



FINAL REPORT

West Klickitat Community Task Force

ABSTRACT

A commissioned deliberation, study, and report regarding emergency service levels in the Greater White Salmon community.

Winter 2022/23

Report to the West Klickitat County Fire District 3 Fire Commissioners and White Salmon City Council

FINAL DRAFT February 20, 2023

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I. EXECUTIVE SUMMARY

A. COMMUNITY TASK FORCE OVERVIEW

First, to the volunteer firefighters of the White Salmon Fire Department and Klickitat County Fire District 3:

Being part of this task force has given us a deeper appreciation for how essential your commitment and service is and has been to the safety and well-being of our communities.

Please accept our ongoing and heartfelt thanks.

BACKGROUND

Many cities and fire districts are seeking strategies for more efficient and effective *emergency service delivery models*. Communities continue to grow and create an increasing diversity of demands to be addressed by emergency services. Changes in demographics, wildfire risk, increased recreational activities and other emergency service demands are challenging the current methods and models that Volunteer Fire Departments have utilized for decades.

The Elected representatives of the City of White Salmon and Klickitat County Fire District 3, along with fire department leadership, have recognized these challenges. In mid-2022, they jointly developed and approved a *Fire Action Plan* focused on improving the current level of emergency services in the region and beginning a discussion about the potential benefits of delivering emergency services through a regional model. They hired *mHc Associates*, a Washington State Emergency Services Consulting firm, to assist them with convening and facilitating a citizen task force with members from both the city and the district. The volunteer West Klickitat Fire Districts Task Force met between October 2022 - February 2023 to understand the challenges and opportunities for improved emergency services in the greater White Salmon region, and to provide independent research, analysis, and recommendations on improving regional emergency capabilities and services. This effort builds on the recommendations of a Klickitat County Fire District 3 citizen task force convened in 2013.

The fundamental questions the City and Fire District asked the Task Force to address were:

1. Are the current levels of services being provided meeting community expectations?
2. Are there advantages to addressing current emergency service needs on a regional basis for the greater White Salmon community?

What follows are the Task Force's responses to these two questions.

B. FINDINGS

QUESTION 1:

Are the current levels of services being provided meeting community expectations?

The Task Force has concluded that the current levels of preparedness and services are not sufficient to meet current expectations and future community needs.

Background:

The Chief Fire Officers in both Fire District 3 (KCFD3) and White Salmon (WSFD) are professionals, either full or part-time, and there is part-time professional administrative support for each organization.¹ All other needs in both the fire district and department are served by volunteers from the community, as in most small towns and rural areas. Our community is fortunate to have fellow citizens volunteering their time to train and assist in times of distress and emergency.

Effective response to an emergency event is based on the number of responders and the training of those responding. The training and number relate directly to the safety of the community and the volunteers. At current levels of volunteers, there are not enough people to show up to each emergency, and the loss of only a few volunteers would significantly affect response safety and effectiveness. Neither participating entity has adopted training standards for any position, nor training attendance requirements for safe and effective participation in emergency events. Current training levels for volunteers do not meet state requirements and are not sufficient to provide consistently safe responses for our volunteers or to the many different kinds of emergencies that can occur in our community.

Following are findings identified by the task force:

- A. **Volunteer Recruitment, Training and Retention** – There are currently not enough well-trained volunteers in the KCFD3 and WSFD to ensure adequate emergency response. Training is what turns our volunteer emergency service responders from altruistic, well-meaning individuals into an effective emergency response team. This will require a staffing commitment to a dedicated, skilled, proactive, and consistent recruiting and training program. We believe this training program should be organized based on volunteers' ease of participation and structured to promote certifications and state standards.
- B. **Leadership** – Currently both departments see strong leadership in the Chief Officer position. There is leadership within the volunteer staff, but it is limited by

¹ Fire District 3 has a full-time professional Fire Chief, and two half-time office staff. The White Salmon Fire District has a part-time professional Fire Chief and relies on the City for administrative services.

the need to recruit, train and retain volunteers to fill those middle leadership positions over the long-term. Volunteer leadership is a critical component to group and individual training as well as mentorship. Training should focus on development of volunteer leaders with certification benchmarks and training requirements.

- C. **Threats** - The fire threat in the community has increased exponentially. With a rising population, residential growth into wild land areas, and longer, more severe fire seasons we're on the precipice of a real problem. Over 70% of all fires occurring in the United States are "human caused"². Rural emergency response is statistically the most hazardous to responders. The threats go beyond preventing and fighting fires. The majority of emergency calls are medical in nature. With an aging population, these calls will increase in the future. For all of these threats, our responders need to have the tools, training and an "effective response force" to be safe and return to their families at the end of the day.

- D. **Data & Reporting to Track Performance and Continuously Improve** - Washington law requires every rural fire district to have a written policy with service delivery goals, including response times, and strive to meet their performance goals at least 80% of the time. They are also required to report annually on their performance.³ Currently neither fire department has fully addressed these requirements. A well-run organization can document its performance with data, which would allow accountability to the community and inform ongoing improvement in fire and emergency response. Currently, neither WSFD or KCFD3 appears to track performance data in a form that meaningfully enables an assessment of performance.

- E. **Community Education & Engagement** - It is recognized that this is a rural community with all the challenges that presents for our first responders. Training and participating in community-wide hazard prevention programs, and enabling the community to better help themselves is an essential part of creating a community that is strong, connected and resilient.

- F. **Improving Coordination & Coverage with Emergency Medical Services (EMS)** – There appear to be significant gaps in the county-wide EMS system coverage, with times in which there is no ambulance available to respond to emergencies in the West Klickitat County area. There appears to be little to no communication or coordination with WSFD or KCFD3 when this occurs. The Klickitat County EMS system had over 6 days with no EMS units available in our community in 2022. Better coordination between the fire district, department and county EMS services is essential to provide coverage when an ambulance is needed.

² National Fire Protection Association

³ RCW 52.33.030 and 52.33.040

QUESTION 2:

Are there advantages to addressing current emergency services on a regional basis for the greater WS community?

Yes, the broader community of White Salmon and Klickitat Fire District 3 would benefit from approaching emergency services through a regional approach.

Background:

Currently, Klickitat Fire District 3 and the White Salmon and Bingen fire departments all serve the same regional community, but each have their own fire chief, facilities, equipment, volunteers, administration, and programs. They are funded separately. But, by agreement, they each respond to the same emergencies for mutual aid. In the past, they have coordinated and collaborated on training and equipment, but inconsistently. While they serve the same community, there is a lack of system-wide coordinated planning, volunteer recruitment and training, equipment purchases and administration. This leads to a duplication of efforts and investments, and a missed opportunity to respond to emergencies most effectively and efficiently.

Between the fire district and department, there are different funding sources and structures, leading to inconsistent fire and emergency response funding for the region. This makes it difficult to plan for the future, and offer the most consistent, effective response. The White Salmon Fire Department is funded through the annual city budget from its General Fund in varying annual amounts. Klickitat Fire District 3 covers a large area outside of and surrounding the city limits and is funded through a levy included in property taxes. This provides a consistent annual budget, but one that is unable to keep up with inflation due to a 1% limit on annual increases. We believe a single, regional fire district (called a Regional Fire Authority)⁴ with unified leadership, training and recruiting programs, volunteers, facilities and equipment would better serve our community by providing the most coordinated planning and response, and eliminating redundancies. This would also enable consistent, reliable funding through a single funding source for the region through property taxes.

Following are findings identified by the task force that can be met through a regional approach:

- A. **Consistent Funding for Regional Fire & Emergency Response** - Funding approaches are fundamentally different between the White Salmon Fire Department and Klickitat Fire District 3. A Regional Fire Authority would provide consistent annual funding needed to set up and establish a rigorous long-term budget to include the programs essential to running an effective community-focused Volunteer Fire District for the region.

⁴ RCW 52.26

- B. **Knowledgeable, Accountable Fire Commission Leadership** - Currently, the White Salmon City Council oversees the White Salmon Fire Department, while the Klickitat Fire District 3 Commission oversees its operations. A city council has many competing areas of focus, and, understandably, does not necessarily have expertise in fire and emergency services. A Regional Fire Authority (RFA) is governed by an elected commission, which is focused only on providing excellent fire and emergency services for the community and is accountable to the voters for achieving that goal.

- C. **Long-Term Budgeting** – Inclusion of essential programs into a yearly and long-term budget, based on reliable, stable annual funding enables a district to build effective long-term programs and plan for the future. Specifically, a stable funding source and long-term budgeting would enable the district to provide more effective resources for volunteer recruitment, a robust training program, leadership development and community education. Additionally, funding for large capital purchases can be included in long-term budgets to limit the risk of operational funding going to capital expenditures.

- D. **Eliminate Redundancies and Improve Capabilities** – Currently WSFD and KCFD3 have rolling equipment that is redundant and could be converted to equipment that would provide additional capability to the department. Back-up equipment needs can also be simplified, and equipment standards and needs can be applied and sourced across a single RFA.

- E. **Simplify Reciprocal Agreements** – Between each department there are agreements that outline how chain of command, equipment and leadership is addressed in emergency responses with both departments. These become unnecessary and simplify the complex task of an emergency response by enabling one unified response plan.

