

VIRGINIA FIRE SERVICES BOARD



A Report of Findings  
and  
Recommendations:

**Isle of Wight  
Fire & EMS Study**



**February 2016**

**Table of Contents**

**REPORT AUTHORS ..... 2**

**ACKNOWLEDGMENT ..... 3**

**EXECUTIVE SUMMARY ..... 4**

THEME 1: ORGANIZATIONAL AND OPERATIONAL DEVELOPMENT (PAGE 12)..... 4

THEME 2: COMMUNICATION (PAGE 20) ..... 5

THEME 3: TRAINING (PAGE 23)..... 5

THEME 4: BUDGET AND ADMINISTRATION (PAGE 24)..... 5

THEME 5: DELIVERY OF SERVICES (PAGE 28)..... 6

**METHODOLOGY ..... 7**

PHASE I: INITIATE PROJECT..... 7

PHASE II: OBTAIN STAKEHOLDER INPUT ..... 7

PHASE III: PREPARE ANALYSES AND DEVELOP CORE STRATEGIES ..... 8

PHASE IV: PREPARE FINAL REPORT ..... 9

**COUNTY DEMOGRAPHIC INFORMATION..... - 10 -**

**FINDINGS AND RECOMMENDATIONS ..... - 10 -**

THEME 1: ORGANIZATIONAL AND OPERATIONAL DEVELOPMENT ..... 12

THEME 2: COMMUNICATION ..... 19

THEME 3: TRAINING ..... 22

THEME 4: BUDGET AND ADMINISTRATION ..... 24

THEME 5: DELIVERY OF SERVICES ..... 28

**REFERENCES ..... 33**

**APPENDIXES ..... 37**

APPENDIX 1: ISLE OF WIGHT COUNTY LETTER OF REQUEST..... 38

APPENDIX 2: ISLE OF WIGHT COUNTY – VIRGINIA FIRE INCIDENT REPORTING SYSTEM REPORT ..... 40

APPENDIX 3: ISLE OF WIGHT COUNTY – VIRGINIA PRE-HOSPITAL INFORMATION BRIDGE REPORT SUMMARY ..... 42

APPENDIX 4: ISLE OF WIGHT COUNTY – 2014 NEEDS ASSESSMENT SUMMARY STATISTICS..... 43

APPENDIX 5: ISLE OF WIGHT COUNTY FY2015 AID-TO-LOCALITIES ALLOCATION REPORT ..... 45

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.

## **REPORT AUTHORS**

### **Virginia Fire Services Board**

William B. Kyger      Association of Counties

Bob Miner              Virginia Chapter of the International Association of Arson Investigators

### **Virginia Department of Health – Office of Emergency Medical Services**

Michael Berg          Regulations and Compliance Manager

### **Virginia Department of Forestry**

John Rose              Natural Resource Spec II

### **Virginia Department of Fire Programs**

Bobby Bailey          Division Chief

Mohamed Abbamin    Policy Manager

## **ACKNOWLEDGMENT**

The Virginia Fire Services Board would like to extend thanks to the following organizations for their contributions to this study:

### **Volunteer Fire and Rescue Agencies**

Station 10 – Carrollton Volunteer Fire Department

Station 20 – Carrsville Volunteer Fire Department

Station 30 – Rushmere Volunteer Fire Department

Station 40 – Windsor Volunteer Fire Department

Station 50 – Smithfield Volunteer Fire Department

Station 60 – Isle of Wight Volunteer Rescue Squad

Station 70 – Windsor Volunteer Rescue Squad

### **County Entities**

Isle of Wight County Dispatch

Isle of Wight County Emergency Services

## **EXECUTIVE SUMMARY**

This report documents the findings and recommendations for the Isle of Wight 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 Isle of Wight 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 Isle of Wight County.

The study was requested by the Isle of Wight 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:

- Organizational and Operational Development
- 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 Isle of Wight 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 12)

- ***Centralized Authority for Fire and Rescue Services:*** Isle of Wight County Board of Supervisors should embrace and codify a Fire and Rescue Department.
  - Isle of Wight County Board of Supervisors should modify the title of "*Chief of Emergency Services*" to "*Chief of Fire-Rescue*" in an effort to update and reflect the span of authority. The Board of Supervisors should further codify the role and identify it as the central position responsible for the supervision of all fire and rescue services in the County.
  - The County should create an ordinance pertaining to Fire and Rescue in order to establish a Fire and Rescue Association (*the name of the organization will/can be decided upon by the County and its fire and EMS stakeholders*).

- The Fire and Rescue Association should consider developing a battalion structure for day-to-day operations to help develop a clear operational system and better incident response and management system.
- Strategic Planning: The County's fire and rescue organizations should develop a data-driven Strategic Plan with stakeholder input.
- Accountability Practices: Working with the Fire and Rescue Association, Isle of Wight County should adopt a single countywide Standard Operating Procedures and Guidelines (SOPs/SOGs) with an accountability system.
- Fire Prevention Activities: Isle of Wight County should designate a fire marshal as the individual responsible for the enforcement of fire codes, fire investigations, and to coordinate public fire and life safety education. Additionally, for the purposes of developing the fire prevention functions, the National Fire Protection Association (NFPA) Standard 1730 should be considered.

**Theme 2: Communications (Page 19)**

- Levels of Interdepartmental Communications: Isle of Wight County should host a strategic communication session to resolve challenges between the Isle of Wight County Board of Supervisors, the County Administration and members of the volunteer fire and rescue departments.
- Improved Dispatch System: Isle of Wight County should replace the existing communications equipment to enable coverage of the entire county and the ability to communicate with the adjoining counties for mutual aid.
  - The County should pursue efforts to improve the fire and rescue dispatch protocols to ensure a consistent service delivery across the County.
  - Accounting for call volume and complexity, the Isle of Wight County Board of Supervisors should examine the feasibility of increasing dispatch personnel.

**Theme 3: Training (Page 22)**

- Coordinated Training Program: It is recommended that structured and coordinated training program be established to address the comprehensive training needs of the entire County.
  - It is further recommended placing an emphasis on the importance of specialty training and schedules.

**Theme 4: Budget and Administration (Page 24)**

- County Funding and Capital Improvements: With input from the Fire and Rescue Association, Isle of Wight County should improve its 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 with consideration of inflation costs.
- Financial Accountability: A formal accountability plan should be developed for county funds. The plan should be communicated to citizens and members of the fire and rescue organizations.

- The County should require annual or biannual financial audits or an Agreed Upon Procedures (AUP) to be completed and submitted to Budget Office or County Administration.
- Standardization and Central Purchasing: Working with the Fire and Rescue Association, the County Administration should develop and implement a centralized purchasing option to establish equipment and apparatus standardization and reduce operational expenses.

**Theme 5: Delivery of Services (Page 28)**

- Recruitment and Retention: Isle of Wight County should adopt a countywide recruitment and retention plan in addition to examining the feasibility hiring Recruitment and Retention Position.
- Operations and Staffing: Isle of Wight County Government should work with the Fire and Rescue Association to identify needs for additional fire and rescue personnel to meet service demands and citizen expectations. Isle of Wight County must consider establishing 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 Isle of Wight 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 Isle of Wight County's study project manager Jeff Terwilliger. Mr. Terwilliger assisted in finalizing the interview list and establishing a schedule

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.



that 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 Isle of Wight County's Fire and Rescue organizations and County leadership including the County Administrator.

