

**REPORT**  
**KEYSTONE VALLEY REGIONAL**  
**FIRE DISTRICT**  
**STRATEGIC PLAN**  
**NOVEMBER 2016**

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# *REPORT*



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**KEYSTONE VALLEY REGIONAL FIRE DISTRICT**

**STRATEGIC PLAN**

**NOVEMBER 2016**

**CHAPTER 1**

**INTRODUCTION & STRATEGIC PLANNING OVERVIEW**

The Keystone Valley Regional Fire District contracted Municipal Resources Inc. to develop a fifteen-year strategic plan based on the recommendations of the fire service organizational analysis that was completed in August 2016. The development of this strategic plan provides the Keystone Valley Regional Fire District, and the municipalities that are partners in this cooperative endeavor, with a tool to chart the future direction of the Keystone Valley Fire Department and provide an effective and efficient service level to a growing community.

Once an organizational analysis has been completed, implementation often stalls as the client is overwhelmed with the amount of change necessary for substantive implementation. The process of introducing change into a public-sector organization needs to be carefully developed and monitored. Implementing a strategy needs to involve stakeholders, contain established priorities for action, and realistically pace change. It is our belief that through considering and implementing the recommendations outlined within this document, that the Keystone Valley Fire Department will enhance the effectiveness of its responses and produce a more efficient use of resources that will benefit Parkesburg, Highland, Sadsbury, and West Sadsbury for years to come.

This document will prioritize and pace the implementation of the recommendations that were contained within the organizational analysis that was completed in August 2016. Each recommendation will be assigned to a task group of stakeholders that has the responsibility to move the assigned recommendations forward considering the pace of change that can be tolerated by the organization.

## THE STRATEGIC PLANNING PROCESS

Strategic planning is an organization's process of defining its direction, and making decisions relative to the optimization of limited resources. A strategic plan also contains tools that can guide the implementation of the strategy. Strategic planning became prominent in corporations during the 1960s, and remains an important aspect of organizational planning. In this case, Keystone Valley will need to consider approximately 76 recommendations that were defined within the recently completed fire service organizational analysis and involve as many stakeholders as possible in developing paced action that will lead toward successful implementation of these recommendations.

Strategy has many definitions, but generally involves setting goals, determining actions to achieve the goals, and mobilizing resources to execute the actions. A strategy describes how the ends (goals) will be achieved by the means (resources). In Keystone Valley, the Board of Fire Commissioners which is comprised of representatives of each municipal stakeholder group, is tasked with determining strategy. Strategy can be planned (intended) or can be observed as a pattern of activity (emergent) as the organization adapts to its environment or competes. It is our observation that the strategy currently in place in Keystone Valley is a progressive and forward thinking one, at least from the perspective of the fire district and department themselves. While these entities want to develop a long-range plan for where they are headed, uncertainties regarding the long-term viability of the district, primarily from the perspective of continuing membership from some participants provided the catalyst for an independent review of the district and department along with the development of a recommended long-term strategic plan. Through this document, it is our goal to assist Keystone Valley in moving forward in a planned or intended strategic manner.

Strategic implementation is analytical in nature and involves identifying how to best reach a goal or desired outcome. The recommendations contained in this document, and in the recently completed organizational analysis, form the framework for action and indicate where change is necessary. This document provides guidance relative to how to pace and implement those recommendations. The strategic implementation process considers the intricacies of the organizational environment including the following:

- Inputs – information utilized to formulate recommendations
- Outputs – development of a plan of implementation
- Outcomes – that require evaluation

## Inputs

Data is gathered from a variety of sources, such as interviews with key fire service personnel, review of pertinent data and documents on the community, service demand and desired service level, standard of cover selected, organizational performance, and observations gathered through field visits. Inputs are then collected to help support an understanding of the environment and its opportunities and risks. Other inputs include an understanding of the values of stakeholders. These values may be captured in an organization's mission statement, and in the observed organizational culture which provides an emergent perspective on the actual values present within an organization. The input gathered during the organizational analysis form the basis for each of the recommendations that have been developed.

## Outputs

The output of strategic planning includes documentation and communication describing the organization's strategy and how it should be implemented, sometimes referred to as the strategic plan. The strategy may include a diagnosis of the competitive situation, a guiding policy for achieving the organization's goals, and specific action plans to be used for the implementation of the recommendations listed. A strategic plan may cover multiple years and is a flexible document that should be updated periodically.

## Outcomes

The strategic planning process produces outputs, as described above, the implementation of the strategic plan produces outcomes. Ultimately, the implementation of the recommendations contained in this report will produce significant change and place the organization on an intended path. Change within a public-sector organization typically produces some level of initial skepticism, discomfort, and places personnel in a situation that is unfamiliar. As the process of implementing change moves forward, each action often elicits a reaction. Therefore, the team working to implement desired organizational change should be ready to address unanticipated outcomes, which often manifest themselves as barriers to continued progress and change. The process of implementing change should be considered a learning one.

In an effort to assist Keystone Valley, we have developed seven task groups to allow the organization to take prioritized and paced doses of change. Perhaps the best analogy is to consider each recommendation as a small wave that will reverberate through the organization. If all of the recommendations were pursued at one time, they would amount to a tidal wave of change that would create a level of chaos. Instead, we suggest that change be monitored and paced by the teams or task groups that are charged with implementation of a manageable set of recommendations.

## CHAPTER 2

### ORGANIZATIONAL BACKGROUND



The Keystone Valley Fire Department was officially formed at 1000 hours on March 19, 2013, when the members of the Parkesburg, Pomeroy, and Atglen Fire Companies voted to officially disband their individual organizations and consolidate their operations into the new department. This was the culmination of a process that had begun four years earlier, in 2009. The governing bodies of these four municipalities approved an Intergovernmental Cooperation Agreement (ICA) in August 2012 (effective November 20, 2012), that approved the formation of the Keystone Valley Regional Fire District by no later than July 1, 2013, provided appropriate agreements had been executed with the various fire companies that would disband to form the new regional department. The original agreement is for a period of 5 years after which the member communities may elect to remain with the district, or withdraw, provided they provide a minimum of 1 year notice that they intend to do so. If no notification is received to the contrary, their membership is automatically renewed for another 5 years.

As has been previously noted, the department provides full, first due fire protection to Parkesburg Borough and West Sadsbury Township. It also provides first due fire protection to portions of both Sadsbury and Highland Townships, although it provides specialized fire protection and rescue services to most or all of those municipalities. The department also provides full EMS protection to all four communities.

The fire district is overseen by a 5 member Board of Fire Commissioners (BOFC), which is comprised of 1 representative of each of the participating municipalities, and 1 representative from the fire department. The fire district employs a part-time administrator who works approximately ten hours per month, while earning \$30.00 per hour. It also provides stipends of \$45.00 per month to the treasurer and \$50.00 per month to the secretary.

The Keystone Valley Fire Department is the operational component of the Keystone Valley Regional Fire District which is the legal entity that allows the regional department to exist and serve multiple communities. The district and the department have a signed operating agreement that establishes the roles, responsibilities, and obligations of both entities.



## CHAPTER 3

### STRENGTH WEAKNESS OPPORTUNITIES AND THREAT (SWOT) ANALYSIS

A SWOT analysis is a business term utilized to identify the *strengths*, *weaknesses*, *opportunities*, and *threats* present within an agency's operating environment. This type of analysis involves specifying the objective or mission of an organization and identifying the internal and external factors that are favorable and unfavorable to achieve that objective.

- Strengths: characteristics of the agency that allow it to meet its mission or provide exceptional service to a community.
- Weaknesses: characteristics of the agency that create internal conflict, create dysfunction, and frustrate organizational performance, thus creating a disadvantage to the organization in its efforts to meet the goals established by its mission statement.
- Opportunities: elements that the organization could pursue or develop to its advantage.
- Threats: elements in the environment that could create organizational instability or reduce the ability of an agency to meet its mission.

Users of SWOT analysis must ask and answer questions that generate meaningful information for each category (strengths, weaknesses, opportunities, and threats) to make the analysis useful and find their competitive advantage.

#### Internal and External Factors

A SWOT analysis aims to identify the key internal and external factors seen as important to achieving an organizational objective. SWOT analysis groups key pieces of information into two main categories:

1. Internal factors – the *strengths* and *weaknesses* internal to the organization.
2. External factors – the *opportunities* and *threats* presented by the environment external to the organization.

Analysis may view the internal factors as strengths or as weaknesses depending upon their effect on the organization's objectives. What may represent strengths with respect to one objective, may be weaknesses (distractions) for another objective.

### **Use**

A SWOT analysis was originally developed as a reflective tool for profit seeking companies. However, the usefulness of SWOT analysis can apply to all types of organizations, and is particularly applicable to public sector functions. A SWOT analysis may also be used in pre-crisis planning and preventive crisis management. SWOT analysis may also be used in creating a series of recommendations in the context of an organizational study.

A SWOT analysis can be used effectively to build or focus an organization's intended strategy. The steps necessary to execute strategy-oriented analysis involve identification of internal and external factors, selection and evaluation of the most important factors, and identification of relations existing between internal and external features.

### **When to use SWOT**

The use of a SWOT analysis by a community organization is to organize data, enhance communications between divergent groups, provide insight into barriers that may be present while engaging in organizational change processes, and identify strengths available that can be activated to counteract these barriers.

*A SWOT analysis can be used to:*

- Explore new solutions to problems
- Identify barriers that will limit goals/objectives
- Decide on direction that will be most effective
- Reveal possibilities and limitations for change
- Revise plans to refocus on an organization's mission statement
- As a brainstorming and recording device
- As a means of communication

## **Benefits**

The SWOT analysis in a public safety framework is beneficial because it helps organizations decide whether or not an objective is obtainable, and therefore, enables organizations to set achievable goals, objectives, and steps to further the change or organizational development. It enables leaders to take visions and produce practical and efficient outcomes that effect long-lasting change, and it helps organizations gather meaningful information to maximize their potential. Completing a SWOT analysis is a useful process regarding the consideration of key organizational priorities.

## **KEYSTONE VALLEY FIRE DEPARTMENT SWOT ANALYSIS**

As the study team approached the development of a strategic plan, a SWOT analysis was completed as a means to provide the Keystone Valley Regional Fire District and Fire Department an external view of the organizations. The following key points have been distilled from this consensus based process:

### **Strengths**

1. Fire and EMS operations. Performance at emergency scenes appears adequate despite weaknesses that will be identified below.
2. The dedication and passion of the volunteer personnel that serve the community.
3. Members recognized problems and were willing to take action.
4. Better allocation of personnel resources creating a strong department rather than three weak ones.
5. Strong core of personnel who are willing to accept change.
6. Lack of ego driven obstructionism.
7. The community's positive and proactive orientation toward future planning.
8. Fiscally stable with no debt and heavy assets.
9. Very well regarded in the area.
10. Strong support within the community as a whole.

11. Well maintained and well equipped apparatus fleet and other equipment.
12. Very dedicated Chief Engineer with assistants maintaining fleet.
13. Most required annual equipment inspections and testing are completed as required.
14. Decreased duplication of efforts.
15. Career staff available for the ambulance, but also for fire duty.
16. Good training program.
17. Good value to the community.

### **Weaknesses**

1. Staffing shortages particularly during the day when many volunteer personnel are at work.
2. A stated "active" membership that is actually larger than it is.
3. About 15 personnel doing the majority of the work.
4. Lack of a formal volunteer recruitment and retention program.
5. Lack of coordinated oversight of all aspects of department operations.
6. Very limited productivity from at least a percentage of the career staff.
7. Morale issues with a segment of the department who feel it is too Parkersburg centric.
8. Lack of effective discipline.
9. Perception fire department board of directors is weak and ineffective.
10. No established Standard of Cover.
11. No long range strategic plan.
12. Limited number of SOPs/SOGs.

13. No formal pre-fire planning program.
14. Limited water supply locations in coverage areas not covered by water systems.