C. COMMUNITY TASK FORCE RECOMMENDATIONS

Following are the Task Force's recommendations to improve emergency services for this community. These recommendations include creation of a Regional Fire Authority to enable more coordinated, effective regional response and avoid duplication of equipment and programs.

- A. **Create a Regional Fire Authority under RCW 52.26** - Create a Regional Fire Authority (RFA) serving the current areas of WSFD and KCFD3. This should be a new district to take over the tasks of the two above mentioned jurisdictions. Formation of this RFA should simplify the inclusion of additional neighboring departments in the future, should this become desirable.
- B. **Create a Consistent Funding Source for the RFA** - Create a stable, consistent funding source for the Regional Fire Authority through a single property tax levy sufficient to meet the needs identified to provide improved fire and emergency services to the community in the future.
- C. **Create Annual and Long-Term Budgets to Meet Identified Needs** - Create an annual and long-term budget for the new Regional Fire Authority that includes elements to build a strong volunteer department. This should include:
 1. Volunteer Recruitment Program
 2. Volunteer Training Program
 3. Leadership Development Program
 4. Community Education and Engagement Program
 5. Future Equipment and Facility Needs
- D. **Recruit, Train and Retain an Excellent Corps of Volunteers** – Volunteers are the life blood of rural emergency response. The reasons to volunteer are many and varied, and good recruitment and efforts to support and retain volunteers is essential. To that end we recommend studying implementation of the following efforts.
 1. **High School education/training “Cadet” program** – participants in the full curriculum of the program would graduate with fire certifications in addition to participating with the Fire District. (See Lyle Fire Department program)
 2. **Training** – Training program focused on volunteer needs and availability. Targeted to advancing each volunteers' interests and additional certifications, and to ensure the skills and emergency response within the RFA meet the needs of the community and volunteer safety.
 3. **Leadership** – Advanced training and leadership requirements and opportunities for those interested. Should include tuition and travel.

4. Compensation – Volunteer compensation needs to be consistent with the effort and expenses of volunteers.
 5. Community Engagement – Starts and stops with the volunteers. Publicly visible, inviting, knowledgeable, and educated community engagement improves local emergency prevention and response.
- E. **Create Performance Goals, Publicly Track Data & Report Annually** – Create performance goals, and a system to meaningfully track, measure and document emergency response in the RFA. Annually report on performance transparently and publicly with a plan for continuous improvement. In addition, an effort should be made to align the reporting standards amongst other coordinated agencies such as Klickitat EMS, Bingen Fire & Lyle Fire for a more complete view of all emergency services rendered.
- F. **Coordination & Coverage with Emergency Medical Services (EMS)** – Given the significant gaps in the county-wide EMS system coverage, the RFA should negotiate a reciprocal agreement with the county to coordinate EMS resources and dispatch for improved coverage. It should also consider how to best provide its own ambulance service, given that Fire District 3 has an underused ambulance in its fleet.
- G. **Offset White Salmon Resident Property Taxes** - When a new Regional Fire Authority is created, the City funding that has been provided for the White Salmon Fire Department in the past will no longer be spent on the fire department. However, City residents will have a new line item in their property taxes to pay for the Regional Fire Authority. Therefore, we recommend that the City of White Salmon reduce resident property taxes for the City by at least half to partially offset the increase in resident property taxes to pay for the new Regional Fire Authority.
- H. **Provide Community Education and Engagement** – The Regional Fire Authority should be responsible for taking the lead on education and engagement with the community on several fronts.
1. Wildfire risks and prevention
 2. Emergency response expectations
 3. CPR/First aid

II. APPENDIX

The following data in this Appendix (Sections A-E) was provided to the Task Force by a consultant from mHc Associates, Bob Merritt, who facilitated the Task Force process.

Appendix A: COMMUNITY TASK FORCE MEMBERS

Member Name	Area	Member Name	Area
Tao Berman	City	Melinda Heindel	District
Michelle Mayfield	City	Allison Hensey	District
Nate Reagan	City	Lloyd Olson	District
		Chris Wiggins	District
		Eric Wilson	District
		Sandy Montag [alternate]	District

Eleven local residents were recruited for the Community Task Force – five from the City and five (plus one alternate) from Fire District 3. However, two City residents dropped off the task force before meetings began due to scheduling conflicts. Due to time constraints, the Task Force proceeded with eight voting members and one alternate.

Appendix B: DEFINITIONS

The following terms are defined for the express use and purpose of this Task Force Report:

Fire Action Plan: A public document jointly developed and adopted by the City of White Salmon and Klickitat County Fire District defining a *cooperative services project* which commissions a community task force to assist in evaluation of current emergency services and consideration for alternative methods and models for services delivery and funding.

Klickitat County Fire District 3 (KCFD3): The established fire district encompassing the rural areas surrounding the City of White Salmon.

Level of Service: In public safety organizations whose emergency services are time and outcome based, *Level of Service* is defined as the timeliness, effectiveness and efficiency in which resources are deployed and respond to and mitigate emergency incidents in the community.

Performance Measures: In public safety organizations, *performance measures* are established 'goals', 'benchmarks' or other 'targets' that are adopted by the respective policymakers for emergency response and response performance in providing emergency services.

Public Policy: In government agencies and organizations, the principal guide, doctrine and decisions made by a governing board that define the essence, philosophy, operations, services and performance of their respective public entity.

Service Delivery System/Model: In public safety agencies, the staffing, deployment, and response template that is employed to provide and deliver emergency services to the respective district or community.

White Salmon Fire Department (WSFD): The established fire department serving the City of White Salmon.

WSRB: A non-profit, private organization that insurance companies in Washington State subscribe to which examines, tests and grades local fire departments and fire districts based upon their capabilities. Insurance companies then base their risk and rates based upon the grading of the fire department or fire district.

Appendix C: JOINT FIRE ACTION PLAN

For many years, the City of White Salmon and Klickitat County Fire District 3 [*which surrounds the City of White Salmon*] have been in conversation about considering a more formal arrangement for cooperative delivery of emergency services in the region.

On June 21, 2022, both elected bodies met in joint session to further these efforts. At the joint session, the Fire Commissioners and City Council heard a presentation by consultants of mHc Associates. As a result, the City Council and the Fire Commissioners directed staff to prepare a FIRE ACTION PLAN to be brought back to both the City Council and Fire Commission for consideration and adoption. The FIRE ACTION PLAN provides the steps, strategies, and process of preparing to submit to the citizens a ballot measure regarding enhanced emergency services in the region.

VISION: A regional approach to all “ALL RISKS” fire and emergency response service that is more effective and efficient with dedicated funding.

GOALS: Here are the goals of this FIRE ACTION PLAN process.

1. Establish a Citizen Task Force to assist and develop a set of recommendations.
2. Evaluate for both the City and the Fire District the potential Level of Service benefits of a more formal ‘regional’ operation to the delivery of emergency services.
3. An efficient and effective “all risks” emergency services model with dedicated funding.
4. Recommend an acceptable ‘level of service’ for the region for all risks.

PROCESS:

STEP 1: Development of an Action Plan to achieve the vision and goals. **Complete** (June 24-30)

STEP 2: For the Fire Board and the City Council to adopt the proposed Action Plan. **Complete** (July 6-15)

- a. Fire Board meeting July 14
- b. City Council either July 6th or 20th.

STEP 3: Fire District to contract with mHc Associates to facilitate the Action Plan. **Complete** (July 14)

STEP 4: Jurisdictions to enter into an Interlocal Agreement to share costs. **Complete** (July 20)

STEP 5: City approves Interlocal Agreement. **Complete** (July 20)

STEP 6: Consultant begins work. (July 21)

STEP 7: Begin recruitment campaign for Citizen Task Force members. **Complete**

- a. 10 members with equal representation between city and district.
- b. Members selected through collaboration of consultant and both chiefs.

STEP 8: Convene Task Force and do training and orientation. **Complete**

STEP 9: Begin work of Task Force (October) **Complete**

STEP 10: Begin regular monthly reports to City Council and Fire District Board by the two Chiefs and Consultant. **Complete** (October)

STEP 12: Presentation of Task Force final report and recommendations to both Fire District Board and City Council. (December 2022)

Appendix D: SUPPORTING DATA

Appendix D-1 “All Risks” Training Certifications

The following table has been developed by a panel of Washington Fire Chiefs using Federal, State and Local standards in DEFINING established Training Certification Levels for Firefighters; EMS personnel and Rescue Personnel for the respective risk disciplines typically found in communities large and small. The training requirements and certifications either “restrict” or “allow” a trained emergency responder to participate in response efforts BASED UPON their level of training and certification for a specific type of emergency.