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 Isle of Wight 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 Isle of Wight 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, background, and findings and recommendations. Once completed, a draft report was shared with the designated locality project manager, Jeff Terwilliger 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

The county is located within the Virginia Beach-Norfolk- Newport News Metropolitan Statistical Area (MSA).<sup>1</sup> The county is located on the shores of Virginia’s James River to the north and the Blackwater River to the south.<sup>2</sup> Isle of Wight consists of 363 square miles with 316 square miles of land and 47 square miles of water.<sup>3</sup> Isle of Wight County is a rural area and consists of two incorporated Towns, Smithfield and Windsor, Smithfield being the larger of the two.<sup>4</sup>

Isle of Wight County is home to about 35,270 citizens with a median age of 41.5 years old.<sup>5</sup> The median income for the County is \$62,573.<sup>6</sup> Isle of Wight’s two incorporate have a population of 2,626 for Windsor and 8,089 residents for Smithfield.<sup>7</sup>

The County has several Fortune 500 companies including Smithfield Foods, Inc., the world’s largest ham manufacturer, providing quality ham and pork products throughout the United States and internationally.<sup>8</sup> Other major companies include Green Mountain Coffee Roasters, Consulate Health Care of Windsor along with Riverside Convalescent, Cost Plus and International Paper.

Isle of Wight residents utilize medical facilities located in the cities of Franklin, Suffolk, Newport News, and the town of Smithfield.<sup>9</sup> For example, County Health Department, Smithfield Medical Clinic, Riverside Clinic, and Lakeview Medical Clinic are all located in Isle of Wight County.<sup>10</sup> The facilities provide medical services on a countywide basis.

According to Isle of Wight, emergency services in Isle of Wight County are provided through a combination of volunteer career system that staffs 100 career personnel (full and part-time) and over 300 volunteer members. Services are delivered from 5 independent volunteer fire companies and 2 independent volunteer rescue squads. The Virginia Fire Incident Reporting System during 2014 cited that Isle of Wight County responded to over 5,000 fire and emergency medical services (EMS).<sup>11</sup>

---

<sup>1</sup> VEC Community Profile: Isle of Wight County

<sup>2</sup> County Background

<sup>3</sup> Ibid

<sup>4</sup> Ibid

<sup>5</sup> U.S. Census Bureau

<sup>6</sup> Ibid

<sup>7</sup> Ibid

<sup>8</sup> VEC Community Profile: Isle of Wight County

<sup>9</sup> Ibid

<sup>10</sup> Ibid

<sup>11</sup> Virginia Fire Incident Reporting System (VFIRS) Chapter 2, Table 40 VFIRS Participation By Locality, Virginia, 2014 Table 41

## **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 12)**

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

### **Theme 2: Communications (Page 19)**

- Levels of Interdepartmental Communications

### **Theme 3: Training (Page 22)**

- Coordinated Training Program

### **Theme 4: Budget and Administration (Page 24)**

- County Funding and Capital Improvements
- Financial Accountability
- Standardization and Central Purchasing

### **Theme 5: Delivery of Services (Page 28)**

- Recruitment and Retention
- Operations and Staffing

Isle of Wight 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.<sup>12</sup>

---

<sup>12</sup> For a complete listing of the national consensus standards developed by the National Fire Prevention Association, visit: [http://www.nfpa.org/aboutthecodes/list\\_of\\_codes\\_and\\_standards.asp](http://www.nfpa.org/aboutthecodes/list_of_codes_and_standards.asp)

## **THEME 1: ORGANIZATIONAL AND OPERATIONAL DEVELOPMENT**

One of the boundaries faced by Isle of Wight County is the 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 Isle of Wight County Fire-Rescue System, but rather multiple independent agencies working alongside one another. In some instances these working relationships are positive and productive, but often the competing interests are detrimental with no long-term benefits. The County needs to establish a clear and responsible job description for its Fire and Rescue Chief and paid staff. This description should include a clear line of command and duties of the chief, officers, and other staff. This should establish Fire and Rescue Chief's role which acts as a central command position for all county fire and rescue operations.

Moreover, Isle of Wight should consider adopting a Battalion Officer Structure utilizing assigned "Duty Chiefs." The structure has the potential to direct and coordinate battalion staff in various tasks such as fire suppression, emergency medical and related efforts. At its current form, Isle of Wight's structure appears to be negatively affecting the service delivery to residents and its visitors. As a result of multiple independent agencies and their respective chiefs, there is no one leader charged with the task of assessing wide array of hazards that is countywide.<sup>13</sup> Presently, such risk assessment is regional. In order to improve Isle of Wight County's level of service, it is recommended that internal organizational development strategies be considered. This recommendation encourages organizational cohesion, innovation, and effectiveness while guiding the inevitable change that will occur as Isle of Wight County strengthens its fire suppression and rescue capabilities.

### ***Centralized Authority for Fire and Rescue Services***

In the current organizational structure, there is no one entity charged with the coordination of Isle of Wight County's fire and rescue administrative and operational responsibilities. Each volunteer department currently retains final operational authority over its members. The study team recommends that the county create, by ordinance, a Fire and Rescue Department headed by a full-time Fire and Rescue Chief. This will require the current, Chief of Emergency Services position to be modified to reflect that of a Fire-Rescue Chief. The Board of Supervisors must also codify the role and identify it as the central position responsible for the supervision and authority for all fire and rescue issues throughout the county.

It is imperative for the County to develop one organization that has representation across stakeholders. Board of Supervisors should consider creating county ordinance to establish a Fire and Rescue Association. The membership of the Association<sup>14</sup> should be one member from each of the volunteer departments and squads, a representative from the paid service,

---

<sup>13</sup> NFPA, *Fire Service Deployment: Assessing Community Vulnerability*, 1994

<sup>14</sup> Association refers to the Fire and Rescue Association

presumably the career chief and a provision for one named alternate for each person. The name of the association should be decided by the entities involved.

**Recommendations:**

1. Board of Supervisors should embrace and codify a Fire and Rescue Department.
2. Board of Supervisors should establish a Countywide Fire-Rescue Chief as the centralized position.
  - a. Board of Supervisors should formally consider adopting Title 27 of the Code of Virginia to grant this position responsibility of countywide fire and rescue services.
  - b. The position should be codified through a local ordinance outlining specific responsibilities and expectations.
  - c. Provide proper support staff to facilitate an effective span of control.
3. The newly formed Fire and Rescue Department must ensure that public safety entities within the County are working as one.
  - a. Collaboration will help to develop ownership in a unified system and create transparency.<sup>15</sup>
  - b. The County should provide senior volunteer leadership with the tools and responsibility to properly manage the administrative activities of their department.
4. The Isle of Wight County Board of Supervisors should consider creating an ordinance to establish a Fire and Rescue Association.
  - a. Name: The entity's name should be decided by the locality. Suggested organization names include;
    - i. Fire and Rescue Commission
    - ii. Fire and Rescue Council
    - iii. Fire and Rescue Association
      - *For the remainder of the report this entity will be referred to "Fire and Rescue Association or Association."*
  - b. This Association should be codified through a local ordinance outlining specific responsibilities and expectations to improve the organizational cohesiveness and efficiency.

---

<sup>15</sup> 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.

- c. The group should be charged with developing, analyzing, enacting and enforcing system-wide policies, system-wide operational decisions and specifications, and planning and procedures as may be adopted by this group.
  - d. The group should meet monthly on a standard date and time without exception; bylaws must be drafted in such a way that any member shall have the ability to place items on the agenda.
  - e. It is imperative that this Fire and Rescue Association ensure that all affected stakeholders have the ability to participate.
  - f. An organizational chart should be generated and distributed to all affected parties.
5. The Fire and Rescue Association should consider developing a battalion structure for day-to-day operations to help develop a clear operational system and better incident response and management system.
6. Working with their volunteer membership, the Fire and Rescue Association should adopt a single countywide Standard Operating Procedures and Guidelines (SOPs/SOGs) with an accountability system.
- a. It is critical that each department be consulted in the development and implementation of standardized policies and procedures. All departments have unique and special considerations that must be accounted for when developing these standards.
  - b. Once created, informational and training sessions must be held with all Isle of Wight County fire and rescue members. New members should receive training on these standard operating guidelines during their orientation to ensure integration into the fire and rescue service.
  - c. Isle of Wight County should take advantage of pre-existing resources on the development of Standard Operating Guidelines for Fire and EMS organizations, including;
    - i. U.S. Fire Administration’s Guide to Developing Standard Operating Procedures, <http://www.usfa.dhs.gov/downloads/pdf/publications/fa-197.pdf>; and, International Association of Fire Chief’s Volunteer and Combination Officers Section’s Sample Administrative Policies, <http://www.iafc.org/micrositeVCOSorg/Resources/SOPlist.cfm?navItemNumber=6891>

### ***Strategic Planning***

During the site visit, Isle of Wight County’s fire and rescue organizations acknowledged the need for improved fire and rescue coordination. The current organizational structure does not provide a clear division of labor. This negatively affects the overall morale of the County’s fire

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.

and rescue organizations. Operationally, this presents several concerns and barriers towards accomplishing a consistent, high quality level of service sought by Isle of Wight County and its residents.