### **Opportunities**

1. Development of the position of Keystone Valley Fire Department Fire/EMS Chief, placing a single leader in the role of leading, coordinating, managing, and directing fire and EMS protection within the entire district.
2. Elimination of the fire department BOD or reconfiguring it into an advisory role.
3. Enhanced volunteer recruitment and retention efforts designed to bolster the current level of response and operational effectiveness.
4. More extensive cross-staffed fire and EMS operations by the career staff.
5. Construction of a new fire and EMS station in Parkesburg financed primarily by a low interest federal loan.
6. Consolidation of current operations into a single facility to further stream line operations.
7. Revenue generation from the sale of four Pomeroy properties.
8. Revenue generation from the construction of a cell tower on fire district owned land adjacent to the former Martin's Corner station.
9. Further fleet rightsizing with sale of several support vehicles and the combination of two pumpers into a single rescue engine.
10. Purchase of a combination fire pumper/ambulance vehicle providing significant versatility for the career staff.
11. Possible consolidation of additional area fire/EMS organizations into Keystone Valley providing an even more regional, cost effective, and operationally efficient emergency services delivery system.
12. Possible construction of a new fire and EMS station in West Sadsbury Township in the northwest part of the fire district.

13. Development of public/private partnerships to assist with funding specific fire and rescue operations.
14. Development of additional revenue streams.
15. Development of a model consolidated-regional-combination fire and EMS service.
16. Growing commercial tax base that should be able to support additional emergency services funding needs.
17. Improved Standard of Cover with reduced response times and better achievement of recommended benchmarks.
18. Increased/improved volunteer response.
19. Implementation of in station staffing by volunteer personnel.
20. Reduction in time commitment necessary for volunteer personnel while simultaneously improving efficiency of department operations and responses.
21. Improved on scene operations.
22. Keystone Valley Fire Department accreditation.
23. Establishment of a Keystone Valley Fire Department ISO rating.
24. Improved marketing and community perception.
25. Initiating a fire prevention and inspection component to KVFD operations.

### **Threats**

1. Continually increasing requests for service as the community continues to develop and grow placing increasing strain on the volunteer service.
2. Unfunded mandates from various places.
3. Resistance to change from the traditional “we have always done it that way” approach, particularly from older members.
4. A dysfunctional relationship with many of the surrounding fire companies.

5. Split coverage responsibilities in Sadsbury and Highland Townships.
6. Lack of long-term commitments from participating communities.
7. Lack of interest and involvement by Sadsbury Township.
8. Political change in any participating municipality.
9. One or more townships deciding to withdraw from the fire district.
10. Insufficient municipal funding from all participants.
11. Reduction in the function of the volunteer responders based on the increased use of cross-staffing by the career personnel.
12. General reduction in volunteerism across the country will challenge continued viability of the volunteer company.
13. Increasing population with increased demands for service yet a demographic that may not be inclined to volunteer.

## CHAPTER 4

### SUMMARY OF RECOMMENDATIONS

The organizational analysis completed in August 2016 offered the following recommendations:

#### CHAPTER 2

- 2.1** The Keystone Valley Fire Department should make it a priority to complete a comprehensive fire and EMS community risk assessment. This assessment should be done in conjunction with a fire and EMS calls for service demand analysis, include the development of a pre-incident planning program for target and high hazard locations in the community, and take into consideration the fire department's operational capabilities and preparedness.
- 2.2** The Keystone Valley Fire Department should work to develop and implement an internal risk management plan following the recommendations of NFPA 1500, *Standard for a Fire Department Occupational Safety and Health Program*, and NFPA 1250, *Recommended Practice in Fire and Emergency Services Organization Risk Management*.
- 2.3** The Keystone Valley Fire District should strongly encourage its participating municipalities to consider adopting a municipal ordinance requiring the installation of a fire water supply cistern in any new development consisting of three or more homes, or for any individual home of larger than a designated square footage.
- 2.4** The Keystone Valley Fire District should develop a plan to strategically install large (30,000-gallon minimum) underground cisterns on public properties throughout its service area including town hall, public works, etc. The funding to install these cisterns should be included in each municipality's Capital Improvement Plan. Cost for these cisterns will vary based upon construction costs and to what extent the municipality's Public Works Department is able to assist in their installation.
- 2.5** The Keystone Valley Fire District should consider entering into public/private partnerships with private property owners to facilitate the installation of cisterns on private properties in various locations throughout the fire district. As an additional incentive, each municipality might consider a property tax abatement for the installation of cisterns on private property.
- 2.6** The Keystone Valley Fire Department should develop a compelling public education program that explains the significant benefits to residents and property owners of



installing cisterns for the storage of fire suppression system water supplies on various properties throughout the fire district.

- 2.7 The Keystone Valley Fire Department should develop a compelling public education program that includes discussing the benefits of installing residential fire sprinklers in new one and two story homes. Though Pennsylvania's construction codes do not allow residential fire sprinkler systems to be mandated, there is no prohibition for property owners to install them if they determine that it is in their best interest.
- 2.8 The Keystone Valley Fire Department and each participating municipality should make it a priority to identify additional suitable locations for dry hydrants or standpipes throughout the district, and in conjunction with the public works department, or through the formation of public/private partnerships, install as many of them as possible each year based upon the highest risk areas and/or year round accessibility and usability.

### **CHAPTER 3**

- 3.1 The Keystone Valley Fire Department should apply for a federal SAFER grant for volunteer recruitment and retention. This grant should be utilized to develop a marketing and recruitment program to attract new members, and provide incentives for the retention of those personnel such as tuition reimbursement, health care benefits, tax abatements, etc. This program should consist of:
  1. Developing a recruitment brochure and mailing it to all residents
  2. Performing public outreach through the local media
  3. Contacting community and service groups
  4. Developing an eye catching banner on the fire department and each municipality's web site
  5. Placing recruiting messages on electronic sign board at municipal facilities
  6. Placing signs recruiting volunteer personnel at the main entrances to the fire district and lawn signs to be placed throughout the fire district
  7. Placing signs/banners recruiting volunteers in local businesses, particularly high volume locations

**8. Continued active and visible presence at the local high school**

- 3.2 The Keystone Valley Fire Department should attempt to enter into partnerships with local businesses to allow their personnel to respond, when needed, to emergency incidents during working hours, without any financial penalty.**
- 3.3 In cooperation with their participating municipalities, the Keystone Valley Fire Department should explore the feasibility of utilizing, and in fact encouraging, borough and township employees to perform “dual roles” by serving not only in their full-time positions, but also serving the fire department as volunteer firefighters.**
- 3.4 In cooperation with their participating municipalities, the Keystone Valley Fire Department should encourage giving priority attention for hiring to selected borough and township positions, such as public works, to personnel who are currently serving as active volunteer firefighters.**
- 3.5 The Keystone Valley Fire District/Department should formally adopt the policy of requiring that all of the career staff be cross-trained as firefighters and EMTs, and be utilized for both fire and ambulance responses. Some of the other benefits of having the career staff be cross-trained for both fire and EMS duties, particularly during the day when most of the volunteer force are at their primary jobs, include, but would certainly not be limited to:**
- **Quicker and guaranteed compliance with the OSHA Two-In/Two-Out requirement for initial fire attack**
  - **Performing fire prevention inspections (future duty) and other fire prevention activities**
  - **Developing pre-fire/incident plans**
  - **Performing fire apparatus, tool and equipment inspections, testing and maintenance**
  - **Performing basic station maintenance and cleaning**
  - **Performing fire hydrant testing, maintenance and flow testing**
  - **Assisting the fire chief with various day-to-day administrative duties and/or special projects.**

- 3.6** The on-duty career staff should not be permitted to sit around and/or sleep all day. They should have designated “work” periods and duties during the day where they are productive and performing various assignments for the good of the department or the community.
- 3.7** The Keystone Valley Fire Department should consider utilizing volunteer personnel to supplement in station career staffing, particularly during nights and weekends. Personnel who pull at least one duty shift per week could possibly maintain their member in good standing status with the fire department. When on-duty they could also complete their required training, participate in various department/station projects, pre-fire planning, etc., and possibly even membership recruitment activities.

Under a different type of duty crew system, the department could be divided into 2 or 3 duty crews. Each duty crew would have their own separate alert tone and would function on some type of a rotational system with the other crew(s), perhaps 1 week on and either 1 or 2 weeks off. Only the “duty crew” would be dispatched initially, along with the career staff, to minor incidents often referred to as “still alarms”, reducing the need for the entire department to respond.

Under the duty crew system, multiple stations and units would still be dispatched and respond to potentially serious incidents, such as any type of reported structure fire, rescue incidents, etc., based upon the run card protocols. All personnel would be encouraged to respond to these types of incidents.

- 3.8** The Keystone Valley Fire Department should explore ways to incentivize the duty crew personnel and program with the goal of maximizing buy-in and participation of department members, while simultaneously reducing the emergency response burden on all members of the department.

#### **CHAPTER 4**

- 4.1** The Keystone Valley Fire Department should continue to make replacement of the Parkesburg station a high priority. The current location is centrally located within the district and appears that it will meet the needs of the fire department and the fire district for the foreseeable future.
- 4.2** Although the design of the new building is almost finalized, the station should, to the extent practical, be a “green” facility, and include, but not necessarily be limited to, the following components:

- a. Adequate space for fire apparatus, both current and future
- b. Compliance with nationally recognized standards for fire station design and operation
- c. Energy efficiency
- d. A complete, automatic fire sprinkler system and smoke detection system
- e. Carbon monoxide detectors
- f. Modern training capabilities
- g. Adequate, secure office space
- h. Adequate, secure storage for equipment and records
- i. Safe and secure living quarters for career and possible duty crew personnel
- j. Adequate apparatus exhaust system
- k. Handicapped accessibility for all areas
- l. Capability for decontamination and cleaning of firefighter and EMT protective clothing and equipment
- m. Adequate parking for staff vehicles and personal vehicles of on-duty career or duty crew personnel and other responding personnel
- n. Adequate space for outside training
- o. Dedicated physical fitness area
- p. Adequate social and meeting spaces
- q. Building integrity and capability for continuity of operations during disasters (e.g. emergency power, seismic protection, protection from flood and high winds, food storage, emergency medical supplies,

redundant systems for water supply, sewage, and communications, etc.)

- r. **Building "sustainability" which means employing design and construction practices that significantly reduce or eliminate the negative impact of the building on the environment and occupants**

**4.3 The existing Parkesburg station should, at a minimum, immediately have battery operated smoke detectors and carbon monoxide detectors installed for the protection of the on-duty crew. These detectors should be tested and inspected on a monthly basis to ensure they are in proper working order (and have not been removed).**

**4.4 The Keystone Valley Fire Department should divide the existing Pomeroy property into four separate and distinct lots. The original fire station and the rental properties next door should be sold as soon as possible, with the proceeds being reinvested back into the department's long-range capital needs.**

**4.5 The newer Pomeroy station building should be maintained for the short term, if for no other reason than there is no room to store the engine and tender at the existing Parkesburg station; however, as will be discussed further in Chapter 5, *Fire and EMS Operations*, its long-term benefit to KVFD operations is minimal, as is justification to keep it open. Once the new Parkesburg station is completed, it should be decommissioned as a station.**

**4.6 The Keystone Valley Fire Department should continue to right size its apparatus and vehicle fleet to make it appropriate for the community, as well as provide increased efficiency in operations. Ultimately the department's apparatus and vehicle fleet should consist of:**

- **1 - Standard engine**
- **1 – Rescue engine**
- **1 – Tanker engine**
- **1 – Quint**
- **2 – Ambulances**
  - ✓ **1 – Combination fire pumper/rescue/ambulance**
  - ✓ **1 – Standard ambulance**

- 2 – Command vehicles
- 1 – Utility vehicle (pick-up truck)

**4.7** The Keystone Valley Fire Department should replace the current 1994 rescue engine and the 1999 pumper with a single, well-equipped, and organized rescue pumper that is outfitted with several sets of hydraulic rescue tools, air bags, assorted hand, electric and pneumatic rescue tools, along with scene lighting. It will also be able to function as a regular pumper with hose and water which will make it self-sufficient, particularly in minimum staffing conditions.

**4.8** The Keystone Valley Fire Department should give consideration to equipping the new rescue pumper (and subsequent engines purchased) with a compressed air foam system (CAFS) capability to improve fire knock down capabilities, especially in limited staffing conditions. Consideration could also be given to retrofitting Engine 8-2, Ladder 8, and Tanker 8 with CAFS systems to increase their operational effectiveness.

