

Salisbury Township Lehigh County, Pennsylvania

Emergency Services
Comprehensive Review

2018-2019

Project completion: February 15, 2019



Salisbury Township

— LEHIGH COUNTY, PA —



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PREFACE

It is a demonstration of leadership for Salisbury Township's citizens, businesses and visitors that the township's elected officials are willing to undertake a comprehensive study like this one to determine best practices and emergency service needs not only in the present, but well into the future. A study like this one can be filled with a lot of emotions, as we look at both public and private organizations under a cohesive umbrella of public safety. While we must understand that a study like this may lead to some hard decisions, and compromise, the hardest part of any study of this nature is that it is all about people and relationships. Although a study can and must look at codes, standards, and legislation, in the end, there are still decisions made based upon recommendations that effect people: employees, volunteers and the citizens of the township. And in these situations, of even more importance, these are people that volunteer or come to work and put the public's safety first, many times even ahead of their own personal safety and well-being. Our team did not meet one individual in these past months who was not dedicated to the township and its citizens. It is appropriate that we thank all of the organizations and individuals who so graciously gave us their time, supplied documents and data and assisted in the creation of this comprehensive review and its suggested recommendations. Unfortunately, this is a societal issue that has been thrust upon this township just like the burdens placed upon communities all over Pennsylvania and throughout our nation: with changing demographics and a reduction in time and volunteerism, how do we provide the best possible service for our communities and its citizens, in this case Salisbury Township?!

In this study, we have analyzed all the issues presented and looked at a wide range of solutions in an effort to develop and make our suggested improvement plans and recommendations for the commissioners and emergency services of this community to review, discuss and potentially implement. When looking at a study like this, we must always look for the end goal, which in this case is the sustainability of the emergency services in Salisbury Township in a transparent, coordinated and collaborative fashion, which operates with the best fiscal responsibility to the taxpayers, who are the true stakeholders. Many of the meetings with key township stakeholders were emotional, these citizens, these volunteers, are extremely invested in what they do for this community and its citizens. Until the most recent decade, volunteers were plentiful, however, society is changing and volunteer fire companies are struggling to keep up with the demand while personnel resources continue to diminish.

PA SENATE RESOLUTION 60 COMMISSION RECOMMENDATIONS UPDATE

NOTE: A community (elected leaders coupled with fire and EMS leadership) should jointly identify the service level they wish to provide, and if appropriate, a service level to aspire to. This agreed level of service will define the expectations, as well as help establish goals, assist in financial planning, and most importantly open lines of communication for critical needs. A community can also have more than one level of service within the community. There are no right or wrong answers, just the ones made jointly in the best interest of the community.

Throughout this report, we will identify what we have witnessed as positives, some negatives, and areas for suggested improvements for operational efficiencies and better coordination of Salisbury Township's emergency services. We will define areas in which we see possibilities for suggested improvement. We identify these as "Suggested Improvement Plans and Recommendations." Our logic behind this naming structure is that if it is an "Improvement Plan," a timeline can be established for accomplishing the goal, and a responsible person or committee will be assigned the task to see it through to completion. In addition, as per the basis of this report, all items identified are the team's suggestions for the township, and it is the township's elected officials and staff whom decide how they want to proceed with these suggested recommendations.

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1. Overview and Background of Salisbury Township

During the period of May 2018 through February 2019, a consulting team from Duane E. Hagelgans Consulting, LLC conducted a documentation review, site analysis and multiple interviews with responders, township staff and officials and agencies that collaboratively provide public safety services to Salisbury Township. This list, in addition to Salisbury Township personnel and volunteers includes: the three Emergency Medical Service providers, the Lehigh County Emergency Management Agency and various other stakeholders, all providing valuable information in order to create a Comprehensive Review of the township's public safety services for the elected officials of Salisbury Township.

Salisbury Township is a Class One township that sits within the southeast corner of Lehigh County, Pennsylvania. The township is geographically divided and has land area on both sides of the City of Allentown. This geography in itself leads to several challenges with the emergency service delivery model, as the township's responders have to traverse through other municipalities to provide service within their own municipality. Not only does the City of Allentown intersect the township, but the Borough of Emmaus also helps divide the township in its southern corner.

The township had a population of 13,697 residents as of the December, 2017 census, residing in approximately 11.2 square miles, with a population density of 1235 residents per square mile. There are a total of 5534 housing units and approximately 1200 businesses operating in the township. The median age of residents in Salisbury Township is forty-seven.

Through our extensive research and data collection, we discovered a community of people who all want what is best for its citizens, from volunteer firefighters to emergency management volunteers, township staff and the elected officials, all came together to endure the development of this report for the goal of providing the best possible service delivery model for the citizens of Salisbury Township.

The team was given a blank slate and carte blanche to do a complete and comprehensive review. Early on in some of our initial meetings, we quickly understood that the dedicated responders in this community all have the best of intentions to provide the right service to the citizens. Everyone we spoke to was, in our opinion, very open and willing to speak towards what they see as some of the issues and also the visions for success. However, we also noticed that some of these dedicated responders were languishing, growing weak due to overreach, mission creep and incrementalism, which was affecting their momentum, as they see a changing response model, slowly moving one degree at a time away from what they envision was previously the approach and path they were traveling on to provide these services.

It is with this finding that we emphasize that everyone needs to be in this together, because it is what the community pays for and expects. Hopefully with the completion

of this review, all parties involved will look at these suggested recommendation as a fresh start, and again find mutual respect for each other and the services each provide to the citizens. When there is conflict it leads to health and safety issues, which is extremely dangerous in the emergency services. A lack of coordination led to the death of hundreds of responders at the World Trade Center on September 11, 2001. The township, the police department, fire inspectors, EMA and two volunteer fire companies need to break this chain of conflict and move towards collaboration, cooperation and coordination. This is not about laying blame, this is about recognition and a clean slate to better serve this township. It is not often in life we get to have a “do-over,” but this review is giving the township’s emergency services that opportunity, and it should not be taken for granted or become a lost opportunity.

Hopefully through the findings and recommendations in this report, all parties can again come together and work collaboratively in a coordinated process with open and transparent communications. We will analyze in this report the entirety of the township’s emergency services, and make suggested recommendations in which hopefully everyone will see the benefits to all agencies and the citizens of Salisbury Township.

Below are some excerpts from the recently completed Senate Resolution 6 report, the timing of which could not be more appropriate for this study. Although the report addresses the volunteer fire service and emergency medical services, we need to recognize that all of the emergency services and emergency management are working together for the public’s safety. This is nothing static about public safety, all agencies are working in a dynamic profession, constantly changing with each new day.

On January 23, 2017, we announced the introduction of Senate Resolution 6 and sixteen legislative initiatives to work on during the 2017-18 Session. On April 26, 2017, SR 6 was officially adopted, establishing a 39-Member Commission comprised of the major Fire & EMS organizations and leaders from throughout the Commonwealth.

The citizens and visitors of the Commonwealth of Pennsylvania benefit daily from the services, knowledge, and skills of fire and emergency medical service providers who routinely place the safety and well-being of others above their own. Recent estimates have valued fire and emergency medical services **(particularly through the use of volunteer fire companies and volunteer emergency medical services)** to the Commonwealth in the billions of dollars, not to mention the lives saved and property preserved. While the exact value of volunteer services can be debated, it is clear they bring a monetary

savings. The services play a critical role, and incentives and investments in those services must be identified to help sustain them.

The necessity to identify efficient systems, legislative initiatives, and financial incentives becomes paramount to:

- Sustain a volunteer system where pride and community service build community value and pride.
- Provide necessary services for the protection and well-being of the community.
- Reserve financial assets for other critical services that cannot be provided by volunteers.

The International Association of Fire Chiefs, Volunteer Combination Officers Section, released the report "*A Call for Action, The Blue-Ribbon Report, Preserving and Improving the Future of the Volunteer Fire Service.*" The IAFC report specifically outlined suggestions.... which parallel the issues facing Pennsylvania, including:

At the LOCAL level, we must...

- 1. Emphasize the importance of local support for this basic community service*
- 2. Provide appropriate levels of funding for necessary safety gear and training*
- 3. Engage in strategic planning that emphasizes volunteer (recruitment and retention)*
- 4. Use mutual aid to offset service and technical deficiencies*
- 5. Use uniform incident management systems*
- 6. Use performance measurements to measure and analyze response times, firefighting effectiveness, training, and retention rates of volunteer fire companies*

If we lose our volunteer fire and EMS companies and volunteers the taxpayers will face a very steep price tag.

(Senate Resolution 6)

Assumptions and Current Trends in Public Safety

Through our observations and research, it is obvious that Salisbury Township is just like many other communities in Pennsylvania, as described in the Senate Resolution 6 report. However, there are some areas in which the township is very different. First, the township took the proactive step to hire fire inspectors in 2013. Second in 2018, the township saw a need for a comprehensive review and undertook this report. But what changed between 2013 and 2018 that made this a necessity? A thorough review of the activities that have evolved at the expense of the fire inspector program since

2013 has developed a mistrust between the volunteer fire companies and the township, and the volunteer fire companies and the police department. In the emergency services, a level of mistrust like we witnessed here can lead to a breakdown of the whole public safety delivery model.

We will address these perceived issues throughout this report, however, before we do, in this first section we will address some items that are important to the entire township and its emergency services, the budgets, both operating and capital, facilities and personnel: the foundations of Public Safety in Salisbury Township

Budgeting

A municipal budget is the foundation for all public policy, it is the basis for decisions on what services are important and what services will be provided to the stakeholders, the taxpayers. Budgets are often debated at length as various citizens and constituent groups voice their opinions to their local elected officials in various way to establish what they believe is the best expenditures of their tax dollars. It is imperative that municipalities properly finance their public safety agencies, but this can only occur through the accumulation of good facts and data. Currently, if we just look at the cost of public safety, and we divide this by the residents of Salisbury Township, each resident is paying approximately \$200 a year. Obviously this number is reduced when we take into consideration various other revenue streams such as business taxes, grants, fees and in-kind donations.

The protection of life and property, requires the proper resources. In the emergency services, the location and construction of fire, police and emergency management facilities, the purchase of vehicles, apparatus and equipment, and the recruitment and training of both police and fire personnel all require significant financial investment. Budgeting for these components is a clear expression of the public policy to safeguard citizens and their property from dangerous situations.

In reviewing the 2019 budget there is approximately \$2,000,000 in police department salaries. There is \$52,600 in fire inspector salaries. There is \$4,000 in emergency management salaries. And, there is \$40,000 in “incentives” for the volunteer firefighters. Approximately twenty-five percent of the township’s budget is public safety, without the addition of any benefit packages employees receive and various insurances for volunteers.

Analyzing this data, and taking into consideration that volunteerism is on the decline, we can also use a nationally recognized calculator to determine the savings afforded communities who have volunteers providing emergency services. If we look at an estimated number of required career personnel to provide fire protection for the township, and we put this information into the National Volunteer Fire Council’s savings calculator, the savings reported by having volunteers over career staff is approximately 1.9 million dollars per year. Of interest is that this saving is almost

identical to what is currently the budget for salaries in the police department. The National Volunteer Fire Council's (NVFC), Volunteer Fire Service Cost Savings Calculator, computes this savings (for salaries and benefits of firefighter/EMTs). The NVFC Cost Savings Calculator was created by St. Joseph's University Graduate Program in Public Safety and Environmental Protection with the following objectives: Develop a model to calculate the cost savings of an emergency service organization.

In 2018, the police department brought in \$466,000 in grants and income. Expenditures for 2018, if we exclude the fire inspectors and emergency management expenses, was almost 2.4 million dollars. The fire service tax and revenue for 2018 was roughly \$330,000, and fire company expenses were approximately \$284,000.

The volunteer fire service in Salisbury Township is a fiscally responsible budgetary expense when you look at return on investment versus actual cost if there were no volunteers. If the township takes into consideration the thousands of hours of time provided by the volunteers versus what these hours will cost if they were not donating their time, the township budget will increase by at least twenty, if not twenty-five percent. Sustainment of the volunteer fire service must be a budgetary priority for the township. In addition to the cost paid by the township, the fire companies, as discussed later in this report also contribute to their own expenses, furthering the savings to the township. There are not too many occupations in which one will risk his or her life for another, and in addition raise some of his or her own funding to cover the expenses of providing this service.

In addition to the overall budget analysis, it is important that we look at other options for financing and assisting with the funding of the emergency services in the township. As with any municipal budget, the township looks at taxable and non-taxable properties. It appears the township does receive some funding from these non-taxable properties, but should work with the volunteers to try to seek more "in kind" donations, contributions or resources from the Lehigh Valley Hospital, the largest non-profit in the township.

The police budget shows grant funding from "Gaming Grants," and ambulance subscriptions. The township should see if there are also possible gaming grants for its fire service. In addition to these grants, and the foreign fire tax money the township receives, which in 2018 was approximately eighty-three thousand dollars, the fire companies should continue to pursue Federal Staffing for Adequate Fire & Emergency Response (SAFER) grants for recruitment and retention and American Firefighter Grants (AFG) for equipment needs. Hiring a professional grant writer to pursue these grants often leads to successful submission and is worth the expense for the return on investment.

If the Salisbury Police Department is going to continue to respond to Hazardous Material calls throughout Lehigh County, they should seek reimbursement from the responsible parties through Pennsylvania Act 165 Hazardous Material Response

Reimbursement, which would need to be processed through the Lehigh County Hazardous Material Team. Through this Act, salaries, vehicle, and supply cost can be recovered. Currently, Salisbury Township taxpayers are covering these cost at a net loss. In addition, as mentioned under law enforcement, the township may want to look at the cost versus return on investment to have a hazardous material vehicle and response team, when such services are provided by Lehigh County, and therefore these cost spread throughout the entire county, versus being underwritten by the tax payers of Salisbury Township.

The township and fire companies should develop a plan to consolidate as many purchases as possible, including all insurances. If the stakeholders all agree with the below recommendation to operate as one fire service delivery model, the savings through consolidation of these expenses can be very beneficial. Currently, the township is making duplicative purchases, buying equipment for both the fire inspectors and the fire companies. With the recommendation and oversight of the Fire Captain, a system can be put in place to only purchase the needed equipment, rather than having multiple sets of similar equipment. The reorganization, moving the fire inspectors under the Fire Captain and new fire chain of command will cut down on many of these unnecessary and costly purchases. In addition, as mentioned below in this report, the entire fire service for the township should develop standards for equipment, so that specialty equipment is the same make and manufacturer for reduction in training time and associated costs.

The township and fire companies should also analyze whether there is a possibility to bill for services. Just as the police department should bill for hazardous material responses, the fire company or township should bill for vehicle accidents and fire responses. Even if only ten or twenty percent of those billed pay an insurance claim for an accident service, that is money owed and deserved by the township and its fire companies for providing this service. It needs to be recognized that these bills are not directed at the citizen, but the insurance company. As to a structure fire response, every homeowner with insurance has money allocated in his or her insurance policy, typically an average of five hundred dollars for responder claims. If the fire company retrieves the homeowner's insurance, which typically they do for the fire report, a simple form letter can be mailed to the insurer billing for the \$500 that is in most policies for this purpose.

Both fire companies have fund drives, which help offset some of the costs not covered by the township. Currently the fire companies raise funds for some of the incidental expenses, vehicle purchases, insurances and other miscellaneous purchases not funded by the township. As long as the fund drive campaigns continue to be successful, this is a great benefit to the township. The township should assist the fire companies with these fund drive campaigns to ensure maximum success.

The township, through the Fire Captain, or Public Safety Director, needs to create a system for purchase request that is in alignment with the budget. This system will not only allow for transparency for purchases, but also allow for uniformity of the process, as will be discussed later in this report.

When looking at operating costs for public safety, we begin to realize that there are expenses, such as salaries and supplies that are part of every budgetary process, and cannot be avoided. In the township, there is a tremendous benefit from salary savings due to the time donated to the township by its dedicated volunteers.

Like all municipalities, the township must always be looking for new revenue streams to offset the costs of providing public safety. Some savings can be recognized through a system of control management, which entails bulk purchases, coordinated purchases and consolidated purchases. Operating expenses are the cost of providing service, so developing creative means for revenue generation is essential. The township has many professional agencies providing public safety to its citizens and businesses. The township should look to leverage its public safety services in adjoining municipalities by providing contract services, or at the very least creating a system of regionalization in which cost are shared for purchases. Many public safety agencies depend upon the same technology and specialized equipment. Within a regional model, often agencies are able to share some of these resources so that either the cost is shared, or at a minimum every agency does not have every piece of equipment. Working regionally, as pointed out in many studies, the Salisbury Township public safety agencies may have tool “X”, and an adjoining municipality may purchase tool “Y”, with an understanding that the equipment/tool that is not used on an everyday basis can be shared. This model for equipment is the same model used in any large emergency event, it is mutual aid, and sharing of resources.

Capital budget expenses are part of a long-range planning process. The township, through this study and the recommendations here in, can begin to assess the long-range needs for capital purchases. To assist in this long-range planning, there is a template in Appendix 4 for a Vehicle Replacement Schedule. In addition, the township and its fire service leaders should create a working group to determine the actual needs based upon the risk analysis in the township.

Several capital expenditure requests were provided to our team from the fire companies. The team noted that the fire companies specifically are requesting assistance with the renovation and expansion of one fire station, and the purchase of a new dual-purpose engine for the other station. From an individual fire company perspective, this is what they need to provide a required level of service in the future. From the township perspective, there needs to be a whole community approach to capital budget expenses. Unlike smaller police vehicles, a fire apparatus is a major capital expense, however, the service life for these vehicles is often five times longer

than that of a police unit. The township and its fire service representative, either a Fire Captain or Public Safety Director should be developing a 25 -year plan in coordination with the volunteer fire companies, to create a master plan for capital budget purposes. Our team tends to look at a 25 year cycle for fire apparatus, especially in communities in which the vehicles are well maintained and do not have a high response volume, in this case approximately four hundred total responses for any vehicle in either fleet is the high end per year.