The first steps to resolving clarity within the fire and rescue services organizational structure is to pursue the establishment of a Strategic Plan. Planning must become institutionalized as an integral part of fire and rescue departments and community resource allocations.<sup>16</sup> A strategic plan will provide a basis for long-term operational planning and will serve as a framework for services.<sup>17</sup> The strategic plan will further allow the vested parties the opportunity to create effective policies while attuned to its publics' interests, demands, and expectations. It is imperative to keep in mind that decisions only have legitimacy if parties involved work together and are in agreement.<sup>18</sup> The strategic planning process will create public value for Isle of Wight 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.<sup>19</sup> Isle of Wight should be commended for their current mission, vision along with explicitly identified values. The County's vision and mission statements exhibit the priorities of Isle of Wight and should therefore be used as a starting point for the strategic plan.

#### **Recommendations:**

1. Working with an organized Fire and Rescue Association, the Isle of Wight County Board of Supervisors and County Administration should adopt and implement a 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. It is suggested that a neutral party facilitate this process.
2. The strategic plan should further create a system of measurable goals and objectives. The performance measurement's factors will strengthen the strategic plan.

---

<sup>16</sup> Preserving and Improving the Future of the Volunteer Fire Service, March 2004

<sup>17</sup> Leading the Transition in Volunteer and Combination Fire Departments, November 2005

<sup>18</sup> Mark Moore, *Creating Public Value: Strategic Management in Government*, 1995

<sup>19</sup> Ibid



- 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.<sup>20</sup>
3. In developing its strategic plan, Isle of Wight 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).
    - a. Isle of Wight 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. By analyzing fire and rescue incident data and potential community hazards, a plan can be developed to address deployment of resources, placement of sub stations, and the number of personnel needed for response and prevention efforts.
    - c. 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.
    - d. 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.<sup>21</sup> The performance measurement will exhibit clear association between performing, planning, spending and results.<sup>22</sup> Isle of Wight County will have the opportunity to evaluate its mission, vision and performance objectives through three perspectives: financial accountability, constituent priorities and internal processes.<sup>23</sup>

### ***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.”<sup>24</sup> Thus, Standard Operating Procedures (SOPs) are written guidelines that explain what is expected and required

---

<sup>20</sup> Leading the Transition in Volunteer and Combination Fire Departments, November 2005

<sup>21</sup> Gerald Gordon, *Strategic Planning for Local Government*, 2005

<sup>22</sup> Ibid

<sup>23</sup> Ibid

<sup>24</sup> Developing Effective Standard Operating Procedures for Fire and EMS Departments, December 1999

of fire service personnel in performing their jobs.<sup>25</sup> During the site visit, the study team discovered the absence of SOPs countywide. It is critical for the County to implement and follow a system of countywide SOPs to coordinate service delivery throughout the Isle of Wight 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.

### **Recommendations:**

1. Create a countywide SOP/SOG with an emphasis on producing an effective accountability system.
  - a. The County should establish system wide Standards Operating Guidelines. Standard Operating Guidelines (SOG's) are designed to provide guidance during emergency incidents.<sup>26</sup> This guidance is aimed at ensuring that operations are safe and effective. The main purpose of a SOG is to have everyone essentially operating from the same "playbook" at an incident.
    - 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, <http://www.usfa.dhs.gov/downloads/pdf/publications/fa-197.pdf>, and current organizational guidelines.
    - Once created, informational and training sessions should be held with all Isle of Wight County fire and rescue members and partners.
    - 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. Establish standardization amongst agencies in regards to helmet color, radio designation, officer positions, and equipment.
3. Utilizing the guidelines outlined in NFPA 1561: Standard on Fire Department Incident Management Systems, County Government<sup>27</sup> in collaboration with the Association 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.

---

<sup>25</sup> Developing Effective Standard Operating Procedures for Fire and EMS Departments, December 1999

<sup>26</sup> Ibid

<sup>27</sup> County Government refers to both Board of Supervisors and County Administration

- 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.<sup>28</sup>
  - d. It is recommended that these management practices and principles be developed, maintained, and reinforced through an on-going (annual) county-wide exercise program to include Table-Top Discussions, functional exercises, and full-scale exercises administered to ensure inter-departmental coordination, integration, and cooperation.
4. Utilizing the guidelines outlined in *NFPA 1561: Standard on Fire Department Incident Management Systems*, Isle of Wight County should formally articulate, practice and enforce a countywide Incident Management System policy and accountability system. Isle of Wight County should further implement policy and protocols consistent with the principles and expectations of the National Incident Management System (NIMS).
- 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 emphasize the importance of incident management system in managing all emergency incidents and training exercises. Isle of Wight County should further emphasize the importance of written plans to anticipate incidents that require standardized procedures.
  - c. The County should explore developing an on-going maintenance of local emergency operations plans for known or potential hazards through the development of the Standard Operations Procedures, Guidelines, or Protocol.
5. The County should consider appointing a Safety Officer with the authority to identify health and safety hazards and ensure that they are corrected.
- a. One individual should be charged to conduct research, recommendations along with the review and processing of injury claims.
  - b. Every emergency scene must be properly assessed to identify any potential hazards. This information will provide guidance in strategic and tactical decisions and must be communicated to all emergency responders.
  - c. The County must strive to protect its first responders at all times and should implement a standard personnel accountability system to account for all firefighters on scene.

---

<sup>28</sup> Incident Command System, Overview; <http://www.fema.gov/emergency/nims/IncidentCommandSystem.shtm>

- d. The county should utilize *NFPA 1521: Standard on Fire Department Safety Officer*<sup>29</sup> as a guide for the development process.

### ***Fire Prevention Activities***

Isle of Wight County has opted to enact/enforce parts of the Statewide Fire Prevention Code (SFPC), which are “*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.*”<sup>30</sup> The study team was advised that the fire marshal does not have law enforcement authority. The County should reconsider such authority to allow a reasonable span of control. Moreover, the County’s adoption of the SFPC is solely focused on enforcement of fireworks, open burning and fire lanes. Over all, Isle of Wight must revisit its fire prevention process.

#### **Recommendations:**

1. Isle of Wight County should designate a fire marshal as the individual responsible for the enforcement of fire codes, fire investigations, and to coordinate public fire and life safety education.
  - a. The County should explicitly designate and outline the law enforcement authority granted to the fire marshal.
2. Isle of Wight must consider adopting all the parts of the Statewide Fire Prevention Code.
3. For the purposes of developing the fire prevention functions, the National Fire Protection Association (NFPA) Standard 1730 – Standard on Organization and Deployment of Fire Prevention Inspections and Code Enforcement, Plan Review, Investigations, and Public Education Operations should be considered in the implementation of these recommendations.

### ***Continuity of Leadership and Succession Planning***

The Fire and Rescue Association should consider developing a continuity of leadership or succession planning program to focus on training and mentoring future leaders within the system. The succession planning program will ensure retention of institutional knowledge, including subsidizing advanced officer training. A succession plan will address the needs of the Isle of Wight County fire and rescue services by providing formal program to develop and enhance the future potential of personnel.

