers are jeopardized.

Recommendation:

1. Cumberland County must consider hosting a strategic communication session to resolve challenges between the Cumberland County Board of Supervisors, the County Administration and members of the volunteer and career fire and rescue departments.

Improved Dispatch System

The Cumberland County Sheriff's Department receives calls for assistance. The enhanced 9-1-1 number is available countywide for those requiring emergency services. The study team was advised that the dispatch procedures utilized are not effective. In certain incidents, Basic Life Support (BLS) responders are activated when the actual need for such situation requires an Advanced Life Support (ALS) responder. There is a new CAD system but interviewees cite it does not have mapping capability. Over all, all entities interviewed

²⁹ Successful Response Starts with a Map. (2007). National Academies Press

during the site visit were pleased with the communication systems; there is however a need for improvement.

Recommendations:

1. Protocols need to be written to ensure a consistent service delivery across the County.
 - a. Uniform dispatch protocols will help address the need for standardization, clarification and communication.
 - b. Updating dispatch procedures without involving the volunteer community will exacerbate the already strained feelings between the County and its Fire and EMS departments. Therefore, it is highly recommended the use of Fire and Rescue Emergency Services Committee to its full capacity.
2. It is important for Cumberland County to incorporate Geographic Information System (GIS) mapping for real-time information within its dispatch system so that the closest appropriate unit responds to incidents.

Levels of Interdepartmental Communications

During the site visit, the study committee observed and documented inconsistent communication among fire and rescue and the County Government. There are continuous uncertainty and frustration issues related to how information is disseminated countywide. The lack of consistent, personal, and professional communications between service providers and its local government has the potential to affect the application of fire and rescue activities in Cumberland County.

The burden lies with the County Administration and the Board of Supervisors to resolve any conflicting perception and ensure an open and honest dialogue is established. The County must identify and resolve the breakdowns in communications and work tirelessly to educate all members.³⁰ The current obstacles experienced by Cumberland County have the potential to divert fire and rescue personnel from their core mission of assisting the residents of Cumberland County. The volunteer personnel must understand that communications is a two-way process, therefore, all relevant parties must work together to provide the highest quality level of service for the County.

Recommendations:

1. The County should host a strategic communication session with a professional mediator to resolve existing challenges and barriers amongst the following entities; fire and rescue departments, Fire and Rescue Emergency Services Committee along with Cumberland County Administration and its Board of Supervisors.

³⁰ For more information, see [Leading the Transition in Volunteer and Combination Fire Departments, November 2005](#)

The foregoing is a recommendation authorized pursuant to Va. Code 9.1-203.A.4 and is not to be construed as legal advice or as a binding recommendation.

- a. The objective of this work session should be to develop strategies to overcome identified barriers. It should further create and implement an effective communication system involving fire and rescue departments, County Government and with the general public.
 - b. The County must develop an efficient and effective communication model to ensure all stakeholders within the public safety community have input into long-term plans and decisions.
 - c. This communication model must ensure reliable documentation related to public safety strategic planning and development. It must be disseminated and received by all public safety stakeholders.
 - d. The communication session should further serve as an opportunity to clarify and establish countywide division of labor.
2. The County should explore additional ways to communicate with its fire and rescue personnel. Some options include producing an annual report, developing a quarterly newsletter and utilizing social networking avenues.
 3. The County should strengthen its fire and life-safety communication activities with the residents of Cumberland County.
 - a. Increased efforts to promote the positives attributes of the fire and rescue services in Cumberland County can raise morale and attract more volunteers. Some options include producing an annual report, developing a quarterly newsletter and utilizing social networking avenues.
 4. The County should take advantage of pre-existing fire and life-safety information available through state and federal organizations. Public fire and life-safety education resources are available at the following locations:
 - i. Virginia Department of Fire Programs
 - ii. Virginia Fire and Life Safety Coalition
 - iii. The Home Safety Council
 - iv. National Fire Protection Association
 - v. Virginia Department of Forestry (Cumberland County Forestry Office)
 - vi. Virginia Department of Emergency Management
 - vii. Vision 20/20 National Strategies for Fire Loss Prevention