In addition to apparatus needs, currently there is the need for a renovated or a new fire station in the western half of the township. The team has been in the police station and township building, both of which appear to be in good shape, but we do not know if in addition to the capital needs for public safety, “Does the township have other capital needs?” We will therefore address our recommendations for public safety considerations and allow the township with their financial expertise to address how they fund these projects if the recommendations are accepted. (Under Section 3 there is one suggestion to look at the Relief Association if the township so desires for some financing options.)

Capital needs must be looked at in the present and for the next several decades, since public safety facilities and fire apparatus are major expenses, but they also are retained for many decades if properly purchased, built and maintained. The Western Salisbury Volunteer Fire Company (WSVFC) has provided the team with a seven-year plan for the renovation of its fire station. As described below in Section 3, this station has some major structural and American with Disability Act issues. One of the considerations and suggestion by our team is that the township may want to consider building a fire station/Emergency Operation Center as a township asset. The township already owns every other facility used for public safety and public service in the township; therefore, building its own fire station has several advantages. First, if the day ever comes in which the township must place career firefighters on its payroll, they will have facilities in place to house them. Second, this facility can be of multi-purpose use for the township, including meeting space, office space for the fire inspectors, an accessible Emergency Operations Center, training facility and vehicle storage facility for fire inspector vehicles. (Placing the fire inspectors in the fire stations eliminates some of the delayed time of response when an inspector is performing his/her paperwork, as the inspector will already be at one of the fire stations.)

As to the proposed facility, our team studied the current facility and the plan as presented by the fire company. The current fire station has the following deficiencies:

- No ladies’ bathroom
- Building sinking
- Lack of ADA compliance
- Inadequate apparatus bay size for the vehicles in the station
- Not enough bay space for non-vehicle storage

- Not enough meeting space
- No bunk rooms

A fire station is a major community investment, and the undertaking of such a project cannot be taken lightly as the length of service expected out of a fire station can be many decades. Construction decisions must be made that look at the long-term use and sustainability of the facility. A fire station, and especially in this present location, is the center piece of the community and community pride. It should be built for longevity to save future costs

If a new building is approved by the township, consideration should be given to include an emergency operation center. The current EOC is in the police station, which has restricted access, and the space is multi-purpose use and may be occupied for other purposes when the EOC must be opened for an event or incident. The facility should also have bunk space for members to utilize during bad weather events, and/or to allow members to occasionally sleep over to provide instant response for night time incidents. (If members are allowed to sleep in the bunkroom a formal policy has to be put in place to address all potential issues)

Below is a list of the minimum requirements that the team envisions if a new station is built:

3/4 apparatus bays 14' x 80' (the number of bays will depend on the lot size and frontage)

Duty/watch/radio area 12' x 24'

Public bathrooms (ADA)

Male 12' x 20'

Female 12' x 20'

Utility Room (laundry, maintenance) 10' x 12'

Office/work space 9' x 12' Fire Officers

Office/work space 9' x 12' Fire Board members

Office/work space 9' x 12' Fire Inspectors

Utility closets 6' x 8' (2-4)

Kitchen 15' x 20'

Shower/Locker/Rest Room-male 20' x 12'

Shower/Locker/Rest Room- female 20' x 12'

Male bunk room 12' x 30'

Female Bunk Room 12' x 30'

Dead storage area 20' x 30'

Engineering area 9' x 12'

Common Day area lounge 20' x 24'

Meeting room 50' x 60' (Becomes the EOC)

Estimated 10% common area

TOTAL SQUARE FOOTAGE-MINIMUM:

Approximately 12,000 square feet depending on the number of apparatus bays.

When calculating the cost of a facility as described, it is important that all cost for technology, which can run into the tens of thousands of dollars are not forgotten. Fire stations currently being built with this model are costing between 2.5 and 4 million dollars in this part of the nation, depending upon materials used in construction and amenities and extras. One model that is very functional, raises the area over the apparatus bays. Utilizing open grid flooring, this space is then used for both storage and as training space, for advancing hose lines and water flow, since the apparatus bay is set up to quickly drain water (Ocean City, Maryland model). It is suggested that if the township follows the recommendation and builds the facility as a township owned building, the volunteers should be asked to contribute financial resources for some of the amenities they desire. A financial contribution is an important part of ownership, by both parties.

The other capital budget consideration is the purchase of a Rescue Engine, dual capability vehicle, to replace two current vehicles. Eastern Salisbury Fire, Ambulance, and Rescue Company (ESFRAC) wants to replace both an engine and their current rescue vehicle with one new dual-purpose vehicle. This suggested recommendation would be considered as part of the Vehicle Replacement Schedule. When looking at vehicle replacement, it is preferred that all vehicles get on a cycle so that purchases of vehicles do not come in back to back years, creating a tremendous financial burden in a short time period. The ideal replacement schedule for the township would be a purchase every five years, so that vehicles are front line apparatus for twenty years, and then in reserve for five years before being replaced at 25 years. If we look at the current fleet there are four engines, a ladder truck and a tanker, for a total of six capital expense vehicles (The smaller vehicles would not fall into this category but can be added if it is the desire of township officials.) If the ESFARC Engine and Rescue are both sold and replaced by one Rescue Engine, this creates a fleet of five, setting up a five-year replacement plan cycle. The current apparatus does not fall into this five-year replacement cycle, so in the first round of the 25 year vehicle replacement schedule, adjustments will have to be made looking towards the future. (Appendix 4)

It is the suggested recommendation that the township pursue selling these two vehicles and buying one dual use vehicle. Not only will this save the township on maintenance costs, fuel cost, and insurance costs, but it will also take one vehicle out of the replacement schedule saving hundreds of thousands of dollars during each round of the vehicle replacement schedule. The other tremendous benefit in this age of declining volunteers is that fewer members can bring more resources on this one vehicle.

Summary Section 1

Our team will now move from the big picture items, backgrounds and budgets to discuss what we have discovered through this process, as it relates to the individual

aspects of public safety. First, it is of importance that we state that what we found, the many parts of Salisbury Township's public safety, are intermingled creating an interesting dichotomy. Whereas the emergency services have always had some divisions, there appears to be strange overlaps that have led to anything but collaboration. As mentioned, collaboration is the key to successful emergency and non-emergency operations within any organizational umbrella. We typically find that the keys to successful operations, which can be translated to best practices for the citizens whether an emergency or non-emergency incident, rely upon open and transparent Communications, Collaboration, Coordination and most importantly Cooperation. Unfortunately, what we appear to have discovered is more of a level of mistrust, which causes bigger issues and ultimately is not good for the citizen, who is the real customer. This is a hard thing to say, but mistrust was evident in every meeting and every conversation, from all parties interviewed. While not unique, the mistrust and lack of coordination crosses all agencies, and also between some agencies and the government body. There are many reasons for these issues, but we feel overall that the emergency services and elected officials in Salisbury Township have all of the right intentions to provide the best possible services, and that this lack of trust can be resolved, some of which was based on this review and all of which hopefully can be pacified.

We have looked at municipal code, National Fire Protection Association (NFPA) standards and relevant Pennsylvania Code for the emergency services, all of which will be detailed as the basis for the results and recommendations we will be making in the report. Specifically, by looking at the NFPA standards it has allowed us to document through national standards what is required and necessary for fire protection delivery for the township, which is at the hub of a lot of the township's public safety discussions.

We have all agreed that we see very dedicated people throughout all the organizations when we have met with them, the issue seems to be simply one of organizational structure and what should that organizational structure look like for the best outcome and service to the citizens of Salisbury Township.

If these suggest Improvement Plans and Recommendations are accepted and viewed as a vision and mission for the future of the emergency services in Salisbury Township, it will take strong leadership from all agencies involved to implement these changes

At the end of the day the emergency services are made up of a lot of "Type A" personalities, people who you want to see when you are having a bad day. Unfortunately, sometimes a lot of "Type A" personalities together can lead to other conflicts which are not always in the best interest of our citizens. Throughout this report, we will make recommendations as to how to reduce some of this conflict that has surfaced in our investigations, interviews and conversations with all parties. Ultimately the township has legal authority to decide who/what/how public safety takes place in Salisbury Township.

Suggested Improvement Plans and Recommendations Section 1

IP&R 01-01: The creation of a Public Safety budget that delineates the various line items of public safety as outlined in the recommended new organizational chart

Justification: This budget model will give a clear picture of public safety expenses by discipline.

IP&R 01-02: The creation of a Fire Service budget that captures all fire service expenditures, to include township, fire company and relief expenditures and revenues.

Justification: Although this is not a legal budget, and cannot be part of the township's annual approved budget, this will give a clear vision as to the "actual" cost and revenues of Salisbury Township's fire service.

IP&R 01-03: The creation of a Public Safety capital budget with annual contributions based upon expected long term purchasing needs.

Justification: After developing the twenty-five year vehicle replacement schedule, and determining facility needs, the township can develop a master plan for Public Safety Capital needs to project and spread the cost over the lifetime of the plan.

IP&R 01-04: Update Salisbury Township Ordinances as they pertain to Public Safety and specifically as to the proposed organizational chart and public safety employee duties

Justification: The current township ordinances will need to be amended if the Commissioners adopt the suggested recommendations for this report.

IP&R 01-05: The Township needs to work with their local state legislators and the Pennsylvania State Association of Townships to update/change legislation as it pertains to public safety. Specifically changes to the Training requirements for firefighters, and state tax incentives for volunteers, similar to the State of Maryland.

Justification: If the volunteer fire service is to survive in Pennsylvania, changes must be made at the state-level to assist with recruitment and retention. If firefighters were allowed to do their theory training online, it would save hundreds of hours of driving time to training sites, while allowing the volunteer to be in their community if needed for an incident. Many states give state income tax credit for volunteers. Pennsylvania's legislators decided to pass this to the local communities, communities least able to afford these tax breaks.

2. Public Safety in Salisbury Township

Methodology for Section 2

A common expression in the media, as well as our everyday lives, is the notion of 'Public Safety'. This is often referred to when discussing the freedom from harm, welfare, and protection of individuals as well as communities. Mostly, it is considered a government's primary responsibility. That responsibility falls at all levels of government from federal, to state, to local municipal levels. The governments assign various organizational entities to assume the responsibility of various tasks for achieving these safety outcomes. The primary goal of these tasks is prevention and protection of the public from dangers affecting safety such as crimes or disasters.

In a democratic society, the number one obligation of the government is public safety. Public safety organizations include law enforcement, fire, emergency medical services, health departments, emergency management agencies, and various other organizational entities. Each has its own specific tasks associated with keeping the members of the community safe from harm.

The township has the legal responsibility to provide public safety for its citizens. The township has chosen to do this currently with a career police department, supporting two volunteer fire companies, a part-time paid emergency manager and deputy emergency manager, and three private ambulance associations, who are not directly affiliated with the township. The township fully funds its police department through taxes, grants and miscellaneous other revenue. The township partially funds its emergency management agency, and the township substantially funds its fire companies by providing some facilities, major apparatus purchases, some equipment, insurances, workers' compensation and other related costs. It is to be noted though that the township does not fully fund the fire service. The fire companies are also independent 501c3 organizations, and there is an expectation that they will provide fire protection services. In return, they receive substantial funding from tax dollars. Therefore, to formalize their relationship it is recommended that the township, through an operating agreement that will be described below, create agreements of expectations between the township and the fire companies. The township does not fund the independent Emergency Medical Service providers.

The difficulty in meeting these obligations often comes in the definition of what 'safety' actually means operationally and in defining the possibilities of harm. In that process, conflicts of definition and task assignments often occur. Further conflicts of cost, benefit, and organization arise when considering how to fund the various initiatives to produce a safe and harm free community. These options compete for limited resources and are surrounded by ethics, values, and the determination of cost versus benefit questions.

Safety is arrived at through various degrees of probability for safety in any community and a willingness to fund the level of safety chosen. How should we organize the government entities to achieve public safety in an effective and efficient manner?

What does an organization look like that is designed to deliver these services in a way that is fiscally responsible and can perform those responsibilities to achieve the most desirable outcomes for the community?

For this study we met with various members of the police department, the fire inspectors, fire companies, emergency management staff, township employees and elected officials, as well as members of the community. In reviewing any notion of Public Safety, we must first ask what is it, and how do we achieve it?

Review of the Public Safety Services

Currently the public safety services of Salisbury Township are primarily served by the Salisbury Township Police Department. The Department is headed by a Chief of Police with several command supervisors under his direction.

The Department has expanded its services beyond traditional police services to include Quick Response Emergency Medical Services, Fire Inspections and Hazardous Materials response. Separately, two volunteer fire companies exist to provide emergency fire/rescue response services to the Township. The evolution of the fire service responsibilities within the police department has created a confusing comingling of authority and blurred the lines of responsibility for command and control.

Public safety services are a collaboration of police, fire, emergency medical services, and emergency management. What has evolved in many communities, however, are silos, versions of these services acting many times independently of one another and not very well coordinated. This is largely a result of independent operations with volunteer fire companies coexisting with the community's police department and emergency medical services, but not collaborating well and certainly not exercising their roles as part of the public safety organization. This often creates dysfunctional interactions that are ultimately inefficient in their delivery of services to the community. Collaboration is essential, but discipline role identification and acceptance is equally important.

Many times, this lack of coordinated effort has developed when one entity attempts to fill the void caused by another entity. But even here, when there is no authorized coordinating authority the results are varied and ineffective. A better way is to designate one central authority to lead, manage, and coordinate the various public safety disciplines and direct them to the common goal of effecting a community where safety is paramount.

One time-tested method to achieve this end is to designate one position to direct the public safety entities in achieving the goals of minimizing community harm from crime, fire, disaster, and all other impacts that can bring injury to members of the community.

This position is a Public Safety Director, responsible for oversight of an organization, in this case the township's public safety services. While the position of Public Safety Director was adamantly opposed by both volunteer fire companies, we believe this is due to the mistrust that has evolved in the township's emergency services, and the fear of being subsumed by the Salisbury Township Police Department.

Our team believes that with the correct organizational structure, one that includes the proper Public Safety Director and eventually if not immediately, a fire administrative person, Fire Captain that this is the best system for the emergency services and public safety in Salisbury Township. The fire companies would have a representative for the fire service at the township level who is solely a fire service advocate, whose mission is to oversee the entire fire service operations within the township, which includes fire inspections, fire operations, budgeting, standard operating guidelines, purchases and policies. This position will give the volunteer fire companies a voice of their own at the township. One of the themes repeated over and over again was that the township police were "speaking for the fire companies." This position will be explained in detail below in Section 3.

If the Township decides to move to a Public Safety model, we believe the following description and information are essential for the implementation.

Job Description: Public Safety Director

(Appendix 11)

The Public Safety Director is a professional position with responsibility for the protection of the lives and property in Salisbury Township. This position is responsible for the supervision of all police, coordination of emergency medical services, and emergency preparedness functions and oversight of the fire services. The Director reports to the Township Manager.

The Public Safety Director is responsible for the efficient operation of the Police Division and Emergency Medical Services through management of sworn police officers and civilian personnel; management of equipment and supplies; and preparation and management of the annual operating budgets; and liaison with Emergency Medical Services as the Township service is contracted to a supporting organization. The Director, subject to approval by the Township Manager, establishes policies, procedures, rules and regulations for the administration and operations of the departments/divisions.

The Public Safety Director, with and as directed by the Board of Commissioners and Township Manager, establishes and maintains goals and objectives for the Public Safety agencies. Such goals and objectives shall relate to day to day police operations, crime prevention, community policing, basic and advanced life support, motor vehicle and pedestrian traffic, the training of personnel, records management, and other areas

related to municipal police and Emergency Medical Services for the Township.

The Public Safety Director is responsible for the assignment, supervision, evaluation, and discipline of all Police, Fire, and Inspection personnel and Emergency Medical Services liaison services, and where not employees, coordination with the respective agencies. The Director makes recommendations to the Township Manager on all appointments to positions within the departments and on all significant personnel actions. The Public Safety Director, through the Fire Captain, coordinates the fire service delivery model, and through the Police Captain, coordinates the operation of the Police Division in the Department of Public Safety.

The Public Safety Director is responsible for developing and implementing procedures for emergency operations and shall serve as the township's Emergency Management Coordinator. Such procedures will be approved by the Township Manager and published in writing and practiced on a schedule determined by the Manager and Public Safety Director. The Public Safety Director shall acquire and maintain equipment and supplies necessary for efficient emergency preparedness and the emergency operations center.

The Public Safety Director shall act as a liaison for two volunteer fire companies in the Township as well as the Fire Inspection Program, until such time as a Fire Captain can be hired, at which point the Fire Captain will be the liaison reporting to the Public Safety Director. The Director/Fire Captain performs various administrative duties with respect to the fire services, including municipal budget preparation, maintenance of the fire equipment capital budget planning, and fire services risk management, fire inspection services, and aids in the development and coordination of policies and procedures.

Job Summary

Work is supervisory and managerial involving the coordination of administrative and operational functions for Police, Emergency Medical Services, Emergency Management, and Volunteer Fire. This position is responsible for setting organizational goals and objectives for the Police Department, Fire Companies, and Emergency Management Services; establishing criteria to measure and determine the effectiveness of these agencies; and making administrative and personnel recommendations, with advice and counsel from the Fire, and Police Division Captains, to the Township Manager. This position is appointed by the Board of Commissioners and reports to the Township Manager. This is an exempt position.

Duties and Responsibilities

The Public Safety Director is a position that has overall management responsibility for public safety services in the township. As such, the Director oversees all public safety

functions including the police department, fire departments, fire inspection services, and the liaison function to contracted or designated emergency medical services.

EXPECTED QUALIFICATIONS:

- Retired or former certified police officer.
- U.S. Citizen.
- B.S. /B.A., preferably in a public safety field.
- 10 years of experience in jobs relating to law enforcement.
- 5 years of supervisory experience.
- Current or former operational experience in emergency medical services and fire services, as well as administrative experience in both preferred.
- Pennsylvania Professional Emergency Management certification
- Proven record of project management.
- Ability to maintain a working relationship with persons from all levels of the organization.
- Ability to communicate effectively in English both verbally and in writing with persons from all levels of employment and economic standing.
- Ability to operate a personal computer and other common office equipment possessing alphabetic and numeric keypads at a basic level of proficiency.
- Ability to establish and maintain effective working relationships with elected and appointed officials, subordinates, superiors, volunteers, other governmental agencies, and the general public.
- Ability to communicate effectively verbally, in writing, and in various electronic media in the English language with proficiency.