## **THEME 2: COMMUNICATIONS**

---

<sup>29</sup> NFPA 1521, <http://www.nfpa.org/codes-and-standards/document-information-pages?mode=code&code=1521>

<sup>30</sup> 2009 Statewide Fire Prevention Code, Preface, page i.

In order to develop a cohesive Fire-Rescue System in Isle of Wight 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 Isle of Wight 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.<sup>31</sup> Without reliable communications, the safety and security of Isle of Wight County's fire and rescue service providers are jeopardized.

### ***Levels of Interdepartmental Communications***

The study committee observed and documented a breakdown of communication among the career and volunteer personnel from the fire departments and rescue squads, and the County Government. There appears to be mistrust and frustration issues between career and volunteer staff within the county's fire and rescue. The lack of personal and professional communications between the volunteers and career staff can negatively affect the application of fire and rescue activities in Isle of Wight.

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.<sup>32</sup> The perception of the Isle of Wight citizens on the County's fire and rescue is presently not favorable. Interdepartmental communication can rectify such perception.

#### **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 Association along with Isle of Wight County Administration and its Board of Supervisors.
  - a. The objective of this work session should be to develop strategies to overcome identified barriers. It should further create and implement an effective

---

<sup>31</sup> Ten Years After 9/11: Improving Emergency Communications: Hearing before the U.S. Senate Homeland Security and Governmental Affairs Committee (July 2011).

<sup>32</sup> Leading the Transition in Volunteer and Combination Fire Departments, November 2005

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 Isle of Wight County.
    - a. Increased efforts to promote the positives attributes of the fire and rescue services in Isle of Wight 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: [http://vafire.com/fire\\_safety\\_education](http://vafire.com/fire_safety_education)
    - ii. Virginia Fire and Life Safety Coalition: <http://www.vflsc.org>
    - iii. The Home Safety Council: <http://www.homesafetycouncil.org>
    - iv. National Fire Protection Association: <http://www.nfpa.org>
    - v. Virginia Department of Forestry: <http://www.firePittsylvaniaivirginia.org>
    - vi. Virginia Department of Emergency Management: <http://www.vaemergency.gov/social-media/alert-localities>

### ***Improved Dispatch System***

The current dispatch system in Isle of Wight County works poorly and further provides inadequate coverage for mobiles and portables on a countywide basis. The study committee was advised that there are inconsistent dispatch procedures. Moreover, the County's radio communications consists of outdated technology and inconsistent dispatch procedures that

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.

jeopardize not only the service delivery, but the safety and security of Isle of Wight County's first responders. A coordinated and planned response is only as good as the information received from a dispatcher. A critical analysis of the dispatch system and relevant protocols is necessary. The present system has major flaws and a thorough review would improve the response and safety of Isle of Wight County's public safety community.

**Recommendations:**

1. Isle of Wight County should replace the existing communications equipment to enable coverage of the entire county and the ability to communicate with the adjoining counties for mutual aid.
2. The County should pursue efforts to improve the fire and rescue dispatch protocols to ensure a consistent service delivery across the County.
  - a. Establishing effective dispatch procedures will help address the need for standardization, clarification and communication.
  - b. It is highly recommended that input be solicited from the Fire and Rescue Association along with other stakeholders.
3. Accounting for call volume and complexity, the Isle of Wight County Board of Supervisors should examine the feasibility of increasing dispatch personnel.
  - a. Additional staff will likely improve the overall quality of dispatch operations by affording each dispatcher sufficient time to document all pertinent information and efficiently relay it to first responders.
  - b. The following resources are provided as a means of analyzing staffing to ensure adequate dispatch coverage:
    - i. The Association of Public Safety Communication Officials (APCO) – Project RETAINS Toolkit 2.0;
    - ii. The National Fire Protection Association's (NFPA) Standard 1221 – Standard for the Installation, Maintenance and Use of Emergency Services Communications Systems; and,
    - iii. The National Emergency Numbers Association's (NENA) Standard 56-002: 9-1-1 Call Answering Standard/Model Recommendation.
4. Isle of Wight County should enhance its use of the Emergency Medical Dispatch Program.
  - a. Increase awareness and implementation of accepted Emergency Medical Dispatch system.

**THEME 3: TRAINING**

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.

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.<sup>33</sup> Tactical equality is achievable in Isle of Wight 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.

It is important to understand at the end of the day, the level of service delivered by the fire and rescue services is a reflection on locality's governing body. Therefore, fire and rescue leaders along with governing body of Isle of Wight should be held accountable for the effectiveness and efficiency of their work. This starts with the creation of training standards for achieving successful response efforts.

### ***Coordinated Training Program***

Development of important skills is the basis for safety and improving services received by the citizens. During the site visit, the study committee heard the quantity and diversity of training was not adequately addressing the volunteers' training needs. Coordination to provide additional training opportunities is needed with an emphasis of increasing cohesion between the fire and rescue organizations as well as cost-saving. There are four components to a training program development process which are; determining training needs, prioritizing training needs, developing a master training schedule, and record keeping.<sup>34</sup>

#### **Recommendations:**

1. Aligning with the strategic planning efforts, it is recommended that structured and coordinated training program be established to address the comprehensive training needs of the entire county. It is further recommended placing an emphasis on the importance of specialty training and schedules.
  - a. The Fire and Rescue Association in collaboration with 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. The committee can be an entity within the Fire and Rescue Association. This committee should work to increase the number of trainings and collaborative multi-company training opportunities.
    - i. Decision on how to establish this training committee is left to Isle of Wight County.

---

<sup>33</sup> Leading the Transition in Volunteer and Combination Fire Departments, November 2005

<sup>34</sup> Horist, R., & Reeder, F. (2001) Training Officer 101



- b. 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.
  - c. Better coordination and increased local training opportunities will also assist with recruitment and retention efforts for Isle of Wight County's fire and rescue organizations.
  - d. 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.
  - e. 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.
2. Establish a Fire Training Officer and EMS Training Officer under the Department of Fire and Rescue to provide adequate training.
    - a. Presently, Isle of Wight only has an EMS Training Officer.
  3. The Fire and Rescue Association should encourage all new firefighters be cross-trained as Emergency Medical First Responders, at minimum, to enhance rescue capacity within Isle of Wight 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.<sup>35</sup>
    - 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.

#### **THEME 4: BUDGET AND ADMINISTRATION**

For FY2015, Isle of Wight County received \$77,824 while the Town of Smithfield received \$25,637 and Town of Windsor received \$10,000 from the Commonwealth of Virginia's Fire Programs Fund.<sup>36</sup> Additionally, Isle of Wight County received approximately \$37,772 from the Office of Emergency Medical Services in Four-for-Life funds, which are utilized to fund training,

---

<sup>35</sup> Virginia Department of Health (Office of Emergency Medical Services) and FY15 Isle of Wight County Budget

<sup>36</sup> Isle of Wight County FY15 Budget

personnel and equipment expenses.<sup>37</sup> The County's Soft Billing produces about \$649,987 in revenue.<sup>38</sup> To supplement operational cost, some fire departments and rescue squads have a fundraising.

Isle of Wight County allocated \$1,185,933 to all fire departments and rescue squads during FY2015.<sup>39</sup> County owns all Fire Rescue facilities and covers facility maintenance. Moreover, County Government provides various contributions to departments such as paying for utilities and fuel. The Study Team was advised during the site visit that the County recently began direct payment of gas and electric for two of the departments with hopes to eventually bringing all agencies on board. Those funds are subtracted from Department contributions. Lastly, the County's Emergency Services provides more than 80,000 hours of paid staffing to support the County's various volunteer fire and EMS agencies.

Isle of Wight should seriously consider the adoption of Fire Tax Districts to help offset the cost of the improvement and delivery of the fire protection system, with the goal being to reduce life and property loss as a result of fire. This small tax investment, if strategically managed, can reduce the county's ISO ratings, thus saving its citizens money with their fire insurance premiums, and quite likely, will save more lives.