THEME 3: TRAINING

One of the secrets of a successful countywide Fire-Rescue System is the full integration of volunteer personnel, regardless of their affiliation, at the tactical level. Tactical equality recognizes all positions, from firefighter through senior fire officer and requires minimum

training standards to ensure performance level.³¹ Tactical equality is achievable in Cumberland County if the departments provide performance-based, certifiable training and the opportunity for all volunteer personnel to train together. The approach will facilitate the development of personal and professional relationships. Training and continuity of leadership are closely joined because solid basic training will foster strong and consistent cooperation among the County's emergency response agencies.

Moreover, similar to many occupations with high physical demand and hazards, injuries in the fire service are a regular concern for departments and the localities it serves.³² Consequently, there has been increased adoption of Risk Management related policies (RM) within the fire services nationwide. Nationally, the fire services industry is pursuing formal proactive approach to improve occupational safety and health.³³

Cumberland County's independent fire and EMS service providers have exhibited an informal method of utilizing risk management efforts. Members appear to not understand the importance of training which makes it difficult for them to provide reasonable service to its customers in a safe and efficient manner. It is highly encouraged through the establishment and adoption of the SOG, both the volunteer entities and the County's Government collaborate in identifying which aspects currently utilized to manage risk within the scope of training is working and which areas could be improved.

Coordinated Training Program

Development of important skills is the basis for safety and improving services received by the citizens. Coordination to provide additional training opportunities is needed with an emphasis of increasing cohesion between the fire and rescue organizations and ensuring countywide cost-saving. Such effort must be led by the County's Government.

Recommendations:

1. The Association in collaboration with the Board of Supervisors and County Administrator should explore the feasibility of developing a comprehensive training program to be assessed annually and collectively coordinating the application of such countywide training program.
 - a. **Schedule/Calendar:** Ensure that training opportunities are scheduled to meet the needs of volunteer members. The county should consider establishing convenient courses schedules for weekends or nights so that offerings are spread across a longer period of time. The consideration must also be extended to specialty training.
2. Enhance efforts of collaborative multi-company training opportunities.

³¹ For more information, see [Leading the Transition in Volunteer and Combination Fire Departments, November 2005](#)

³² For more information see, [Beyond the fire ground: injuries in the fire service. 2012](#)

³³ For more information see, [Establishing a proactive safety and health risk management system in the fire service. 2015](#)

3. The County should work collaboratively with its stakeholders to ensure all fire and rescue service providers are competent, trained and capable to perform assigned duties.
4. The County must acknowledge the emphasis and importance of specialty training in Cumberland County.
5. The Board of Supervisors and County Administration should explore the feasibility of creating a Training Committee to develop and coordinate the application of a countywide training program. This committee should work to increase the number of trainings and collaborative multi-company training opportunities.
 - a. It is important for the Training Committee to ensure that the necessary training is being offered and with appropriate notice to ensure maximum turnout and return on investment.
 - b. Better coordination and increased local training opportunities will also assist with recruitment and retention efforts for Cumberland County's fire and rescue organizations.
 - c. The County should explore utilizing both traditional classroom platforms as well as distance learning models. Online training allows greater flexibility in the application of courses to accommodate the schedule of volunteers.
 - d. The Board of Supervisors should appropriate all the necessary resources to fulfill the County's identified training challenges and fully train existing firefighters and rescue personnel.
6. All new firefighters should be encouraged to be cross-trained as Emergency Medical First Responders, at minimum, to enhance rescue capacity within Cumberland County.
 - a. The Emergency Medical Responder/First Responder (EMR/FR) program offered by the Virginia Department of Health (Office of Emergency Medical Services) provides training in emergency care for those who are likely to be the first personnel responding to the scene of an accident, fire, or medical emergency.³⁴
 - b. The course prepares the responder to address the immediate life threats and injuries until more highly-trained personnel are available.
 - c. Having all firefighters obtain a first responder certification will ensure a rapid response in the event of a major medical emergency or trauma.
 - d. The Emergency Medical First Responder classes should be offered in conjunction with each Firefighter I program.