	EXTERNAL SERVICE	Level of Service / Training	DEFINITION: What Can They DO???
FIRE SUPPRESSION	Structural	<i>Non-IDLH</i>	Fire suppression support activities (<i>set-up lighting, apparatus operations, water supply, load hose, etc.</i>) support FF-1 personnel restricted to OUTSIDE of the established fire scene
		<i>FF-I</i>	Offensive and defensive structural fire suppression, rescue activities
		<i>FF-II</i>	Offensive and defensive structural fire suppression, rescue activities; may perform as single-resource supervisor
	Wildland	<i>FF2</i>	Entry level wildland fire suppression
		<i>FF1</i>	Advanced level wildland fire suppression, inter-face structural protection and tactical decision making.
		<i>Single Resource Boss</i>	Crew Leader / Advanced knowledge in fire behavior, tactics, weather and inter-face structural protection
		<i>Strike Team/Task Force Leader</i>	Leader of multiple resources / Advanced knowledge in Strategy & Tactics
		<i>Division Supervisor</i>	Major incident strategy, tactics and multiple resources management
	Marine	<i>Awareness</i>	Identify the risk and request appropriate resources; basic dock, marina or shoreline suppression support activities; support FF-1 personnel; restricted to OUTSIDE of the established fire scene
		<i>FF-I</i>	Offensive and defensive marine fire suppression, rescue activities
		<i>FF-II</i>	Offensive and defensive marine fire suppression, rescue activities; may perform as single-resource supervisor
	Aircraft	<i>Awareness</i>	Identify the risk and request appropriate resources; basic aircraft suppression support activities; support FF-1 personnel; restricted to OUTSIDE of the established fire scene
		<i>FF-I</i>	Advanced level aircraft fire suppression, rescue protection and tactical decision making.
		<i>FF-II</i>	Advanced offensive and defensive aircraft fire suppression, rescue activities; may perform as single-resource supervisor

	EXTERNAL SERVICE	Level of Service / Training	DEFINITION: What Can They DO???
		ARF	Regulated by Federal Aviation Administration. Advanced knowledge and ability to mitigate large commercial aircraft emergencies.
RESCUE	Vehicle	Awareness	Identify risks and assist Operational personnel with vehicle extrication, fire protection and patient treatment and packaging
		Operational	Identify risks; triage, supervise and perform vehicle extrication and patient packaging. Supervise other personnel
		Technical	Identify risks; triage, supervise and perform advanced and technical vehicle extrication and patient packaging. (i.e. deploy shoring to stabilize a sink hole) Supervise other personnel
	Water	Awareness	Identify risks and assist Operational personnel with water rescue and patient treatment. Restricted to shoreline activities
		Operations	Identify risks and perform defensive tactics to mitigate the incident. Supervise other personnel
		Technical	Identify risks and perform advanced offensive tactics; Enter water and perform above water rescue. Supervise other personnel
	Ice	Awareness	Identify risks and assist Operational personnel with ice rescue and patient treatment. Restricted to shoreline activities
		Operations	Identify risks and perform defensive tactics to mitigate the incident. Supervise other personnel
		Technical	Identify risks and perform advanced offensive tactics; Enter water and perform above water ice rescue. Supervise other personnel
	High/Low Technical	Awareness	Identify risks and assist Operational personnel with High/Low angle rescue operations and patient treatment. Restricted to Safety Zone activities
		Operations	Identify risks; establish High/Low angle rope rescue configurations and perform defensive tactics to mitigate the incident. Supervise other personnel
		Technician	Identify risks and perform advanced offensive tactics; Enter water and perform above water rescue.
	Urban	Awareness	Identify the risk and request appropriate resources
		Operations	Access & Extricate victim
		Technician	Provide advanced level extrication techniques if needed (see High/Low Angle Rescue Tech)
EMS	First Aid/CPR	AHA First Aid CPR certification	
	First Responder	Patient assessment; triage, basic life support first aid treatment	
	EMT	Patient assessment; triage, basic life support first aid treatment. Assist with very few medications (Epi, Nitroglycerin, and Aspirin. Secure the airway. Attend BLS patient in ambulance transport	

	EXTERNAL SERVICE	Level of Service / Training	DEFINITION: What Can They DO???
		<i>A-EMT</i>	Provide patient assessment; triage, intermediate life support treatment life support. <i>Administer</i> certain medications and obtain IV access. Secure the airway.
		<i>ALS (Paramedic)</i>	Provide patient assessment; triage Advanced Life Support. Administer all medications. Provide advanced airway placement. Perform chest decompression (collapsed lung), Cricothyrotomy, etc.
	HAZ MAT	<i>Awareness</i>	Identify Haz Mat risk; perform evacuations and request appropriate resources. (<i>Support Operations level personnel</i>)
		<i>Operations</i>	Identify Haz Mat risk; perform evacuations and request appropriate resources. Perform defensive tactics to mitigate minor incidents. (<i>i.e. dam, dike, divert</i>) Supervise other personnel
		<i>Technical</i>	Identify Haz Mat risk and garner appropriate resources Perform offensive tactics to mitigate major incidents. Perform offensive tactics to mitigate the incident. (<i>i.e. plug or patch</i>) Supervise other personnel
	Public Service	<i>All Public Service requests</i>	As authorized Fire Chief and/or Captains
		<i>Selective Public Service Requests</i>	As authorized Fire Chief and/or Captains
	Disaster	<i>Planning</i>	<ul style="list-style-type: none"> • Conducting and maintaining a Community Risk Analysis • Participate in local and Regional Emergency Planning efforts • Developing local disaster planning, management, control and mitigation efforts
		<i>Mitigation</i>	<ul style="list-style-type: none"> • Training all City staff • Developing and maintaining C.E.R.T. teams
		<i>EOC</i>	Design and provision of modern and inter-operable Emergency Operations center and/or capabilities
	Prevention Inspections	<i>Courtesy</i>	<ul style="list-style-type: none"> • Provide periodic visitations and efforts to assist businesses, commercial and public facilities in the prevention of fire, overall safety
		<i>Code Enforcement</i>	
	Public Education	<i>First Aid/CPR</i>	Providing regular, periodic public first aid and CPR classes
		<i>C.E.R.T</i>	FEMA Community Emergency Response Team Training
		<i>School Programs</i>	NFPA Safety Education curriculum in schools and Daycare
		<i>Fire Safety</i>	General Fire/Injury Safety training to public; events
		<i>Babysitting</i>	Baby-sitting Safety Training for young teens

When these standards and certification requirements are applied to a response agency, an “inventory” of trained personnel may be cataloged to express the depth and concentration of the skills and certifications community responders have in the various types of community risk scenarios.

The following table is an INVENTORY of the CURRENT NUMBER OF PERSONNEL in WSFD and KCFD#3 that are **trained** and **certified** in the various emergency services disciplines. The purpose of this exercise is to begin developing a baseline of current levels of response training compared to the potential risks that your organization faces. External Services describe the type of activity, the last two columns indicate the number of volunteers in each organization and their training level.

WSVFD and KCFD3 emergency responders that are trained and certified [circa 2021].

EXTERNAL SERVICES		Cert. Lvl.	Volunteers Certified		
			WSFD	KCFD#3	
			Fire Suppression	structural	<i>Non-IDLH</i>
<i>Basic</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0			
<i>FF-I</i>	<input type="checkbox"/> 3	<input type="checkbox"/> 11			
<i>FF-II</i>	<input type="checkbox"/> 1	<input type="checkbox"/> 1			
wildland	<i>FF-I</i>	<input type="checkbox"/> 2		<input type="checkbox"/> 13	
	<i>FF-II</i>	<input type="checkbox"/> 1		<input type="checkbox"/> 1	
marine	<i>Basic</i>	<input type="checkbox"/> 0		<input type="checkbox"/> 0	
	<i>FF-I</i>	<input type="checkbox"/> 0		<input type="checkbox"/> 0	
	<i>FF-II</i>	<input type="checkbox"/> 0		<input type="checkbox"/> 0	
aircraft	<i>Basic</i>	<input type="checkbox"/> 0		<input type="checkbox"/> 0	
	<i>FF-I</i>	<input type="checkbox"/> 0		<input type="checkbox"/> 0	
	<i>FF-II</i>	<input type="checkbox"/> 0		<input type="checkbox"/> 0	
	<i>ACFR</i>	<input type="checkbox"/> 0		<input type="checkbox"/> 0	
Rescue	vehicle	<i>Basic</i>		<input type="checkbox"/> 0	<input type="checkbox"/> 0
		<i>Awareness</i>		<input type="checkbox"/> 16	<input type="checkbox"/> 9
		<i>Operations</i>	<input type="checkbox"/> 3	<input type="checkbox"/> 0	
		<i>Technical</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 5	
	water	<i>Basic</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 11	
		<i>Awareness</i>	<input type="checkbox"/> 3	<input type="checkbox"/> 0	
		<i>R&I</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0	
		<i>Operations</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0	
		<i>Technical</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0	
	ice	<i>Basic</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0	
		<i>Awareness</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0	
		<i>R&I</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0	
		<i>Operations</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0	
		<i>Technical</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0	
	hi-low angle rope	<i>Basic</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 2	
<i>Awareness</i>		<input type="checkbox"/> 0	<input type="checkbox"/> 0		
<i>R&I</i>		<input type="checkbox"/> 0	<input type="checkbox"/> 0		
<i>Operations</i>		<input type="checkbox"/> 0	<input type="checkbox"/> 0		
<i>Technical</i>		<input type="checkbox"/> 0	<input type="checkbox"/> 1		
urban	<i>Basic</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0		
	<i>Awareness</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0		
	<i>R&I</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0		
	<i>Operations</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0		
	<i>Technical</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0		
wilderness	<i>Basic</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0		