The County provides various levels of assistance without an accountability system in place. Such blanket funding is inefficient. Isle of Wight County should restructure the funding model to better achieve equality. The Board of Supervisors has been trusted by the citizens of Isle of Wight County to exercise fiscal responsibility and must therefore ensure taxpayers' dollars are spent efficiently. The burden rests with the Isle of Wight 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 may be greater than the allocated monies. Greater transparency over the budget will eliminate any distrust between the Board of Supervisors and the Fire-Rescue System's leadership.

### ***County Funding and Capital Improvements***

#### **Recommendations:**

1. With input from the Fire and Rescue Association, the Board of Supervisors should improve its 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 with consideration of inflation costs.
  - a. Board of Supervisors should establish a countywide equipment replacement policy with an emphasis on rotational equipment replacement based on prioritized needs.

---

<sup>37</sup> Office of Emergency Medical Services and Isle of Wight County FY15 Budget

<sup>38</sup> Isle of Wight County FY15 Budget

<sup>39</sup> Ibid

2. A formal accountability plan should be developed for county 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 Budget Office or County Administration.
  - b. Clarify and document any services provided to the volunteer agencies such as 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.
  
3. The Isle of Wight County Board of Supervisors should consider improving their use of Grants Writers 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. The Department of Forestry’s Volunteer Fire Assistance (VFA) grants:  
<http://www.dof.virginia.gov/fire/index-vfa.htm>
  - b. The Department of Forestry’s Firewise Virginia Community Hazard Mitigation grants:  
<http://www.dof.virginia.gov/fire/index-mitigation.shtml>
  - c. The Department of Forestry’s Dry Hydrant grants:  
<http://www.dof.virginia.gov/fire/dryhydrant/dry-hydrant.htm>
  - d. The Federal Emergency Management Agency’s Assistance to Firefighter Grant (AFG):  
<http://www.firegrantsupport.com/content/html/afg/>
  - e. The Virginia Department of Health-Office of Emergency Medical Services’ Rescue Squad Assistance Fund (RSAF) Grants:  
<http://www.vdh.state.va.us/OEMS/Grants/index.htm>
  - f. The grant programs offered by the Virginia Fire Services Board (VFSB) through the Virginia Department of Fire Programs (VDFP).<sup>40</sup>
  - g. Various private grant programs.<sup>41</sup>

---

<sup>40</sup> A listing of available VFSB is available online, [http://www.vafire.com/grants\\_local\\_aid/index.htm](http://www.vafire.com/grants_local_aid/index.htm)

<sup>41</sup> 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/>

## ***Standardization and Central Purchasing***

Isle of Wight County's fire and rescue organizations continue pursuing efforts of using central purchasing process. Moreover, the study team discovered that the County can experience additional cost-savings if there were a 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 Isle of Wight County. It is imperative that the County enforce minimum specifications for apparatus and equipment if distributing funding assistance.

### **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 Fire and Rescue Association shall develop specifications for central purchase activity areas. Below are suggested areas/activities for central purchasing:
  - a. Personal Protective Equipment<sup>42</sup> and Self-Contained Breathing Apparatus<sup>43</sup>  
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 Fire and Rescue Association 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. The Fire and Rescue Association 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.<sup>44</sup>
  - c. An inventory and capabilities of all vehicles should be provided to the Dispatch/Communication Center to improve dispatch development.

---

<sup>42</sup> NFPA 1971, <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1971>

<sup>43</sup> NFPA 1981, <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1981>

<sup>44</sup> NFPA 1911, <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1911>

- 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.
4. The Fire and Rescue Association 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 <sup>45</sup>
    - b. NFPA 1911 – Standard for Inspection, Maintenance, Testing and Retirement of In-Service Automotive Fire Apparatus <sup>46</sup>
    - c. NFPA 1912 – Standard for Fire Apparatus Refurbishing <sup>47</sup>

### **THEME 5: DELIVERY OF SERVICES**

As previously cited 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 fire and rescue association along with county’s administration and Board of Supervisors.

According to interviewees, EMS calls are being under reported. The locality’s VFIRS reporting varies. Total incidents per year are significantly under reported. There are data gaps, it is imperative for Isle of Wight improve its reporting compliance.

#### **Recommendations:**

1. Due to data gaps, Isle of Wight must improve its reporting compliance.
2. Isle of Wight County Government should work with the Fire and Rescue Association to identify needs for additional fire and rescue personnel to meet service demands and citizen expectations.
3. 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.
4. The County should consider implementing a standard street marker system for dry hydrant locations county-wide.
5. The County needs to continue to assess its fire and EMS facilities for improved efficiency of operation and safe quartering of equipment and personnel.

---

<sup>45</sup> NFPA 1901, <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1901>

<sup>46</sup> NFPA 1911, <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1911>

<sup>47</sup> NFPA 1912, <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1912>

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. Isle of Wight must evaluate station location and access, along with equipment placement, replacement, and rotation at the stations.
  - b. This should be done in cooperation with its volunteers.
- 6. Fire and Rescue Association 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.
- 7. Isle of Wight County should pursue efforts to establish a Tanker Task Force concept to improve water supply capabilities and re-evaluate ISO rating throughout county.
- 8. 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 schedule<sup>48</sup> should be used to aid in the placement of fire and rescue stations and the development of the corresponding response districts.

### ***Recruitment and Retention***

Recruiting and retaining quality personnel is an essential component to the overall success of a volunteer fire and rescue departments. Like many areas throughout the nation and the Commonwealth of Virginia, Isle of Wight County has felt the impact of declining numbers of men and women volunteering for fire and rescue departments. Currently, there is limited assistance from the County to help the fire and rescue organizations recruit personnel. The study team encourage for the County to take an actionable initiative in assisting with recruitment and retention.

In order to relieve the current burden of limited human capital, the County must provide increased leadership and participation towards the recruitment of volunteers. County Government and the Fire and Rescue Association should encourage emergency services leaders to contribute to a collaborative recruitment and retention effort.

#### **Recommendations:**

1. Isle of Wight County should create a countywide recruitment and retention program.

---

<sup>48</sup> Insurance Services Office, Inc (2012).

- 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.
  - c. Opportunities of partnering with high schools to create fire and EMS training should be explored.
2. The County should establish a Recruitment and Retention Officer position to serve all countywide recruitment efforts.
  3. Isle of Wight County must Standardize County Volunteer Incentive program to ensure fairness and equality.
  4. The County should establish Officer Development Program to ensure new officers are aware of county processes and procedures.
  5. The Fire and Rescue Association 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, Isle of Wight County will be able to determine fire and rescue personnel needs, equipment needs and deployment.<sup>49</sup>
  6. The County Government and Fire and Rescue Association should collaboratively find low-cost methods to enhance public-education efforts such as open houses and creating PSAs.<sup>50</sup>
    - a. Improve the visibility of the Isle of Wight 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 Isle of Wight fire and rescue services' training and educational opportunities.

---

<sup>49</sup> International Association of Fire Chiefs (IAFC) - "Make Better Decisions: Put Your Data to Work," <http://www.iafc.org/MemberCenter/OnSceneArticle.cfm?ItemNumber=5840>. This article provides an example of how multiple sources of data can be incorporated into fire and rescue department planning.