**4.9** The Keystone Valley Fire Department should consider the sale of the following units:

- 2002 Ford utility
- 2009 Chevrolet fire police unit (Completed during study.)

Once the new rescue engine is delivered:

- 1994 E-One rescue pumper
- 1999 KME pumper

The 1984 Chevrolet brush truck should be returned to the state. (Completed during study.)

**4.10** The deployment of units at the Pomeroy/East station should be reduced to TAC 8 and Tanker 8 pending the completion of the new Parkesburg station. At that time, serious consideration should be given to decommissioning the Pomeroy/East station.

**4.11** The Keystone Valley Fire Department should continue its excellent vehicle inspection and maintenance program that is coordinated through the chief engineer.

- 4.12** The Keystone Valley Fire Department should take steps to enhance their current program of hose testing in accordance with NFPA and ISO standards. All hose should be tested annually (at intervals no greater than 12 months). All tests conducted, results including deficiencies noted, and any corrective action taken should be documented, and should be available in the department's data base and files.
- 4.13** Based upon its limited financial resources, the fact that most of its responses are EMS related, and the need to have the career personnel cross staff for both fire and EMS operations due to limited staffing particularly during the day, the KVFD should consider "out of the box" options, such as the acquisition of a combination fire pumper and ambulance as utilized by Volusia County, Florida (Figures 4.31 and 4.32). The Volusia County units have the following features:
- 500 GPM fire pump
  - 300-gallon water tank
  - 30 gallon CAFS foam tank
  - 2 – 1 3/4" cross-lays
  - 300' – 400' of 3" supply line
  - Hurst rescue tools
  - Full ALS capable ambulance box (156" length, 73" of headroom)

If the KVFD were to purchase one of these units when it is time to replace the next ambulance, then the TAC/utility unit could be eliminated.

- 4.14** The Keystone Valley Fire Department should implement the capital apparatus and vehicle plan.
- 4.15** The Keystone Valley Fire Department should establish a formal replacement plan for fire and rescue equipment. The regular replacement of large cost items such as hose, ladders, PPE, portable radios, and even SCBA on an incremental basis, will avoid major one-time increases in the annual operating budget.
- 4.16** The Keystone Valley Fire Department should negotiate to obtain additional capital vehicle funding for ambulances from Highland Township and Sadsbury Township since the department provides primary EMS services to 100% of both townships.
- 4.17** When making capital purchases, such as apparatus, the Keystone Valley Fire Department should explore the significant cost savings benefits that may be obtained by participating in cooperative purchasing consortiums such as Pennsylvania's

**COSTARS<sup>1</sup> program, or the Houston Galveston Area Council (H-GAC) Buy program (HGACBuy)<sup>2</sup>, which is a government to government procurement service that is available nationwide.**

## **CHAPTER 5**

- 5.1 The Keystone Valley Fire Department should establish a formal pre-incident planning program with the goal of having an up to date pre-plan for every business and commercial occupancy (including schools, churches, etc.). The purpose of a pre-incident planning program is to develop a fire/emergency response plan for buildings in the district. A pre-fire/incident plan includes data such as the occupancy type, floor plans, construction type, hazards to firefighting, special conditions in the building, apparatus placement plan, water supply plan, and forcible entry and ventilation plan. Pre-planning will improve the firefighter knowledge of the specific tactics needed to handle a fire or other emergency at a facility and will alert them to on-site hazards and risks. Pre-fire/incident plans should be reviewed regularly and tested by periodic table-top exercises and on-site drills. In addition, the department should develop a plan to make pre-fire/incident plans accessible on mobile data terminals (notebook/laptop computers) on fire apparatus, ambulances, and command vehicles for use enroute to an incident and while on-scene.**
- 5.2 The Keystone Valley Fire Department should establish a standard of cover comprised of two separate fire and EMS demand zones reflective of both the urban/suburban component of the department’s coverage area, as well as, the much more rural area. The SOCs should be based upon a hybrid of the NFPA 1720 recommendations for various types of communities.**
- 5.3 The Keystone Valley Fire Department should adopt standard of cover benchmarks to have the first unit responding to each emergency incident within 1 minute of dispatch (career staff), and have the first unit on scene within 5 minutes after responding to all types of calls, 90% of the time in Parkesburg Borough and the areas that are within a 2-mile radius of the central station.**

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<sup>1</sup> COSTARS is the Commonwealth of Pennsylvania's cooperative purchasing program and serves as a conduit through which registered and eligible local public procurement units (LPPUs) and state-affiliated entities (Members) are able to leverage contracts established by DGS to cost effectively and efficiently identify suppliers with whom to do business.

<sup>2</sup>The HGACBuy website states, “As a unit of local government assisting other local governments, HGACBuy strives to make the governmental procurement process more efficient by establishing competitively priced contracts for goods and services, and providing the customer service necessary to help members achieve their procurement goals. All contracts available to members of HGACBuy have been awarded by virtue of a public competitive procurement process compliant with state statutes.”



- 5.4** The Keystone Valley Fire Department should adopt standard of cover benchmarks to have the first unit responding to each emergency incident within 1 minute of dispatch (career staff), and have the first unit on scene within 10 minutes after responding to all types of calls, 90% of the time in areas of the district that are outside of a 2-mile radius of the central station.
- 5.5** As part of its standards of cover benchmarks, the Keystone Valley Fire Department should seek to have the entire first alarm assignment for reported structure fires, with at least 15 personnel, on scene within 10 minutes from dispatch, 90% of the time, in Parkesburg Borough and the areas that are within a 2-mile radius of the central station.
- 5.6** As part of its standards of cover benchmarks, and in order to initiate other than very limited defensive fire attack operations, the Keystone Valley Fire Department should seek to have the entire first alarm assignment for reported structure fires, with at least 15 personnel, on scene within 14 minutes from dispatch, 90% of the time, in areas of the district that are outside of a 2-mile radius of the central station.
- 5.7** The Keystone Valley Fire Department, in consultation and cooperation with its neighboring departments, should if necessary, revise its run cards to ensure that a sufficient number and types of various resources (engines, ladders, tankers, etc.) are dispatched to various types of reported emergencies to allow the department to achieve its SOC benchmarks. The numbers and types of resources initially dispatched should be based upon a risk management process or pre-fire/incident plan.
- 5.8** Long-term, the Keystone Valley Fire Department should further analyze the need for an additional fire/EMS station in West Sadsbury Township, in the northwest area of the current district.
- 5.9** The Keystone Valley Fire Department should establish a formal “performance improvement” process for fire suppression operations. The process should include the adoption of performance standards such as NFPA 1720, including on scene performance indicators such as:
- On-scene to charged line at the front door of a structure fire: two minutes or less, 90% of the time.
  - Water from hydrant to supply engine: three minutes or less, 90% of the time.

The point of the performance measures is to identify the community's expectations in a quantifiable way, and to use the measurement of the fire and rescue service's performance against these objectives to identify areas which may need improvement or additional resources. The process should also include a provision for modifying SOGs, training priorities, and equipment, as determined by the performance improvement program.

- 5.10 Once a number of the key recommendations found in this report are implemented, the Keystone Valley Fire Department should request that ISO conduct an evaluation of the Keystone Valley Fire District (as opposed to the individual municipalities) and its fire department for the purpose of establishing the department's own ISO rating.
- 5.11 The only place that the emergency services can really reduce response times is in the station. The Keystone Valley Fire Department should take immediate steps to improve their response "turnout" time, that is, the time from dispatch until the unit is actually responding. For a station that is staffed around the clock turnout time should generally be 60 seconds or less, particularly for EMS incidents. The department leadership should carefully track improvements in these times which will ultimately result in lower response times and improved patient care.
- 5.12 An engine from the appropriate fire department should be dispatched automatically to every emergency medical call that is triaged through emergency medical dispatch (EMD) and is believed to be an unconscious person, or a respiratory or cardiac arrest.
- 5.13 The Keystone Valley Fire Department should continue to explore the feasibility of implementing some type of community based mobile integrated health care in an attempt to provide better service to the community, and to the extent possible, attempt to minimize the recurring demand on the service from continual and repeated use of critical resources for non-emergent responses.
- 5.14 The Keystone Valley Fire Department should explore the feasibility of entering into a partnership with Penn Medicine to provide funding to staff a second EMS unit during times of peak usage, and station it at the Route 10 location to alleviate the workload on the primary EMS response unit.
- 5.15 The Keystone Valley Fire Department should explore different options for EMS reporting software that will allow the department to track and analyze response times better, such as breaking them down by minutes.
- 5.16 The Keystone Valley Fire Department should explore opportunities for the use of GIS technology by the department. This can include for pre-fire planning, hydrant

locations and flow rate, rural water supply locations, etc. In addition, it will allow the department to once again track and plot incident locations to establish trends and identify “hotspots”, etc.

- 5.17 The Keystone Valley Fire Department should implement periodic basic skills proficiency evaluations for ALL active personnel. These proficiency evaluations, consisting of standardized evolutions, can be based upon recognized standards and benchmarks, in conjunction with performance criterion and benchmarks, established through evaluation of, and based upon, KVFD operations and procedures.
- 5.18 In order to assist with the large amount of training that needs to be done, and in recognition of their important role in the delivery of training and the success of the program, the Keystone Valley Fire Department should provide fire instructor training for any members of the department who wish to take it. All officers should be formally certified at a minimum of Fire Instructor Level I.
- 5.19 The Keystone Valley Fire Department should strongly consider requiring its fire officers to obtain a certain level of fire officer certification as a job requirement such as Fire Officer I for lieutenant, Fire Officer II for captain, and Fire Officer III for chief level officers.
- 5.20 The Keystone Valley Fire Department should continue to encourage personnel to seek additional training on their own, and to the financial and practical extent possible, send personnel to outside training opportunities such as the Firehouse Expo and the Fire Department Instructors Conference in Indianapolis. Information gained at this training can then be brought back and delivered to other members of the department.
- 5.21 The Keystone Valley Fire Department should mandate that all officers participate in additional officer related training each year in order to be eligible to retain their position. A reasonable requirement might be thirty-two hours of training consisting of:
- Firefighting strategy and tactics, incident management or safety training (sixteen hours)
  - Leadership or management training (sixteen hours)
- 5.22 The Keystone Valley Fire Department should develop a plan that will allow the department to assume responsibility for fire inspection and code enforcement within the fire district’s area which will allow it to proactively address the increasing routine, post-occupancy fire prevention and code enforcement needs of the community.

- 5.23** If the Keystone Valley Fire Department is successful at enacting recommendation 5.22, the department should consider the establishment of a full-time fire marshal/inspector's position to assist with the ever increasing number of fire inspections, particularly to proactively address routine, post-occupancy inspections. This person could also serve as the volunteer recruitment and retention coordinator.
- 5.24** If recommendation 5.22 and 5.23 are implemented, the Keystone Valley Fire Department should consider the implementation of a fire prevention inspection fee to fund a program where all businesses and commercial occupancies in the fire district are inspected at regular, periodic intervals.
- 5.25** The Keystone Valley Fire Department should continue to promote and provide year round public fire safety education programs, in the schools, and throughout the community.

## **CHAPTER 6**

- 6.1** The Keystone Valley Fire Department's organizational structure should be significantly revised and streamlined for more effective and efficient operations of the department. Significant changes should include:
- Reducing the fire department BOD position from 5 members to 3 now, and totally disband it within 5 years. (If desired it could be reconfigured into an advisory board for the fire chief.)
  - Combine the current part-time positions of fire district administrator, EMS manager, and career staff supervisor with the volunteer fire chief into a single full-time position of career fire and EMS chief. This will create a singular person responsible for all day-to-day operational and administrative aspects of the department.
  - Eliminate the EMS committee.
  - If the KVFD assumes greater responsibility for the fire prevention and inspection functions within its coverage area a position of fire marshal/inspector should also be created. This person could also function as the department's volunteer recruitment and retention coordinator.