		<i>Awareness</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0
		<i>R&I</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0
		<i>Operations</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0
		<i>Technical</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0
EMS		<i>Basic</i>	<input type="checkbox"/> 16	<input type="checkbox"/> 9
		<i>FR</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0
		<i>EMT</i>	<input type="checkbox"/> 2	<input type="checkbox"/> 0
		<i>EMT-IV</i>	<input type="checkbox"/> 1	<input type="checkbox"/> 0
		<i>Adv. EMT</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0
		<i>ALS</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0
		<i>Transport</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 2
EXTERNAL SERVICES		Cert. Lvl.	Volunteers Certified	
HAZ. MAT.		<i>Basic</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0
		<i>Awareness</i>	<input type="checkbox"/> 17	<input type="checkbox"/> 0
		<i>Operations</i>	<input type="checkbox"/> 2	<input type="checkbox"/> 1
		<i>Technical</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 1
	Public Service	<i>All requests</i>	<input type="checkbox"/> 3	<input type="checkbox"/> 0
		<i>Selective</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0
	Disaster	<i>Planning</i>	<input type="checkbox"/> 1	<input type="checkbox"/> 1
		<i>Mitigation</i>	<input type="checkbox"/> 1	<input type="checkbox"/> 0
		<i>EOC</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 1
	Inspections	<i>Courtesy</i>	<input type="checkbox"/> 1	<input type="checkbox"/> 3
		<i>Code enforcement</i>	<input type="checkbox"/> 1	<input type="checkbox"/> 0
	Public Education	<i>CPR</i>	<input type="checkbox"/> 1	<input type="checkbox"/> 0
		<i>First aid</i>	<input type="checkbox"/> 1	<input type="checkbox"/> 0
		<i>C.E.R.T.</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0
		<i>School curriculum</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0
		<i>Fire safety</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 6
		<i>Babysitting</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0
		<i>Wildland</i>	<input type="checkbox"/> 0	<input type="checkbox"/> 0

In interpreting the combined tables [for Structural Firefighting], most of the WSPD personnel would not be permitted to engage in “offensive” or “defensive” firefighting activities. “Offensive” operations are defined as mitigating efforts employed on the *interior* of a structure fire – search and rescue; suppression; ventilation; salvage and overhaul.

The same table would indicate that [in 2021] less than 50% of KCFD3 volunteers could actively participate in offensive and defensive activities at a structure fire.

Appendix D-2 Volunteer Training Participation

Providing quality and safe fire and emergency medical services requires well-trained personnel and officers. Training and education is a critical part of any fire service organization and should be a critical function of our fire departments. Without a quality, comprehensive training program, emergency outcomes are compromised, and department personnel are at risk. This educational path for fire department members to follow, also builds a continuity and consistency in leadership and leadership development.

“A good training program is undoubtedly the single most important factor producing and maintaining a high proficiency in any fire department. It not only produces high efficiency initially, but also affects future efficiency when we consider that the rawest recruit now being trained may be chief of the department or at least a senior officer in 20 or 30 years.”

Anthony Granito, author of Fire Service Instructor’s Guide

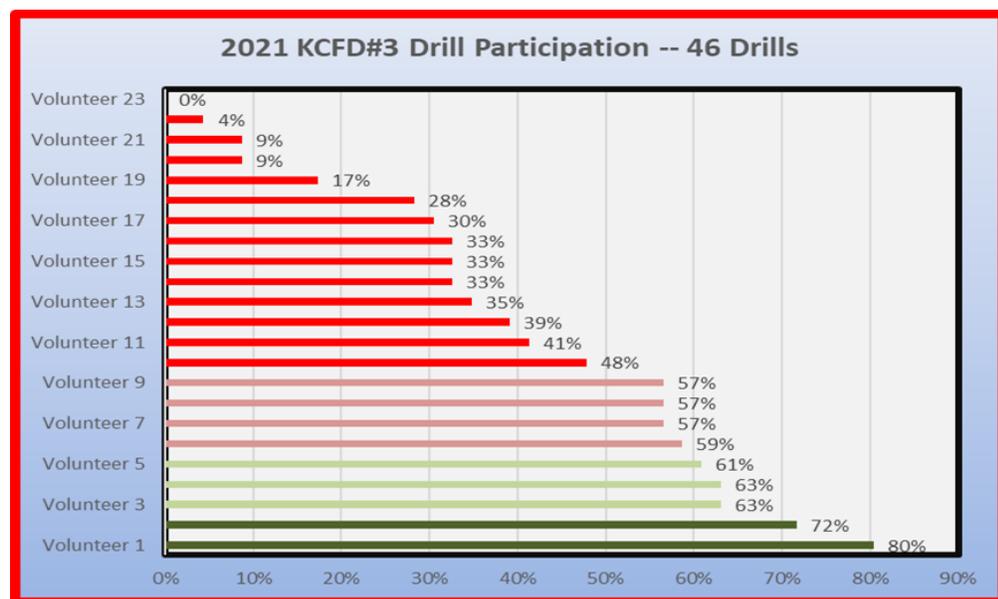
While individual experiences may give an individual competency to perform the routine tasks, it can never yield insight into the wide range of possibilities likely to be encountered during emergency incidents.

The goals of training should always focus on performance, never merely on acquiring a certain number of training hours and should be “front-end loaded” with minimum training requirements, minimum training attendance and periodic testing for proficiencies. The function of a training program is knowledge, technical skills and perhaps most importantly it is developing the self-confidence to perform under stressful and often hostile conditions. A training program must be systematic, and must provide positive feedback to the trainee, firefighter, or officer. Critical to small communities is an adequate response force and one that is trained in the various “risk disciplines” to meet the community challenges.

During analysis of both WSFD and KCFD3 training attendance data, it was noted that a greater portion of volunteers attended less than 50% of the 30-46 weekly training events in 2021.

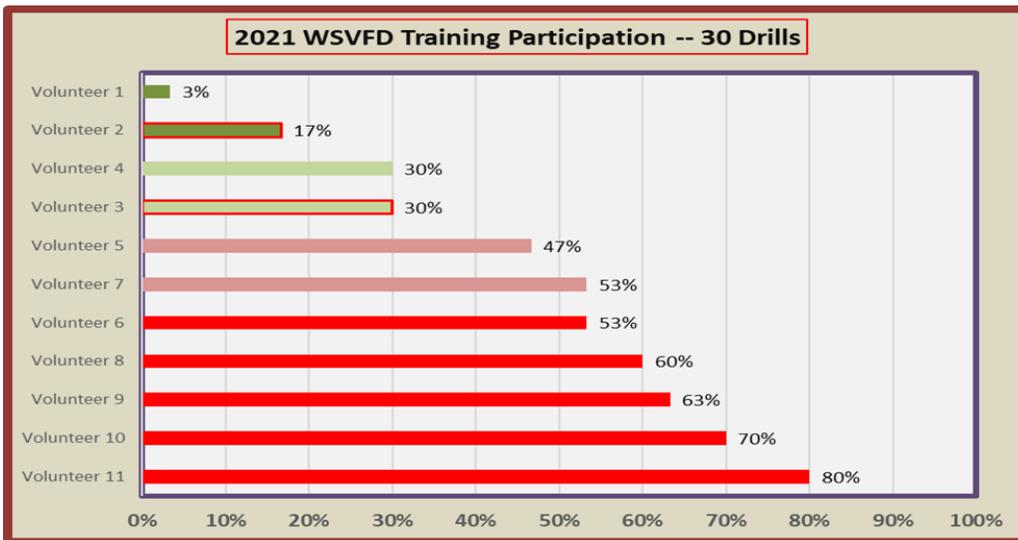
KCFD3

Name	RANK	ACTIVE VOLUNTEER ??	EMPLOYMENT: In / Out of District ??	Day/Night/Weekend RESPONDER	Basic Recruit School	Firefighting Cert Level (FF-I/ FF-II)	EMS Certification Level	FSAC FFI	Emergency Vehicle Driver Training	HAZMAT Certification Level	Apparatus Operator Level	IS100	IS200	700	300	800
SAMPLE	FF-FF1-LT	In-Out	D-N-WE	X	FF1	EMT	Y-N									
Abercrombie	Recruit	X	out	N WE	X											
Andrews	FF	x	na	D			N	Y	A	D	Y	Y	N	N	N	N
Billette	FF	x	out	N WE			N	Y	A	D	N	N	N	N	N	N
Bosler		x	na	D			N	Y	N/A	D	Y	Y	N	N	N	N
Craft	Recruit	X	In	D N WE	X	FF1	EMT	N	N	N/A	N/A	Y	Y	Y	N	N
Camp	FF		out	N WE			EMT	N			Y	Y	Y	N	N	N
Cortes- Gonzalez	FF1	x	out	N WE	x	FF1	EMT	N	Y	Ops	D	Y	Y	Y	N	N
Griffin	FF1		out	N WE	x	FF1	EMT	N	Y	A	D	Y	Y	Y	N	N
Grose	Capt	x	out	D N WE			N	Y	A	D	Y	Y	N	N	N	N
Helton	Capt	x	out	D WE			EMT	N	Y	Ops	D	Y	Y	Y	N	N
Kellev		x	In	N WE	X	FF1	N	N	A	N/A	Y	Y	Y	N	N	N
Herbeck	FF		out	D N WE			EMT	N	Y	A	D	Y	Y	Y	N	N
Landgren	FF1	x	out	N WE			N	Y	A	D	Y	Y	Y	N	N	N
Lanz	FF1	x	out	N WE	x	FF1	N	Y	A	D	Y	Y	Y	N	N	N
Larson D	FF1		out	D N WE	X		EMT-P	N	Y	A	D	Y	Y	Y	N	N
Payne	FF1	x	In	D N WE	X	FF1	EMT	N	N	A	N/A	Y	Yq	Y	N	N
Larson K	FF1		out	D N WE	X		EMT-P	N	Y	A	D	Y	Y	Y	N	N
Pierce	FF1	x	out	N WE	x	FF1	N	Y	A	D	Y	Y	Y	N	N	N
Plumb	FF1	x	in	D N WE	x	FF1	EMT	N	Y	A	D	Y	Y	Y	Y	N
Renault	EMT	x	out	D N WE			EMT	N	Y	A	D	Y	Y	Y	Y	N
Reynolds	FF	x	na	D N WE	x	ET FF1	N	Y	A	D	Y	Y	N	N	N	N
Riggleman	Capt	x	in	D N WE	x		N	Y	A	D	Y	Y	N	N	N	N
Shepard	FF1		out	N WE			N		N/A	D	Y	Y	N	N	N	N
Wardwell	FF1		in	N WE			EMT	N	Y	A	D	Y	Y	Y	Y	N
Wiserniq	FF		in	N WE	x		N	Y	A	D	Y	Y	N	N	N	N