<sup>50</sup> *Fire Service Image Task Force Report: Taking Responsibility for a Positive Public Perception* 15

7. In addition, Isle of Wight County's fire and rescue organizations should take advantage of pre-existing recruitment and retention information. Resources may be downloaded at the following locations:
  - a. Emergency Medical Services (EMS)
    - i. <http://www.vdh.virginia.gov/OEMS/Agency/Recruitment/index.htm>
    - ii. [http://www.vdh.state.va.us/OEMS/Files\\_page/Locality\\_Resources/EMSWorkbook\\_0405.pdf](http://www.vdh.state.va.us/OEMS/Files_page/Locality_Resources/EMSWorkbook_0405.pdf)
    - iii. [http://www.vdh.state.va.us/OEMS/Files\\_page/Locality\\_Resources/EMSWorkbook3.pdf](http://www.vdh.state.va.us/OEMS/Files_page/Locality_Resources/EMSWorkbook3.pdf)
  - b. BecomeEMS.org - <http://www.becomeems.org/>
  - c. Fire/Volunteer (Guide) - <http://www.nvfc.org/resources/rr/retention-recruitment-guide/>
  - d. Fire/Volunteer (Video) - <http://www.nvfc.org/files/documents/Retention-and-Recruitment-Volunteer-Fire-Emergency-Services.wmv>.
  - e. 2004 Joint Legislative Audit and Review Commission Report. "Review of EMS in Virginia" Part III of the report; *Recruitment, Retention and Training of EMS Providers* (Page 55) –  
<http://leg2.state.va.us/dls/h&sdocs.nsf/4d54200d7e28716385256ec1004f3130/87c75ac37063994d85256ec500553c41?OpenDocument>

### ***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 Isle of Wight County and its interstate highway system.

#### **Recommendations:**

1. Isle of Wight County must consider establishing minimal staffing standards for apparatus response.
2. Isle of Wight County should explore the possibility of establishing one Countywide Fire/-Rescue Agency; individual stations can retain their names.
3. 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 DOF's Dry Hydrant Grant Program:  
<http://www.dof.virginia.gov/fire/dry-hydrants.shtml>.
- 4. Isle of Wight 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 2010 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 the organization and deployment of fire suppression operations, emergency medical operations, and special operations to the public by all volunteer fire departments.

## REFERENCES

- Association of Public Safety Communication Officials (APCO). (2012) Project RETAINS Toolkit 2.0 Retrieved on October 21, 2015 from <http://www.apco911.org/resources/retains/retains-toolkit-20.html>.
- Board of Housing and Community Development. (2009) Statewide Fire Prevention Code. Retrieved on October 21, 2015 from: <http://www.dhcd.virginia.gov/StateBuildingCodesandRegulations/PDFs/2009/Code%20-%20SFPC.pdf>.
- Bryson, J. (2004). *Strategic planning for public and non-profit organization*. (3rd ed.). San Francisco: John Wiley and Sons, Inc.
- Code of Virginia. Title 27, Chapter 1, § 27.2: Contracts of cities or towns to furnish fire protection; emergency medical services. Retrieved on October 23, 2015 from <http://lis.virginia.gov/cgi-bin/legp604.exe?000+cod+27-2>
- Code of Virginia. Title 27, Chapter 1, § 27.3: Contracts of cities or towns to furnish fire protection; emergency medical services. Retrieved on October 25, 2015 from <http://lis.virginia.gov/cgi-bin/legp604.exe?000+cod+27-3>
- Federal Emergency Management Agency. (May 2013). Incident Command System (ICS) Overview. Retrieved on October 26, 2015 from <http://www.fema.gov/incident-command-system>.
- Federal Emergency Management Agency: United States Fire Administration. (1999) Guide to Developing Effective Standard Operating Procedures for Fire and EMS Departments. Retrieved on October 29, 2015 from <http://www.usfa.fema.gov/downloads/pdf/publications/fa-197-508.pdf>.
- Fire Service Deployment: Assessing Community Vulnerability. (1994). Retrieved November 11, 2015.
- Gordon, G. (2005). *Strategic planning for local government*. (2nd ed., p. 49). Washington, D.C.: International City/County Management Association.
- Horist, R., & Reeder, F. (2001). Training Officer 101. Retrieved November 14, 2015, from <http://www.fireengineering.com/articles/print/volume-154/issue-9/features/training-officer-101.html>
- Hamel, G. (2011). First, let's fire all the managers. *Harvard Business Review*,

Insurance Services Office (ISO). (2012) Fire Suppression Rating Schedule. Retrieved on October 30, 2015 from <http://www.iso.com/Products/Public-Protection-Classification-Service/Fire-Suppression-Rating-Schedule-FSRS-manual-for-PPC-grading.html>

International Fire Chiefs Association: Taking responsibility for a positive public perception. (2013) Fire and Emergency Service Image Task Force. Retrieved on October 28, 2015 from <http://www.iafc.org/files/1DEPTadmin/TakingResponsibility4PositivePublicPerception.pdf>.

International Fire Chiefs Association: Volunteer and Combination Officers Section. (2005) Leading the Transition in Volunteer and Combination Fire Departments. Retrieved on October 28, 2015 from [http://www.iafc.org/files/1VCOS/vcos\\_RibbonReportRed.pdf](http://www.iafc.org/files/1VCOS/vcos_RibbonReportRed.pdf).

International Fire Chiefs Association: Volunteer and Combination Officers Section. (2004) Preserving and Improving the Future of the Volunteer Fire Service. Retrieved on November 2, 2015 from [http://www.iafc.org/files/1VCOS/VCOS\\_Blue\\_Ribbon\\_Report.pdf](http://www.iafc.org/files/1VCOS/VCOS_Blue_Ribbon_Report.pdf).

National Emergency Numbers Association (NENA). (2011) NENA Standard 56-002: 9-1-1 Call Answering Standard. Retrieved on November 6, 2015 from <http://www.nena.org/?page=911CallAnswerStd>.

National Fire Protection Association (NFPA). (2010). NFPA 1221: Standard for the Installation, Maintenance and Use of Emergency Services Communication Systems. (2010 Edition). Retrieved on November 6, 2015 from <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1221>.

National Fire Protection Association (NFPA). (2008). NFPA 1720: Standard on Fire Department Safety Officer (2008 Edition). Retrieved on November 6, 2015 from <http://www.nfpa.org/codes-and-standards/document-information-pages?mode=code&code=1521>

National Fire Protection Association (NFPA). (2010). 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 (2010 Edition). Retrieved on November 11, 2015 from <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1720>.

National Fire Protection Association (NFPA). (2009). NFPA 1901: Standard for Automotive Fire Apparatus (2009 Edition). Retrieved on November 1, 2015 from <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1901>.

- National Fire Protection Association (NFPA). (2012). NFPA 1911: Standard for Inspection, Maintenance, Testing and Retirement of In-Service Automotive Fire Apparatus (2012 Edition). Retrieved on November 2, 2015 from <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1911>.
- National Fire Protection Association (NFPA). (2011). NFPA 1912: Standard for Fire Apparatus Refurbishing (2011 Edition). Retrieved on November 6, 2015 from <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1912>.
- National Fire Protection Association (NFPA). (2013). NFPA 1971: Standard on Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting (2013 Edition). Retrieved on November 6, 2015 from <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1971>.
- National Fire Protection Association (NFPA). (2013). NFPA 1981: Standard on Open-Circuit Self-Contained Breathing Apparatus (SCBA) for Emergency Services (2013 Edition). Retrieved on November 8, 2015 from <http://www.nfpa.org/aboutthecodes/AboutTheCodes.asp?DocNum=1981>.
- Lotfi, S., Habibi, K., & Koohsari, M. (2008). Spatial Analysis of Urban Fire Station Locations by Integrating AHP Model and IO Logic Using GIS (A Case Study of Zone 6 of Tehran). *Journal of Applied Sciences*, 3302-3315.
- Moore, M. (1995). *Creating public value: Strategic management in government*. (pp. 160-165). Cambridge, Massachusetts: Harvard University Press.
- Morgan, J. (2013, July 23). 5 must-have qualities of the modern manager. *Forbes Magazine*, Retrieved from <http://www.forbes.com/sites/jacobmorgan/2013/07/23/5-must-have-qualities-of-the-modern-manager/>
- Shouldis, W. (2005, July). Officer development on a budget. *Fire Engineering*, 158(7), 69-72.
- Ten Years After 9/11: Improving Emergency Communications: Hearing before the U.S. Senate Homeland Security and Governmental Affairs Committee, 112th Congress (July 27, 2011). Testimony of Greg Schaffer (Department of Homeland Security).
- United States Census Bureau. (February 2, 2015) Isle of Wight County Quick Facts. Retrieved on November 22, 2015 from: <http://quickfacts.census.gov/qfd/states/51/51195.html>.
- Virginia Department of Health (2013). *Ems training programs summary*. Retrieved on November 8, 2015 from <http://www.vdh.state.va.us/OEMS/Training/tprog.htm>