Risk Analysis for Public Safety

Some of the overriding issues that have surfaced within public safety in Salisbury Township have a direct impact on the ability to provide the citizens with the number one goal of public safety, to have one team, with one mission, the mission being the safety of those citizens and protection of them and their property.

If the approach to addressing the hazards and risk in Salisbury Township is anything but collaboration, coordination and the proper organizational structure, the chances for future success are slim, and the facts as observed by our team will be ignored.

Understanding the obligations and the risks are imperative, and this study is the first step on the path to identifying and addressing these concerns, and a Department of Public Safety, if properly applied can be the coordinating agency to make this collaboration between agencies possible.

Every agency must have the data they need to provide the services expected, and the method to accomplish this is under one umbrella of public safety. As mentioned, while many of the volunteer responders are suspect of a public safety model, we believe that

these doubts can be overcome with the right leadership and support by the township's elected officials and manager.

The collection of risk assessment data is currently happening, but somewhat in a silo fashion, not coordinated and shared equally, nor utilized, as should be, with public safety exercises and training involving all of the township's responders: career, volunteer and the outside agencies that provide emergency medical service to the township.

All public safety disciplines need to be more collaborative, more transparent, and functioning as one team for the township. The key to success for public safety in the 21st century is "integrated response." This has emerged as essential in the increasing cases of active shooters and other responses involving multiple public safety disciplines. If there is not coordination and collaboration at critical incident scenes, all disciplines fail and the public is not served. Coordination and collaboration can only occur with the proper leadership, so the filling of the position of Public Safety Director will be one of the most critical decisions the township has made in recent years, only behind that of selecting a township manager. We highly suggest that if possible, the township conduct a national search with the assistance of an independent agency to fill this position.

Suggested Improvement Plans and Recommendations Section 2

IP&R 02-01: The creation of a Public Safety model that brings in a collaborator and team builder to coordinate the public safety and emergency services for the township.

Justification: This type of organization exists throughout the United States and in many municipalities in Pennsylvania. However, this model only will work with the right leadership, a leader who shares vision, is transparent and is a team builder, not a kingdom builder. Under these types of models, you typically see a Department of Public Safety with various Bureaus underneath that Department: Police Bureau, Fire Bureau, and Inspection/Codes Bureau. Within these Bureaus, work is performed based upon the underlying function and responsibility such that all Bureaus collaborate, communicate and coordinate to achieve the overall mission of public safety, while each staying in their respective areas of expertise, for example, all law enforcement functions are under the Police Bureau and all fire service functions are under the Fire Bureau. This separation of work within a coordinated system allows for overall better working relationships and relationship building.

IP&R 02-02: Transition to a Public Safety Director to manage and direct a Department of Public Safety for the Township

Justification: The person hired to be the Public Safety Director must be a team builder and transparent collaborator, who brings together all of the emergency services under

one umbrella for a unified approach to public safety. The person will give expertise and advice to the township manager on all public safety matters.

IP & R 02-03: Authorize the Public Safety Director to have direct authority over the Police Department (or Division of Police Services) with the elimination of the Chief of Police position. The Division of Fire/Rescue Services, including the township authorized Volunteer Fire Companies, the Township's authorized Emergency Medical Services, Fire Inspection Services, and Emergency Management functions.

Justification: In order for the emergency services in Salisbury Township to operate as one unit for public safety, it must have a coordinated leadership and reporting chain to the township.

IP & R 02-04: Under the Director, appoint and authorize:

- a) A Police Captain to oversee and manage the Police Services Division.
- b) A Fire Captain to oversee, manage and coordinate the Township Fire/Rescue Service Division, fire inspection program, volunteer fire services and function as the Township Fire Marshal

Justification: Each emergency services branch or bureau must have representation to the township, and leadership to coordinate the services provided who is within that discipline. Both the Police Captain and the Fire Captain would hold exempt status and not be civil service employees. They could be recruited based upon qualifications with both internal and external candidates eligible to apply.

The Public Safety Model Organization Chart and lines of authority would be as depicted in Appendix 1.

IP & R 02-05: Consider developing a Public Safety Officer Program to supplement the volunteer fire service response during daylight hours Monday through Friday. These individuals would also be primary response for the established Quick Response Service (QRS) and serve as fire inspectors.

Justification: The volunteer fire service struggles during day time hours when most volunteers are at work. Currently the township uses, and should continue to use their fire inspectors to assist with day time fire responses. PSOs can also be utilized if the day time response issues continue to occur.

Summary Section 2

While as a group we would not normally make suggestions as to where a position is filled from when making recommendations, other than that the search needs to be far reaching as possible, through our research and work on this report, it appears as though the township should strongly consider bringing in an outsider for the Public

Safety Director position. Studies can show that hiring from within has tremendous benefits in some situations, just as studies can show the opposite to be true. In this situation, we believe it is incumbent upon the township to analyze this hiring as its top priority, as this hiring will be the center piece for all successes or failures moving forward.

Public safety is at the core of what municipalities provide for their citizens. It is vital that the township's elected officials place great emphasis and take the appropriate time to fulfill this mission with the proper vision and the right additions to the township's staff. These decisions will have bearing on Salisbury Township for many years to come as the new systems and organization chart will lay the ground work for the township's ability to provide the best possible assurances to its residents.

3. Fire Service in Salisbury Township

Background

The volunteer fire service began in Pennsylvania a mere sixty miles from Salisbury Township in Philadelphia. The history of the fire service in Salisbury Township, like most communities across Pennsylvania, is a proud tradition of neighbor helping neighbor. The volunteers of Salisbury Township's two fire companies give of themselves on a day in and day out basis to be a vital part of their community. The Western Salisbury Volunteer Fire Company (WSVFC) will be celebrating sixty years of service to the township this year. The Eastern Salisbury Fire, Ambulance and Rescue Company (ESFARC) will be celebrating its thirtieth anniversary, although it is to be noted that they were formed as a consolidation of two volunteer fire companies with history dating back to 1924 and 1948 respectively, therefore Salisbury Township is in its ninety-fifth year of volunteer fire service protection.

The Salisbury volunteer fire companies are not unique in Pennsylvania, as they like most volunteer fire companies are facing ever changing times that have had a tremendous effect on their ability to provide the service they wish to provide to their communities. Over the past several decades, our state legislators have completed numerous studies concerning the fire service in Pennsylvania. The timing of this study coincides with the release of a recent report by a joint commission from the Pennsylvania Senate and House of Representatives, this report, Senate Resolution 6, addresses many of the same issues we see in our review of Salisbury Township.

This is just a small excerpt of the commission's findings:

According to the Pennsylvania Fire and Emergency Services Institute, the number of volunteer firefighters has shrunk from 300,000 in the 1970's to about 60,000 in the early 2000's and to 38,000 in 2018.

Most importantly, these services, particularly in small communities, provide a social and community value that are incalculable. The members who make up the fire and EMS companies are the leaders of the community. They are the local businesspersons, the local political leaders, the individuals who sponsor parades, community days, and similar special events. The facilities housing the fire and EMS agencies are the same facilities where birthday parties, weddings, christenings, bah-mitzvahs, and funeral wakes are held. The people involved and the facilities and equipment they maintain are the community and make both Pennsylvania and the services strong. But we must find a way to balance true need for services, equipment, and funding, with maintenance of the social fabric, which is so important to keeping our public safe and strong.

The 2012 “Firemen’s Association of the State of Pennsylvania Recruitment and Retention Strategic Plan.” The documents made the following critical observations:

1. Recruitment and Retention is a local issue; the needs, leadership and challenges are all local.
2. Recruitment is marketing, and you must market all of the time; and a needs assessment is critical to making sure you invest your time appropriately.
3. You need to know what your members want as benefits (incentives) before you choose and implement them.
4. Leadership is key to success in recruiting and retaining personnel. If there is no champion to conduct and manage the recruitment and retention processes locally, the efforts will fail.

- A cafeteria plan should be established in each organization to meet the incentive expectations of all members of an organization. Promote the idea of cafeteria plans as recruitment and retention tools.
- Length of Service Award Programs (LOSAP) need approval under relief association payment (legislation required) and short term service award programs need to be funded for “non-life” members.

This comprehensive report will document our findings of our review of the fire protection and delivery model in Salisbury Township, and will offer suggested Improvement Plans and Recommendations for all of the stakeholders to consider for the future of the fire service and fire protection in the township. However, it has been noted through our findings that the current system has been providing quality fire service protection, it has just not been in a cohesive or uniform system. Depending on the time of day, day of the week, or where within the township the need for the fire service exists, the delivery model varies greatly.

The companies have operated under and provided quality service using separate philosophies, to the same entity. And, to add to the two separate philosophies of the two volunteer fire companies, in this very unique situation, we have the Salisbury Township Police Department operating as yet a third fire company, in what appears to be a rogue attempt, and a belief by both volunteer fire companies, that the police department is trying to eliminate the two volunteer fire companies. While it is not our team’s belief that the police are trying to eliminate the volunteer fire companies, the fact that all of the volunteers we spoke to have this belief gives it credibility, so it must be addressed. This disjointed system not only places the community at risk by

providing different levels of service to the citizens and visitors to the community, but it ultimately creates unsafe working conditions for all of those who are providing fire service to the township. This multi-pronged, uncoordinated organizational structure creates performance challenges that will be addressed throughout this section of the report, along with suggestions for improvements.

Pennsylvania Act 9 of 2008 amends The First Class Township Code to ensure that first class townships provide fire and emergency medical services within the township. This legislation also ensures that first class townships must provide appropriate financial and administrative funds to enable emergency services to effectively protect the township.

Through our research, interviews and meetings, we are confident that Salisbury Township has this goal in mind, and the request for this comprehensive emergency services review is evidence of the elected officials' commitment to providing the best possible protection for its citizens and visitors.

Our team wants to emphasize that the support, cooperation and interests in every step of this review by the township staff and members of the emergency response organizations has been exceptional. There was not any indication in our review that anyone wants anything but the best for the township and its residents when it comes to fire service protection. There are many positive fire protection efforts and programs in place within the services provided to the township, from the volunteers to the part-time fire inspectors. This review centers upon suggested recommendations to be taken to sustain the volunteer fire service and enhance long term fire protection measures, and we recognize that everyone in the fire companies performs the work that needs to be conducted at the time of an emergency, while providing as many additional non-emergency services and programs to the township as possible. As has been seen in numerous reports, there are a few key items, some of which are listed above in the Senate Resolution 6 report but which comes out in every survey of volunteers, at the end of the day the biggest issue is TIME, which we will address extensively in this report.

Methodology for Section 3

During the period of May 2018 through February 2019, our team conducted interviews with leadership, employees and volunteers involved with the current fire service delivery model, we reviewed documentation from the township and both volunteer fire companies and spoke with various external stakeholders.

Below is a brief list of some of the activities that went into this portion of the review:

1. An introductory meeting was held with the representatives of the township to review the aspects of this project, expectations and to ascertain contact information for all of those involved directly or indirectly with the fire service in Salisbury Township.

2. A series of meetings were held with the Eastern Salisbury Fire Ambulance and Rescue Company and Western Salisbury Volunteer Fire Company. During the course of these meetings both companies gave detailed overviews of their operations including in depth explanations of their budgets, apparatus, personnel, facilities, normal operations, and pending issues. Further both companies were afforded broad opportunities and wide latitude to discuss, have input or deliver information they deemed relevant to the composition of this report.
 3. Physical tours of both facilities were conducted and the apparatus were viewed both static and during a training evolution.
 4. Further research was conducted by reviewing open source material including but not limited to:
 - a. Salisbury Township municipal website.
 - b. Eastern Salisbury and Western Salisbury Fire Company's online presence.
 - c. Relevant National Fire Protection Association (NFPA) standards.
 - d. Other National codes.
 - e. State of Pennsylvania codes and standards.
 5. A number of documents were reviewed as submitted by the various agencies, including, but not limited to:
 - a. Various fire company response summaries and documents
 - b. Existing Standard Operating Procedures/Guidelines
 - c. Miscellaneous applicable information
 6. Follow-up activities were conducted as necessary.
 7. Meetings were held and interviews conducted with the Township's appointed Fire Marshal
 8. Meetings were held and interviews conducted with several of the Township's Fire Inspectors
 9. Over the course of this review there were multiple telephone conversations and electronic mail exchanges to seek additional information.
- This final report is the result of the completed and consolidated efforts of the above listed activities, and research activities of our team.

Review of the Entirety of the Township Fire Service

Our team reviewed the delivery of fire protection for Salisbury Township as a whole to make suggested recommendations to all stakeholders as to how to provide the best possible fire protection to the residents, businesses, and visitors of the township. As with most communities in Pennsylvania, one of the key features of the fire service in Salisbury Township is the dedication of the volunteers who provide much of this service for little or no return on their time investment. We have reviewed the commitment by the two volunteer fire companies and the commitment of the township to assisting these volunteers with their sustainment as a valuable asset that while we can put a price to it through various models, there really is no price that can be associated with what volunteers do and provide for a community.

As mentioned, we looked at the fire service delivery model from all angles, reviewing current procedures and practices, evaluating operations and opportunities and working to make suggestions that will hopefully help the overall organization and operations of the township's fire service not just for the immediate future but for the long term survival.

Reports like this are challenging because we did not meet or speak with any individual who did not have the best interest of the citizens at the forefront of their mission. Unfortunately, the mission and vision of the fire service delivery model is blurry because there is no cohesive structure among the various delivery parts. Hopefully everyone will look at this report and the below findings from an objective point of view.

The current structure of township fire protection is inefficient from an emergency response perspective. The geographic separation of the eastern and western fire companies as well as their distinct cultural identities is a hurdle that will most likely be impossible to overcome without structural changes made at the township level. While geography dictates two separate organizations, in order to be efficient and provide consistency in delivery, the fire companies need to exist under one township model for delivery, as will be further explained in this report.

In order for multi-unit firefighting operations to be effective, units from different stations must constantly work and train together so as to integrate seamlessly at an incident scene. Standard Operating Procedures (SOP'S) must be common to all companies, practiced and crews must instinctively know each other's strengths, weaknesses and capabilities. There is little evidence that Salisbury Township's two fire companies train together to the level required to be highly effective. In fact, the evidence shows an air of suspicion and mistrust exists between the two companies. This strain translates into a climate where the public safety goals of the township are not realized in a way expected of an emergency service operation. In addition to the two fire companies, in what can only be described as a unique system, the Salisbury Township Police also have created their own independent fire company. The police led fire company is independent in pretty much every way from what we can ascertain, leading to even larger issues. This resource can and must help bring the fire service together, through a township "one system" model.

While the geographical divide is not uncommon in Pennsylvania, it does lead to the ability of the two fire companies, who are divided by another municipality, to operate independently as separate private organizations. However, when we add to this discussion the potential and necessary assistance from the fire inspectors, it now creates a situation in which a risk analysis dictates we have a tremendous health and safety issues for all involved. Having two distinct management groups, with no common set of goals and objectives prevents any meaningful long-term planning, cooperation and action objectives for the township. Any planning that is done

currently is solely focused on the advancement of the individual fire company's agenda. And, one can argue that in fact there is a third set of rules with the "Police Department's Fire Company," Station 59, which has its own Standard Operating Guidelines, policies and rules, so the township's fire service is operating under three different sets of guidelines, policies and rules.

The finite fire suppression resources available to cover the geographic area serviced by the volunteer companies demands both companies move toward a set of shared long-term goals. At present this is not the case. Both Salisbury Township fire companies, as well as the current Station 59, make decisions based on their independent, organizational self-interest. While that is not always detrimental on face value, it does raise questions about future resource allocation and coordination between the companies. One company desires to expand, another is looking to downsize, and the third appears to be in a takeover mode of operations, at least from the view of the volunteers. Taken separately neither decision is wrong or bad, when looking at the two volunteer fire companies. However, when viewed in a broader context, the totality of these decisions could leave part of the township underserved. Fire protection depends on many factors being evaluated and taken into consideration. No company exists in a vacuum. Further, fire suppression isn't the only area of public safety that fire companies engage in on a daily basis. Community Risk Reduction (CRR) for example seeks to identify possible areas of concern and mitigate them before an emergency happens. CRR should ideally be practiced in a township wide, coordinated fashion.

In addition to the known issues facing the township's fire service, we need to look at many other issues that are putting pressure on the continuation of the fire service delivery model in all municipalities and analyze how some of these issues pertain to and can effect Salisbury Township and its dedicated volunteers and staff.

Any comprehensive review process must start with the basic assumptions of the proposed study and then an analysis of current trends within the emergency services, and in this case the volunteer fire service specifically. We have defined four (4) basic assumptions for this assessment and development of this review for Salisbury Township. The assumptions included:

- 1) The desire is to maintain a volunteer fire and rescue services as long as possible.
- 2) A need for capital investments and operational expenses that should be evaluated continuously.
- 3) Nationally recognized standards must be used as the baselines for any recommended changes.
- 4) Guidelines, policies, programs and operations must be cohesive, consistent, and collaborative.

Change in the fire and emergency services is driven primarily by the municipality within which the organizations provide service. Without a clear vision from the leadership of the municipality, the organization will not understand the vision of the delivery model. The township undertook this important opportunity to review its emergency services, in an effort to create a clear vision and develop the future path for the township's emergency services. During this review of the township's current level of preparedness and emergency services capabilities, it quickly became evident that just about every individual, organization and group had a different perspective for what the vision and mission for the township is at this time. The leaders of both the township and the various emergency service agencies will be the most important catalysts for strategic change initiatives, developing and communicating the vision for the future and milestones to measure progress. As this report will make clear, various suggested action plans and recommendations will give the effort the greatest chance for success.