WSFD

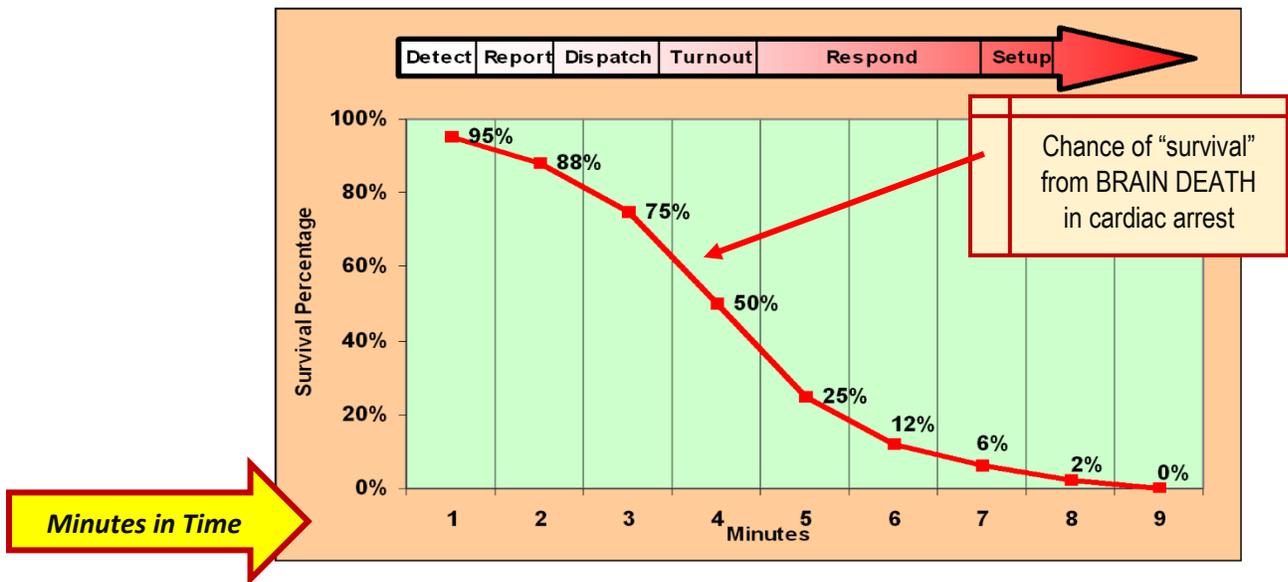
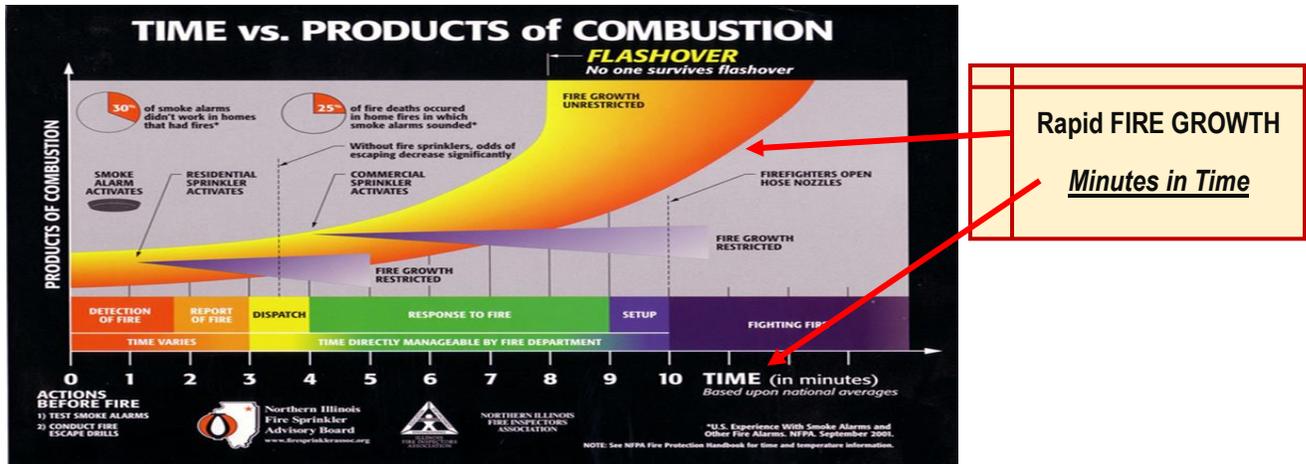
Name	RANK	ACTIVE VOLUNTEER ??	EMPLOYMENT: In / Out of District ??	Day/Night/Weekend RESPONDER	Basic Recruit School	Firefighting Cert Level (FF-I/FF-II)	EMS Certification Level	IFSAC FFI	Emergency Vehicle Driver Training	HAZMAT Certification Level	Apparatus Operator Level	/S100	/S200	700	300	800
SAMPLE	FF-FF1-LT		In-Out	D-N-WE X			Y-N									
Crites	FF		Out	D	No		N	N				N	N	N	N	N
Gilmer	Capt	x	In	D	No		E	N	Y	A	D	Y	Y	Y	N	Y
Berkey	FF	x		NWE	No			N				N	N	N	N	N
Hunsaker	Chief	x	In	D-N-WE	X	FF1		N	Y	A	D	Y	Y	Y	Y	Y
Marean	FF		out	D NWE	No		N	N	A			Y	Y	Y	N	Y
Moore	FF	x	In	D NWE	No		N	N	A			Y	Y	N	N	Y
Perala	FF1	x	out	NWE	No		N	Y	A	D	Y	Y	Y	Y	N	Y
Rocha	FF1	x	out	NWE	No		N	Y	A	D	Y	Y	Y	Y	N	Y
Stiffler	FF1		In	D	X	FF1		N	N	A		Y	Y	Y	N	Y
Swann	FF1	x	In	D	No			N	Y	A	D	N	N	N	N	N
Swanson	FF1	x	In	D NWE	X	FF1		N	Y	A		Y	Y	Y	N	Y
Wardwell	Capt	x	Out	NWE	X	FF1	E	Y	Y	Ops	D	Y	Y	Y	Y	Y
Breon	FF	x	In	NWE	No			N	N	A		Y	Y	Y	N	Y
Brake	FF	x	Out	NWE	No			N	N	A		Y	Y	Y	N	Y
Fink	FF	x	Out	D NWE	No			N	N	A		Y	Y	Y	N	Y
Ryan	FF	x	Out	NWE	X	FF1		N	N	A		Y	Y	Y	N	Y
Perala, J	FF	x	In	NWE	No			N	N	A		Y	Y	Y	N	Y
Garcia	FF1	x	Out	D	X	FF1		N	N	A		Y	Y	Y	N	Y



Appendix D-3 Minimum “Effective Force” vs. Responder data

Of all of the areas that have the most significance in the area of defining LEVELS OF SERVICE, ***the TIME*** it takes for an emergency response vehicle to reach the scene of an emergency once a 9-1-1 call occurs and for emergency crews to initiate mitigation efforts **remains one of most critical considerations.**

Fire, rescue and medical emergencies are **“time and outcome based”** and arriving at the scene of any type of tragedy in a timely fashion is paramount to the outcome. An old Fire Service axiom states **“the first five minutes of any emergency incident defines the outcome and activities of the next five hours.”**⁵



The following definitions break down how **EXPENDED TIME** is measured for a fire department’s response capabilities for each fire response zone. [Zone 1= Grow Management area; Zone 2= rural] A

fire district or department should set response time goals for each of the categories below based on the needs of the emergency.