Virginia Economic Development Partnership. (July 2012) Community Profile: Isle of Wight County, Virginia. Retrieved on November 8, 2015 from <http://virginiascan.yesvirginia.org/communityprofiles/createPDF.aspx?src=map2&id=5>

Virginia Employment Commission. (May 30, 2013) Isle of Wight County Community Profile. Retrieved on November 7, 2015 from [http://virginialmi.com/report\\_center/community\\_profiles/5104000009.pdf](http://virginialmi.com/report_center/community_profiles/5104000009.pdf)

Virginia Fire Services Board. (2013). Fire and Emergency Medical Services Self-Assessment Questions. Virginia Department of Fire Programs: Glen Allen, VA.

Waters, Michael. *Make Better Decisions: Put Your Data to Work*. International Fire Chiefs Association on Scene (April 2012 Edition). Retrieved on November 8, 2015 from <http://www.iafc.org/MemberCenter/OnSceneArticle.cfm?ItemNumber=5840>.

## **APPENDIXES**

**Appendix 1:** Isle of Wight County Letter of Request – April 2014

**Appendix 2:** Isle of Wight County - Virginia Fire Incident Reporting System Report Summary

**APPENDIX 3:** Isle of Wight County – Virginia Pre-Hospital Information Bridge Report Summary

**Appendix 4:** Isle of Wight County 2014 Needs Assessment Summary Statistics

**Appendix 5:** Isle of Wight County FY2015 Aid-to-Localities Allocation Report

## **APPENDIX 1: ISLE OF WIGHT COUNTY LETTER OF REQUEST**



July 20, 2015

Virginia Fire Service Board  
1005 Technology Park Drive  
Glen Allen, VA 23058-4500

Dear Sir/Madame:

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

This study has the support of the Isle of Wight County Board of Supervisors as shown by the attached letter of request authorized by Board motion at its July 16, 2015 meeting.

The requested areas of concentration of this study include:

- Overall organization and structure of the emergency services system
- Budget & Central Purchasing
- Assessment of training delivery system for Fire/EMS
- Policy/Procedure/Standards applicable to all Fire/EMS staff including:
  - o Minimum training standards
  - o Responding interval standards
- Fire/EMS apparatus fleet (current and future needs)
- Improved service delivery (direction for the future)

It is the Board's and my purpose to have a complete and thorough review of our combined system and a comprehensive list of recommendations to enhance the delivery of our services for our citizens. Your efforts toward completing this study within an approximately six-month timeframe would be greatly appreciated.

Your consideration of this request at the next available opportunity would be greatly appreciated. I am available to respond to any questions you may have regarding this request and I and my staff look forward to a productive process in conducting this study.

Sincerely,

  
Anne F. Seward  
County Administrator

Attachment

P.O. Box 109  
17130 Monument Circle  
Isle of Wight, VA 23397  
(757) 365-6308  
FAX: (757) 357-3631  
[www.co.isle-of-wight.va.us](http://www.co.isle-of-wight.va.us)

## **APPENDIX 2: ISLE OF WIGHT 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, Isle of Wight County, Virginia 2010-2014\***

<b>Incident Type</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>Total</b>
Fires	139	91	102	63	67	462
Rescue and EMS	524	510	464	395	395	2,288
Hazardous Condition	192	156	127	104	100	679
Service	76	73	73	66	72	360
Good Intent	157	124	82	97	75	535
False Alarm	118	128	140	115	128	629
Other Calls	48	95	23	5	20	191
<b>Total Incidents</b>	<b>1,254</b>	<b>1,177</b>	<b>1,011</b>	<b>845</b>	<b>857</b>	<b>5,144</b>
Aid Given	26	42	26	29	34	157
Fire Exposures	0	0	0	0	0	0
<b>Grand Total</b>	<b>1,280</b>	<b>1,219</b>	<b>1,037</b>	<b>874</b>	<b>891</b>	<b>5,301</b>

### **Fire Dollar Loss Summary, Isle of Wight County, Virginia 2010-2014\***

<b>Year</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>Total</b>
Dollar Loss	\$518,160	\$307,700	\$252,500	\$63,400	\$443,300	\$1,585,060

### **Casualty Loss Summary, Isle of Wight County, Virginia 2010-2014\***

<b>Incident Type</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>	<b>Total</b>
Civilian Fire Injuries	0	0	0	0	0	0
Civilian Fire Deaths	0	0	0	0	0	0
Fire Service Injuries	0	0	0	1	0	1
Fire Service Deaths	0	0	0	0	0	0

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 2: ISLE OF WIGHT COUNTY – VIRGINIA FIRE INCIDENT REPORTING SYSTEM REPORT CONT:**

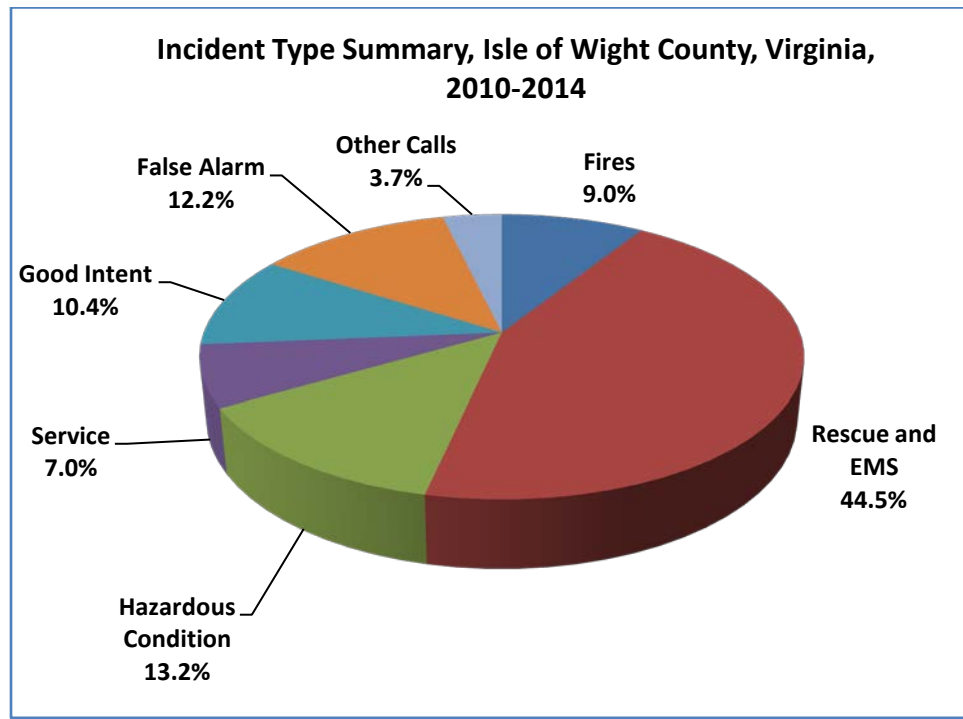
FDID	Fire Department	2010	2011	2012	2013	2014
09301	Carrollton Vol. Fire Dept.	Yes	Yes	Yes	Yes	Yes
09302	Carrsville Vol. Fire Dept.	Yes		Yes	Yes	Yes
09303	Smithfield Vol. Fire Dept., Inc.	Yes	Yes	Yes	Yes	Yes
09304	Windsor Vol. Fire Dept.	Yes	Yes	Yes	Yes	Yes
09305	Rushmere Vol. Fire Dept.	Yes	Yes	Yes	Yes	Yes
<b>Fire Departments Participating</b>		<b>5</b>	<b>4</b>	<b>5</b>	<b>5</b>	<b>5</b>
<b>Total Fire Departments</b>		<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>
<b>Percent Reporting</b>		<b>100%</b>	<b>80%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