The Field of Public Safety is changing and nowhere is this more obvious than with our volunteer fire services. Many times these changes are occurring so quickly that our volunteers and elected officials do not even realize they are happening. In Salisbury Township we do not see this as the situation, but what we have noticed is that the change that is happening may not be through collaborative efforts. While many in the fire service still live with the mantra, "We have always done it this way," we did not see or hear that in any of our meetings or conversations. The dedicated volunteers and employees of Salisbury Township understand the changing of the culture and are more than willing to take the steps they need to address the changing of the model of delivery. Although only a few years ago there was a time when training was much less demanding and time consuming and the local fire department had fewer responsibilities, and attendance and training standards were achievable. There were fewer calls but each incident had more of an impact on the community, in which neighbors truly relied upon neighbors in the time of their greatest need, unlike many of the calls for service thrust upon our emergency services today. The community was the volunteer fire company and the volunteer fire company was the hub of the community, in many facets, not the least of which it was the social hub, which we do not see today. Employers could leave employees respond from work because there were less incidents, and also usually a "true call" for needed assistance.

Unfortunately today, much of the above is no longer true. Companies either do not leave their employees respond to calls because of the volume and time commitment, or the businesses are no longer locally owned so they have no connection to the local community. In addition, training requirement and recertification now require hundreds of hours of time, often dissuading potential new member before they ever get started. This is not an indicator that the volunteer fire service cannot survive and cannot fulfill the mission, it merely is an indication, as expressed in the aforementioned SR 6 report, that Pennsylvania as a whole needs to get legislative help, and Salisbury

Township, with the correct support can remove some of the burden from the volunteers in an effort to give them better Life-Work (volunteerism) balance.

As the external system and processes continue to place burdens on the volunteer fire service, the fire service and elected officials must recognize that in this complex world of emergency service delivery, if proper steps are not taken, the external forces will overtake the system and a new model will be created from necessity. Some of these external forces will be described below along with suggested improvement plans and recommendations.

All-Hazards Fire Service

The Fire Service has evolved in the past few decades almost as fast as technology, from responding to fires, vehicle accidents, industrial accidents and some automatic alarms in businesses to an “All-hazards” model of fire service delivery. This trend of being the answer to every 9-1-1 call has helped and hurt the fire service. In addition to the now broad scope of incidents, the fire service now runs emergency medical service incidents, many more automatic fire alarms in both businesses and homes and has seen a drastic increase in nuisance alarms. With technological changes comes a higher level of commitment to training and response, one of the main issues hurting the volunteer fire service, the extra time commitment to be prepared and capable to respond, along with all the added responses. In 2013, Salisbury Township tried to alleviate some of this strain, as both fire companies and the township worked together to create a Fire Inspector program.

While the original intent of the fire inspector program was to address life safety issues with building inspections, provide personnel resources for incident response to support the volunteer fire companies and also to assist in fire prevention and safety. This mission has only been partially fulfilled and appears to have taken on a different mission, that of a separate and distinct fire company, operating independently, for the most part, of the township’s two fire companies. This will be addressed in more detail below.

Risk Analysis for the Fire Service

One of the first steps in any review of the emergency services is a risk analysis. A review of Salisbury Township identifies a bedroom community with two major hazards, a large hospital complex and a major interstate highway. It is also to be noted that the township is divided geographically, which adds to the risk, since the emergency service responders are separated by other municipalities.

A risk analysis looks at the probability that an event will occur and then the severity of the outcome if that event does occur. Reviewing the responses in the township, the highway presents the largest risk, due to the fact that the hospital complex has extensive fire protection systems in place. The fire service in Salisbury Township must

be well equipped and prepared for any amount of unknowns traveling on the interstate highway. Throughout the rest of the township, a single family dwelling fire is a risk that must be prepared for with adequate personnel and apparatus to respond. The township has adequate apparatus from a risk analysis perspective and with proper procedures implemented, the township should be able to provide staffing with its volunteers and qualified employees. Once the Fire Captain's position is created, or in the interim under the Public Safety Director, the fire companies should be encouraged to complete a self-assessment using the National Fire Protection Association (NFPA) Standard 1720 as a baseline. NFPA 1720, entitled the "Standard for the Organization and Deployment of Fire Suppression, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments," will give a better understanding of the capabilities current available. Summary parts of NFPA 1720 can be found in Appendix 2.

Reviewing and understanding the overall potential risk factors, we must look at other corresponding potential issues with the fire service delivery model.

Demographics and Aging Communities

A community's age median age can be an indicator of several issues within the community for fire service protection. As a community ages, if the population is not replenished with young adults, it leads to a vacuum in opportunities to recruit new members to the volunteer fire service. In addition and aging population can also lead to an increase in life safety concerns, as the two most vulnerable populations in a fire are the very young and those of advanced age. In Salisbury Township the median age of a resident is forty-seven years, which will fall on the high side when determining vulnerable populations. One of the issues that was raised in some parts of Salisbury Township is the cost of housing, and the lack of affordability for younger members of the community, especially those looking for a first home or rental.

Response Issues

Responding to calls for assistance is at the root of the mission of the fire service. When a fire company is unable to respond, or responds with inadequate staffing, this creates a public safety issue for the community, and potentially a public relations issue as a "non-response" or "understaffed response" can be very public in nature, especially in today's world of social media and citizen journalist. Most fire companies have a mutual aid system, and Salisbury Township is no different. However, with an ever increasing call volume, there is a point in which not only will the local volunteers drop in numbers, but it may also have an adverse effect towards the assisting mutual aid volunteer fire companies, also decreasing their membership numbers. This is already an issue to the East, as the ESFARC's fire station is covering all incidents in the adjoining Fountain Hill Borough, potentially risking "wearing out" the volunteers from this station. Some of this issue has been addressed with the forward thinking approach of using the fire

inspectors during the week to supply additional resources. The township mutual aid system must be carefully analyzed to prevent overuse, and also assure that the closest fire companies are dispatched when aid is needed and required.

Response Times

When an incident occurs, minutes count for successful outcomes and public safety. When fire apparatus regularly fail to get out of the fire station it is a factor used to determine the appropriate service to the public. In addition, fire station locations and what equipment responds from that station also play a role in the fire service delivery model. Salisbury Township, being somewhat unique in geography, needs to rely not only upon its own two fire companies, but mutual aid fire companies to get the closest apparatus to the incident in the appropriate time, a key to proper public safety. Looking at the various township response maps, Appendix 5, each half of the township has a station that provides adequate coverage for their first due area of the township. As discussed in Section 1 of this report, if the township determines that they want to build a new fire station in the western half of the township, they may want to look to determine if there is available land that will allow the 1.5 mile engine response area, Appendix 5, to completely cover this section of the township. However, several major items must be considered with fire station location including: housing: where does the current membership reside, and what is the affordability of housing in the selected location, and what is the projected township growth that will impact future call volumes and responses. Taking these issues into consideration will assist with the sustainability of the volunteer membership, and selecting the right site for the facility.

To understand the fire station location assessment, we must analyze a system created by the Rand Institute for fire response modeling and apparatus locations. This system is utilized by the Insurance Services Office (ISO). Although the ISO is not as prevalent as in the past, due to many insurers not utilizing this service, it is still a good baseline and recognized by some insurers so many municipalities still utilize their recognized formulas. The ISO process uses the following formula and criteria for response time, emphasizing that distance for engines should be a maximum of 1.5 miles from the station to an incident, and the maximum distance for a ladder company should be 2.5 miles where possible, based upon the risk analysis of the community. In Pennsylvania it has been documented that a maximum distance of 5 road miles should be used for response time, except in very rural locations. All of this data is based upon the study and formula developed by the RAND institute, and uses the equation:

$$T = 0.65 + 1.7D$$

T = travel time in minutes

D = distance in miles

The formula is based on an average 35 mph road speed, which is realistic for Salisbury Township considering the infrastructure and terrain. When calculated, this formula allows for a maximum response time of a little over nine minutes, which is the outside

range for what an agency can expect when responding to an incident and still achieve a favorable outcome. These numbers do not take into consideration anything except the actual time responding, so the total time from dispatch to arrival can approach fifteen to eighteen minutes depending on station location, time to receive and dispatch the incident, and time for the volunteer to respond to the station.

In the Appendices (Appendix 5) are maps that illustrates the following:

Appendix 5-1: Map of township with location of fire stations, police station and township building

Appendix 5-2: Map of township with approximate line dividing the two fire company districts

Appendix 5-3: Map of township with 1.5 mile and 2.5 mile rings from current apparatus locations

Appendix 5-4: Map of township with current apparatus plus a 2.5 mile ring showing Fountain Hill Ladder Truck

Appendix 5-5: Map of township showing a Ladder truck in each current station with 1.5 mile and 2.5 mile road distances from the current fire stations.

These maps clearly identifies portions of the township that exist outside the boundary of the 1.5 mile area, as well as the 2.5 mile boundary. It is to be noted, however, that the areas outside the 1.5 mile circle, for the most part, are woodland and recreational areas, and these maps do not, except for in the case of the Fountain Hill Ladder Truck, demonstrates mutual aid responses. We believe the current locations will be sufficient and are appropriate based upon this formula and mapping.

Staffing Challenges

As will be documented through this report, staffing needs are the number one challenge facing most volunteer fire companies. In 2013, the volunteers of both volunteer fire companies believed that some of this pressure was going to be reduced with the implementation of the Fire Inspector program. However, throughout the course of this review, there appears for various reasons that this supplemental and valuable resource is not available or being utilizing as intended, or needed. In addition, with two parent working families, children playing year round sports, and the ability for teenagers to entertain themselves through social media and video games while never leaving their homes, the volunteer fire company has lost some of its luster and social impacts. Personnel losses are the number one problem facing the volunteer fire service. Although both fire companies, and specifically the WSVFC, currently have what appears to be a somewhat healthy amount of members, there is still need for concern in both stations, especially during the daytime hours.

Other impacts on the ability to have safe and proper staffing levels include too much time for training, meetings, incidents, fundraising, fire prevention, public education and administrative functions. There can also be an unfair expectation by the

community. In many communities in Pennsylvania, residents are moving in and have the mistaken belief that the fire service is a completely paid career service. Some of these issues can be partially resolved through proper marketing by both the fire companies and the township to its citizens, and the hiring of administrative personnel to reduce the paperwork and administrative burden on the volunteers. The Fire Captain position has been addressed in Section 2 and will be further discussed below. It is important that the township take every opportunity to explain and market to its citizens and businesses that the firefighters are volunteers and are always going to be in need of additional personnel. The township may also want to consider a tax incentive for businesses that allow their employees to volunteer and respond during working hours.

The township already has two valuable means to help solve some of the daytime response issues that occur within the township, the part-time fire inspectors and other municipal employees who are already trained and qualified volunteer firefighters. The fire inspectors schedule is known in advance and should be shared with the volunteer fire companies. These inspectors, who are all qualified and certified firefighters need to assist with filling some of this daytime void of volunteers. This system will be explained in more detail below in the section on fire inspectors. The township, from our inquiries, also has numerous employees working in various positions who are either volunteers with a Salisbury Township fire company or are qualified volunteers with other fire companies. Where possible, and within their ability due to their positions, the township should create a policy that allows these valuable employees to respond to incident during their scheduled work period. The fire companies must work with these individuals to make sure they have them properly prepared and they provide the necessary personal protective equipment. These issues all lead to the next sections on Recruitment and Retention.

Recruitment

Recruitment and retention, while often mentioned in the same breath need to be considered as two very different subjects. Recruitment of volunteers used to be considered all the volunteer fire service needed to worry about, because once they joined, and “caught the bug” of becoming a valuable member of their community, very rarely did a volunteer quit, often spending decades in the fire service and further bringing families and friends into the volunteer fire service to join them. In numerous studies it has been shown that recruiting new volunteers for most organizations is a challenge, both for the reasons expressed above and for various other reasons. It is no longer just about finding the right applicant in terms of quality of service delivery, but also enough members, because even in organizations in which volunteers are still joining, they are not staying as long. Studies have shown that volunteer organizations need to plan for turn over every three to five years, versus the decades of service given in the past. Recruitment has become one of the most important missions of the volunteer fire service.

Both volunteer fire companies in Salisbury Township do some recruiting, but there must be a dedicated recruitment campaign that involves the township, the fire companies, community organizations, such as the Lehigh Valley Hospital, and the public. Public service announcements, literature to distribute at all township events, parks, and recreational facilities, newsletter advertising and public input and assistance must occur. Like most marketing campaigns, the township's fire service must create a "theme" that becomes synonymous with volunteering for the Salisbury Township fire service. Just like any other good campaign, it must become embedded in the minds of the citizens so that when they see it, or hear it, they immediately think Salisbury Township Volunteer Fire Service.

One thing that we believe will help this campaign is a Salisbury Township Fire Service common identity. Even though there are two independent fire companies, just like the fire companies have formed the Salisbury Township Fire Chiefs Association, the township and fire companies should also create a common fire service identity, while still recognizing and respecting the two volunteer fire companies. Citizens need to understand they are becoming part of the "township's" fire service. This identity and branding, along with that of the fire companies, should become the forefront of a systematic and continuous marketing plan throughout the township, and can be developed by a working group from the township, the fire companies and the Fire Captain.

The township and Fire Captain should also assist the fire companies with seeking grants to create a high school cadet program. Federal FEMA SAFER grants have been awarded for this valuable recruiting tool. Research has shown that teenagers are not joining the volunteer fire service in the same numbers as they have in previous generations. Many are still volunteering their time, just not as volunteer firefighters. In order to expose teenagers to the fire service, a cadet program at the high school can help introduce a whole new audience of potential volunteer firefighters to the fire service. Typically these programs provide some basic introduction to the fire service and hands-on training. The programs can be managed and conducted by some of the township's fire service, to include the fire inspectors, or can be a program run by a local community college. These programs will usually provide the cadet with a "uniform," which begins to impart the pride and sense of belonging to a team. Many cadet programs are operated as a school club. One of the advantages to these programs is that the attendees do this as part of their normal school day, so they do not have to "come down to the firehouse" in the evening to be introduced to the fire service, creating that initial "first step" towards volunteering.

People want to be part of something, studies show that many people will put forth much greater effort as a volunteer than they will at their occupation because of the deep sense of pride and commitment that comes with doing something that you love. However, in the current state of turmoil, volunteers, and potential new

volunteers may not want all of the “noise” that is currently occurring in the township and decide for a healthy sense of purpose to either quit or not become a member of the volunteer fire service in Salisbury Township, especially with so many other opportunities in nearby communities. You cannot allow the current level of mistrust to continue and hope to recruit and retain valuable volunteers. Volunteers give of themselves, sometime at a very great risk and often with an emotional and or personal toll. Working together, everyone involved must seek to regain and build upon the pride of being a Salisbury Township Volunteer Firefighter! See Recruitment Challenges in Appendix 9.

Retention

In today’s work force and volunteer agencies we are dealing with five generations of responders, which brings an interesting dynamic to the retention and leadership challenges facing us. Often we read and are told that the issue is with “these new Millennials,” however as we know, each generation stressed over the generation that came before it, and the volunteer fire service is in the same situation today as it has been for decades, if not centuries. The question has to be, “How do we keep our volunteers?” In past decades when dozens of firefighters showed up for a couple of dozen of the one hundred calls a year, this was never an issue. Today, with all of the demands previously mentioned, and technology moving faster than we can blink, many new problems to retention have surfaced! While the township gives incentive money to the volunteer firefighters based upon a point reward system, if we are going to succeed at retention, we need to look at the “cafeteria” approach that has been expressed in numerous journals and is included in the SR 6 report.

It is more cost-effective to pay for benefits than it is to pay people, as was demonstrated and described in Section 1 of this report. If Salisbury Township wants to sustain its volunteer firefighters, the township must be willing to look at the make-up of the volunteer fire service and determine how much it is willing to vest in incentives to sustain and hopefully grow its membership. How willingly the community provides benefits for them now may help department leaders gauge their ability to sustain a volunteer system, with some support such as envisioned in 2013 with the fire inspector program.

Incentives can and must come in many forms, not just for response activities, but for meetings, training requirements, getting certifications, taking on leadership roles, providing administrative assistance and numerous other activities that all benefit and help sustain the organization. These incentives help provide motivation for members to improve personal performance and participation. If we are to encourage teenagers and young adults to become volunteers and then remain volunteers, we need to have system of feedback in place, as these generations want to volunteer, but they also want to have feedback to make sure they are adding value. They must also be given

latitude and responsibility to allow them to show what they can do and have the opportunity for growth, both personally and professionally.

It is important to remember that an incentive that may encourage a fifty year old volunteer to come back again for another week, month or year, may not be an incentive at all for a twenty year old volunteer. The township, working with the fire companies and Fire Captain should develop an incentive program that applies equally to all volunteers. If a member volunteers at one station, he or she should expect the same incentive as a similar member of the other station. The working group developing this project should solicit input from all volunteers and also perform a query as to what surrounding neighboring fire companies are using as incentives, because the township also does not want to lose volunteers to other municipalities who may do a better job of offering incentives to their volunteers.

In Pennsylvania, luckily through foreign fire tax monies, we can buy the best possible protection for our volunteers using firemen's relief funds. The Salisbury Township Firemen's Relief Association should continue to purchase the best Health and Safety benefits, disability benefits and loss of wage benefits for the membership. Members need to know that if something happens in which they are hurt, disabled or have loss of income that they and their families will be taken care of until they are fully recovered. It is suggested that the Relief Association, if they do not already do so, purchase the best possible insurances and protection for the membership.

Membership Standards

During this review it was determined that while many of the membership standards were similar, some varied between the two fire companies. Moving forward with everyone understanding that to provide the best possible fire service delivery model the township's responders must operate as one system, membership standards must be consistent and uniform. Although the two fire companies are individual organizations, ultimately they provide fire protection at the will of the township, as is dictated by the law. In any system of mutual respect, both parties need to work together to develop what is acceptable to everyone. In Salisbury Township, we need to look at one set of policies, rules, operating guidelines and systems for the fire companies, and in return the township provides monetary resources, facilities, vehicles and supplements the volunteers with personnel when possible.