³⁴ For more information see, [Virginia Department of Health \(Office of Emergency Medical Services\) Educational Development Page](#)

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THEME 4: BUDGET AND ADMINISTRATION

For FY2018, Cumberland County received a total of \$33,605 from the Commonwealth of Virginia's Fire Programs Fund.³⁵ According to the FY17 Cumberland County budget, it allocates \$39,500 to all fire departments, \$37,970 for Cartersville Volunteer Rescue Squad and \$9,500 to Prince Edward Volunteer Rescue Squad.³⁶ Moreover, the County uses Emergency Services Solutions (ESS) for ambulance coverage; it allocates \$450,000 for ESS, \$21,530 for a part-time Emergency Services Department Chief, and \$3,000 for the Emergency Services Committee.³⁷

County funds all agencies at the same level which shows its commitment to equity and consistency. However, the reality is that all agencies are not the same. A certain level of base funding should be determined, followed by a performance based payment. The pursuit would be more reflective of the call volume and resource need by each entity.

Financial Accountability

The County provides various levels of financial assistance without an accountability system in place. Such blanket funding is inefficient. Cumberland County should restructure the funding model to better achieve equality. Budget transparency should not be perceived negatively or as a method for the County to micromanage its fire and rescue departments. The Board of Supervisors has been trusted by the citizens of Cumberland County to exercise fiscal responsibility and must therefore ensure taxpayers' dollars are spent efficiently. The burden rests with the Cumberland County Board of Supervisors to ensure its limited monies are utilized responsibly and fairly.

Strong accounting practices and accountability measures provide fire and rescue leadership the opportunity to demonstrate its financial needs July be greater than the allocated monies. The Board of Supervisors should start requiring each fire department and rescue squad to annually provide yearly financial reports. Greater transparency over the budget will eliminate any distrust between the Board of Supervisors and the Fire-Rescue System's leadership.

Recommendations:

1. A formal accountability plan should be developed for County funds and revenue recovery funds. The plan should be communicated to citizens and members of the fire and rescue organizations.
 - a. The County should require annual or biannual financial audits or an Agreed Upon Procedures (AUP) to be completed and submitted to the Budget Office or County Administration.

³⁵ Virginia Department of Fire Programs, *Aid to Localities* Report FY17 & FY18

³⁶ County Adopted Budget - FY18

³⁷ Ibid

- b. Clarify and document any services provided to the volunteer agencies such as utility bills paid for, County decal reimbursements, hose testing, ladder testing, and pump/pack testing in one document as a “one pager” easy to read tool.
 - c. The County should promote such accountability process to exhibit the value of financial resources, human capital and time.
 - d. This accountability plan should be developed with fire and rescue organizations’ participation and must ensure it is in accordance to state and national standards.
 - e. By creating an accountability plan and communicating funding usage, confusion should be reduced among fire and rescue organizations on the usage of limited County funds.
2. Board of Supervisors should develop a capital improvement plan for upgrading its fire and rescue stations and equipment. At minimum it should include funding for apparatus replacement, turnout gear and air pack replacement.
- a. Board of Supervisors should establish a countywide equipment replacement policy with an emphasis on rotational equipment replacement based on prioritized needs.
3. The Cumberland County Board of Supervisors should consider using a Grants Writer to assist the fire and rescue organizations with the acquisition and management of grants. This individual should research and consider the availability of all federal, state and private grant programs, including:
- a. Virginia Department of Forestry Grants
 - i. Volunteer Fire Assistance (VFA) Grant
 - ii. Firewise Virginia Community Hazard Mitigation Grants
 - iii. The Department of Forestry’s Dry Hydrant grant.
 - b. Federal Emergency Management Agency Firefighter Grants: The page contains links to the Assistance to Firefighters Grants (AFG) programs, Assistance to Firefighters Grants (AFG), Fire Prevention & Safety (FP&S), and Staffing for Adequate Fire and Emergency Response (SAFER).
 - c. Virginia Department of Health-Office of Emergency Medical Services’ Rescue Squad Assistance Fund (RSAF) Grants.
 - d. Virginia Department and Virginia Fire Services Board Grants.
 - e. Various private grant programs.³⁸