**Total Incidents By Fire Department, Isle of Wight County, Virginia, 2010-2014**

FDID	Fire Department	2010	2011	2012	2013	2014	Grand Total
09301	Carrollton Vol. Fire Dept.	547	406	124	17	4	1,098
09302	Carrsville Vol. Fire Dept.	15	0	208	155	128	506
09303	Smithfield Vol. Fire Dept.	431	536	440	463	497	2,367
09304	Windsor Vol. Fire Dept.	222	186	204	170	168	950
09305	Rushmere Vol. Fire Dept.	39	49	35	40	60	223
	<b>Total Incidents</b>	<b>1,254</b>	<b>1,177</b>	<b>1,011</b>	<b>845</b>	<b>857</b>	<b>5,144</b>

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 2: ISLE OF WIGHT COUNTY – VIRGINIA FIRE INCIDENT REPORTING SYSTEM REPORT CONT:**



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: ISLE OF WIGHT COUNTY – VIRGINIA PRE-HOSPITAL INFORMATION BRIDGE**

**REPORT SUMMARY**

The Virginia Department of Health’s Office of Emergency Medical Service manages the Virginia Pre-Hospital Information Bridge (VPHIB). VPHIB is the statewide system for tracking all emergency medical services (EMS) responses with EMS organizations in Virginia. In accordance with the *Code of Virginia*, “Maintaining a comprehensive emergency medical services patient care data collection and performance improvement system. (32.1-111.3)”

Agency	Year	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
CARROLLTON VOLUNTEER FIRE DEPARTMENT	2011	61	54	60	60	51	51	52	46	51	51	58	57
	2012	50	61	62	50	61	56	50	56	58	31	39	60
	2013	48	35	32	33	30	29	24	23	27	33	47	32
	2014	35	31	29	41	26	45	31	37	38	37	31	31
	2015	22	27	23	18	5	2	2	0	4	6	0	0
<b>Total:</b>		<b>216</b>	<b>208</b>	<b>206</b>	<b>202</b>	<b>173</b>	<b>183</b>	<b>159</b>	<b>162</b>	<b>178</b>	<b>158</b>	<b>175</b>	<b>180</b>

ISLE OF WIGHT COUNTY EMERGENCY SERVICES	2011	145	116	144	168	166	172	161	208	180	201	174	204
	2012	228	223	216	197	204	218	273	224	225	208	229	232
	2013	247	228	243	214	261	252	266	259	273	273	251	261
	2014	258	227	250	277	266	255	324	281	252	262	229	281
	2015	293	295	317	292	320	357	311	303	333	342	317	307
<b>Total:</b>		<b>1,171</b>	<b>1,089</b>	<b>1,170</b>	<b>1,148</b>	<b>1,217</b>	<b>1,254</b>	<b>1,335</b>	<b>1,275</b>	<b>1,263</b>	<b>1,286</b>	<b>1,200</b>	<b>1,285</b>

ISLE OF WIGHT VOLUNTEER RESCUE SQUAD	2011	67	58	74	86	76	67	79	71	69	63	53	82
	2012	81	69	81	95	94	77	69	59	86	76	68	80
	2013	69	39	50	63	45	55	51	70	52	58	43	58
	2014	50	38	35	50	35	42	29	37	43	42	28	43
	2015	29	35	44	42	44	81	49	29	71	62	24	19
<b>Total:</b>		<b>296</b>	<b>239</b>	<b>284</b>	<b>336</b>	<b>294</b>	<b>322</b>	<b>277</b>	<b>266</b>	<b>321</b>	<b>301</b>	<b>216</b>	<b>282</b>

WINDSOR VOLUNTEER RESCUE SQUAD	2011	32	27	33	34	33	23	41	38	49	35	35	22
	2012	7	9	14	10	11	9	11	11	3	9	9	12
	2013	4	4	4	9	4	5	3	7	7	6	4	8
	2014	5	7	4	3	6	4	8	4	10	7	3	6
	2015	3	2	9	4	5	0	6	3	11	2	1	1
		51	49	64	60	59	41	69	63	80	59	52	49
<b>Total:</b>		<b>1,734</b>	<b>1,585</b>	<b>1,724</b>	<b>1,746</b>	<b>1,743</b>	<b>1,800</b>	<b>1,840</b>	<b>1,766</b>	<b>1,842</b>	<b>1,804</b>	<b>1,643</b>	<b>1,796</b>

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 4: ISLE OF WIGHT COUNTY – 2014 NEEDS ASSESSMENT SUMMARY STATISTICS**

The Fire Service Needs Assessment is an annual survey conducted by the Virginia Department of Fire Programs. Fire departments complete a survey questionnaire designed to identify their critical needs. Results are compiled and published in a comprehensive report available each January. The Department of Fire Programs received responses from all six fire departments located in Isle of Wight County.

<b>Fire Department Personnel</b>	<b>Current*</b>	<b>Need Reported**</b>
<b>Career Firefighters</b>	105	10
<b>Volunteer Firefighters</b>	117	5
<b>Paid-Per-Call</b>	0	0
<b>Total Firefighters</b>	222	15
<b>Civilian-Paid</b>	6	0
<b>Civilian-Volunteer</b>	24	0
<b>Total Civilian Personnel</b>	30	0

*\*Taken from Supplemental Table 1 of the 2014 Virginia Fire Service Needs Assessment.*

<b>Apparatus Owned</b>	<b>Current*</b>	<b>Need Reported **</b>
<b>Aerial Apparatus</b>	1	0
<b>Ambulance/Other Patient Transport</b>	1	2
<b>Command Support Unit</b>	2	1
<b>Command Vehicle (SUV)</b>	4	1
<b>Engine/Pumper</b>	9	1
<b>Fire/Rescue Boat</b>	3	0
<b>Hazardous Materials Vehicle</b>	0	0
<b>Heavy Technical Rescue Vehicle</b>	1	0
<b>Logistical Support Apparatus</b>	0	1
<b>Quint Combination Vehicle</b>	0	0
<b>Tanker</b>	3	1
<b>Wildland Brush Truck</b>	4	0
<b>Other Apparatus</b>	1	0

*\*Taken from Supplemental Table 2& 5*

**APPENDIX 4: ISLE OF WIGHT COUNTY – 2014 NEEDS ASSESSMENT SUMMARY STATISTICS**

<b>Equipment Owned</b>	<b>Current*</b>	<b>Need Reported **</b>
<b>4-Gas Monitors</b>	6	5
<b>Map Coordinate System – GPS</b>	2	10
<b>Mobile Data Terminals</b>	9	2
<b>Personal Alert Safety Systems</b>	0	20
<b>Personal Protective Equipment</b>	99	20
<b>Radios with Emergency Alert Button</b>	25	32
<b>Radios without Emergency Alert Button</b>	35	6
<b>Self-Contained Breathing Apparatus (without integrated PASS)</b>	0	0
<b>Self-Contained Breathing (with integrated PASS)</b>	75	0
<b>Thermal Imaging Cameras</b>	7	0
<b>Other Equipment</b>	0	0

*\*Taken from Supplemental Table 3*

**Appendix 5: Isle of Wight County FY2015 Aid-to-Localities Allocation Report**

<i>Description</i>	<i>Population (2010 Census)</i>	<i>FY2015 Allocation</i>
Isle of Wight County	24,555	\$77,794
Smithfield	8,089	\$25,627
Windsor	2,626	\$10,000
<b>Total</b>	<b>35,270</b>	<b>\$113,421</b>

*\*\* VDFP Aid-to-Localities Report*