The two separate systems, by the fire companies, can create confusion when the expectation is that township employees will supplement both fire companies with their responses. Health and Safety mandates that we cannot expect these employees to operate differently if they go East versus West. With the creation of the Fire Captain position, it will be imperative that a committee is formed with the fire companies and Fire Captain to collaborate to develop a single standard that is township-wide. The Salisbury Township Fire Chiefs Association (STFCA) will be a vital part of the team in

many of these collaborative working groups and committees. By developing one system, this will also allow members of both departments to function seamlessly as the township's fire service.

In addition, as this is one township, the leadership should do a risk analysis to determine what the qualifications and competency requirements are for members of the township's fire service. It is important that we note that not everyone has to be qualified to do everything, nor have similar expertise. In a volunteer system it is essential that we understand that everyone is needed, and everyone can bring different skills to the organization. Whether it is a brand new member, or a member who has been involved for decades, everyone must feel welcome and as a part of the team that is the Salisbury Township fire service. In the volunteer fire service, there are members who are steady and able to assist however they are needed, from sweeping the street after an accident to going into burning buildings. We also see those members who accept the challenge of leadership and take extensive training beyond the basic requirements, and these members have to be allowed to grow and succeed. The township has to have one system that is accepting of all, because in the volunteer fire service, when we exclude we lose, everyone brings value to the system.

Fire Service Leadership Development and Sustainability

As part of recruitment and retention mission, we need to look at not just how our leaders function, organize, lead and oversee our organizations, but also how our system are set up to make sure we properly develop and train the next generation of leadership. This is always a challenging question, but it is especially delicate in the volunteer fire service, where we expect so much while giving so little in return for those who lead our volunteer fire companies. We have witnessed longstanding chief officers who have thrived for decades, and we have also witnessed stagnation due to a chief officer being in the position too long. However, this is not to say that just because you have a change, or a chief with less time in service, it will lead to success or failures.

This is the dynamics of the volunteer fire service. In our meetings and interactions with the leadership of both volunteer fire companies, we were met with a lot of forethought and vision for the sustainment of the volunteer fire service, which will be discussed under the section on the individual fire companies. It is important though that the township's fire service have a system for making sure that the leadership of the companies has the proper training, guidelines and policies, so that all firefighters with aspirations to become leaders in their fire company know the expectations and have the opportunity to develop through the proper training and programs. This system and training can be developed by the Fire Captain with cooperation from a working group of fire company leadership, such as the STFCA. As the fire companies are independent organizations, who vote for their leadership, it is incumbent that they fire company leadership understand the necessity to develop the future and participate in this common system.

Effective leadership and management are critical to the success of fire and emergency services. Most failures and adverse outcomes for these organizations, particularly outcomes involving scandal, failure to perform, erosion of public esteem, and loss of confidence from elected officials and jurisdiction managers, can be traced to deficiencies in leadership and management.

Doing “what we’ve always done” is seldom adequate to secure organizational success. Such success requires satisfying internal stakeholders as well as the community and the governmental oversight structure—be it a city council, fire district, or board of commissioners.

Thus, the fire chief is faced with the challenges of achieving success as defined by his or her own organization, by the government, and by the community at large.

(Managing Fire and Emergency Services; ICMA, 2012)

Lack of responsible and supportive leadership creates a situation in which retention becomes almost impossible. We did not observe this in Salisbury Township, however, as the volunteer fire service is not static but a dynamic system, the need to have a high level of commitment and a system for properly prepared leadership is essential to meet the service demand and also the public’s expectations.

Waning political support

When issues begin to arise both internally and publicly, the political climate becomes tarnished and political capital with elected officials can be lost due to unrelated circumstances that have nothing to do with the fire service delivery model. Elected officials who may have once been very supportive tend to place less effort towards helping the volunteers as situations become tenuous and the effort outweighs the return on investment. The volunteer fire companies need to understand that they are part of the government structure, even though they are an independent agency.

In Salisbury Township, as has been identified, there appears to be a level of mistrust among all parties, volunteers and municipal workers and officials. This level of mistrust appears to have surfaced from various issues, such as mission creep, overstepping and what is perceived as a takeover. Our team was able to meet with and discuss these perceptions with all of the parties and agencies, and has concluded that Salisbury Township officials recognize these perceived issues and therefore to resolve the concerns, took the step of having this independent review conducted of the entire emergency services and public safety in the township. This review demonstrates government support, and their willingness to have an impartial audit for the best interest of the stakeholders and citizens. However, if after these findings, any of the

parties decide that collaboration, coordination, cooperation and communication are not vitally important, that organization can potentially lose public support. All agencies studied in this review must collaborate for the best possible delivery model to exist.

One of the methods to provide better coordination between the township and the volunteer fire companies is the creation of the Fire Captain position, which has been mentioned throughout this report. This will give the fire service a township level representative, who can speak for them and act on their behalf. This position can help represent the fire service not only with the elected officials and township staff, but also with the county, surrounding municipalities and organizations. We repeatedly heard the volunteer fire companies expressing their belief that they have a lack of voice with the township, and also that non-fire company personnel were “speaking on behalf of” the fire service. In politics, an organization’s voice is important, the fire service deserves to have a fire service voice speaking for them and on their behalf, moving forward, it will be the Fire Captain.

Mission Creep

Mission creep is a term we heard over and over again in various conversations and meetings. While we are not stating that some of these actions were not taken in what was believed to be the best interest of the township, many of the activities appear to have been created in a vacuum without input or collaboration with all of those who would be effected. This leads to those who are left out of the conversation seeing the activities as mission creep by other agencies.

Although this term is utilized many times in the military, it also has arisen in the emergency services as some agencies slowly begin working outside of their designated or assigned areas and begin slowly taking over the areas occupied by other agencies. This is not to imply that all agencies should be working in silos, quite the opposite is being expressed in this report. We want and believe that coordinated efforts must occur for successful outcomes. No event in American history demonstrates this better than September 11, 2001. As a nation we lost hundreds of our finest and bravest responders that day, and every after action report speaks to the lack of cooperation and collaboration.

In Salisbury Township, every conversation and document points towards a police department that has crept into the mission area of the fire service. Again, not stating that it was being done for ill purpose, but the ramifications is that there is now an air of mistrust that creates strained working relationships. The last thing that is needed at any emergency incident is a lack of trust between agencies. The Incident Command System, (ICS) which comes under the National Incident Management System, (NIMS) a resolution of which was signed by the township, requires the use of ICS at all incidents. ICS requires cooperation and coordination by the emergency

services and very clearly dictates how it must occur. Unless the public safety agencies can work cooperatively and within their lane of travel, health and safety to both responders and ultimately the public will be jeopardized. The Salisbury Township Police Department needs to work within the fire delivery model that makes the fire service the lead for fire events. The police department, as a career department, should certainly assist the volunteers, but should not be the lead agency for fire service delivery nor respond in lieu of the fire service without proper notification of the fire service. The establishment of Company 59 and its growth and mission creep have created a chasm between the volunteer firefighters and the police and fire inspectors. The fire inspectors, as direct reports to the police department, are often caught in the middle of this contentious issue.

The Fire Marshal's position is responsible for the investigation of fire in the township, as it is in municipalities all over the nation. However, in reviewing the current role of the fire marshal, it has evolved into a position that is more in line with that of the Fire Captain, which we are proposing be created. A police department fire marshal should not be responsible for oversight and operations of the fire service. Some of the areas discussed by many during this process involved the conflict of this role, in which a member of the police department is overseeing fire operations, attending fire operational meetings both within the township and at the county level. Currently, this position is the township's liaison to the fire service, but the role has unfortunately crept into mission areas where the fire service needs to be the lead. The fire marshal role, as a fire investigator, can remain with the police department if the township chooses, however, the fire service should be under the authority and responsibility of the Fire Captain, or in the interim, the Public Safety Director. All fire service activities should be removed in the organizational chart from the police department. If the fire marshal position is still going to be actively involved with fire service delivery, then the position should be a fire service member, as outlined in Section 4 of this report.

When emergency responders begin to take on roles that are outside of their normally assigned duties and area of expertise, this mission creep evolves into a wide array of issues, not the least of which is the potential to overwork these people, while leading those who are actually responsible for that area to eventually stop responding, further adding to the staffing issues. One of the main goals of this study is the survival of the volunteer fire service. Therefore, the fire service has to regain authority and responsibility for all fire service areas and the delivery model if the township expects the volunteers to remain. The current system, from an outsider view point, looks like some in the township are trying to create a career fire service by ignoring the value these volunteers bring to the township and creating systems that diminish their roles in fire protection for the township. This has to be a coordinated effort in which the fire companies are brought into the system, and function within the township system, but not under the current organizational structure. The township each year makes a

substantial commitment to the funding of the fire service, and with that funding, comes a partnership and some oversight, as will be discussed below in more detail.

Operational Areas

As noted earlier, the fire department operates under long-standing procedures, using mutual aid, and individual company standard operating practices. These cultures and traditions have helped establish organizations that have served the township well for many decades. However, as society has changed, our culture has changed and the volunteer model is evolving. The delivery system for fire and rescue services must be adapted to continue to provide the proper response to the community and its citizens. The fire service in Salisbury Township needs to be integrated into a single, seamless fire service delivery model. This does not mean a consolidation of the two fire companies, we do not believe this is necessary or in the best interest of the township. However, the township's citizens must be provided a system that is consistent throughout the entire township, as it is a minimum expectation for the financial support offered by these citizens.

If Salisbury Township's fire services continue to operate as two different systems, it creates conflicts in performance and develops potential operational and liability issues, discussed below. The same scenario exists with standard operating procedures. The two companies utilize standard operating guidelines developed for the individual fire company needs and are not coordinated for use despite the fact that the organizations run together on some incidents, and are part of the same municipality, albeit separated by land mass, and have an expectation that township employees will come and assist in these two different systems.

This system need to also be part of the equipment purchasing process. If the township's fire service operates with similar tools, vehicles and equipment, it allows for interoperability and an ease of training and education for all personnel. As the township moves forward with creating a single model, purchases shall be decided by committees based upon all users, so that operational efficiencies will develop. This also allows for easier maintenance as purchases are standardized, and assist with the ability for equipment to be loaned or shared when equipment is out of service, this applies to all tools and vehicles.

Standard Operating Guidelines

A review of existing Standard Operating Procedures/Guidelines was conducted based upon information provided by the fire companies and township. While each company has a set of standard operating guidelines, it is suggested that there be one set of township fire service standard operating guidelines. In addition the Salisbury Township Police have also established their own set of some standard operating guidelines for the fire inspectors, further creating a disjointed system in which there

are various sets of guidelines that can all be interpreted differently and in use at the same incident creating operation inefficiencies and health and safety issues.

The lack of standardized SOGs throughout the township is a major issues. As we recommend that the Fire Inspectors, and qualified township employees assist with daytime incident response, we must also be sure that there are one set of guidelines to prevent confusion and potential health and safety issues. It cannot be expected that the fire inspectors and township employees would need to operate to two different sets of guidelines depending on where in the township they responds to assist. The Fire Captain, or Public Safety Director in the interim, can assist the volunteer fire companies through the STFCA with the development and coordination of one set of SOGs and Policies for the fire service in the township.

Standard Operating Guidelines serve several functions in today's fire services. A system of standardized SOGs and policies provide an understanding of how certain activities are to be accomplished, and also helps establish a baseline for training requirements. A review of all of the existing SOGs, will allow for a starting place to consolidate and coordinate a new set of standard operating guidelines.

Once this standard set of policies, procedures and guidelines is established, there needs to be a system in which all responders acknowledge that they have reviewed these procedures. Responders shall then "read and sign" to assure that all responders are aware of the guidelines, updates and new procedures implemented. As will be discussed below under legal issues, making sure that every member and responder is fully aware of and trained on the policies and procedures in the township is vitally important.

Management and Governance Issues

The Eastern Salisbury Fire, Ambulance and Rescue Company (ESFARC) and the Western Salisbury Volunteer Fire Company (WSVFC) have demonstrated that they do their best to provide fire service to Salisbury Township. As will be briefly discussed, each company takes a great amount of pride in the services they provide for the township. Under Pennsylvania Act 9 of 2008, our legislators amended The First Class Township Code to ensure that first class townships provide fire and emergency medical services within the township. Each fire company is legally designated as a volunteer fire company, and operates within the township, and the township has authorized them as part of their fire service delivery model. Although the township currently owns one of the fire stations, and purchases all of the apparatus for the volunteer fire companies, as independent agencies the fire companies still have autonomy for decisions made in providing this service.

Currently the township also provides some fire and emergency medical services through its police department and the fire inspectors, who are currently under the

police department's organizational chart. The police department has basically established its own fire company, leading to many of the comments made by the volunteers, and the feeling of being "pushed out." The police department has its own fire response vehicles, has a fire department identification number with the state and county and its own guidelines and command structure. The police chief, at least on paper, is the Fire Chief with a radio designator of 5901, and several other police personnel have similar designations and radio signs.

Unless it is the township's plan to move from a volunteer fire service model to a career fire service model, in today's society, it is important that the township does its best to protect the volunteer fire companies and also have systems in place for fiduciary responsibility to its citizens.

The township needs to determine if they are planning to work collaboratively with the volunteer fire companies or be in competition with the volunteer fire companies. In an undated letter to former State Fire Commissioner Tim Solbay, the Salisbury Township Police Department requested formal recognition as a fire company in the state of Pennsylvania. The letter described a fully operational career fire department staffed by the fire inspectors and township police officers. This letter further addresses not only providing fire service delivery within the township, but also mutual aid to adjoining municipalities. It further goes on to state that they will be seeking grant funding both from the state and the federal government as a fire department. All of these items certainly can answer questions posed by the volunteer fire companies and also demonstrate a direct competition with the volunteers for necessary funding from all levels of government. This system further complicates an already complicated arrangement for fire service delivery, rather than cooperating and collaborating, it appears as though just the opposite is occurring.

Consideration should be given to having both of Salisbury Township's volunteer fire companies operating under a common structure, that while separate organizations, for purposes of incident operations, purchasing, budgeting, insurances, policies and procedures function as a single entity (department) as designated by the township for administrative purposes with a single Fire Captain appointed to manage the system. This administrator should be a professional with proven, demonstrated experience, no ties to either company and responsible to the Public Safety Director. The geography of the township will allow for two separate non-profit organizations, however, for the best possible service to the taxpayer, and in conformance with trying to get all of the emergency services coordinated, there must be one set of operating guidelines and policies. This will further assist with health and safety requirements for the Fire Inspectors who cannot be expected to operate under two different sets of guidelines and policies at an incident or in their day to day activities and interactions with the fire companies. This can be accomplished as part of the bigger picture with an operating agreement between the township and individual fire companies.

The operating agreement is a contract in which all sides have expectations. The township will be expected to supply buildings, vehicles and budget for items listed in this report. The fire companies provide personnel and certain other funding as explained. This system can provide for several valuable features to the parties. The township gains a uniform system for fire protection, which gives control and consistency across the township. The fire companies are provided with a written set of expectations, the operating resources they need, administrative assistance, an advocate for their services and additional free time for their well-being. The fire companies will be able to coordinate activities with the Fire Captain or Public Safety Director through the STFCA. This will accomplish another goal: that of freeing up the volunteer fire company leadership from the need to attend township meetings, one more night that can be spent with family.

We are suggesting that the township and the volunteer fire companies formally legalize their operating arrangement through a contract. And that the township's fire inspectors and staff work with the volunteer fire companies for the best possible service to the taxpayers. As with all contracts, each side needs to get and give. In Appendix 3 there is a sample operating agreement for the various solicitors to use if they wish as a model to creating this proposed "Operating Agreement."

In this situation there are three parties involved, but in reality it is a contract with the township providing finances, facilities, apparatus and personnel support on one side and the two volunteer fire companies on the other side providing personnel, and financial resources through their fundraising and the Salisbury Township Firemen's Relief Association. The Township can create an operating agreement with identical language for each fire company.

The fire companies have consistently requested a "seat at the table." With the creation of the Public Safety Director, and eventually a Fire Captain's position, this becomes the representative of the fire service to the township. The fire companies continue to operate independently, but under one standard of operations. All fire service activities, including the fire inspectors, are now in a new line on the organizational chart that is not under the police department, creating a fire service line in the township's organizational chart.

A list of some, but not all, of the possible items that will be the responsibility and authority of the fire companies under this contract include: The fire companies will provide qualified volunteers for incidents. The fire companies will continue to do fundraising for auxiliary vehicle purchases, station supplies and building utility costs. The fire companies will continue to do preventative maintenance on the vehicles and maintain the stations, providing the township with copies of documentation. The fire companies will develop and coordinate all fire service activities through the Fire

Captain. The fire companies shall assist with development of an annual fire service budget, and long range capital budget plan. The fire companies will utilize an approved system for purchases by the township, which shall flow through the Fire Captain to the township. The fire companies shall develop a system to purchase insurances and equipment as one organization. The fire companies are responsible to check the driving privileges of every driver on an annual basis. The fire companies are authorized to participate in parades, funerals, memorial services, honor guards, charitable fundraising events and fire company competitive events and contests, providing they provide notice to the Fire Captain. Fire company command vehicles may be utilized by command officers when they are available to respond to incidents, anywhere in the township or any adjoining municipality. The fire companies shall assist with the development of monthly and annual reports for the township. The fire companies shall be responsible for completing and/or assist with completing all paperwork, as required by law. The fire company board of directors will be responsible for making sure all duties of this agreement are fulfilled.

A list of some, but not all, of the possible items that will be the responsibility and authority of the township under this contract include: The Township, as outlined in this report, will create an organizational chart that develops a chain of command that includes all of the fire service, separate from the police department chain of command. The township will create a position of Public Safety Director that resides at the top of the public safety organizational chart. The township will create the position of Fire Captain when fiscally able to do so, who will coordinate all fire service activities. The township will provide fire inspectors to assist with pre-incident surveys and incident response under the Fire Captain and fire companies. The township will continue to provide funding for the purchase of required fire apparatus. The township will continue to provide funding for maintenance of buildings and apparatus. The township will provide administrative support for the fire companies. If financial feasible, the township will build a new fire station/emergency operation center in replacement of the current Western Salisbury Fire Station. In cooperation with the fire companies, the township will develop standardized equipment and bulk purchasing plans. The township will create a system that allows qualified township employees to respond to fire incidents during working hours. The township will provide workers' compensation insurance for the volunteer firefighters, as per state law.