Standardization and Central Purchasing

³⁸ A wide variety of Fire and EMS grants can be found on <http://www.grants.gov/> <http://www.firegrantshelp.com/nvfc/> and <http://www.emsgrantshelp.com/>

The County can potentially have cost-savings if there is standardization of future equipment and apparatus purchases. Standardization and Central Purchasing will not be without difficulty, but is necessary for delivering cost-effective and efficient fire and rescue services. Group purchasing is highly required in Cumberland County. If there is resistance among entities involved, it is advised for the Board of Superiors to consider the renegotiation of any financial support for that particular entity.

Recommendation:

1. The County Administration should develop and implement a centralized purchasing option to leverage County purchasing power and reduce operational expenses.
2. The County Administration after consultation with the stakeholders shall develop specifications for central purchase activity areas. Below are suggested areas/activities for central purchasing:
 - a. Personal Protective Equipment³⁹ and Self-Contained Breathing Apparatus⁴⁰
Ensure all departments are purchasing compatible equipment that meets National Fire Protection Association standards and are reaping the same cost savings.
 - b. Equipment/Apparatus – The Emergency Services Committee should survey each department to determine if equipment commonalities exist. As previously mentioned, common apparatus specifications should be created and contracted, allowing volunteer organizations to make customizations without overly altering the specs, and reap the benefits of group purchasing for routine maintenance and replacement of aging ambulance and fire apparatus.
3. Establish a basic truck maintenance/service/fueling system within the County’s in house capabilities.
4. The Emergency Services Committee should survey each department to determine if equipment commonalities exist.
 - a. Explore the opportunity to create an Apparatus Repair and Replacement Subcommittee within the Association order to identify and prioritize needs of apparatus replacement and/or repair.
 - b. This critical priority list of apparatus should utilize the NFPA 1911 – Standard for Inspection, Maintenance, Testing and Retirement of In-Service Automotive Fire Apparatus.⁴¹
 - c. An inventory and capabilities of all vehicles should be provided to the Dispatch/Communication Center to improve dispatch development.

³⁹ See NFPA 1971 Standard on Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting

⁴⁰ See NFPA 1981 Standard on Open-Circuit Self-Contained Breathing Apparatus (SCBA) for Emergency Services

⁴¹ See NFPA 1911 Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Emergency Vehicles

The foregoing is a recommendation authorized pursuant to Va. Code 9.1-203.A.4 and is not to be construed as legal advice or as a binding recommendation.

- d. Fire and rescue departments must be strongly encouraged against making significant equipment purchases outside those approved by the Board of Supervisors. It is not fiscally responsible to make equipment purchases that place the County and individual departments in a financially unstable standing.
5. The Emergency Services Committee should develop specifications for future apparatus purchases (considering the cost-effectiveness of regional contracts), refurbishment and replacement using the following national consensus standards:
- a. NFPA 1901 - Standard for Automotive Fire Apparatus ⁴²
 - b. NFPA 1911 – Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Emergency Vehicles.⁴³
 - c. NFPA 1912 – Standard for Fire Apparatus Refurbishing ⁴⁴

THEME 5: DELIVERY OF SERVICES

The County should critically analyze its current fire and rescue station locations and adopt all warranted changes. A thorough review of these response districts is required to ensure call volumes and response times are aligned along with placement of fire and rescue stations are strategic. Development must be a collaborative effort by the stakeholders along with County’s Administration and Board of Supervisors. Cumberland County must also consider geographical response areas in an effort to modify system status management. The use of Geographic information systems (GIS) technology has allowed first responders for better planning and action in an effort to reduce risk and increase efficiency.