- 6.2** Managing, administering, and leading a modern day fire and rescue services organization requires a complex set of knowledge, skills, abilities, training, and experience. In addition, he/she needs a tremendous amount of time to commit to the position. The Keystone Valley Fire Department should create a full-time, career position of fire/EMS chief. This chief should be a working chief, who responds to many emergency incidents and takes an active, hands-on role in incident mitigation. However, his/her primary responsibility will be to provide the necessary vision, leadership, and coordination to more closely integrate the current somewhat compartmented fire and EMS operations into one.
- 6.3** Once the position of fire/EMS chief is created, through a variety of evaluative and assessment measures, the district and department should attempt to select a leader who possesses the ideal combination of assets they have identified as necessary to meet the unique needs of the Keystone Valley Fire Department to lead it through its continuing growth and evolution.
- 6.4** All officer positions, from lieutenant to fire/EMS chief, should continue to be filled based upon the person's firefighting/emergency medical services training, certifications, and experience commensurate with the position being sought. The Keystone Valley Fire Department should consider the addition of successful completion of a formal, rank appropriate assessment process, and a basic practical skills evaluation.
- 6.5** Based upon the recommendations contained in this report and the accompanying strategic plan, the Keystone Valley Fire Department should develop a formal process for implementing a long-term vision for the department. An early part of this process should include the development of a formal mission statement, vision statement, and set of core values. Well-designed mission statements should properly and accurately reflect the department's overall mission within the community. Vision statements identify the very reason for the department's existence and help to ensure that all personnel are working toward the same goals, or are proverbially, "all rowing in the same direction". The development of core values helps to establish what the department and its membership stand for.
- 6.6** The Keystone Valley Fire Department's mission statement should be prominently displayed in each station along with the vision statement and core values.
- 6.7** The Keystone Valley Fire Department should form a committee to develop a standalone rules and regulations document. This document, which could be further enhanced as suggested below, should then be submitted for approval by the Board of Fire Commissioners, and then be distributed to, and signed for, by each member of

the department. It could then provide an orientation overview and indoctrination to the department's behavioral expectations for new personnel. Some additional suggested sections for the Rules and Regulations could include, but are by no means limited to:

- A preamble
- The department's mission statement
- Objectives of the department
- Purpose of the rules and regulations
- Organization
- Conflicts between department documents (state statutes, district/department policy, rules and regulations, operational procedures, general orders).

**6.8** The Keystone Valley Fire Department should form a committee to begin development of a comprehensive department standard operations procedures or guidelines (SOP/SOG) manual starting with mission critical procedures such as, but not limited to, *basic engine company and truck company operations, dwelling fires, commercial structures, rapid intervention team operations, personnel accountability, gas leaks, hazardous materials incidents, ice rescue, vehicle extrication operations, thermal imaging camera, and automatic external defibrillator use.*

The committee should be comprised of a cross-section of members of the department. The committee should be given whatever support is necessary to complete at least a basic manual within one year. If necessary, outside professional assistance is available to assist with facilitating this endeavor.

The general set up and organization of the manual is a very important consideration and the department must insure that the manual/system is easy to utilize and cross-reference the necessary procedure. If personnel are going to be required to learn and adhere to the department's procedures, then the format, organization, and filing of them must be user friendly; otherwise they will sit on a shelf unused.

The first operational procedure should identify and explain the components of the Written Communications System, including the use and organization of the SOP Manual and other components of the system such as standardized forms. This

procedure should also contain a provision that the entire SOP Manual will be reviewed on at least an annual basis and that updates and revisions can/will be made at any time, as necessary. All procedures/revisions should be approved and issued after being signed by the fire chief.

- 6.9** The Keystone Valley Fire Department should develop a comprehensive respiratory protection plan in accordance with 29 CFR 1910.134, and a blood borne pathogens/exposure control plan in accordance with 29 CFR 1910.1030. Appropriate SOPs that implement various components of these plans should also be developed. Annual training as required should be provided to all personnel.

## **CHAPTER 7**

- 7.1** The chiefs and officers of the Keystone Valley Fire Department must continue their ongoing efforts to develop a new sense of shared and common vision in the consolidated department rather than the separate and independent fire companies that merged to form it. To that end, maintaining open lines of communication, being cognizant of the opinions expressed in this survey, attempting to include a broad cross section of stakeholders in major decisions, such as the design of a new station that recognizes and preserves the history and heritage of the individual companies while simultaneously planning for the department's current and future operational needs, and instilling a sense of one team – one mission and esprit de corps will all help to instill an increased sense of pride in the organization.

## **CHAPTER 8**

- 8.1** The Keystone Valley Fire District should take steps to attempt to obtain long-term commitments from its members in order to allow the department to develop long-range plans for the district and the fire department. If possible, this should be done prior to the automatic 5-year renewal of the fire district ICA.
- 8.2** The Keystone Valley Fire Department should seek additional partners to consolidate with to expand the fire district and fire department's operational areas to further streamline emergency services operations in the area.
- 8.3** The Keystone Valley Fire District should, with its member municipalities, explore the feasibility of developing and implementing a more equitable funding formula to balance the cost per incident between municipalities. One possible formula could use assessed value, population, and call volume to determine funding.

- 8.4 The Keystone Valley Fire District should attempt to negotiate for increased levels of funding, particularly capital funding, from the participating municipalities in order to adequately fund long-term capital projects of the department.**
- 8.5 The Keystone Valley Fire Department should continue to explore alternative sources of funding for the department such as grants, public/private partnerships, etc.**
- 8.6 In conjunction with the governing bodies of the various municipalities involved, the Keystone Valley Fire Department should have an ongoing, open, and honest dialogue with a number of its surrounding fire and EMS companies in order to repair the dysfunctional relationship that exists between them.**
- 8.7 The Keystone Valley Fire Department should improve its efforts to market itself to its member (and other) municipalities to ensure they are fully aware of the benefits the department and its operations are providing to the community.**
- 8.8 The Keystone Valley Fire Department should make an effort to reverse perceptions that the department is Parkesburg centric.**



## CHAPTER 5

### TASK GROUPS

In an effort to facilitate the implementation of the recommendations contained in this document, we suggest that several groups of stakeholders be assembled and assigned to initiate change. Each task groups should be composed of a least five individuals and include a stakeholder representative of the agency that the change will impact. Task groups are responsible for implementation and must recognize that the policy decisions relative to organizational direction have been made. Therefore, each task group is charged with the responsibility of implementation of the specific recommendations assigned.

Task groups selected for Keystone Valley include:

1. Apparatus & Facilities
2. Emergency Medical Services
3. Leadership and Governance
4. Operations
5. Performance Analysis
6. Policy Development
7. Recruitment and Retention of Personnel

Only the primary task group for each recommendation is noted here. Some recommendations will require collaboration between groups. The department may also determine it is best to involve multiple task groups in process to implement other recommendations.

<b>Task Group</b>	<b>Assigned Recommendations</b>
<b>Apparatus &amp; Facilities</b>	4.1, 4.2, 4.3, 4.4, 4.5, 4.6, 4.7, 4.8, 4.9, 4.11, 4.12, 4.13, 4.14, 4.15, 4.17
<b>Emergency Medical Services Leadership &amp; Governance</b>	4.6, 4.13, 5.11, 5.12, 5.13, 5.15, Accreditation 2.3, 2.5, 3.3, 3.4, 3.5, 3.8, 4.4, 4.14, 4.15, 4.16, 4.17, 5.2, 5.3, 5.4, 5.22, 5.23, 5.24, 6.1, 6.2, 6.3, 6.5, 6.6, 8.1, 8.2, 8.3, 8.4, 8.5, 8.6, 8.7, 8.8, Accreditation
<b>Operations</b>	2.1, 2.2, 2.4, 2.6, 2.7, 2.8, 3.5, 3.6, 3.7, 4.5, 4.6, 4.7, 4.8, 4.9, 4.10, 4.13, 4.14, 4.15, 4.17, 5.1, 5.2, 5.3, 5.4, 5.5, 5.6, 5.7, 5.8, 5.9, 5.10, 5.11, 5.12, 5.17, 5.18, 5.19, 5.20, 5.21, 5.25, 6.4, 7.1, Accreditation
<b>Performance Analysis</b>	5.2, 5.3, 5.4, 5.5, 5.6, 5.8, 5.9, 5.11, 5.15, 5.16, 5.17, Accreditation
<b>Policy Development</b>	6.7, 6.8, 6.9, Accreditation
<b>Recruitment and Retention of Personnel</b>	3.1, 3.2, 3.3, 3.4, 3.8, 5.8, 7.1



## CHAPTER 6

### STRATEGIC IMPLEMENTATION OF RECOMMENDATIONS

The following tables identify the recommendation, assigned task group(s), timelines for implementation, potential barriers to implementation and critical tasks. Not all recommendations have been listed as many would really be subcomponents under a primary recommendation.

<b>Recommendation 2.1</b>	<b>The Keystone Valley Fire Department should make it a priority to complete a formal fire and EMS community risk assessment. This assessment should be done in conjunction with a fire and EMS calls for service demand analysis, along with the development of a pre-incident planning program for target and high hazard locations in the community, and take into consideration the fire department's operational capabilities and preparedness.</b>
<b>Task Group</b>	<b>Operations</b>
<b>Timeline</b>	<ul style="list-style-type: none"><li>➤ Ongoing process</li><li>➤ Initial assessment completed in 12 months.</li><li>➤ Updated in years 3, 5, 7, 9, 11, 13 and 15.</li></ul>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"><li>➤ Time commitment necessary to complete assessment.</li><li>➤ Dissemination of information to end users.</li></ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"><li>➤ Development of criterion for performing assessment.</li><li>➤ Training of personnel to complete assessment.</li><li>➤ Development of data entry capability and mobile data utilizing a combination of fire department's officers and the career staff.</li></ul>

<b>Recommendation 2.2</b>	The Keystone Valley Fire Department should work to develop and implement an internal risk management plan following the recommendations of NFPA 1500, <i>Standard for a Fire Department Occupational Safety and Health Program</i> , and NFPA 1250, <i>Recommended Practice in Fire and Emergency Services Organization Risk Management</i> .
<b>Task Group</b>	Operations
<b>Timeline</b>	<ul style="list-style-type: none"> <li>➤ 18 Months to complete initial plan</li> <li>➤ Updated in years 4, 7, 10 and 13</li> </ul>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Organizational and member buy in, use of key plan components.</li> <li>➤ Difficulty in integrating a document into fire department organizational culture.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Communication of the plan to all personnel.</li> <li>➤ Ongoing reinforcement via leadership advocacy.</li> <li>➤ Integration into regular training activities.</li> </ul>

<b>Recommendation 2.3</b>	The Keystone Valley Fire District should strongly encourage its participating municipalities to consider adopting a municipal ordinance requiring the installation of a fire water supply cistern in any new development consisting of three or more homes or for any individual home of larger than a designated square footage.
<b>Task Group</b>	Leadership and Governance
<b>Timeline</b>	<ul style="list-style-type: none"> <li>➤ 18 to 24 Months</li> <li>➤ Ongoing</li> </ul>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Lack of perceived need.</li> <li>➤ Political resistance.</li> <li>➤ Opposition from developers and builders.</li> <li>➤ Potential cost.</li> <li>➤ Environmental concerns.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Development of a compelling education program to explain the benefits of installations.</li> <li>➤ Convincing governing bodies and politicians of the need.</li> <li>➤ Seek voluntary public/private partnerships to install cisterns.</li> </ul>

<p><b>Recommendations 2.4 and 2.8</b></p>	<p>The Keystone Valley Fire District should develop a plan to strategically install large (30,000-gallon minimum) underground cisterns on public properties throughout its service area including town halls, public works, etc. The funding to install these cisterns should be included in each municipality's Capital Improvement Plan. Cost for these cisterns will vary based upon construction costs and to what extent the municipality's Public Works Department is able to assist in their installation.</p> <p>The Keystone Valley Fire Department and each participating municipality should make it a priority to identify additional suitable locations for dry hydrants or standpipes throughout the district, and in conjunction with the public works department, or through the formation of public/private partnerships, install as many of them as possible each year based upon the highest risk areas and/or year round accessibility and usability.</p>
<p><b>Task Group</b></p>	<p><b>Operations assisted by Leadership and Governance</b></p>
<p><b>Timeline</b></p>	<ul style="list-style-type: none"> <li>➤ 18 Months to develop initial plan</li> <li>➤ Ongoing based upon available funding and public works availability</li> </ul>
<p><b>Potential Barriers to Implementation</b></p>	<ul style="list-style-type: none"> <li>➤ Lack of perceived need.</li> <li>➤ Political indifference or resistance.</li> <li>➤ Cost/funding.</li> <li>➤ Lack of cooperation from public works.</li> <li>➤ Environmental concerns.</li> <li>➤ Future maintenance/upkeep concerns.</li> </ul>
<p><b>Critical Tasks</b></p>	<ul style="list-style-type: none"> <li>➤ Identifying and prioritizing locations.</li> <li>➤ Development of a compelling education program to explain the benefits of installations.</li> <li>➤ Convincing governing bodies and politicians of the need.</li> <li>➤ Seek voluntary public/private partnerships to install cisterns.</li> <li>➤ Coordination with public works departments.</li> <li>➤ Ensuring annual inspections and maintenance are performed.</li> </ul>