Fire Captain

As mentioned and established in the proposed Operating Agreement, the fire companies need a liaison to the township, as a representative and voice. The fire companies also need administrative assistance, which will help free up the volunteer's time for other fire company requirements, and more importantly for family time. Therefore, we are recommending, as soon as reasonably possible, that the township create the position of Fire Captain to serve these roles.

The job description for the Fire Captain shall be as follows, with a sample in Appendix 8:

Under general direction of the Public Safety Director and liaison with the Volunteer Fire Chiefs, the Fire Captain is responsible for all aspects of the day-to-day administration, operation and supervision of the Township's Fire Inspection program, including Fire Training. Including, but not limited to, scheduling, planning, coordinating and implementing fire and/or emergency medical training of the Township's volunteer and career staff. This is an exempt position.

Even if the township is unable to establish this position immediately, the township should consider immediate administrative support for the fire companies, and also creating a fire service liaison position that speaks for the fire service, and resides outside the police department.

In addition to the other duties described above, this position is ultimately responsible for coordinating and developing one fire service delivery model within the township, the annual fire service budget, overseeing and approving of purchases, developing long range capital budget goals and creating a system of common operations.

In today's society, the creation of an oversight position such as we suggest is important for many reasons, not the least of which are legal issues, and establishing a common operating picture. Legal issues will be discussed next, but first, the township's fire service needs to move towards a model in which tools, equipment, apparatus, standards and policies are all the same for interoperability.

In the fire service, where seconds count, the ability to have familiarity with your equipment, tools and vehicles is important. It is recommended that the township's fire companies, in coordination with the Fire Captain, begin to develop plans for consistency in purchases of equipment. Having the same rescue tool on all vehicles allows personnel to reduce a learning curve that exist when there are a variety of tools that do the same thing, and are different in the different companies. And, even though for the most part a fire engine is a fire engine, if future purchases are towards a standard for the township this helps in several important ways. First, this greatly reduces training time, both for the volunteers and the paid staff. Second, it allows stations to exchange vehicles if there is a vehicle out of service. Third, at the scene of an incident, an engine operator from either station can fill in and relief members from the other fire company. Creating township standards for future purchases should be a priority for more efficiency and life safety.

The Fire Captain, in collaboration with the volunteer fire companies shall reference NFPA 1901: Standard for Automotive Fire Apparatus to asses all vehicles when establishing the capital budget plan for the Vehicle Replacement Schedule. Whereas NFPA 1901 establishes a shorter time period for replacement then we are suggesting,

NFPA does allow for longer life cycles for apparatus that are not used as much and are well maintained. From our research, it appears that the apparatus are all well maintained, and the call volume numbers dictate that they are not extensively used to the point of a shorter replacement period. In Appendix 4 there is a template that can be used to create this schedule. In developing this long range plan, the Fire Captain and fire company leadership should carefully review the history and maintenance records of all vehicles as a guide in making these decisions. NFPA 1901 2. D.2 Evaluating Fire Apparatus, found in Appendix 10 explains the process and procedures for making these important decisions. Also, information on determining vehicle replacement schedules can be found in materials developed by the American Public Works Association (APWA). The township's fire service should come up with a standard vehicle specification.

One of the most important aspects for the Fire Captain will be to understand all the potential legal issues that can arise in today's litigious society, in order to protect the township and its volunteers. Although in past decades, sovereign immunity exempted many in the emergency services from lawsuits, the court systems today are changing this culture and these standards, allowing emergency responders to be sued and holding them to a higher standard. Some of the most common legal issues and relevant standards will be listed and briefly addressed below. This is not all encompassing, and a list of recognized national standards, as developed by the National Fire Protection Association (NFPA) are in Appendix 10.

It is important to note that all personnel responding to a fire/EMS incident must have an understanding and recognition of the applicable standards and how they apply to the incident, which becomes a workplace from the time of dispatch to the time when the volunteer returns to home, to work or is fully released from duty. All of these same standards apply to the fire inspectors, and also any township employee operating on the incident. The oversight and responsibility for this will fall under the Fire Captain position, as a township employee and representative, or in the interim to the position of Public Safety Director.

Sexual Harassment and Discrimination

Sexual harassment and all types of discrimination can pose a true threat to the fire service, and lead to a lack of public trust. This is why fire companies and municipalities must be inherently familiar with federal laws and have vetted policies and procedures for membership and how they deal with complaints. The Fire Captain working with the fire company leadership and solicitors must ensure that all policies and procedures to membership are within legal standards and that system are in place to quickly and adequately address any complaints. All members must be thoroughly trained in these policies and how to file a complaint.

Respiratory Protection (29 CFR 1910.134)

Firefighters operate in Immediate Dangerous to Life and Health (IDLH) environments. Federal legislation dictates the where, when and how of respiratory protection. Medical physicals, fit-testing, and usage standards are all clearly defined. Both fire companies have policies and guidelines for respiratory protection, but it is important, especially in a volunteer culture that members strictly adhere to these standards.

In Pennsylvania in 2011, the state enacted Act 46, which amended the Workers' Compensation Act to give firefighters a presumption that if they are diagnosed with cancer, it falls within workers' compensation protection. The legislation has a lot of requirements for firefighters, and if policies and procedures are not in place, or adhered to, a firefighter with cancer may be denied, causing liability to the township, while also not properly protecting the member.

Bloodborne Pathogens (29 CFR 1910.130)

In Salisbury Township, where fire protection not only is provided to a major healthcare facility but also to a major interstate highway, exposure to bloodborne pathogens is a high risk, if proper procedures are not in place and mandated.

In 1991 OSHA issued a regulation on workplace protections from bloodborne pathogens, outlining how firefighters, emergency medical technicians, and other health care workers are to be equipped and trained to protect themselves from these pathogens. OSHA recognizes that bloodborne pathogens, including the hepatitis B virus (HBV) and the human immunodeficiency virus (HIV), have been responsible for morbidity and mortality in the workplace. It estimates that "for every 1000 workers with occupational exposure to blood or other potentially infectious material, between 83 and 113 will become infected with HBV over the course of their working lifetime because of occupational exposure to the virus.

(Managing Fire & Emergency Services, ICMA, 2012)

Noise Exposure and Hearing Protection (29 CFR 1910.95)

Firefighters must have proper procedures and training in place to protect their hearing. While hearing loss claims in Pennsylvania are hard to prove, this is more about protection of our fire service volunteers and employees. All firefighters must be mandated to wear proper hearing protection while in the apparatus and when operating equipment that has a high decibel output, where feasible. There have been documented accidents in which a driver was not wearing the provided headset and was out of communication with the officer in the vehicle. This lack of communications almost led to deadly consequences. This is a no exception rule, and if there are apparatus without headsets, or with non-functioning headsets, it must be an urgent priority that the situation is resolve.

Protective Equipment and Clothing

NFPA standards address a variety of fire service personal protective equipment (PPE), including PPE for structural firefighting, and emergency medical operations. These standards provide the minimum requirements for fire service PPE as well as a basis for purchasing specifications to ensure that what is purchased will perform to the level expected. Not only must proper procedures be in place for the purchasing of gear, but also strict rules for maintenance and proper cleaning of gear must be mandates, especially with all of the new studies on firefighters and cancer due to exposure to contaminated gear. The standard also provides, as is listed in Appendix 10, the limits for using this equipment and the process for retiring this vital safety equipment.

Apparatus

The safety of members riding and responding on apparatus has been highlighted in past NFPA annual firefighter fatality studies and continues to be a major safety problem, responsible for almost one quarter of firefighter deaths each year. As stated above, proper communications in the vehicle is a key, as is the proper design of the apparatus, and also the retirement of vehicles. NFPA has several standards that address fire apparatus and related equipment. NFPA 1901, Standard for Automotive Fire Apparatus, which is detailed more in Appendix 10.

Health and Safety

Under the new organizational model, along with other collaboration and coordination, there needs to be strong Health and Safety policies, as per the various NFPA standards listed in the appendix 10, but especially with NFPA 1500: Standard on Fire Department Occupational Safety. These policies are the basis for firefighter safety while keeping our public safe. These policies must be uniformly applied throughout the entire fire service organization in the township, under the new Fire Captain, or in the interim the Public Safety Director and Township Manager. All person participating in fire service activities, whether the fire inspectors, other township employees or volunteer firefighters, must adhere to and conform to these basic standards as closely as possible, some of which are referenced in Appendix 10. A Health and Safety committee of fire service leadership, chaired by the Fire Captain must be formed and have regularly scheduled meetings.

Facility Concept

Before concluding this section of this report, it is important to briefly mention facilities, as addressed more thoroughly in Section 1 of this report. We are not an architectural or engineering firm, however WSVFC does have a complete fire station renovation plan with at an estimated three-million-dollar cost. However, if the township decided to undertake this project, prior to proceeding with acquisition of project funding it is recommended that the services of a firm qualified in such cost estimation be employed.

It is also of note, that the land where WSVFC already resides is potentially available from the Swain School by lease, similar to the ESFARC facility, or purchase. The township will need legal opinions on the arrangements and possible lease or purchase. It is suggested that the township through its Public Safety Director, make a determination as to whether this site is suitable for the extended future. Other considerations are: where are most of the members located, does the township have access to other training sites, is this site large enough for the anticipated needs of the facility including an Emergency Operation Center and have adequate parking.

Fire Apparatus in Salisbury Township

A review of all vehicles currently providing some level of fire protection service in Salisbury Township demonstrates that the township currently has enough resources to meet the needs for its delivery model. While some individual discussion will be documented below under the respective fire companies, overall the township has the following vehicles currently within the fleet: four fire engines, one ladder truck, one tanker, three brush trucks, one rescue vehicle, three utility vehicles, two command vehicles, one fire police vehicle, one special service vehicle, and one Hazardous Material/Command vehicle.

Each vehicle should be assessed by a committee or working group comprised of the leadership of the two volunteer fire companies and the township's Fire Captain, or in the interim, the Public Safety Director, as to suitability and current state of readiness mechanically. As described and witnessed by our team, the current fleet appears to be in good shape and fully operational. In conversations with the personnel, the vehicles are all regularly maintained by specialty shops who deal in servicing emergency vehicles. This assessment is essential for the establishment of a master plan for vehicle replacement as part of the capital budgeting process.

The fire companies purchase quality vehicles, however, for future purchases, there should be a specification for vehicles that allows ease of maintenance and training through uniformity. Since the township purchases all major vehicles and the vehicles for the fire inspectors, to assist with long range capital budget purchases, a vehicle replacement plan should be developed that includes all vehicles in the fleet. Currently the fire companies have replacement schedules, which should be combined into one master schedule. A sample vehicle replacement schedule is in Appendix 4.

Long term, once the new single operational model is in place, the township under the guidance of the Fire Captain and with the cooperation of the volunteer fire companies will want to assess the actual response data for the four engines, and determine if they can have three front line engines and one shared engine as a reserve for the two stations. The benefit to having two engines in each station is that the fire inspectors and township employees can theoretically put an engine in service for an incident and

the volunteers from that station will still have an engine to utilize to responds to the incident.

Summary of the Section 3 Overview

What should Salisbury Township's fire service's mission and vision be? What services should it provide, and at what expense? What is the long-range plan and sustainability of the current model or the suggested model? And, ultimately, how will the answers to these questions affect the local community?

The Township has been a good financial supporter of its volunteer fire companies, and also has made a tremendous financial commitment to the fire inspector program. It is suggested the township develop a formal legal agreement for services with its volunteer fire companies, and that with the increased savings that will occur due to the reduced expenditures on Station 59 and elimination of duplication in equipment purchases, they should be able to better financially support the suggested fire service delivery model with creation of a Fire Captain to develop a budget and coordinate purchases at a net cost savings.

Comprehensive township cooperation by all parties involved in the delivery of fire service to Salisbury Township is a must for a successful and sustainable model. There is a greater possibility for better service and more efficiencies through the creation of an Operating Agreement and standardized programs. Creating one fire service model, with one Fire Captain having oversight for coordination of the two volunteer fire companies is a model for collaboration, coordination and better communications.

A number of communities have considered privatization or contracting. We are suggesting making the contract between the two independent volunteer fire companies and the township. This will give the volunteers their autonomy, while making them responsible to be part of one system for the benefit of the taxpayers and citizens utilizing Salisbury Township on a daily basis. The fire companies are already private organizations, 501 c 3, non-profits, which should continue, but with formally expressed expectations.

While the Township does provide support to each agency in multiple ways, the "system consistency" needs to be addressed to assure citizens will receive a consistent delivery of service throughout the township. The standardized of box alarm started to create some of this consistency, although perhaps not accomplished in a collaborative fashion, as will be necessary moving forward for success.

To assist in the overall process, it is clear that full time assistance will be needed. In addition, an organizational structure is proposed to facilitate the new organization. The administrative and operational organization charts propose a position of Fire Captain. Once it is clear that change is necessary to preserve the two fire department's

ability to engage in their core mission, creating a paid staff is not necessarily the first option to consider, which is why the assumption is that the township and volunteer fire companies collaborate to continue the fire inspection program, a program with a dual purpose, Community Risk Reduction, and supplemental personnel for incidents during daytime hours.

The need for collaboration among local fire and emergency service departments, their partner disciplines, other local government agencies, not-for-profit organizations, and the private sector was made apparent in the lessons learned from 9/11.

This is not a coincidence: successful fire and emergency service organizations have learned that no matter how big or small they are, nobody can stand alone.

(Managing Fire & Emergency Services, ICMA, 2012)

The Volunteer Fire Companies are available and ready for firefighting and associated fire related emergencies. Requiring VOLUNTEER fire companies to engage in duties beyond what are commonly accepted levels of fire service delivery quickly overburdens a volunteer system and can contribute to loss of volunteers, reductions in call turn out and eventually reduction in the level of service quality. If there is an issue with the volunteer fire companies responding to structure fires or other related fire calls, then that issue is best addressed with the fire companies. There is no clear indication that there is an issue with structure fire response.

The fire service in Salisbury Township is not unique in its current state, but what is evident is that the fire companies, township staff and elected officials all recognize that the time is right for change to provide sustainability moving forward.

Eastern Salisbury Fire, Ambulance and Rescue Company

The Eastern Salisbury Fire, Ambulance and Rescue Company (ESFARC) was formed in 1989 and is celebrating its thirtieth year in 2019. This all-volunteer fire company was the consolidation of the River Road Fire Company, founded in 1948, and the Salisbury Fire Company #1, founded in 1924. Up until 2008, the company also operated an ambulance company. Our team met with the company's leadership and subsequently had numerous exchanges for information via email. We were also provided with a complete packet of information from the fire company.

The discussion with their leadership centered upon the pride they have as volunteers, issues they have had with the current Station 59 and the fire inspector program as it is operating, versus how it was perceived in 2013. They get financial assistance through the township, as was explained in Section 1 above for some purchases and maintenance of the facilities and vehicles.

This station is owned by the township, and is in very good shape upon an inspection tour. The current building was constructed in 1992, on land that is leased to the township by the school district. It is leased for fire company use for 99 years. The current model has the fire company paying for maintenance and repairs up to \$4,000. The township pays for the utilities and any facility maintenance cost over \$4,000.

The township also pays the loans on the vehicles and for vehicle maintenance cost. The vehicles are titled into the name of the fire companies, even though the township is purchasing the vehicles. This arrangement is more than likely in place because the vehicle are purchased with state two percent volunteer fire service loans. The township is a lien holder on these vehicles, and may want to consider placing them in the township's name once they loans are repaid.

The station currently has two engines and a rescue vehicle. The members would like to consolidate and have one Engine and one Rescue-Engine. In the present volunteer community in which personnel staffing is always an issue, the township should take this into consideration, replacing two vehicles with one dual purpose vehicle will not only save maintenance, insurance and fuel costs, but also is one less vehicle to replace every twenty to twenty-five years, saving the township a half a million dollars in current cost value figures.

The station chief did acknowledge that there have been complaints concerning vehicle usage. A township wide policy for vehicle usage, as discussed above in the operating agreement, will resolve these issues by documenting allowable usage of vehicles. The township has a draft vehicle policy, which needs to be reviewed and collaborated on with the fire companies. In most volunteer fire companies, chiefs and command officers are permitted to use command vehicles for personal use as long as they are available to respond to incidents. These policies also dictate the parameters of where the vehicle is allowed to go, as far as distance from the fire response area, such as "one neighboring municipality." In addition, most municipalities allow their volunteers to participate in events such as parades, and community events in other municipalities as long as there is adequate fire protection remaining in the first due response area. These events build a sense of camaraderie with the membership. Also, to further instill camaraderie and team building, it is not unusual for volunteer fire companies to stop for a meal during these events or a training evolution. This keeps your volunteers "on duty" and is also part of a good retention program.

The volunteers of this station have a good working relationship with the neighboring volunteers of Fountain Hill Borough, and it was mentioned that they have had conversations about consolidating the two companies into one, as Fountain Hill Fire Company (FH) seems to be struggling with the ability to provide service within their jurisdiction.

Although outside of the scope of this review, the current conversations between ESFARC and the Fountain Hill Fire Company cannot be ignored. Although we did not

study Fountain Hill, it is obviously a mutual aid fire company, and talks have taken place between FH and ESFARC. If the township decides to implement some of the recommendations for a coordinated fire service model as previously mentioned, utilizing township assets, then the township should be negotiating with FH borough to determine if the borough want to contract for service from the township. This would also give the township access to a secondary aerial and the FH Firemen's relief funding, as well as potential income. Although the income may be minimal, currently the township is subsidizing FH for free, therefore, at a net loss. An intergovernmental agreement or contract would need to be developed to make this legal. The maps in Appendix 5, identify what the addition of Fountain Hill will provide to the system.