Recommendations:

1. Cumberland County Government should work with the Emergency Services Committee to identify needs for additional fire and rescue personnel to meet service demands and citizen expectations.
 - a. The County Government should reexamine its current system and must find methods to effectively use the human capital that are in the fire and rescue system presently.
2. Emergency Services Committee should provide scheduled updates to the Board of Supervisors and citizen groups on ongoing activity related to positive and negative areas of service delivery.
 - a. Information associated to call data is an effective tool that can exhibit an entity’s ability to meet its community’s needs.

⁴² See [NFPA 1901 - Standard for Automotive Fire Apparatus](#)

⁴³ See [NFPA 1911 – Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Emergency Vehicles](#)

⁴⁴ See [NFPA 1912 – Standard for Fire Apparatus Refurbishing](#)

3. Utilizing call volume data and geography, the Board of Supervisors should revisit the placement of its fire and rescue stations.
 - a. It is not in the best interests of the citizens to have overlapping service areas and multiple departments competing for emergency calls.
 - b. The Insurance Service Office (ISO) Grading schedule⁴⁵ should be used to aid in the placement of fire and rescue stations and the development of the corresponding response districts.

Recruitment and Retention

Managing the recruitment and retention of fire service staff is essential to the operation of a fire department and ensures an effective department response. Volunteerism is strong in the County; the organizations are commended for their proactive efforts of recruiting volunteers. However, Cumberland County falls within the current 48% of Commonwealth localities that has felt the impact of declining numbers of men and women volunteering for fire and rescue departments.⁴⁶

Based on the study team's assessment, the County does not appear to lack incentives to retain current volunteers. As cited above, Cumberland County spends about \$3,500 on County Decal Reimbursement annually for volunteers.⁴⁷ In regards to recruitment, the study team discovered the presence of limited action-oriented recruitment assistance from the County. It is highly encouraged for Cumberland County Government to increase its efforts of helping stations recruit volunteers. With respect to retention, the study team believes the current incentives in place such as decal reimbursement is commendable. The County must provide increased leadership and participation towards the recruitment of volunteers. County Government and the Emergency Services Committee should encourage emergency services leaders to contribute to other aspects of the community.

Recommendations:

1. Cumberland County should create a countywide recruitment and retention program.
 - a. The recruitment and retention program should take into consideration the needs of current volunteers and identify motivational factors to keep this population engaged and committed to the fire and rescue service. It is therefore encouraged for the County to improve on its current incentive based recruitment and retention program.
 - b. The County should set annual recruitment and retention goals and concentrate its efforts and resources to achieving these benchmarks. The plan should be included in the strategic plan.

⁴⁵ Insurance Services Office, Inc (2012).

⁴⁶ For additional detail see, [Virginia Fire Services 2017 Needs Assessment](#)

⁴⁷ County Budget (Expenditure Transaction Audit Trail)