<p><b>Recommendation 3.1</b></p>	<p>The Keystone Valley Fire Department should apply for a federal SAFER grant for volunteer recruitment and retention. This grant should be utilized to develop a marketing and recruitment program to attract new members, and provide incentives for the retention of those personnel such as tuition reimbursement, health care benefits, tax abatements, etc. This program should consist of:</p> <ul style="list-style-type: none"> <li>➤ Developing a recruitment brochure and mailing it to all residents;</li> <li>➤ Performing public outreach through the local media;</li> <li>➤ Contacting community &amp; service groups;</li> <li>➤ Developing an eye catching banner on the fire department and each municipality's web site;</li> <li>➤ Placing recruiting messages on electronic sign board at municipal facilities;</li> <li>➤ Placing signs recruiting volunteer personnel at the main entrances to the fire district and lawn signs to be placed throughout the district;</li> <li>➤ Placing signs recruiting/volunteers in local businesses particularly high volume locations; and</li> <li>➤ Continuing an active and visible presence at the local high school.</li> </ul>
<p><b>Task Group</b></p>	<p><b>Recruitment and Retention of Personnel assisted by Performance Analysis</b></p>
<p><b>Timeline</b></p>	<p><b>12 - 18 months based on grant cycle</b></p>
<p><b>Potential Barriers to Implementation</b></p>	<ul style="list-style-type: none"> <li>➤ Lack of grant writing experience.</li> <li>➤ Developing consensus on what the priorities should be.</li> <li>➤ Time necessary to implement.</li> </ul>
<p><b>Critical Tasks</b></p>	<ul style="list-style-type: none"> <li>➤ Identification of a recruitment and retention coordinator required by grant.</li> <li>➤ Development of application.</li> <li>➤ Assembling team to perform various outreaches.</li> <li>➤ Developing contacts.</li> <li>➤ Implementing recommendations.</li> <li>➤ Monitoring progress and reporting as per grant.</li> </ul>

<b>Recommendation 3.2</b>	The Keystone Valley Fire Department should attempt to enter into partnerships with local businesses to allow their personnel to respond, when needed, to emergency incidents during working hours, without any financial penalty.
<b>Task Group</b>	<b>Recruitment and Retention of Personnel</b>
<b>Timeline</b>	<b>24 - 36 months</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Ongoing training requirements.</li> <li>➤ Documentation of external relationships.</li> <li>➤ Monitoring system to prevent abuse.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Development of contacts.</li> <li>➤ Identification of potential partners.</li> <li>➤ Presentation and communication of need and benefit to the community.</li> <li>➤ Public recognition of partners.</li> </ul>

<b>Recommendation 3.3</b>	In cooperation with its participating municipalities, the Keystone Valley Fire Department should explore the feasibility of utilizing, and in fact encouraging, borough and township employees to perform “dual roles” by serving not only in their full-time positions, but also serving the fire department as volunteer firefighters.
<b>Task Group</b>	<b>Leadership &amp; Governance; Recruitment and Retention of Personnel</b>
<b>Timeline</b>	<b>9 - 18 months</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Lack of desire by employees.</li> <li>➤ Lack of training and potential training time commitment.</li> <li>➤ Resistance from other busy agencies that need their personnel.</li> <li>➤ Union opposition.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Strong endorsement of the program by the governing bodies and/or managers in those municipalities.</li> <li>➤ Meetings with individual departments to explain program benefits.</li> <li>➤ Recruitment of interested personnel.</li> </ul>

<p><b>Recommendation 3.5</b></p>	<p>The Keystone Valley Fire District/ Department should formally adopt the policy of requiring that all of the career staff be crossed trained as firefighters and EMTs and be utilized for both fire and ambulance responses. Some of the other benefits of having the career staff be crossed trained for both fire and EMS duties, particularly during the day when most of the volunteer force are at their primary jobs, include, but would certainly not be limited to:</p> <ul style="list-style-type: none"> <li>➤ Quicker and guaranteed compliance with the OSHA Two-In/Two-Out requirement for initial fire attack;</li> <li>➤ Performing fire prevention inspections (future duty) and other fire prevention activities;</li> <li>➤ Developing pre-fire/incident plans;</li> <li>➤ Performing fire apparatus, tool, and equipment inspections, testing and maintenance;</li> <li>➤ Performing basic station maintenance and cleaning;</li> <li>➤ Performing fire hydrant testing, maintenance and flow testing; and</li> <li>➤ Assisting the fire chief with various day-to-day administrative duties and/or special projects.</li> </ul>
<p><b>Task Group</b></p>	<p><b>Operations; Leadership and Governance</b></p>
<p><b>Timeline</b></p>	<p><b>12 to 24 Months to ensure all personnel have completed FF I training.</b></p>
<p><b>Potential Barriers to Implementation</b></p>	<ul style="list-style-type: none"> <li>➤ Organizational and member buy in.</li> <li>➤ Internal resistance and push back.</li> <li>➤ Reluctance to give up all volunteer fire service model.</li> <li>➤ Denial regarding the need.</li> </ul>
<p><b>Critical Tasks</b></p>	<ul style="list-style-type: none"> <li>➤ Communication of the plan to all personnel.</li> <li>➤ Redefining the positions.</li> <li>➤ Developing new job descriptions.</li> <li>➤ Providing training to personnel who need it.</li> <li>➤ Establishing clear guidelines relative to supporting the volunteer fire forces.</li> <li>➤ Developing clear duties, responsibilities, and work periods to ensure “productivity” for the good of the department and community.</li> </ul>



<p><b>Recommendation 3.7</b></p>	<p>The Keystone Valley Fire Department should consider utilizing volunteer personnel to supplement in station career staffing particularly nights and weekends. Personnel who pull at least one duty shift per week could possibly maintain their member in good standing status with the fire department. When on duty they could also complete their required training, participate in various department/station projects, pre-fire planning, etc., and possibly even membership recruitment activities.</p> <p>Under a different type of duty crew system, the department could be divided into 2 or 3 duty crews. Each duty crew would have their own separate alert tone and would function on some type of rotational system with the other crew(s), perhaps 1 week on and either 1 or 2 weeks off. Only the “duty crew” would be dispatched initially, along with the career staff, to minor incidents often referred to as “still alarms”, reducing the need for the entire department to respond.</p> <p>Under the duty crew system multiple stations and units would still be dispatched and respond to potentially serious incidents such as any type of reported structure fire, rescue incidents, etc., based upon the run card protocols. All personnel would be encouraged to respond to these types of incidents.</p>
<p><b>Task Group</b></p>	<p><b>Operations</b></p>
<p><b>Timeline</b></p>	<p><b>24 - 36 months</b></p>
<p><b>Potential Barriers to Implementation</b></p>	<ul style="list-style-type: none"> <li>➤ Resistance to change from traditional model.</li> <li>➤ Change in role of volunteer personnel.</li> <li>➤ Time availability of personnel.</li> <li>➤ Time commitment necessary to schedule and monitor duty crews.</li> </ul>
<p><b>Critical Tasks</b></p>	<ul style="list-style-type: none"> <li>➤ Seeking input on best model to implement.</li> <li>➤ Scheduling crews to assure coverage.</li> <li>➤ Providing incentives to personnel to participate.</li> <li>➤ Communication of expectations.</li> </ul>



<b>Recommendation 4.1</b>	<b>The Keystone Valley Fire Department should continue to make replacement of the Parkesburg station a high priority. The current location is centrally located within the district and appears that it will meet the needs of the fire department and the fire district for the foreseeable future.</b>
<b>Task Group</b>	<b>Apparatus and Facilities</b>
<b>Timeline</b>	<ul style="list-style-type: none"> <li>➤ 12 Months to complete final design work.</li> <li>➤ 12 to 30 Months for completion of construction.</li> </ul>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Inability to secure full funding.</li> <li>➤ High monthly/yearly mortgage payments.</li> <li>➤ Community opposition.</li> <li>➤ Construction bids significantly over estimates.</li> <li>➤ Cost over runs.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Finalize signed agreements for funding.</li> <li>➤ Finalize station design.</li> <li>➤ Ensure design will meets needs of KVFD both today and for at least the next 50 years.</li> <li>➤ Ensure design has infrastructure redundancy built in.</li> <li>➤ Obtain necessary permits and approvals.</li> <li>➤ Develop operational contingency plans for during construction.</li> </ul>

<b>Recommendation 4.4</b>	The Keystone Valley Fire District should divide the existing Pomeroy property into four separate and distinct lots. The original fire station and the rental properties next door should be sold as soon as possible, with the proceeds being reinvested back into the department's long range capital needs.
<b>Task Group</b>	<b>Apparatus and Facilities; Leadership and Governance</b>
<b>Timeline</b>	<ul style="list-style-type: none"> <li>➤ 12 – 18 months to secure subdivision approval.</li> <li>➤ 18 to 30 Months for completion of sale.</li> </ul>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Opposition from former Pomeroy members.</li> <li>➤ Opposition from neighbors.</li> <li>➤ Inability to get township approval.</li> <li>➤ No interest in properties.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Seek subdivision approval.</li> <li>➤ Get properties appraised.</li> <li>➤ List/advertise for sale.</li> <li>➤ Determine acceptable minimum price.</li> <li>➤ Complete sale.</li> <li>➤ Reinvest proceeds back into department capital needs.</li> </ul>

<b>Recommendation 4.5</b>	The newer Pomeroy station building should be maintained for the short term, if for no other reason than there is no room to store the engine and tender at the existing Parkesburg station; however, its long-term benefit to KVFD operations is minimal, as is justification to keep it open. Once the new Parkesburg station is completed, it should be decommissioned as a station.
<b>Task Group</b>	<b>Apparatus and Facilities; Operations</b>
<b>Timeline</b>	<ul style="list-style-type: none"> <li>➤ 30 - 36 Months to decommissioning as a station</li> <li>➤ 36 to 54 Months to completion of sale.</li> </ul>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Opposition from former Pomeroy members.</li> <li>➤ Opposition from neighbors.</li> <li>➤ Attempt by other fire companies to make a territory grab.</li> <li>➤ No interest in building.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Revise operational procedures.</li> <li>➤ Reassign personnel.</li> <li>➤ Get property appraised.</li> <li>➤ List/advertise for sale.</li> <li>➤ Determine acceptable minimum price.</li> <li>➤ Complete sale.</li> <li>➤ Reinvest proceeds back into department capital needs.</li> </ul>

<p><b>Recommendation 4.6</b></p>	<p>The Keystone Valley Fire Department should continue to right size its apparatus and vehicle fleet to make it appropriate for the community, as well as provide increased efficiency in operations. Ultimately, the department's apparatus and vehicle fleet should consist of:</p> <ul style="list-style-type: none"> <li>➤ 1 - Standard engine</li> <li>➤ 1 - Rescue engine</li> <li>➤ 1 - Tanker engine</li> <li>➤ 1 - Quint</li> <li>➤ 2 - Ambulances <ul style="list-style-type: none"> <li>✓ 1 - Combination fire pumper/ rescue/ ambulance</li> <li>✓ 1 - Standard ambulance</li> </ul> </li> <li>➤ 2 - Command vehicles</li> <li>➤ 1 - Utility vehicle (pick-up truck)</li> </ul>
<p><b>Task Group</b></p>	<p><b>Apparatus and Facilities; Operations; Emergency Medical Services</b></p>
<p><b>Timeline</b></p>	<p><b>18 – 24 months</b></p>
<p><b>Potential Barriers to Implementation</b></p>	<ul style="list-style-type: none"> <li>➤ Strong resistance from personnel.</li> <li>➤ Tradition.</li> <li>➤ Fear “we won’t have enough trucks”.</li> </ul>
<p><b>Critical Tasks</b></p>	<ul style="list-style-type: none"> <li>➤ Develop plan for continuing to right size fleet.</li> <li>➤ Sell surplus vehicles.</li> <li>➤ Reinvest proceeds into capital needs.</li> <li>➤ Combine two pumpers into single rescue pumper not a dry rescue.</li> <li>➤ Promote cost savings to the community.</li> </ul>