FD Level of Service Matrix					
	'Level of Service' Element	Type of Incident	FD GOAL 'Command'	FD GOAL Zone 1	FD GOAL Zone 2
	CALL PROCESSING & DISPATCH				
	<i>The amount of time it takes for Dispatch to receive a 9-1-1 call, adequately process it and dispatch it to FD</i>	Fire Response	-----minutes		
		EMS/Rescue Response	-----minutes		
		Haz Mat Response	-----minutes		
		Public Service	-----minutes		
	'Level of Service' Element	Type of Incident	FD GOAL 'Command'	FD GOAL Zone 1	FD GOAL Zone 2
	FD 'TURN-OUT' TIME				
	<i>The amount it takes for the first staffed FD unit to respond after being dispatched</i>	Fire Response	-----minutes		
		EMS/Rescue Response	-----minutes		
		Haz Mat Response	-----minutes		
Public Service		-----minutes			
	'Level of Service' Element	Type of Incident	FD GOAL 'Command'	FD GOAL Zone 1	FD GOAL Zone 2
	FIRST FD UNIT ON THE SCENE				
	<i>The amount it takes for the first staffed FD unit to arrive at the emergency scene</i>	Fire Response	-----minutes		
		EMS/Rescue Response	-----minutes		
		Haz Mat Response	-----minutes		
Public Service		-----minutes			
	'Level of Service' Element	Type of Incident	FD GOAL 'Command'	FD GOAL Zone 1	FD GOAL Zone 2
	ARRIVAL OF THE REMAINING 'EFFECTIVE RESPONSE FORCE'				
	<i>The amount it takes for the remaining first -alarm assigned units to arrive at the scene</i>	Fire Response	-----minutes		
		EMS/Rescue Response	-----minutes		
		Haz Mat Response	-----minutes		
Public Service		-----minutes			

- **Dispatch Time:** The time it takes the dispatcher to answer the 911 call and dispatch the emergency vehicles.
- **Reaction [Turn-out] Time:** The amount of time it takes emergency personnel to respond to the fire station, don their personal protective equipment/clothing [PPE], get in their emergency vehicle(s) and start to respond to an incident after being notified by the dispatcher.
- **First Arrival Time:** The amount of time required for the first emergency personnel/vehicle to safely drive/travel to the emergency.
- **Effective Work Force Time:** The time it takes to assemble the required number of emergency responders/resources to create an effective work force for the type of emergency.

While each of these elements have a direct effect on the **timing** and **outcome** of an emergency incident, only the REACTION/TURN-OUT element is truly 'manageable' by emergency services agencies.

With "Dispatch" being located and operated under another Klickitat County agency in Goldendale -- and only basic dispatch protocols are employed -- the West Klickitat fire agencies have little say or influence on the efficiency or timeliness of each 9-1-1 incident. In the 2013 KCFD3 Community Level Of Service [LOC] Task Force Report, it was noted that the "average" time of dispatch [from time the 9-1-1 call was received until the time the dispatch person activated the Fire District pagers] was approximately 3.5 minutes.

Additionally, the actual "on the road" response time for responding emergency apparatus to arrive at an emergency is a 'constant' due to roads, road conditions, etc. The only exception would be during inclement weather where response times are extended.

Lastly, the calculated times for an "effective response force" [see Critical Tasking Element in Responder analysis] are solely dependent upon the availability of other volunteer firefighters and EMT's from the host entity and/or mutual aid fire departments PLUS their response time from afar.

Subsequently, a community or emergency response agency can only "effect change" to its level of service in either accepting-or-enhancing the "Reaction/Turn-Out" time of their personnel and apparatus. Level of service calculations and analysis must consider in a volunteer setting that a responding volunteer will go through a number of steps to get to their private vehicle [at home], respond "safely" to the fire station; don their PPE; conduct a quick "walk around" of the emergency vehicle to insure it is ready to respond; await [at least] one additional volunteer to arrive and don their PPE -- then fire-up the vehicle and respond. If the event occurs at night, the time is expanded by the volunteer waking up and dressing themselves before racing out the door. In short, developing, adopting, and implementing Level of Service models must consider the 8-10-minute REACTION/TURN-OUT TIME in their calculations OR consider creative [in station] staffing models.

The following is the "Response Time" data provided by Klickitat County Fire District 3 and White Salmon Volunteer Fire Department. Both entities agree that the data has a variance in reliability and the Task Force and Facilitator do not consider the response data to be an accurate indicator of arrival of an Effective Work Force.

KCFD3

Klickitat Fire District #3

Husum, WA

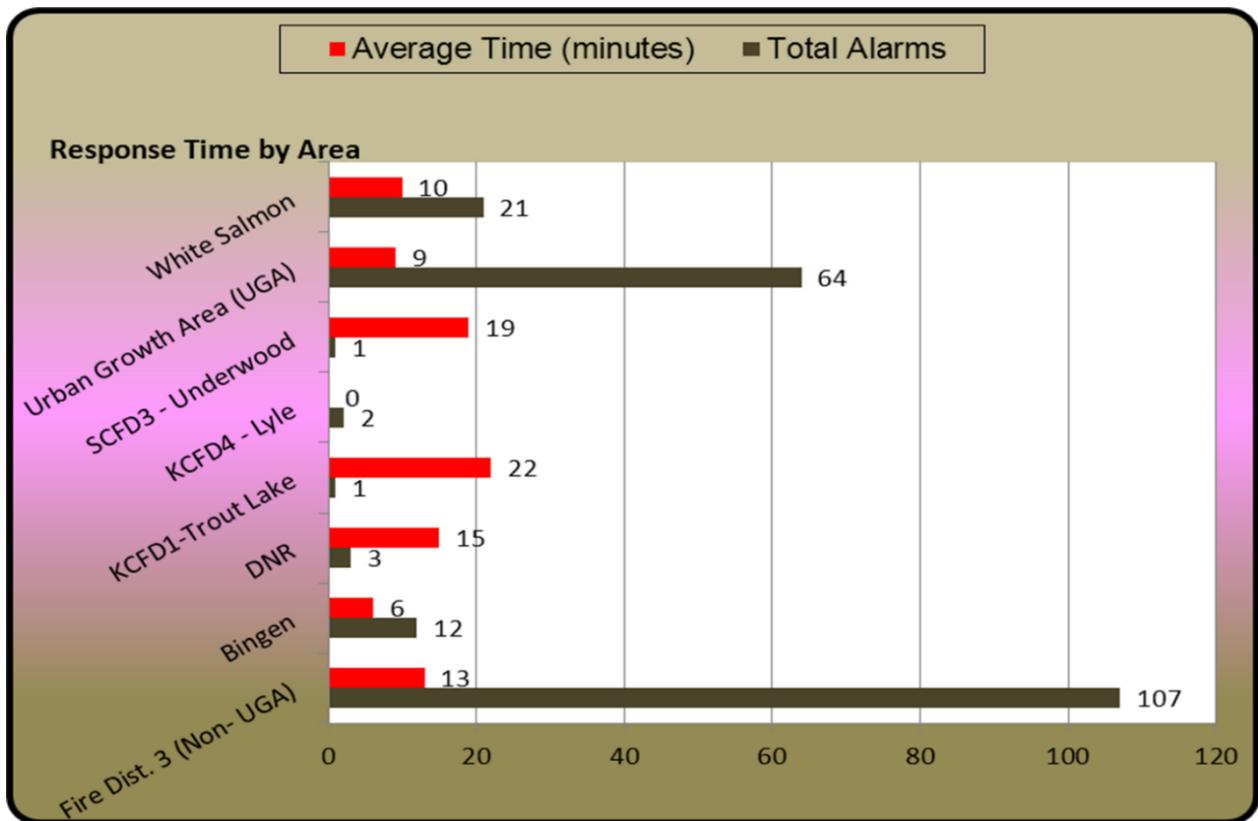
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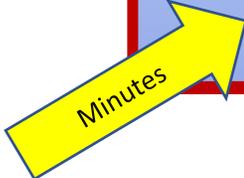
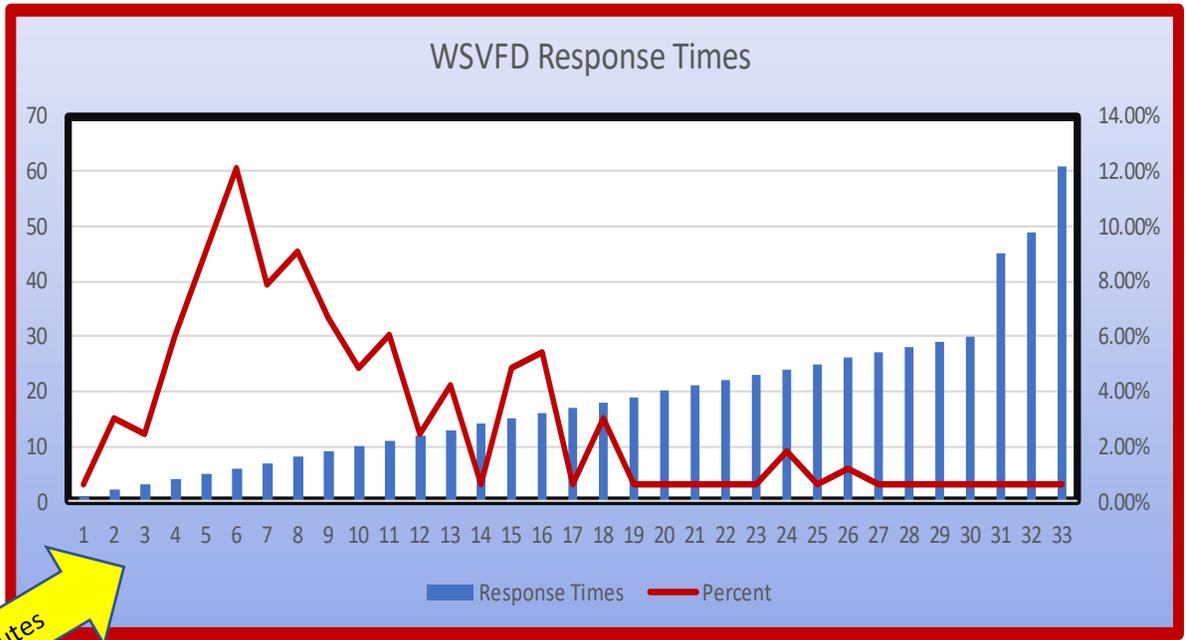
Average Turnout Time (Dispatch to Enroute) per Apparatus for Date Range