- c. Opportunities of partnering with high schools to create fire and EMS training should be explored.
2. The Emergency Services Committee and County Government must identify additional fire and rescue personnel needs continuously.
 - a. Through improvement of fire and rescue incident data analysis and strategic planning, Cumberland County will be able to determine fire and rescue personnel needs, equipment needs and deployment.⁴⁸
3. The County Government and Emergency Services Committee should collaboratively find low-cost methods to enhance public-education efforts such as open houses and creating Public Service Announcement (PSAs).⁴⁹
 - a. Improve the visibility of the Cumberland County fire and rescue services in the community.
 - b. Word-of-mouth recruiting is effective; therefore, each volunteer should be encouraged to inform their respective community network about Cumberland fire and rescue services' training and educational opportunities.
4. According to interviewees, there is one major high school which can be utilized as a source for volunteers. Thus, the Board of Supervisors should adopt a local ordinance outlining the standard policies and identification measures for junior firefighters.
 - a. The occupation of firefighting has been declared hazardous. The *Code of Virginia § 40.1-79.1* outlines specific requirements, including a local ordinance, before a local jurisdiction can utilize junior firefighters.
 - b. Without specifically outlining the response role of these individuals, the County assumes a considerable level of liability should these members become injured.
 - c. A specific and strictly followed set of procedures allows other departments to know the limited response capabilities of these individuals and will improve overall response.
5. In addition, Cumberland County's fire and rescue organizations should take advantage of pre-existing recruitment and retention information. Resources July be downloaded at the following locations:
 - a. Emergency Medical Services (EMS)
 - i. Recruitment & Retention
 - ii. Leadership & Management

⁴⁸ For additional detail on use of multiple data, see [International Association of Fire Chiefs \(IAFC\) - "Make Better Decisions: Put Your Data to Work"](#)

⁴⁹ [Fire Service Image Task Force Report: Taking Responsibility for a Positive Public Perception 15](#)

- b. National Volunteer Fire Council
- c. 2004 Joint Legislative Audit and Review Commission Report on Review of EMS in Virginia.

Operations and Staffing

Special attention should be made to ensure fire and rescue capabilities are adequate for the potential hazards presented by the economic developments in Cumberland County. The study team was advised that in several stations, there is a lack of sufficient human capital for responses. NFPA 1720: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments recommends the following staffing and response times;⁵⁰ Urban area must have at minimum 15 staff members with ability to respond to an incident within 9 minutes, suburban area, minimum of 10 members with a response time of 10 minutes at incident. Cumberland County however is considered a rural area which according to NFPA 1720 must have at least 6 volunteer members available to respond to an incident within 14 minutes of dispatch.⁵¹ Consequently, the volunteer companies interviewed shared a concern on the availability of minimum staff during an incident.

Recommendations:

1. Cumberland County must consider establishing minimal staffing standards for apparatus response.
2. The County should seek to reduce residents insurance cost by improving Insurance Service Office (ISO) ratings.
 - a. This can be accomplished through improved training records and adding more dry hydrants within the community.
 - b. The County should continue working with the Department of Forestry (DOF) to obtain additional Dry Hydrants.
 - i. Grants can be obtained through Forestry's Dry Hydrant Grant Program.
3. Cumberland County fire and rescue services should keep accurate records of incident response times in order to continuously assess response capabilities.
 - a. It is recommended that the County utilize the NFPA guidance documents as resource documents.
 - b. The 2014 edition of *NFPA 1720: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments* addresses

⁵⁰ For more information see, [NFPA 1720 Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations and Special Operations to the Public by Volunteer Fire Departments](#)

⁵¹ Ibid

the organization and deployment of fire suppression operations, emergency medical operations, and special operations to the public by all volunteer fire departments.

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APPENDIXES

Appendix 1: Cumberland County Letter of Request – January 2018

Appendix 2: Cumberland Co. - Virginia Fire Incident Reporting System Report Summary

Appendix 3: Cumberland Co. FY2018 Aid-to-Localities Allocation Report

APPENDIX 1: CUMBERLAND COUNTY LETTER OF REQUEST



County of
Cumberland
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William F. Ost, Jr. District 1	Lloyd Banks Jr. District 2	William K. "Kevin" Ingle District 3	David E. Meinhard District 4	Parker H. Wheeler District 5
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January 3, 2018

Mr. Mohamed G. Abbamin, MPA
Policy Manager
Virginia Department of Fire Programs
1005 Technology Park Drive
Glen Allen, VA 23059

RE: Request for Comprehensive Analysis Study of Fire/EMS System for Cumberland County

Dear Mr. Abbamin,

This letter is to request the services of the Virginia Fire Services Board (VFSB) in conducting a complete and thorough review of the fire and EMS system in Cumberland County.