<b>Recommendation 4.8</b>	<b>The Keystone Valley Fire Department should give consideration to equipping the new rescue pumper (and subsequent engines purchased) with a compressed air foam system (CAFS) capability to improve fire knock down capabilities, especially in limited staffing conditions. Consideration could also be given to retrofitting Engine 8-2, Ladder 8, and Tanker 8 with CAFS systems to increase their operational effectiveness.</b>
<b>Task Group</b>	<b>Apparatus and Facilities, Operations</b>
<b>Timeline</b>	<b>12 – 18 months</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Resistance of personnel to try new techniques.</li> <li>➤ Potential cost.</li> <li>➤ Feasibility of retrofitting existing apparatus.</li> <li>➤ Reliability problems with systems.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Thoroughly research concept.</li> <li>➤ Perform field tests at fire academy.</li> <li>➤ Obtain personnel buy in.</li> <li>➤ Determine feasibility of retrofitting existing engines.</li> <li>➤ Determine costs.</li> <li>➤ Obtain funding.</li> </ul>

<p><b>Recommendation 4.13</b></p>	<p>Based upon its limited financial resources, the fact that most of its responses are EMS related, and the need to have the career personnel cross-staffed for both fire and EMS operations due to limited staffing, particularly during the day, the KVFD should consider “out of the box” options such as the acquisition of a combination fire pumper and ambulance as utilized by Volusia County, Florida. The Volusia County Units have the following features:</p> <ul style="list-style-type: none"> <li>➤ 500 GPM fire pump</li> <li>➤ 300-gallon water tank</li> <li>➤ 30 gallon CAFS foam tank</li> <li>➤ 2 – 1 3/4” cross-lays</li> <li>➤ 300’ – 400’ of 3” supply line</li> <li>➤ Hurst rescue tools</li> <li>➤ Full ALS capable ambulance box (156” length, 73” of headroom)</li> </ul>
<p><b>Task Group</b></p>	<p><b>Apparatus and Facilities; Operations; Emergency Medical Services</b></p>
<p><b>Timeline</b></p>	<p>➤ <b>48 – 60 Months</b></p>
<p><b>Potential Barriers to Implementation</b></p>	<ul style="list-style-type: none"> <li>➤ <b>Resistance of personnel to try new operational approaches.</b></li> <li>➤ <b>Potential cost.</b></li> <li>➤ <b>Distances to area hospitals.</b></li> </ul>
<p><b>Critical Tasks</b></p>	<ul style="list-style-type: none"> <li>➤ <b>Thoroughly research and evaluate concept.</b></li> <li>➤ <b>Perform field evaluation if possible.</b></li> <li>➤ <b>Obtain personnel buy in.</b></li> <li>➤ <b>Determine costs.</b></li> <li>➤ <b>Obtain funding.</b></li> </ul>

<b>Recommendation 4.14 (Appendix A)</b>	<b>The Keystone Valley Fire Department should implement the recommended capital vehicle and apparatus plan.</b>
<b>Task Group</b>	<b>Apparatus and Facilities; Operations; Leadership and Governance</b>
<b>Timeline</b>	➤ <b>Ongoing</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ <b>Internal resistance to department losing apparatus.</b></li> <li>➤ <b>Push back from change in traditional process for replacing apparatus.</b></li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ <b>Continue with proactive preventative maintenance led by chief engineer.</b></li> <li>➤ <b>Monitor apparatus condition and use.</b></li> <li>➤ <b>Review apparatus replacement schedule regularly and revise as necessary.</b></li> <li>➤ <b>Explore feasibility and cost saving for capital purchases that may be realized by purchasing through cooperative purchasing consortiums.</b></li> </ul>

<b>Recommendation 4.15</b>	<b>The Keystone Valley Fire Department should establish a formal replacement plan for fire and rescue equipment. The regular replacement of large cost items such as hose, ladders, and SCBA on an incremental basis will avoid major one-time increases in the operating budget. The life expectancy of these items can be estimated based on usage and manufacturer's recommendations.</b>
<b>Task Group</b>	<b>Apparatus and Facilities; Operations; Leadership and Governance</b>
<b>Timeline</b>	<b>12 months, then ongoing</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ <b>Internal resistance.</b></li> <li>➤ <b>Reluctance to move funding of items from capital budget to operations budget.</b></li> <li>➤ <b>Refusal of governing bodies to increase operating budget to cover these items.</b></li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ <b>Development of a plan.</b></li> <li>➤ <b>Obtain board of fire commissioners' support regarding funding.</b></li> </ul>



<b>Recommendation 4.16</b>	The Keystone Valley Fire Department should negotiate to obtain additional capital vehicle funding for ambulances from Highland Township and Sadsbury Township since the department provides primary EMS services to 100% of both townships.
<b>Task Group</b>	Leadership and Governance
<b>Timeline</b>	12 months
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Refusal of township governing bodies to negotiate or provide additional funding.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Demonstration of need with fiscal breakdown.</li> <li>➤ Obtain board of fire commissioners' support regarding proposal.</li> <li>➤ Obtain board of supervisors' approval.</li> </ul>

<b>Recommendation 5.1</b>	The Keystone Valley Fire Department should establish a formal pre-fire/incident planning program with the goal of having an up-to-date pre-plan for every business, commercial, and industrial occupancy (including schools, churches, etc.). Pre-planning will improve the firefighters knowledge of the specific tactics needed to handle a fire or other emergency at a facility and will alert them to on-site hazards and risks. Pre-fire/incident plans should be reviewed regularly and tested by periodic table-top exercises and on-site drills.
<b>Task Group</b>	Operations
<b>Timeline</b>	36 - 48 months, ongoing updates
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Lack of interest among personnel.</li> <li>➤ Time commitment necessary to complete and then update/keep current.</li> <li>➤ Limitations of mobile data capabilities.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Training of personnel.</li> <li>➤ Assignment to career staff.</li> <li>➤ Coordination of program.</li> <li>➤ Education of business owners.</li> <li>➤ Expansion of mobile data system.</li> <li>➤ Dissemination of information.</li> </ul>

<b>Recommendation 5.2</b>	The Keystone Valley Fire Department should establish a standard of cover comprised of two separate fire and EMS demand zones reflective of both the urban/suburban component of the department's coverage area, as well as the much more rural area. The SOCs should be based upon a hybrid of the NFPA 1720 recommendations for various types of communities.
<b>Task Group</b>	<b>Operations; Performance Analysis; Leadership and Governance</b>
<b>Timeline</b>	<b>12 - 18 months, then ongoing</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Resistance from internal stakeholders.</li> <li>➤ Reluctance to adopt more stringent response standards for volunteer personnel.</li> <li>➤ Failure to acknowledge need for improvement.</li> <li>➤ Failure to implement enabling recommendations.</li> <li>➤ Political opposition.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Determining strategies for reducing dispatch to response and response to on scene times.</li> <li>➤ Implement enabling recommendations.</li> <li>➤ Adoption of resolution by board of fire commissioners.</li> <li>➤ Ongoing monitoring and analysis.</li> </ul>

<b>Recommendation 5.3</b>	<b>The Keystone Valley Fire Department should adopt standard of cover benchmarks to have the first unit responding to each emergency incident within 1 minute of dispatch (career staff), and have the first unit on scene within 5 minutes after responding, to all types of calls, 90% of the time in Parkesburg Borough and the areas that are within a 2-mile radius of the central station.</b>
<b>Task Group</b>	<b>Operations; Performance Analysis; Leadership and Governance</b>
<b>Timeline</b>	<b>12 - 18 months, then ongoing</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Resistance from internal stakeholders.</li> <li>➤ Reluctance to adopt more stringent response standards for volunteer personnel.</li> <li>➤ Failure to acknowledge need for improvement.</li> <li>➤ Failure to implement enabling recommendations.</li> <li>➤ Political opposition.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Determining strategies for reducing dispatch to response and response to on scene times.</li> <li>➤ Implement enabling recommendations.</li> <li>➤ Adoption of resolution by board of fire commissioners.</li> <li>➤ Ongoing monitoring and analysis.</li> </ul>

<b>Recommendation 5.4</b>	The Keystone Valley Fire Department should adopt standard of cover benchmarks to have the first unit responding to each emergency incident within 1 minute of dispatch (career staff), and have the first unit on scene within 10 minutes after responding, to all types of calls, 90% of the time, in areas of the district that are outside of a 2-mile radius of the central station.
<b>Task Group</b>	Operations; Performance Analysis; Leadership and Governance
<b>Timeline</b>	12 - 18 months, then ongoing
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Resistance from internal stakeholders.</li> <li>➤ Reluctance to adopt more stringent response standards for volunteer personnel.</li> <li>➤ Failure to acknowledge need for improvement.</li> <li>➤ Failure to implement enabling recommendations.</li> <li>➤ Political opposition.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Determining strategies for reducing dispatch to response and response to on scene times.</li> <li>➤ Implement enabling recommendations.</li> <li>➤ Adoption of resolution by board of fire commissioners.</li> <li>➤ Ongoing monitoring and analysis.</li> </ul>

<b>Recommendation 5.5</b>	As part of its standards of cover benchmarks, the Keystone Valley Fire Department should seek to have the entire first alarm assignment for reported structure fires, with at least 15 personnel, on scene within 10 minutes from dispatch, 90% of the time, in Parkesburg Borough and the areas that are within a 2-mile radius of the central station.
<b>Task Group</b>	Operations; Performance Analysis
<b>Timeline</b>	12 - 18 months, then ongoing
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Resistance from internal stakeholders.</li> <li>➤ Reluctance to adopt more stringent response standards for volunteer personnel.</li> <li>➤ Failure to acknowledge need for improvement.</li> <li>➤ Failure to implement enabling recommendations.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Determining strategies for reducing dispatch to response and response to on scene times.</li> <li>➤ Implement enabling recommendations.</li> <li>➤ Ongoing monitoring and analysis.</li> </ul>

<b>Recommendation 5.6</b>	As part of its standards of cover benchmarks, and in order to initiate other than very limited defensive fire attack operations, the Keystone Valley Fire Department should seek to have the entire first alarm assignment for reported structure fires, with at least 15 personnel, on scene within 14 minutes from dispatch, 90% of the time, in areas of the district that are outside of a 2-mile radius of the central station.
<b>Task Group</b>	<b>Operations; Performance Analysis</b>
<b>Timeline</b>	<b>12 - 18 months, then ongoing</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Resistance from internal stakeholders.</li> <li>➤ Reluctance to adopt more stringent response standards for volunteer personnel.</li> <li>➤ Failure to acknowledge need for improvement.</li> <li>➤ Failure to implement enabling recommendations.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Determining strategies for reducing dispatch to response and response to on scene times.</li> <li>➤ Implement enabling recommendations.</li> <li>➤ Ongoing monitoring and analysis.</li> </ul>

<b>Recommendation 5.8</b>	<b>Long-term, the Keystone Valley Fire Department should further analyze the need for an additional fire/EMS station in Sadsbury Township, in the northwest area of the current district.</b>
<b>Task Group</b>	<b>Operations; Performance Analysis; Recruitment and Retention of Personnel</b>
<b>Timeline</b>	<b>120 - 180 Months (10 – 15 Years)</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Analysis determines lack of need.</li> <li>➤ Lack of volunteer personnel in that area.</li> <li>➤ Expected development does not materialize.</li> <li>➤ Community opposition.</li> <li>➤ Lack of political support.</li> <li>➤ Cost/Financing.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Develop long-term statistical data, along with future projections to demonstrate need.</li> <li>➤ Recruit volunteer personnel in the area to staff station.</li> <li>➤ Conduct station location analysis.</li> <li>➤ Seek possible public/private partnership depending upon development projects.</li> <li>➤ Obtain community and political support.</li> <li>➤ Develop preliminary designs with cost estimates.</li> <li>➤ Identify funding sources.</li> </ul>