Start Date: 01/01/2021 | End Date: 12/31/2021

APPARATUS	TURNOUT TIME (min)
B31	8:45
B32	10:56
C300	6:52
E31	6:49
E32	7:23
M31	13:28
WT314	9:40
WT324	14:21
AVERAGE TURNOUT TIME:	7:37



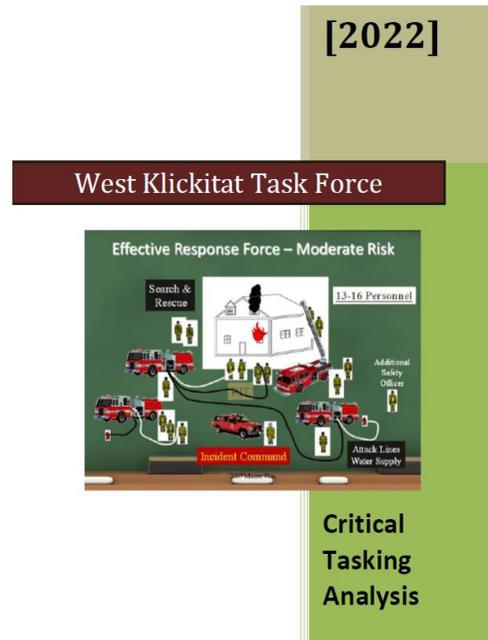
WSVFD



During the initial DISCOVERY portion of the project, both Fire Chiefs were given an exhaustive list of data request material and requirements. It was agreed that the most consistent data would be the 2021 data as WSVFD has just begun to track their data in a more up-to-date records management system.

In categories relating to emergency response, both Fire Chiefs constructed the most current documents of “Critical Tasking” for emergency events from their own professional point of view – in concert with Washington State Law and National Fire Protection Association standards.

The CRITICAL TASKING ANALYSIS is based upon a community risk assessment of hazards and historical response information. Its primary purpose is for both Fire Chiefs and emergency organizations to declare the required “critical tasks” that must be accomplished, and the number of emergency responders required to *simultaneously* accomplish those tasks at the various risk events or emergency types. The emergency incident types provided were to be specific to the West Klickitat response area and not just general fire department templates.



Critical Tasking and Response Force Requirements:

In order to assist in analyzing the Standards of Coverage for a department, a fire department should complete a **CRITICAL TASKING ANALYSIS** for all of the types of emergency incidents to which it responds.

Critical tasks are those activities that must be conducted by fire/rescue/ems responders during the initial stages of an emergency incident to control the situation, stop loss, perform necessary tasks required for a medical emergency, and establish safe working environments.

The **CRITICAL TASKING ANALYSIS** will assist in determining the number of firefighters or personnel needed in the response to a particular emergency type and in analyzing the ability of the response system to supply the necessary level of staffing.

Fires - *Critical tasking for fire operations is the minimum number of your personnel (or auto/mutual aid personnel) to perform the tasks required in the initial stages of the fire incident to effectively control a fire in the listed risk category. Major fires (beyond first alarm) will require additional personnel and apparatus.*

Emergency Medical – *Critical tasking for emergency medical incidents is the minimum number of personnel to perform the tasks required to support the identified strategy based on the department's adopted medical protocol.*

Haz Mat - *Critical tasking for hazmat operations is the minimum number of your personnel (or auto/mutual aid personnel) to perform the tasks required in the initial stages of the incident to effectively control a hazmat incident in the listed risk category. Major hazmat (beyond first alarm) will require additional personnel, expertise, and apparatus as well as outside agencies.*

Rescue - *Critical tasking for rescue operations is the minimum number of your personnel (or auto/mutual aid personnel) to perform the tasks required in the initial stages of the rescuer incident to effectively complete a rescue in the listed risk category. Major rescue incidents (beyond first alarm) will require additional personnel, expertise and apparatus as well as outside agencies.*

CRITICAL TASKS

- **Critical tasks** are those tasks that must be conducted in a timely manner to effectively control a working fire, initiate pre-hospital care for critical patient survival, or mitigate any number of rescue situations.
- KCFD3 and the White Salmon Fire Department are responsible for assuring that responding personnel are **trained and capable of performing all the described critical tasks**.
- Emergency incidents are unpredictable in many ways. While it is possible to state what **critical tasks** must be accomplished, it is not always possible to predict how many personnel it will take to accomplish those tasks.

A “SAMPLING” of KCFD#3 / WSVFD Critical Tasking requirements provided by the Fire Chiefs are as follows:

Low Risk Single Residential Structure Fire

Task	Number of Personnel
Command/Safety	1
Division Supervisors	1
Water Supply	1
Pump Operations	4
Attack Lines	6
Search and Rescue	2
Ventilation	2
RIT	2
Other (water supply)	
Total	19 (minimum)

Moderate Risk Commercial Fire

Task	Number of Personnel
Command	1
Safety	1
Operations	1
Division Supervisors	1
Water Supply	4
Pump Operations	3
Attack Lines	8
Search and Rescue	2
Ventilation	2
RIT	2
Other (Accountability/Logistics Support)	2
Total	27

Wildland Fire (10 Acre EXPANDING Incident) (Automatic/Mutual Aid Required)

Task	Number of Personnel
Command	1
Safety	1
Operations	1
Division Supervisors	3
Water Supply	2
Pump Operations	9
Attack Lines	5
Interface protection	10
Other (Liaison/PIO/Logistics)	3
Total	35

Motor Vehicle Accident

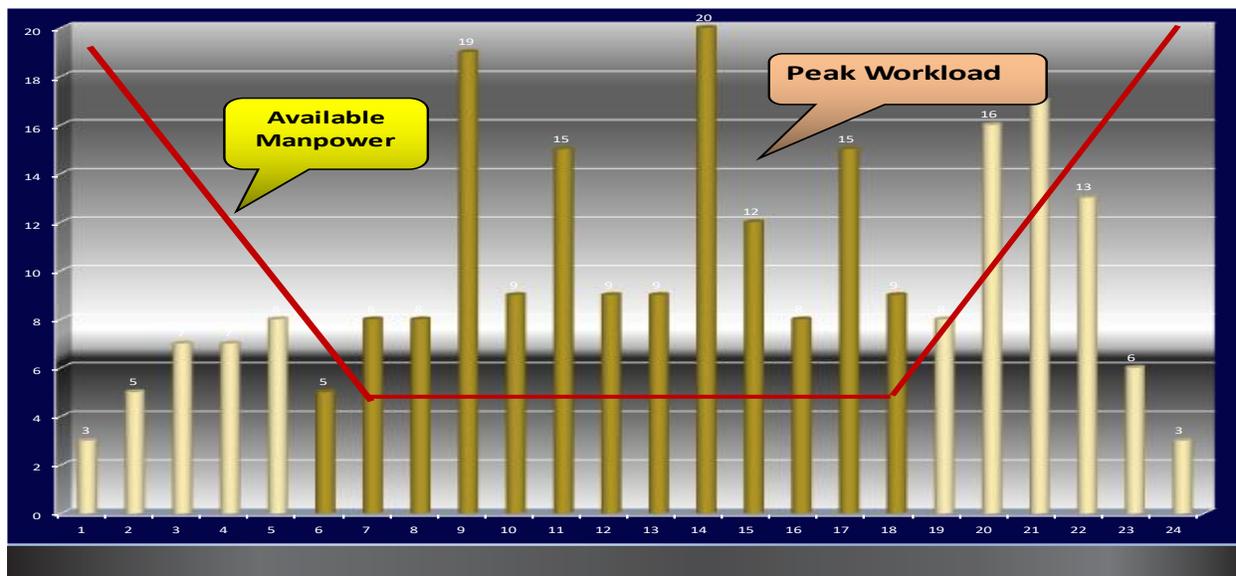
Task	Number of Personnel	
	Surface street	Freeway
Command/Safety	1	1
Triage	1	2
Extrication	2	4
Patient Care	2	4
Fire Protection	1	2
Traffic Control	2	4
Landing Zone	1	1
Transport	2	2
Documentation	1	1
Other		
Total	13	21

The Task Force reviewed data and analysis of the number of available and responding volunteers to West Klickitat incidents. This prompted many side-bar discussions about the vulnerability and threats to a community volunteer-based model of delivery services.

The following combined-and-compiled analysis of KCFD3 and WSVFD **“average number of emergency responders”** for 2021 falls considerably short of the ‘anticipated” critical tasking manpower requirements identified by the two Fire Chiefs based on the types of incidents responded to.