The fire company is utilizing the township incentive program described above as part of their retention program. They do some ad hoc recruiting, but should be part of a larger township-wide recruitment campaign as described previously. They have also discussed the possibility of a "live-in" program with local college students. While a system like this can add benefit and volunteers, a review of these types of programs show that there is a lot of administrative work involved, and there are time periods when the college student will be home for breaks. If you have too many live-ins, the home based responders will quit responding to incidents, because the vehicles will be on the street prior to their arrival. If this type of program is to be considered it needs to be well developed and a good system of policies in place before starting.

The membership of ESFARC have some concerns which will briefly be mentioned. They expressed concern about the relationship with the township, particularly the police and the fire inspectors. It was mentioned that the township fire companies fully supported the plan in 2013 as it was originally perceived and as its operations were explained. It has become an area of concern because it appears to have become a separate entity. There are fire inspectors that currently work for the township, whom they have never met, nor had any involvement with in any training courses. They expressed concern that the fire inspectors are not working with the fire companies, and in fact have driven by the fire station in route to incidents when the apparatus has no driver and is not getting on the street. They were given the impression that the fire inspectors were going to supplement the volunteer staff. There is also a concern that the fire inspectors are not working within the Incident Command System, and there is no accountability when they are on the scene of an incident. Fire inspectors were also supposed to train with the volunteer departments but this is not occurring.

This station has a limited relationship with the Western Salisbury Volunteer Fire Company because of the geographical separation of the township. They do have the only fire police in the township, so their fire police personnel respond throughout the township when requested. The station's fire police unit is very impressive and capable of handling most large scale events, including incidents on the interstate.

We believe that if the suggested coordination and new organizational chart are developed in the township, many of these listed concerns will no longer exist.

Western Salisbury Volunteer Fire Company

The Western Salisbury Volunteer Fire Company (WSVFC) was formed in 1959 and is celebrating its sixtieth year in 2019. This all-volunteer fire company met with our team, provided an extensive amount of background materials and subsequently had numerous exchanges for information via email and telephone. We were also provided with a complete binder of information from the fire company, which included its long range plan and proposed facility renovation plan.

They had an impressive turnout from their management team, and demonstrated a lot of experience and expertise. As was evident in meeting with their leadership, they too are obviously very passion about what they are doing and providing to the community. They provided our team with a very detailed presentation and master plan for their facility.

The WSVFC has two buildings, but since 2009, they only respond from the Swain Station, where we met. The facility was well maintained and for the most part operationally sound. There are some structural issues they pointed out that they hope to address with the planned renovation and expansion. The other building is where they store their antique, and they are considering selling that building.

Their apparatus were all in good order, operationally sound and ready for service. On the night of our visits, maintenance and training were occurring, and both were well attended. This did afford us the opportunity to talk to numerous members from all age groups and ranks, and impressively they seem to allow for different perspectives, don't seem to have cliques, and are able to delineate between personal and business relationships.

Currently they do not have significant manpower issues and have new recruits in the pipeline. They explained their recruitment campaign, which is multi-faceted and they use the same township funded point system for incentives. They currently have 39 active members, which is a good number in today's climate of volunteerism.

In addition to their operational readiness, administratively they appear to be well grounded with a good system. Their finances are in order and their overall management team is highly competent and motivated.

Similar to ESFARC, the personnel from WSVFC have issues and concerns, all of which seem to start with and center upon Station 59 and the fire inspector program. They too feel the concept and intent of the fire inspector program is in the best interest of the township and the sustainment of the volunteer fire service. However, like ESFARC, they have been surprised by what has transpired since 2013, all of which, in their words, is without input from the township's fire companies. They also have concerns about responses, including but not limited to: lack of accountability system for the fire

inspectors; never training with fire inspectors; fire inspectors self-dispatching on calls; a separate set of guidelines for fire inspectors; being cancelled by fire inspectors while in route to their own incidents; Station 59 adding itself to all township box alarms; Station 59 personnel speaking for the township's fire service without input from them; and lack of proper transfer of incident command from fire inspectors to volunteer officer at incidents.

The program, which was meant to assist the volunteer fire companies by providing personnel, hazard assessment and pre-incident surveys has instead appeared to have driven a wedge between the township and the fire companies. In the 2017 annual police report, it is expressed that the fire inspectors have completed pre-incident surveys for the benefit of the fire companies. If this is true, according to the fire companies, they have never seen this valuable information.

Some of their other concerns revolve around what they see as unfair treatment, in which all fire companies are penalized if anyone violates a rule. We believe if the township agrees to the suggested recommendation of one operating system, this will eliminate some of these potential concerns.

The membership and leadership of this volunteer fire company are vested emotionally in the service they provide, and the organization they represent. Their request revolves around the cohesion and cooperation we discuss throughout this report and also a need for administrative support to help free up time for their members to spend more time with the families.

Salisbury Township Fire Inspector Program

The fire inspector program created in 2013 with the input of all of those responsible for fire service delivery, now appears to be at the center of all controversy in the township's fire service delivery model. This program and more importantly this "new" fire department staffed by police department personnel, has created animosity and mistrust unlike anything we have witnessed elsewhere. Whereas everyone agrees that the emergency services must work collaboratively in all aspects from program development, to training to response, the situation here is non-compliant on all of these issues.

There are certainly many versions as to why the Fire Inspector program was created, in which everyone appeared to be in agreement in the creation, versus what it has morphed into over these past five plus years. In the end, the fire inspector program, if properly managed and coordinated can be a valuable asset for the township, a valuable resource to the volunteers or a continued wedge being driven between the township, its police department and its volunteer fire companies.

We need to ask, "What is the best outcome for the residents of the Township of Salisbury?" The answer is quite simple, put into place a system in which this valuable program benefits the township, a system which was originally conceived and believed

in by all of the emergency services and elected officials. As we have expressed repeatedly, the township's fire service needs to become its own line on the township's emergency services organizational chart. There needs to be a fire representative at the township level who can coordinate the fire service and fire inspections.

Fire inspectors who are also firefighters must follow standard protocols when responding to incidents. Ideally, they should be part of one of the fire companies, but at a minimum they need to be brought into the system in which there is one set of rules, policies and operating guidelines. If the fire inspectors cannot join the volunteer fire company due to job restrictions at their full-time employment, this should not impede them from working with and training with the volunteers as a part-time township employee. If the fire inspectors cannot join the volunteer fire company, or work with and train with them as part-time employees, the township may need to reconsider the fire inspector's employment with the township. We realize, as did everyone we spoke to, that the fire inspectors are squarely in the middle of these issues between the township's emergency services, and this is not by their own will.

When firefighters respond to an incident scene, the principles of Incident Command require strict accountability. Responders not following these principles, potentially pose a danger to themselves, other responders, and the general public, creating the possibility of liability on behalf of the township. Freelancing is unacceptable under any Incident Management System. The fire inspector's current status essentially makes them freelance responders who don't easily incorporate or coordinate their response activities within the Incident Command System. There is no accepted element of Incident Command that allows for unaccounted responders to participate in fire suppression or emergency medical activities. In various discussions our team was advised that the fire inspectors do not have accountability tags, an absolute must, and do not report into the incident command system when operating at an incident scene. Of interest is that the standard operating guidelines that were provided from the Salisbury Township Police Department state that this is a standard operating guideline. This practice is not only dangerous for the fire inspectors, but for everyone working at the scene of an incident.

In order to best serve the township, we will look at some of the items that have been brought to our attention during this research and give our suggestions for improvements moving forward. Unfortunately, due to some issues of "territory and in-fighting" the inspectors have not been the solution expected. In at least one interview we were told that an inspection is more important than a response to an event, which is purely a way of saying, "we don't want to work with them." As public safety is of the utmost importance when a taxpayer calls, this is unacceptable. Therefore, the inspection can always take a secondary role. If time is the issue, this is easily addressed as a training issue in which crews work to clear incidents promptly. The time the

volunteer spends away from work, is just as important, if not more so to that volunteer than the person on the clock.

A good fire inspection program is the key to risk analysis, and Community Risk Reduction. In addition, in the case of Salisbury Township, these part-time employees are tasked with providing the township's emergency services with pre-incident survey information, a valuable tool for any incident response. All of this is detailed in the annual police report provided and job description for these personnel.

Everything that we have reviewed indicates that the fire inspectors are doing a great job when it comes to fire inspections. As of this point in time, at least from the volunteer fire companies' perspective, there have not been any pre-incident surveys completed.

If we are to put life safety at the top of the list of importance in Salisbury Township, then a few things must be addressed. First, incident response assistance must be a priority. When an incident for service comes in, the emergency services never know what is going to be found upon their arrival, therefore the fire service must show up with the proper amount of personnel and the right equipment for the task. Therefore, the fire inspectors must have as their priority responding to incidents via going to the fire stations to assist with putting apparatus on the street. An exception is always possible if there is eminent known danger and the fire inspector has to pass by the address of the incident in route to the station. In addition to the safety of our citizens is the safety of our personnel. The fire inspector and any other township employees operating on the scene of an incident MUST work within the Incident Command System and have full accountability to the officer in charge. If a fire inspector arrives first, as per the police department SOG, he or she must establish command as is required on all incidents by the National Incident Management System. All inspectors are certified in ICS, and thus also understand that there is a proper way to transfer command to the new incident commander, which must occur. Accountability and Incident Command are at the pinnacle of what must occur at every incident, if members do not work within the system, it is freelancing and freelancing can only lead to bad outcomes, especially if an incident takes an unexpected turn.

As the fire inspectors are employed to protect the citizens of Salisbury Township, it is surprising that they would leave the township on mutual aid calls into other municipalities, in essence giving those municipalities free career services. While we acknowledge that mutual aid occurs both into and out of the township, the township must be the priority, allowing the volunteers to provide mutual aid, if available outside the township. Recently the fire inspectors were also trained as part of a county active shooter response team. The township can look at this from multiple points of view, but in this particular incident, with the ever present possibility of school shootings, in which seconds count to save lives, the Rescue Task Force model depends on a quick

rapid response and the township should be applauded for allowing the inspectors to be part of this team. However, the volunteers of Salisbury Township may also be needed, if heaven forbid there is a school shooting, and these volunteers have not been included in any of this training, it will drastically impede the proper response.

If the proposed model is to work for daytime response involving both the volunteers and paid staff, the volunteers need to be included when the fire inspectors work schedules are developed, so they know when they can count on these resources. The new organizational chart, if accepted will assist with this issue, as the fire inspectors will work for the Fire Captain, who will be coordinating the fire service.

In addition, we propose that all fire service personnel in Salisbury Township operate under one alerting system, such as I AM Responding, which will give even more substance to the accountability system and also allow command officers to know who all is responding to an incident.

The following comments are from the 2017 Annual Police Report as it pertains to the Fire Inspector Program, and should be heeded and adhered to as best practices moving forward if they in fact have occurred and are presently occurring. If not, they must occur moving forward:

- ***improve the overall safety of responders and residents of Salisbury Township***
- ***firefighters\ inspectors were also hired to perform fire inspections, respond to emergency calls, supplement volunteer fire department manpower and provide fire prevention programs***
- ***Coordination of services is still the primary goal***
- ***Joint standard operating procedures have been started and coordinated response to emergency calls has been a success***
- ***A joint training venture with Eastern Salisbury Fire Department & Western Salisbury Fire Department saved the township budgetary funds by combining training programs for all entities and streamlined the process***
- ***Current and future goals are to continue to grow our program and assist both fire departments in their mission statements***
- ***Combined purchases have also been made to reduce redundancy and show a cost savings while performing essential fire safety assignments.***
- ***began using gathered information to establish pre-plans for possible fire responses.***

In reviewing the above list from the report and our documentation from our various meetings with all of those involved in the fire service in Salisbury Township, it does not appear that the above is actually occurring in the present, but this does not mean it

should not begin and continue to occur in the future with our suggested new organization model for fire service delivery, under the collaboration of the Fire Captain and the Salisbury Township Fire Chiefs' Association.

The fire inspection program is a worthwhile endeavor along the lines of Community Risk Reduction and should be preserved and expanded provided changes are made in its structure and reporting. The primary consumer of inspection information are the fire companies and the township.

A Fire Inspector's job is to inspect properties for violations and work with the owners/occupants to take corrective action (NFPA 1031 Annex "C") For example, they should create building pre-plans and work on public education and code-compliance. The inspectors by all accounts are adequately qualified to do these functions.

Fire inspections serve to prevent disasters before they occur and are a crucial function of local government. Information derived during these inspections is shared with other departments whose public service mission establishes their need to know. The issue for Salisbury Township is where these inspectors need to fall in the townships table of organization. Fire code inspections ideally should be coordinated with building (construction, electric, plumbing) inspections. This poses the least inconvenience to the citizens and taxpayers and provides maximum access to a property in the fewest number of visits. Information from inspections should be maintained in a database that can then be accessed by the emergency services when needed. Code violations should be handled at the lowest level possible with an aim to gain voluntary compliance. Punitive action should be reserved for the stubbornly or negligently non-compliant.

A major problem with the fire inspector's position is that it's being managed by the police department who see it as an extension of their mission (criminal law enforcement) and an opportunity for expansion into areas (fire and EMS response) rather than focusing on enforcing the law, patrol etc.

The idea of fire inspectors freelancing and responding to emergency calls is meritless. The sheer list of equipment they possess indicates the idea was to set them up as responders first, who fill in the time between calls doing some inspections. Comprehensive inspections should be a priority, along with fire response to "assist" the volunteer firefighters with staffing apparatus. Fire inspectors should only be responsible for QRS if there is an imminent need for QRS or First Responders.

The police department has encroached in areas that are clearly the traditional domain of the fire service. It has done this without the full buy-in, and in reality no buy-in, of the fire companies. This is a primary source of friction. The police should not be involved in fire service tactical, staffing or deployment issues.

It seems clear that the fire inspectors were hired with an eye toward being front line responders, de-facto paid firefighters. If the township feels the need for paid firefighters that's a conversation best had between township management and the constituents. However, as it currently stands they fall outside the organizational structure of the fire service.

Station 59

The creation of this "career fire station" as discussed previously has been and will continue to be at the center of controversy with the volunteer fire companies until the township can reorganize into a better fire service delivery model. Even a cursory review of procedures established by the Salisbury Township Fire Administration, Station 59, a subset under the police department, dictates a better organizational model than that which is currently occurring in the township. Ultimately, it is our recommendation that if the township is going to have a "fire administration" it fall under the operations of the Fire Captain and be removed from the Police Department.

While there are always different sides to every story, it is obvious from our research that this station has created a divide that can only be addressed and resolved with its reorganization and or dissolution. The current Fire Station 59 administrative designation should be reorganized for what was believed to be its original missions: complete fire inspections, perform pre-incident surveys and provide additional daytime staffing to the volunteer fire companies. Whether utilizing this station identifier or placing the vehicles of this unit within the identifier of the two volunteer companies, these fire inspectors along with public work's employees can provide a valuable resource to the volunteers as supplemental staffing and data collection. This has been addressed in more detail throughout this report. This designation serves no administrative, tactical or strategic purpose and its reason for being established is not justified.

Salisbury Township Firemen's Relief Association

The Salisbury Township Firemen's Relief Association (STFRA) was established in 1958 and seems to be in good financial shape. The STFRA oversees all of the foreign fire tax monies that come into the township by state law. Currently the relief has somewhere between 1.3 and 1.4 million dollars in its accounts, a testament to the sound fiscal responsibility of its leadership.

Additional information about the relief and the legislation that mandates how it operates can be found in Appendix 12. Of note is that this money can be spent on hundreds of different purchases for the fire service, including most safety gear and related equipment and some portions towards the purchase of fire apparatus. Also of note, is the fact that relief associations can make loans at an interest rate of three percent to their municipalities, which can be used for capital purchases, such as

facilities. These are areas in which the township first has to determine what recommendations they chose to accept and institute and then if it is the best option, do they want to seek financial assistance from the relief association.

Currently the relief association purchases gear for the firefighters, pays for insurances and splits twenty-five percent of its annual revenue between the fire companies for equipment purchases.

Each fire company participates in the relief association, with one elected representative from each fire company and then the four board officers and one director at large are elected by the totality of the membership. To be a member of the STFRA, one must be an active member of one of the volunteer fire companies for at least one year and certified by the station chief and president. Relief representation could be lopsided due to the amount of members who join from the two fire companies, but per the by-laws, there must be at least one board member from each fire company.

It is recommended that if the township and fire companies move forward with the new organizational model and operating agreement, the fire inspectors and township employees should become at a minimum ex-officio members of the fire companies, and therefore their personal protective gear should be purchased by the relief association. Buying gear for all responders, fire inspectors and township employees is within the intent of the legislation mandating relief associations.

It is to be noted that the funds of the relief can only be utilized by the township's fire service and if in the future the township's volunteer fire companies eventually dissolve, any monies in the relief association funds are transferred to whomever becomes the township's fire service.

Suggested Improvement Plans and Recommendations Section 3

IP&R 03-01: The fire companies, fire inspectors and township employees should utilize one responding program, such as I Am Responding

Justification: This will allow volunteers to know when an Inspector is working and can be of assistance on incidents, etc. It also lets volunteers in the stations know if a potential driver is coming to the station.

IP & R 03-02: Develop a plan for the Fire Inspectors to respond to incidents when they are working

Justification: The Fire Inspector program in part was created to assist with daytime response issues by providing personnel to staff apparatus, the most vital part of the fire service mission, responding when a citizen calls 9-1-1.

IP & R 03-03: Create a Fire Captain position

Justification: This will give the fire service representation at the township level. It will also provide an organization in which the fire service is coordinated by the fire service, eliminating some of the current mistrust.

IP & R 03-04: Develop and implement Operating Agreements between the township and the two volunteer fire companies.

Justification: These contracts for service will clearly define the expectations by all parties to the fire service delivery model.

IP & R 03-05: Develop and implement a joint purchasing program for the two volunteer fire companies.

Justification: This program will create a cost saving for all involved while creating uniformity

IP & R 03-06: Develop and implement a program for purchases in which firefighting equipment is standardized.

Justification: This program will assist with eliminating a learning curve for members assisting both fire companies, and also allow for the interoperability of equipment.

IP & R 03-07: Develop and implement one set of policies, procedures, rules and standard operating guidelines for the township's fire service

Justification: This program will assist with eliminating a learning curve for members assisting both fire companies, and also allow for the interoperability at incidents, and better health and safety procedures.