<b>Recommendation 5.10</b>	Once a number of the key recommendations found in this report are implemented, the Keystone Valley Fire Department should request that ISO conduct an evaluation of the Keystone Valley Fire District (as opposed to the individual municipalities) and its fire department for the purpose of establishing the department's own ISO rating.
<b>Task Group</b>	Operations
<b>Timeline</b>	60 - 72 Months (5 – 6 Years)
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Failure to implement key recommendations.</li> <li>➤ ISO not willing to evaluate KVFD as a separate entity.</li> <li>➤ Lack of political support.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Implement key enabling recommendations.</li> <li>➤ Use current ISO evaluations as a guide for correcting deficiencies.</li> <li>➤ Development of good personnel, response and training records and data.</li> </ul>

<b>Recommendation 5.14</b>	The Keystone Valley Fire Department should explore the feasibility of entering into a partnership with Penn Medicine to provide funding to staff a second EMS unit during times of peak usage, and station it at the Route 10 location to alleviate the workload on the primary EMS response unit.
<b>Task Group</b>	Emergency Medical Services; Leadership and Governance
<b>Timeline</b>	36 – 48 months
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Lack of interest from Penn Medicine.</li> <li>➤ Political opposition.</li> <li>➤ Inability to negotiate an acceptable deal.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Develop data and statistics to demonstrate need.</li> <li>➤ Develop compelling marketing program for Penn Medicine.</li> <li>➤ Seek political support.</li> <li>➤ Negotiate agreement for funding service and providing unit.</li> </ul>

<b>Recommendation 5.18</b>	In order to assist with the large amount of training that needs to be done, and in recognition of their important role in the delivery of training and the success of the program, the Keystone Valley Fire Department should provide fire instructor training for any members of the department who wish to take it. <u>All officers should be formally certified at a minimum of Fire Instructor Level I.</u>
<b>Task Group</b>	<b>Operations</b>
<b>Timeline</b>	<b>18 – 24 Months</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Resistance from senior members to obtaining certification.</li> <li>➤ Time commitment necessary to obtain training and certification.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Provide training in house at convenient times.</li> <li>➤ Encourage personnel to take training.</li> </ul>

<b>Recommendation 5.19</b>	The Keystone Valley Fire Department should strongly consider requiring its fire officers to obtain a certain level of fire officer certification as a job requirement such as Fire Officer I for lieutenant, Fire Officer II for captain, and Fire Officer III chief level officers.
<b>Task Group</b>	<b>Operations</b>
<b>Timeline</b>	<b>24 – 48 months</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Resistance of personnel to obtain additional certification.</li> <li>➤ Perception this is something for career personnel not volunteers.</li> <li>➤ Time commitment necessary for training and certification.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Stress professionalization of entire department.</li> <li>➤ Provide training in house at convenient times.</li> <li>➤ Publicly recognize achievements.</li> </ul>



<b>Recommendation 5.22</b>	The Keystone Valley Fire Department should develop a plan that will allow the department to assume responsibility for fire inspection and code enforcement within the fire district's area which will allow it to proactively address the increasing routine, post occupancy fire prevention and code enforcement needs of the community.
<b>Task Group</b>	<b>Leadership and Governance</b>
<b>Timeline</b>	<b>60 - 84 Months (5 – 7 Years)</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Political opposition in municipalities.</li> <li>➤ Opposition from incumbent personnel.</li> <li>➤ Opposition from businesses.</li> <li>➤ Reluctance of stakeholders to appropriate funding and/or implement fees.</li> <li>➤ Expected development fails to occur.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Develop compelling presentation explaining benefits to community.</li> <li>➤ Stress education rather than enforcement.</li> <li>➤ Cultivate political support.</li> <li>➤ Meet with businesses to explain program and seek support.</li> <li>➤ Develop cost benefit analysis.</li> <li>➤ Develop fire marshal/inspector job description.</li> </ul>

<p><b>Recommendation 6.1 (Appendix B)</b></p>	<p>The Keystone Valley Fire Department organizational structure should be significantly revised and streamlined for more effective and efficient operations of the department. Significant changes should include:</p> <ul style="list-style-type: none"> <li>➤ Reducing the fire department BOD position from 5 members to 3 now, and totally disband it within 5 years. (If desired it could be reconfigured into an advisory board for the fire chief.)</li> <li>➤ Combine the current part-time positions of fire district administrator, EMS manager, career staff supervisor with the volunteer fire chief into a single full-time position of career fire and EMS chief. This will create a singular person responsible for all day-to-day operational and administrative aspects of the department.</li> <li>➤ Eliminate the EMS committee.</li> <li>➤ If the KVFD assumes greater responsibility for the fire prevention and inspection functions within its coverage area a position of fire marshal/inspector should also be created. This person could also function as the department’s volunteer recruitment and retention coordinator.</li> </ul>
	<p><b>Leadership &amp; Governance</b></p>
<p><b>Timeline</b></p>	<p><b>12 months</b></p>
<p><b>Potential Barriers to Implementation</b></p>	<ul style="list-style-type: none"> <li>➤ Internal resistance particularly from incumbents.</li> <li>➤ Perception personnel will no longer be able to choose their officers.</li> <li>➤ Political influences.</li> <li>➤ Identification of the appropriate process.</li> <li>➤ Change of the existing roles or perceived roles within the organization.</li> </ul>
<p><b>Critical Tasks</b></p>	<ul style="list-style-type: none"> <li>➤ Approval of the board of fire commissioners.</li> <li>➤ Communicate plan and rationale to all stakeholders.</li> <li>➤ Obtain buy-in and approval of fire department membership.</li> <li>➤ Select title and structure for new position that best addresses the KVFD’s needs.</li> <li>➤ Appropriate changes to agreement between fire district and fire company, if necessary.</li> </ul>

<b>Recommendation 6.2</b>	Managing, administering and leading a modern day fire and rescue services organization requires a complex set of knowledge, skills, abilities, training and experience. The Keystone Valley Fire Department should create a full-time, career position of fire/EMS chief. This chief should be a working chief, that is, one who responds to many emergency incidents and takes an active, hand on role in incident mitigation. However, his/her primary responsibility will be to provide the necessary vision, leadership, and coordination to more closely integrate the current somewhat compartmented individual fire and EMS operations into one.
<b>Task Group</b>	<b>Leadership &amp; Governance</b>
<b>Timeline</b>	<b>18 - 24 months</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Change of existing roles or perceived roles within the organization.</li> <li>➤ Internal resistance.</li> <li>➤ Political opposition.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Formal creation of the position by resolution of BOFC or fire department, as may be appropriate.</li> <li>➤ Obtain funding for position.</li> <li>➤ Developing a candidate profile with desired qualities, education, and experience.</li> <li>➤ Recruiting an appropriate and well experienced candidate.</li> <li>➤ Conducting an assessment center to determine the candidate's ability to meet the challenge of multi-agency integration.</li> <li>➤ Internal stakeholder involvement in the process.</li> </ul>

<b>Recommendation 6.5</b>	Based upon the recommendations contained in this report and the accompanying strategic plan, the Keystone Valley Fire Department should develop a formal process for implementing a long-term vision for the department. An early part of this process should include the development of a formal mission statement, vision statement, and set of core values. Well-designed mission statements should properly and accurately reflect the department’s overall mission within the community. Vision statements identify the very reason for the department’s existence and help to ensure that all personnel are working toward the same goals, or are proverbially, “all rowing in the same direction”. The development of core values helps to establish what the department and its membership stand for.
<b>Task Group</b>	<b>Leadership and Governance</b>
<b>Timeline</b>	<b>9 - 12 months</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Communication and understanding of the mission, vision, and values.</li> <li>➤ Perception these “words” are not important.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Membership involvement.</li> <li>➤ Collaborative, consensus driven process.</li> <li>➤ Leadership advocacy.</li> <li>➤ Ensure they are what the organization believes in.</li> <li>➤ Display in each station.</li> <li>➤ Incorporate into department culture.</li> </ul>

<b>Recommendation 6.7</b>	The Keystone Valley Fire Department should form a committee to develop a standalone rules and regulations document. This document should then be submitted for approval by the BOFC, and then be distributed to, and signed for, by each member of the department. It could then provide an orientation overview, and indoctrination to the department's behavioral expectations for new personnel.
<b>Task Group</b>	<b>Policy Development</b>
<b>Timeline</b>	<b>12 – 18 months, updated every 2 years.</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Lack of acceptance.</li> <li>➤ Overall integration of a single set of rules.</li> <li>➤ Conflicts with current practice and/or the current bylaws.</li> <li>➤ Reluctance to impose more rules on volunteer personnel.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Participative development involving a cross-section of members.</li> <li>➤ Allow for firefighter comments and input.</li> <li>➤ Ensure full distribution including electronic posting.</li> <li>➤ Providing the policy manual to all members.</li> <li>➤ Ongoing training and review.</li> <li>➤ Documentation of distribution and acknowledgement of responsibility to adhere to the developed rules and regulations.</li> </ul>

<b>Recommendation 6.8</b>	The Keystone Valley Fire Department should form a committee to begin development of a comprehensive department standard operations procedures or guidelines (SOP/SOG) manual starting with mission critical procedures such as, but not limited to, <i>basic engine company and truck company operations, dwelling fires, commercial structures, rapid intervention team operations, personnel accountability, gas leaks, hazardous materials incidents, ice rescue, vehicle extrication operations, thermal imaging camera, and automatic external defibrillator use.</i>
<b>Task Group</b>	Policy Development assisted by other task groups as necessary.
<b>Timeline</b>	12– 18 months, updated every 2 years.
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Lack of acceptance or buy in.</li> <li>➤ Overall integration of a single set of SOGs for entire department.</li> <li>➤ Conflicts with current practice and/or the bylaws of the fire department.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Participative development involving cross section of members.</li> <li>➤ Allow for firefighter comments and input.</li> <li>➤ Ensure full distribution including electronic posting.</li> <li>➤ Providing the SOG manual to all members.</li> <li>➤ Ongoing training and review.</li> <li>➤ Documentation of distribution and acknowledgement of responsibility to adhere to the developed SOGs.</li> </ul>

<b>Recommendation 6.9</b>	The Keystone Valley Fire Department should develop a comprehensive respiratory protection plan in accordance with 29 CFR 1910.134, and a blood borne pathogens/exposure control plan in accordance with 29 CFR 1910.1030. Appropriate SOPs that implement various components of these plans should also be developed. Annual training as required should be provided to all personnel.
<b>Task Group</b>	Policy Development
<b>Timeline</b>	3 Months
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Perception they are not important.</li> <li>➤ Time commitment to develop.</li> <li>➤ Developing accompanying SOGs.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Research and evaluate model plans.</li> <li>➤ Choose best plan and modify to fit KVFD.</li> <li>➤ Develop accompanying SOGs.</li> <li>➤ Annual review and training.</li> </ul>

<b>Recommendation 8.1</b>	The Keystone Valley Fire District should take steps to attempt to obtain long-term commitments from its members in order to allow the department to develop long range plans for the district and the fire department. If possible, this should be done prior to the automatic 5-year renewal of the fire district ICA.
<b>Task Group</b>	Leadership and Governance
<b>Timeline</b>	6 - 12 Months
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Lack of interest by participating municipalities.</li> <li>➤ Political opposition.</li> <li>➤ Possibility one or more participants may decide to withdraw.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Open and honest dialogue between parties.</li> <li>➤ Highlight proven benefits of fire district.</li> <li>➤ Stress need to have long-term commitments to develop long-term plans.</li> </ul>

<b>Recommendation 8.2</b>	<b>The Keystone Valley Fire Department should seek additional partners to consolidate with to expand the fire district and fire department’s operational areas to further streamline emergency services operations in the area.</b>
<b>Task Group</b>	<b>Leadership and Governance</b>
<b>Timeline</b>	<b>36 to 180 Months (3 – 15 Years)</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Lack of willing partners.</li> <li>➤ Political opposition.</li> <li>➤ Internal opposition.</li> <li>➤ Dysfunctional relationship that exists between KVFD and many surrounding departments.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Open and honest dialogue between parties.</li> <li>➤ Attempt to resolve animosities between fire companies.</li> <li>➤ Highlight proven benefits of fire district.</li> <li>➤ Lobby governing bodies to make possibly unpopular decisions.</li> <li>➤ Stress need to “Work Regionally to Survive Locally”.</li> </ul>

<b>Recommendation 8.3</b>	<b>The Keystone Valley Fire District should, with its member municipalities explore the feasibility of developing and implementing a more equitable funding formula to balance the cost per incident between municipalities. One possible formula could use assessed value, population, and call volume to determine funding.</b>
<b>Task Group</b>	<b>Leadership and Governance</b>
<b>Timeline</b>	<b>36 - 60 Months</b>
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Lack of interest by participating municipalities.</li> <li>➤ Reluctance to changing any type of funding formula.</li> <li>➤ Political opposition.</li> <li>➤ Possibility one or more participants may decide to withdraw.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Open and honest dialogue between parties.</li> <li>➤ Highlight proven benefits of fire district.</li> <li>➤ Demonstrate financial need based upon long range plan.</li> <li>➤ Prepare comparative fiscal projections.</li> </ul>



## CHAPTER 7

### CONCLUSION

The missions performed by the fire and rescue services are some of the most fundamental functions of government: to ensure the safety and protection of its residents and visitors. The expectations for the quality and quantity of fire and EMS services must come from its residents and other taxpayers. There is no “right” amount of fire protection and EMS delivery. It is a constantly changing level based on the expressed needs of the community. It is the responsibility of the elected officials to translate community needs into reality through direction, oversight, and the budgetary process. It is their unenviable task to maximize fire, EMS, and other services within the reality of the community’s ability and willingness to pay, particularly in today’s economic environment.