2021 INCIDENT TYPE	KCFD#3 Number of Incidents	Average Number KCFD#3 Responders	WSVFD Number of Incidents	Average Number WSVFD Responders	Critical Staffing Req't
Fire Type	15	2.11	20	3.0	12-35
Emergency Medical	82	3.18	14	1.4	4-8
Motor Vehicle Collision	22	3.67	5	3.4	16-20
Rescue	3	3.50	0	0	16-24
Hazard/Gas/Powerlines	4	0	9	2.3	8-14
Cancelled	10	1.9	21	2.5	
Mutual / Aid Given			83	4.2	

Of concern to the Task Force was also the gap between the peak workload of emergency incidents (09:00-15:00) and the availability of emergency responders. The table below expresses the CURRENT level of availability of Volunteers. This is a nation-wide dilemma and one which can only be addressed in small communities by cooperative efforts and an on-going, dedicated recruiting and training program for Volunteer members.



NOTE: RCW 52.33 and the National Fire Protection Association codes require that “response performance” be calculated on a 90th percentile for urban fire departments and an 80th percentile for rural communities. In the case of the West Klickitat agencies, data was provided on an “**average**” – which is only 50% of the true picture. Additionally, it is unclear which responding emergency apparatus is being “time tracked” for response times.

It is estimated that some of the response data is based upon the “radio response time of the Chief Officer”. NFPA standards require a more accurate recording and analysis of response data with actual fire apparatus or EMS response times – not private vehicles or a fire department officer with a portable radio.

A great deal of conversation was generated regarding tracking and recording of consistent and accurate response and response performance data by incident and by fire station followed by a thorough and aggressive COMPLIANCE EVALUATION REPORT quarterly and annual public reporting to ensure compliance with the response performance goals AND identify any barriers to meeting those response goals.

Throughout the course of this project, the Task Force has faced the challenge of deciphering incomplete data – especially in tracking workload [9-1-1 responses], responder data and true response performance data [response times].

Critical to being able evaluate “current level of service conditions and compliance with established response performance standards is the clarity, consistency, accuracy, and thoroughness that the fire department records its data. There are several very good fire department records management systems [RMS] on the market to accomplish that task. It is very clear that to provide the administration and the public with a clear and transparent performance report on emergency services, all West Klickitat fire agencies should be subscribing and providing ‘like data’ into a joint RMS system for the above stated purposes.

West Klickitat Fire Agencies should:

- establish emergency response standards and goals for which to track the effectiveness and timeliness of the services that they provide
- agree on standard entry codes and response information for universal analysis
- track data in a manner that separates emergency response data from non-emergency [public service] types of incidents, in the respective jurisdictional areas for a clearer picture and analysis of the respective community risk and workload.
- collect and analyze by the appropriate responding apparatus to a specific emergency [fire engines to fires] and not the first person to get on the radio.
- comply with and reporting the National Fire Incident Reporting System [NFIRS]

Appendix E: TASK FORCE MISSION, GOALS & PROCESS

mHc Associates, a Washington State Emergency Services Consulting firm was contacted in late May 2022 to assist the City of White and Klickitat County Fire District 3 with facilitation services to assist a *Citizens Task Force*. The City and District had both developed and approved a joint document entitled “The Fire Action Plan” [see Appendix C] with a mission specifically focused on the current level of emergency services and a discussion regarding potential benefits of formally delivering *all risks* emergency services from a more regional model with some form of an amalgamation effort. The City of White Salmon Agenda Memo on this collaborative project read:

AGENDA MEMO

Needs Legal Review: No.
Meeting Date: July 6, 2022
Agenda Item: Adoption of Plan of Work for Emergency Services Study

Presented By: Paul Koch, ICA and Bill Hunsaker, Fire Chief

Action Required

Adoption of the proposed Plan of Action for the authorized emergency services study and analysis.

Proposed Motion

Motion to adopt the proposed Plan of Action for the emergency services study.

Explanation of Issue

For many years the city and Fire District 3 have talked about looking into a more formal arrangement for the delivery of emergency services in the region. On June 21, 2022, the City Council and the Fire District 3 Board met in joint session to discuss the possibilities. As a result of that meeting, both elected bodies directed staff to return with a proposed Plan of Action for the study. Staff of both the city and the Fire District met and developed the attached Plan of Action that comes before city council for formal action at this time. In the proposed Plan of Action, a Task Force of citizens will be created, and this group will report to the City Council and the Fire Board with specific recommendations in December of 2022.

Future actions needed by the City Council will include approving the Interlocal Agreement with the Fire District for shared financial contribution for the project. Additionally, the City Council will get monthly status reports from the Fire Chief and project consultant.

Earlier in 2013-2014, a Citizens Task Force for the Fire District had published its Final Report outlining its Findings and Recommendations when asked the question “what is an acceptable Level of Service” for the Fire District #3 citizens. [See Appendix B] Much of the content of that 2013 Task Force report intersects with and is supportive to the more global effort of the current Task Force.

Following are the Task Force Mission, Goals, Methodology and Process created by mHc Associates.

1. Mission and Goals

MISSION STATEMENT: The Mission of the West Klickitat Task Force is to be an active, informed, and constructive group of citizens to study and provide a consensual recommendation for community emergency services and levels of service to the elected bodies of the City of White Salmon and Klickitat County Fire District 3.

GOAL STATEMENT: To provide the elected representatives and community with an independent, educated, and informed discussion recommendation on the emergency services as outlined in the 2022 Fire Action Plan.

2. Methodology

In the emergency services world, the use of *strike teams* or *task forces* is common language in incident management activities when requesting, mobilizing, or deploying fire department resources to a major incident or event.

- a. A *strike team* is defined as a group of ‘like’ resources that operate as a group.
- b. A *task force* is a group of ‘un-like’ resources that are grouped together to operate.

Accordingly, with the *West Klickitat County Fire Districts Task Force*, the goal was to bring together a group of community residents from varying walks of life and representations -- that goal was accomplished.

The City of White Salmon and Fire District 3 “Fire Action Plan” provided a methodology of how citizens of the Task Force were to be appointed for the task. Originally, ten members of the Task Force were desired—five from the City of White Salmon and five from the Fire District. In the end, due to scheduling conflicts, the Task Force finished with nine members.

3. Scope of Work:

Having successfully filled the minimum number of Task Force members, the Council and Board of Fire Commissioners set about to define exactly what the Task Force was to accomplish and the ‘guiding principles’ that would be provided to the Task Force to navigate their efforts, which are reflected in the following Scope of Work.

- a. Actively participate in an in-depth emergency services study for the Greater White Salmon Community.
- b. Be informed and have an understanding of current and historical data and facts pertaining to the services and operations being provided to the community and how they are funded.

- c. Provide an independent Task Force recommendation to the elected representatives and community for current and future emergency services for the community.
- d. Partner with the respective entities and local efforts to inform their neighbors and fellow businesspeople of the Task Force recommendation and subsequent improvements which may be needed to meet those recommendations.

4. Process:

The West Klickitat County Fire Districts Task Force members began by electing a Chair and Vice-Chair to moderate the meetings. The group then launched right into the process -- learning about the culture, ethos, and overall mission of the Fire Service. The Task Force facilitator adopted a three-pronged approach using the DISCOVERY – DISCUSSION – DECISION progression.

During the six Task Force Meetings from October 2022 – February 2023, Bob Merritt, a consultant with mHc Associates, facilitated the meetings and provided in written and presentation form a wide variety of data that would help the Task Force understand the history, data, factors, and actualities. Research and deliberations for this effort included a review of compiled KCFD3 and WSFD information, records, performance data, statistics, and trends, planning documents from within the organization and from outside sources.

At the end of the process, two volunteer Task Force members, Eric Wilson and Allison Hensey, worked together, with data provided by Bob Merritt, to provide a first draft of this report for the Task Force to review and discuss prior to the last meeting. At the final meeting on February 16, 2023, the Task Force discussed the draft report, and agreed on edits. Seven of the eight Task Force members voted unanimously to approve this final report containing the Task Force's recommendations to the Klickitat County Fire District 3 Commission and the White Salmon City Council. One Task Force member, Tao Berman, abstained from voting.

Appendix F: QUALIFICATIONS

Via: This report represents the summarization of the results from the **West Klickitat County Fire Districts Task Force**, including information gathered by mHc Associates for the City of White Salmon and Klickitat County Fire District 3. This report relates perceptions of the Task Force and its resulting observations, conclusions, and recommendations.

The statements and anecdotal information from the Task Force contained in this report may or may not necessarily be completely accurate or factual but represent the observations, opinions, recommendations and beliefs concerning the manner in which both respective fire agencies function and deliver their services based upon the data provided by the respective Executive Staffs. For purposes of this report those opinions and beliefs were taken at face value.

Disclaimer: Although the data found using the **Klickitat County Fire District 3 and White Salmon Fire Department** Records Management System archives and that of technical review and response by the respective Executive Staffs has been produced and processed from sources believed to be reliable, no warranty --expressed or implied--is made regarding accuracy, adequacy, completeness, legality, reliability, or usefulness of any information. This disclaimer applies to both isolated and aggregate uses of the information. The information was provided to mHc Associates entirely on an "as is" basis by FD3 & WSFD Executive and Staff personnel.