This study has the support of the Cumberland County Board of Supervisors and County Administration as shown by the attached December 12, 2017 Board of Supervisors meeting minutes.

The requested area of concentration of this study include:

- Organization
- Budget and Administration
- Training
- Delivery of Services
- Fleet Design and Management (Equipment/Apparatus)
- Emergency Medical Advisory Committee
- Cumberland County Fire & Rescue Association.

Department of Fire
JAN 24 2018
Administration

It is the Board and County Administration's proposal to have a complete and thorough review of the aforementioned areas of concentration and a comprehensive list of recommendations to enhance the delivery of services to the citizens of Cumberland County.

Your consideration of this request at the next available opportunity would be greatly appreciated. I am available to respond to any questions you might have regarding this request. Please feel free to reach me at 804-492-3625 or by email at vgiles@cumberlandcounty.virginia.gov.

Sincerely,

Vivian Seay Giles
County Administrator/County Attorney

VSG/rl
Enclosures

December 12, 2017

The following is an excerpt of the minutes of the regular meeting of the Cumberland County Board of Supervisors held December 12, 2017.

In Re: Department of Fire Programs Study

On a motion by Supervisor Banks and carried unanimously, the Board requested staff to obtain a study by the state Department of Fire Programs to perform a comprehensive evaluation and make recommendations regarding fire and rescue services in Cumberland County.

Vote: Mr. Osl – aye Mr. Banks – aye
 Mr. Ingle – aye Mr. Meinhard – aye
 Mr. Wheeler – aye

CERTIFIED TRUE COPY


Vivian Seay Giles
County Administrator / County Attorney

APPENDIX 2 : CUMBERLAND COUNTY – VIRGINIA FIRE INCIDENT REPORTING SYSTEM REPORT

The Virginia Department of Fire Programs manages the Virginia Fire Incident Reporting System (VFIRS). VFIRS is the statewide system for tracking all emergency responses with fire departments in Virginia. By reporting their incidents to VFIRS, fire departments document the details of their incidents for legal purposes and documenting the overall activities of their fire department.

Incident Type Summary, Cumberland County, Virginia 2013-2017*

Incident Type	2013	2014	2015	2016	2017
Fires	41	16	19	33	53
EMS/Rescue	110	40	84	79	80
Hazardous Condition	53	7	24	17	24
Service Calls	12	1	11	6	5
Good Intent	39	8	24	27	42
False Alarm	15	5	7	12	9
Other	2	0	0	2	0
Total Incidents	272	77	183	176	213
Aid Given	37	21	41	29	29
Exposures	0	0	1	3	1
Grand Total	309	98	225	208	243

Fire Dollar Loss Summary, Cumberland County, Virginia 2013-2017*

Year	2013	2014	2015	2016	2017	Total
Dollar Loss	\$1,349,000	\$16,500	\$204,250	\$785,300	\$512,550	\$2,867,600

Casualty Loss Summary, Cumberland County, Virginia 2013-2017*

Incident Type	2013	2014	2015	2016	2017	Total
Civilian Fire Deaths	0	0	0	0	0	0
Fire Service Injuries	0	0	0	0	0	0
Fire Service Deaths	1	0	0	0	0	0
Total	1	0	0	0	0	1

**Taken from VFIRS Incident Summary Report 2013-2017*

The foregoing is a recommendation authorized pursuant to Va. Code 9.1-203.A.4 and is not to be construed as legal advice or as a binding recommendation.

APPENDIX 3: CUMBERLAND COUNTY FY2018 AID-TO-LOCALITIES ALLOCATION REPORT

Description	Population (2010 Census)	FY2018 Allocation
Cumberland County	10,052	\$33,605
Total		

*** VDFP ATL Annual Report*