It is our sincere hope that this report and the accompanying strategic plan will be used by the Keystone Valley Regional Fire District, the governing bodies of the participating municipalities, the Keystone Valley Fire Department leadership, and its membership as a road map for improving the delivery of fire and emergency medical services throughout the Keystone Valley Fire District. The citizens who are protected by Keystone Valley should feel confident that the Keystone Valley Fire Department is a professional public safety organization that is providing a high quality level of service to the community. We continue to be impressed with the dedication and commitment of its members. The MRI study team further believes that the Keystone Valley Fire Department has the skills, capabilities, and motivation to become an effective, highly trained, and motivated organization that meets or exceeds nationally recognized standards for operational readiness. There are challenges to be sure, but we are also quite confident the membership will rise to the occasion.

Although we have prioritized recommendations as we see them and developed the strategic plan and its implementation timetable based upon that perspective, fire district, fire department, and/or municipal leaders may decide to develop their own priorities; modify our recommendations or timelines based on the ever-changing needs of the municipalities, fire district, and the fire department; and coordinate solutions based on time, personnel, and fiscal realities.

In order to address the recommendations that have been identified in this report, and implement the strategic plan, the fire district, and the fire department should:

1. Approach them strategically and systematically.
2. Break them down to reasonably sized components.

3. Categorize them as short-term and long-term goals, i.e., items that can be accomplished within existing resources and items that will require additional funding and/or time to accomplish in the coming years.
4. Refer to them when making recommendations, check them off as they are accomplished, and most importantly, recognize the positive achievements publicly.

One final recommendation that we make that is separate from the other recommendations that are contained in the study report and are implemented through the strategic plan is that the Keystone Valley Fire Department pursue accreditation through the Commission on Fire Accreditation International (CFAI).

Accreditation is a comprehensive self-assessment and evaluation model that enables organizations to examine past, current, and future service levels, and internal performance, and compare them to industry best practices. This process leads to improved service delivery. Accreditation allows fire and emergency service agencies to compare their performance to industry best practices in order to:

1. Determine community risk and safety needs and develop community-specific Standards of Cover.
2. Evaluate the performance of the department.
3. Establish a method for achieving continuous organizational improvement.

The accreditation process provides a well-defined, internationally-recognized benchmark system to measure the quality of fire and emergency services<sup>3</sup>.

The Commission on Fire Accreditation International's (CFAI) comprehensive self-assessment process promotes excellence and encourages quality improvement by enabling fire and EMS agencies to:

1. Assure colleagues and the public that they have definite missions and objectives that are appropriate for the jurisdictions they serve
2. Provide a detailed evaluation of the services they provide to the community
3. Identify areas of strength and weakness within the department

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<sup>3</sup> <http://www.cpse.org/agency-accreditation/about-accreditation-cfai.aspx>

4. Create methods or systems for addressing deficiencies while building organizational success
5. Encourage professional growth for both the department and its personnel
6. Provide a forum for the communication of organizational priorities
7. Foster national recognition by colleagues and the public
8. Create a mechanism for developing strategic and program action plans<sup>4</sup>

Seek accreditation for the Keystone Valley Fire Department through the Commission on Fire Accreditation International (CFAI).	
<b>Task Groups</b>	<ul style="list-style-type: none"> <li>➤ Leadership and Governance</li> <li>➤ Operations</li> <li>➤ Emergency Medical Services</li> <li>➤ Performance Analysis</li> <li>➤ Policy Development</li> </ul>
<b>Timeline</b>	Begin process about 60 months from strategic plan implementation
<b>Potential Barriers to Implementation</b>	<ul style="list-style-type: none"> <li>➤ Lack of interest or buy in from various components of the fire department.</li> <li>➤ Lack of support from municipal, BOFC and/or fire department leadership.</li> <li>➤ Failure to implement key recommendations found in the strategic plan.</li> <li>➤ Time commitment necessary to complete the process.</li> </ul>
<b>Critical Tasks</b>	<ul style="list-style-type: none"> <li>➤ Implement strategic plan recommendations.</li> <li>➤ Designation of a project leader and coordinator.</li> <li>➤ Gain full support of internal and external stakeholders.</li> <li>➤ Approach project systematically.</li> <li>➤ Development of data, benchmarks and procedures.</li> <li>➤ Ongoing analysis of data and compliance with benchmarks.</li> <li>➤ Commitment to continual system improvement.</li> </ul>

<sup>4</sup> <http://www.cpse.org/agency-accreditation/the-benefits.aspx>

# ***APPENDIX A***



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**APPENDIX A**  
**RECOMMENDED KEYSTONE VALLEY FIRE DEPARTMENT**  
**APPARATUS CAPITAL REPLACEMENT PLAN**

YEAR	APPARATUS/VEHICLE TO BE PURCHASED	APPARATUS/VEHICLE TO BE REPLACED	AGE OF VEHICLE	REPLACEMENT COST
2017	Rescue Engine	Rescue 8 – 1994 E-One Engine 8-1 – 1999 KME	22 Years 17 Years	\$650,000
2018	None			
2019	None			
2020	Ambulance/Pumper	2008 Ambulance 2009 TAC	12 Years 11 Years	\$500,000
2021	Command 8	2006 Ford Expedition	15 Years	\$55,000
	Utility Vehicle	New general use vehicle	N/A	\$55,000
2022	None			
2023	None			
2024	Chief 8	2009 Chevrolet 4x4	15 Years	\$60,000
2025	Engine	Engine 8-2 – 2001 Pierce	24 Years	\$750,000
2026	Ambulance	2013 Chevrolet PL Custom	13 Years	\$220,000
2027	None			
2028	None			
2029	None			
2030	None			
2031	Tanker	2006 Mack/4 Guys	25 Years	\$750,000
2032	None			
2033	Ambulance/Pumper	2020 Ambulance/Pumper	13 Years	\$600,00
2034	None			
2035	None			

YEAR	APPARATUS/VEHICLE TO BE PURCHASED	APPARATUS/VEHICLE TO BE REPLACED	AGE OF VEHICLE	REPLACEMENT COST
2036	Command 8	2021 Command Vehicle	15 Years	\$70,000
2037	Quint	2012 Pierce Quint	25 Years	\$950,000
2038	None			
2039	Ambulance	2026 Ambulance	13 Years	\$240,000
2040	None			
2041	None			
2042	Rescue Engine	2017 Rescue Engine	25 Years	\$900,000



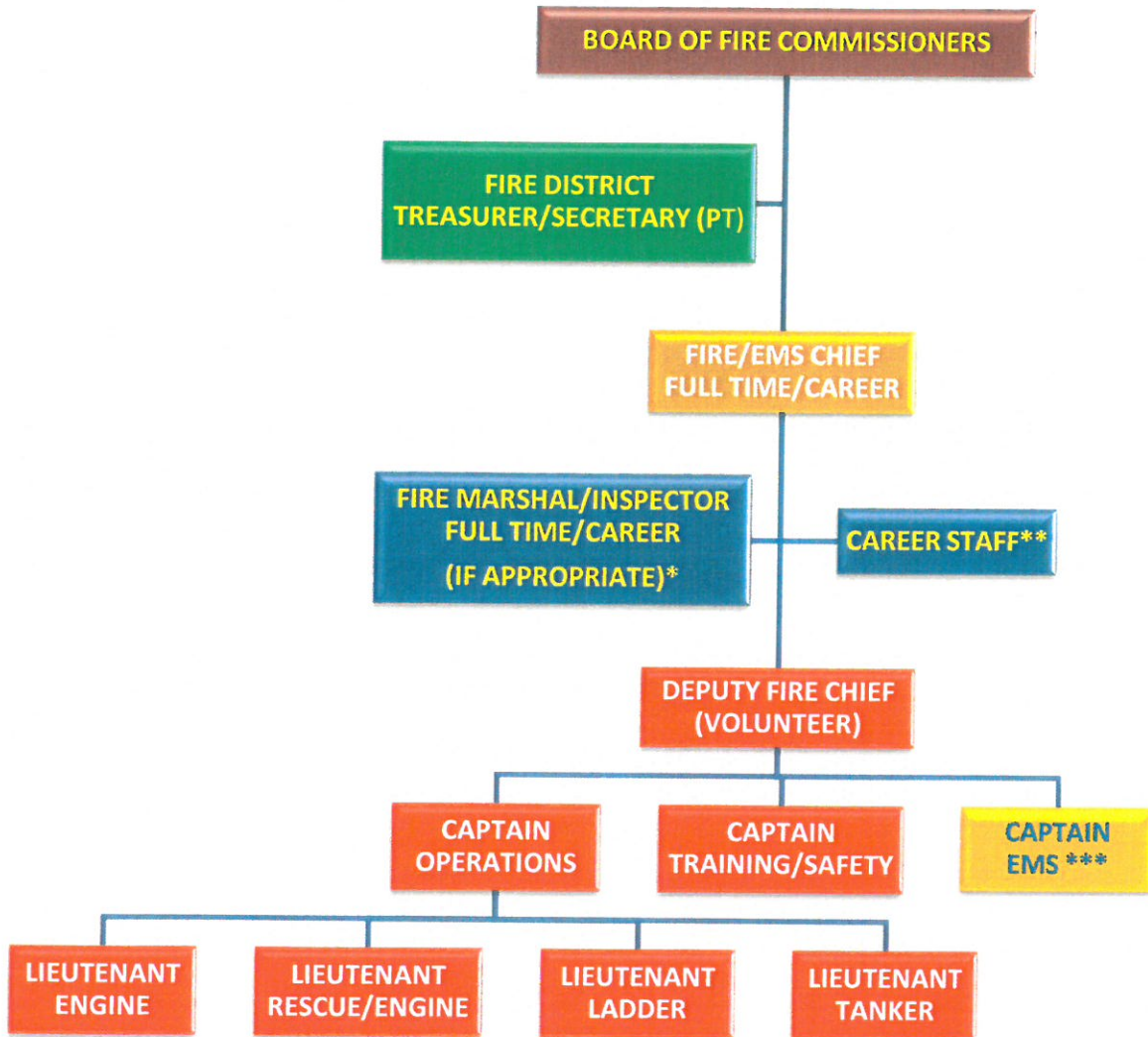
# *APPENDIX B*



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## APPENDIX B

### RECOMMENDED KEYSTONE VALLEY REGIONAL FIRE DEPARTMENT ORGANIZATIONAL STRUCTURE



\* Creation of the position of Fire Marshal/Inspector would be contingent upon the department assuming greater responsibility for fire prevention and code enforcement functions.

\*\* The career staff would be supervised and report directly to the fire chief for day to day operations. However, they would fall into the normal chain of command for emergency scene operations.

\*\*\* The need for a volunteer EMS captain will be predicated upon an increase in volunteer personnel participating in EMS operations.