IP & R 03-08: Develop and implement a policy that allows qualified township employees, when available, to leave work and respond to assist with emergency incidents

Justification: This program will assist with additional personnel resources during the hours when the volunteer companies are most likely to not be available to respond with enough personnel.

IP & R 03-09: Develop and implement a box alarm system that establishes that the closest mutual aid company be on an assignment

Justification: This process will allow for the quickest response to calls for assistance by township residents

IP & R 03-10: Develop and implement a box alarm system that determines when fire inspectors and other township employees should respond to incident.

Justification: This program will prevent self-dispatch, which can create liabilities for the township if an accident were to occur.

IP & R 03-11: Develop and implement a township-wide sustainable recruitment campaign for the volunteer fire companies

Justification: This program will assist with recruiting for both companies, and further promote that the township is one fire service model, working together for its citizens with one identity.

IP & R 03-12: Develop and implement a cafeteria style menu of options for retention incentives

Justification: This program as expressed in the SR 6 report is a necessity in today's volunteer service where one incentive may not reach all of your volunteers

IP & R 03-13: Develop a program with the Firemen's Relief to ensure that the volunteers have the best possible coverage for accidents, injuries and loss of income

Justification: This program will assist with the recruiting and retention of members, allowing them to know if something happens they and their families are protected.

IP & R 03-14: Create a working group to develop a system of membership and leadership standards and training.

Justification: This program will assist with eliminating disparity between the township's fire companies.

IP & R 03-15: Create a new township emergency services organizational chart in which the police department does not have oversight of the fire service.

Justification: This new organization keeps everyone working together and within their areas of responsibility, just as you would not have a firefighter overseeing law enforcement, you cannot expect a police officer to oversee fire service operations. This should help resolve some of the current mistrust and in-fighting

IP & R 03-16: Move the fire inspectors out of the police department and into a position under the new Fire Captain.

Justification: This reorganization will assist with eliminating some of the current state of animosity and also help create more coordination between the township's fire service organizations for a better delivery model.

IP & R 03-17: Create a program in which the "new" fire administration and volunteer fire companies should do an annual risk assessment

Justification: This annual report will give the township information to assist with long range master planning for its fire service delivery plan.

IP & R 03-18: Develop and implement a read and sign program for all policies, guideline and rules, in which everyone in the fire service delivery model participates.

Justification: This program will assist with eliminating the possibility that a fire service member is not aware of a change in policy or procedure, which could lead to health and safety issues.

IP & R 03-19: Develop and implement a facility assessment plan to determine if the township, for long term planning, wants to build a facility for the Western Salisbury Volunteer Fire Company, with an Emergency Operations Center, or if the township wants to assist the WSVFC with the renovations and building of this facility.

Justification: The township needs a facility in the western portion of the township. The current building is not big enough to provide the level of service needed, and has structural issues that must be addressed. The township also needs an EOC that does not reside within the police station. If the township builds and owns the new building, it then has ownership of all of its major assets and facilities, which is also a benefit to the operating agreement negotiations. The current assessment of fire stations found both of them in need of upgrading and Western Salisbury's reaching the end of its ability to efficiently serve for emergency service operations and vehicle housing in a modern suburban community. Today's apparatus require customization to fit into the station and the ability to integrate modern safety features is not feasible. Finally, the administrative needs of the 21st century fire department are challenged to be met within the current facility.

IP & R 03-20: Develop and implement a master Vehicle Replacement Schedule for all fire service related vehicles.

Justification: This schedule will assist the township with long range planning and capital budget funding.

IP & R 03-21: Develop and implement a training plan in which all fire inspectors and township employees who are qualified, are trained and certified to drive all of the township's fire apparatus, within a clearly defined period for completion.

Justification: This plan will meet one of the primary goals of this study, getting apparatus on the street during periods when the volunteers may not be available. Having fire inspectors or township employees show up at an incident without the proper equipment or vehicles defeats the purpose of the program.

IP & R 03-22: Develop and implement a vehicle usage policy that allows the volunteers to utilize the command vehicles within reason and also allows the volunteers to participate in team building activities, including having a vehicle at a restaurant for a team meal.

Justification: This volunteer fire service is dependent upon the response of volunteers. Creating a vehicle usage policy that allows for command staff to use a command vehicle is a smart business practice as it improves response times. The volunteer fire service is still based upon team spirit and the social aspects. By allowing the volunteers

to attend team building and social events such as parade, it allows for better Esprit de corps, it is also a valuable opportunity for recruitment and retention. By allowing the volunteers, if they so choose, to stop for a meal at a local restaurant after a training or fire activity, it further bolsters the team and again offers opportunity for recruitment and retention. It is imperative though that the public understands why the fire vehicle is at the restaurant!

IP & R 03-23: Establish a working group to proceed with the purchase of a multipurpose vehicle, a Rescue Engine, to replace both an engine and a rescue at ESFARC.

Justification: This can be the first step towards standardizing the township's fire apparatus. It also provides for long term cost savings as the fleet is reduced by one vehicle. It further assists the delivery model by allowing one vehicle to serve a dual purpose, especially when personnel are a minimum.

IP & R 03-24: Develop a process for the development, distribution, and training on pre-incident plans for target locations as identified in the risk assessment process.

Justification: High hazards facilities mandate that first responders have as much information as possible when responding to these facilities. This is part of the original intention of the fire inspector's position.

IP & R 03-25: Develop a standardized process for purchasing under the operating budget in which to assure there is an equity of the requests, and to identify any specific requests which may necessitate variances to the standard budgeting process

Justification: In order to provide the best possible model for fire service delivery, there must be system in place to make sure the required expenditures are proper and justified.

IP & R 03-26: Develop a standardized process for documenting all necessary data on each person responsible for fire service delivery. This should include applications, training records, incident records and exposure records.

Justification: It is important that the township have a complete set of records on all personnel providing fire service to the township, just as they do for the other township employees. This is especially important if there is a workers' compensation issues or litigation.

The future of fire protection in Salisbury Township begins with the steps proposed and outlined in this report. The goal is the sustainability of the volunteer fire service with supplemental assistance from township employees, both full-time and part-time. The

volunteers need to be made part of the system and must have a dedicated advocate with access to the elected officials and township manager.

Summary of Section 3

Our team has spent a great amount of time analyzed many models of fire service delivery such as part-time paid drivers for daytime responses, a combination or consolidation of the township's fire companies, and paid on-call systems, but because of the geography of the township and other research, we believe the best model is an Operating Agreement contract model, that utilizes the two volunteer fire companies under contracts working in collaboration with a Fire Captain, who also coordinates the fire inspectors and qualified township employee responders, while acting as the township representative for the fire service.

The township model for fire service delivery is dependent upon the township gaining buy-in and cooperation from all parties involved. It will take strong leadership to move this mission and vision forward. The model is incumbent upon the township reorganizing its emergency services to create a distinct chain of command for the fire service outside the current police department model.

Strong coordination between the police and fire departments is necessary to best serve the citizens. It's vital that they don't plan or train in a vacuum. Each must understand the mission, skills and jurisdiction of the other so they can complement not contradict each other's efforts. For example- response to an active shooter situation requires close coordination, training and common Standard Operating Procedures (SOP's) before an incident happens. Uncoordinated response efforts can have catastrophic consequences in terms of civilian lives needlessly lost, death or injury to responders and massive financial liability exposure to a jurisdiction.

Effective planning is becoming increasingly demanded when public service is rendered. Institutions, events and day to day operations must be monitored and planned for well in advance. Everything from public performances to storm management will be scrutinized for effective planning, coordination and response. It is inevitable that future growth in the township will place higher demands on the emergency services. Long range planning and effective resource allocation depends on unbiased, fact-based decision making. Organizations that have members who are extremely dedicated to their existence often have an intense interest in maintaining the status quo even in the face of the overwhelming need for moderate change. They can often maintain their resistance to change to the point that the existence of organization itself is threatened. Under such circumstances a dedicated leader and advocate is needed to help guide the organization through a period of transition so that health and life balance can be restored.

Over the course of this evaluation our team had the opportunity to meet with representatives from both township volunteer fire companies. Both companies were gracious in their accommodations with respect to answering questions, providing information and allowing our team to tour their facilities and operations. Both fire companies also provided us with detailed documentation and presentation of their facility and other long range planning. The cooperation from all involved has gone well and is truly appreciated by the review team.

This evaluation makes no suggestion of right or wrong. Rather it seeks to provide the decision makers options for future planning and considerations going forward. These options have been discussed throughout this report. What's clear is the emergency services are constantly evolving to address changes in society. For example, the current opioid crisis is forcing emergency services workers to expand or update their training on administering drugs to reverse the effects of accidental overdoses. This training takes time and puts pressure on the entire system. As municipalities grow and contract, populations migrate, and demographics change progressive planning and management teams take these factors into account and adjust accordingly.

The emergency services, as all areas of government, should periodically conduct reviews on their service delivery model and response structure to ensure they are meeting current and projected trends and needs. The current model of emergency services delivery in Salisbury Township appears to be similar to volunteer fire companies across the commonwealth, with the exception of the fire inspector program. As the township grows, this model may not be able to keep pace with that growth.

The good news is the current day to day operations meet fundamental expectations in the critical areas: response, equipment, facilities, training, morale and budgeting. Where there are deficiencies noted they are more in line with both short and long-term planning as well as overlap in some structural/command areas between police and fire. While they are a source of some tension, they are not problems that cannot be mitigated without disruption to service delivery. The recommendations set forth in this report should be sufficient for the policy makers to address the needs of Salisbury Township's emergency services going forward.

4. Law Enforcement in Salisbury Township

Methodology for Section 4

- 1) The review of the police department was conducted through interviews primarily with Command Staff during several sessions as well as documents provided.
- 2) Additionally, interviews and discussions with corollary operations staff, including the Lead Fire Inspector, provided insight into operations and services provided.
- 3) In this review, consideration was given to the organization of similar law enforcement agencies and the current stresses and environment that police departments, their officers, and their command structures are impacted by as they move into 21st century police operations.

Review of Law Enforcement Services

- 1) Salisbury Township law enforcement is organized under a traditional hierarchical police structure headed by a Chief of Police.
- 2) Currently, reporting to the Chief is a Sergeant that oversees Investigation Special Services, a Sergeant that oversees Patrol, and a Sergeant that is responsible for Administration, Training and Accreditation. The Investigation Special Services area is comprised of two detectives, a lead fire inspector, and part-time fire inspectors. Emergency Management is also shown in the organization chart under this area. It was our understanding that this sergeant also functions as the Township Fire Marshal.
- 3) The patrol sergeant is responsible to supervise corporals who oversee patrol officers working day shifts as well as night shifts. The department patrol schedule also utilizes “Tac” shifts which are split shifts that overlap the day and night shifts. In the staffing model the department maintains a minimum two officer per shift minimum officer count. Not in scope for this study was a staffing assessment to determine whether the total officers employed by Salisbury Township is adequate to handle the calls for service currently being experienced.
- 4) The hierarchical model described above certainly is common in departments of Salisbury’s size since command structure is divided into a patrol component, a support services component, and an administrative component, each reporting to the Chief of Police.
- 5) Highly unusual however, is the “Fire Inspection” component under the Investigation Special Services area. These duties and responsibilities are generally found within municipal Community Development and Code Enforcement areas of municipal governments in smaller governments. They may be tasked to fire departments, but this is usually found in large career fire departments.
- 6) Also unusual is the listing of “Fire Brigade” under the Fire Inspectors on the police department’s organizational chart. This seems to be conflicting fire discipline responsibilities, traditionally located under fire supervision, with enforcement responsibilities.
- 7) A cleaner, clearer, and more focused delineation of fire inspection services would be to have the inspectors supervised by a Township fire official. That official could be

classified as a Fire Captain, or Township Fire Chief. This position could also serve as the Township's Fire Marshal, removing this position from the police department.

8) The Sergeant position for Administration, Training, and Administration is clearly a vital function in any contemporary police agency. It is certainly an outstanding commentary and tribute that the police department is seeking Pennsylvania Law Enforcement Accredited status. The Pennsylvania Accreditation Program is established as a Commission of the Pennsylvania Chiefs of Police Association supported by the Pennsylvania Commission on Crime and Delinquency. As noted on the Chiefs' website:

- a. The Pennsylvania Chiefs of Police Association introduced the Pennsylvania Law Enforcement Accreditation Program to the Commonwealth in July 2001. Since then, over 300 agencies have enrolled and 116 agencies currently have attained accredited status.
- b. Accreditation is a progressive and time-proven way of helping institutions evaluate and improve their overall performance. The cornerstone of this strategy lies in the promulgation of standards containing a clear statement of professional objectives. Participating administrators then conduct a thorough analysis to determine how existing operations can be adapted to meet these objectives. When the procedures are in place, a team of independent professionals is assigned to verify that all applicable standards have been successfully implemented. The process culminates with a decision by an authoritative body that the institution is worthy of accreditation.
- c. The Pennsylvania Law Enforcement Accreditation Program was designed and developed by professional law enforcement executives to provide a reasonable and cost-effective plan for the professionalization of law enforcement agencies within the Commonwealth. The underlying philosophy of the program is to have a user-friendly undertaking for the departments that will result in a "success" oriented outcome.
- d. Of course, there will be complex work involved, but that is true of any professional project that is worth accomplishing. However, the Commission Members, the accreditation staff, and the accreditation coalition support groups in various parts of the state are in place to assist you and your personnel with the process leading to accredited status and Commission recognition and certification.
- e. It is the goal of the Pennsylvania Law Enforcement Accreditation Program to be affordable, Pennsylvania-specific, and user-friendly. We will continue to endeavor to accomplish those purposes for the law enforcement agencies of the Commonwealth of Pennsylvania.

<https://www.pachiefs.org/accreditation>

The Benefits of Accreditation include:

- Establishes a credible framework for evaluating agency practices and procedures
- Reduces agency risk and exposure to lawsuits

- Decreases some liability insurance expenditures
- Improves law enforcement – community relations
- Increases employee input, interaction and confidence in the agency
- Enlarges the outlook and viewpoints of managers, officers and employees
- Identifies and highlights the capabilities and competence of the agency
- Furnishes a solid foundation for the agency to build upon for further progress
- Provides reliable methods to improve essential management procedures
- Extends agency accountability to the public and elected officials
- Enhances planning and innovative activities by all agency personnel
- Develops improved methods for providing services to the community
- Encourages problem-solving activities within the agency

The program established a series of “standards” that must be attained in both policy and practice by the law enforcement agency. The agency lead, Command staff and all personnel are held accountable through accreditation. With the “self-assessment” process, the agency reviews its policies and practices for compliance. The compliances are documented as “proofs” which are assessed by third party law enforcement professionals who are also part of accredited Pennsylvania law enforcement agencies.

An agency that has succeeded in accomplishing Pennsylvania Accreditation can be proud and has established themselves as a leader in law enforcement. The municipal government can also be proud and assured that their law enforcement agency has met the established standards in many areas of efficiency, effectiveness, use of force, training, and Pennsylvania legal requirements.

Attainment of Accreditation status does not mean that the agency can now rest on its accomplishment. The process continues with maintaining proofs of compliance of the standards with reassessments reoccurring to illustrate continued commitment of the agency to excellence.

The endorsement of the police department continuing to engage in the Pennsylvania Law Enforcement Program should be supported and encouraged by the Township Manager and elected officials since it clearly illustrates that the department meets third party professional law enforcement oversight and ongoing accountability.

It also compliments Pillar 2: Policy & Oversight, of the 6 Pillars of 21st Century Policing, a 2015 Task Force established to “identify best practices and offer recommendations

on how policing practices can promote effective crime reduction while building public trust.”

These six pillars, identified in the Task Force Final Report, should be the cornerstones of any police agency accountable to their public officials and the community they serve. They are listed below:



<http://elearning-courses.net/iacp/html/webinarResources/170926/FinalReport21stCenturyPolicing.pdf>

The scope of this report did not include identifying a specific breakdown of how the police department meets each of these six pillars. It should be noted however, that this would be an excellent requirement, in addition to attainment of accredited status, for the department to develop a strategic plan through an internal SWOT (Strengths-Weaknesses-Opportunities-Threats) analysis of each of these pillars to outline their service to the community in each of these areas.

Fire Inspector Program

Created in 2013 by Township Ordinance, the program was implemented, as noted in the 2016 police department annual report, “to improve the overall safety of responders and residents of Salisbury Township.”

As the 2016 Annual Report further notes:

“Structured under the control of the Chief of Police and Township Fire Marshal the process began. Fire District 59 (Salisbury Township) was created within the Office of State Fire Commissioner, PEMA, County of Lehigh, and Federal entities. This district was approved and began service shortly after the ordinance was passed. The Department’s first staff consisted of

one full time Chief, a Fire Marshal, and Deputy Fire Marshal that have dual full-time assignments in the police department. Half way through 2014 one lead firefighter\ inspector and three per diem firefighters\ inspectors were also hired to perform fire inspections, respond to emergency calls, supplement volunteer fire department manpower and provide fire prevention programs. The Department established its first headquarters in the Department of Public Safety Building with Police, EMA, and Fire District 59.”

Placing these personnel and duties under the police department appears conflictual with the duties and responsibilities of the fire service and, as has been previously noted in the fire section of this report, has created conflict with fire service components being supervised by police command.

An alternative that has been implemented elsewhere is to place fire inspection services under a municipal fire service employee that reports to a Public Safety Director. That fire service employee supervises the fire inspectors and fire inspection services, while also being the primary direct liaison to the volunteer fire companies. The position can be called a Fire Captain, Municipal Fire Chief, or Fire Coordinator depending upon the job description and duties assigned.

The Public Safety Director manages the Department of Public Safety and manages all public safety entity budgets for Township public safety services. This creates a hierarchy of responsibility reporting finally to the Township Manager. It provides clear reporting delineation for all public safety interests without conflict.

Suggested Improvement Plans and Recommendations Section 4

IP & R 04-01: Restructure the police department to be a part of a Public Safety Model under the direction of a civilian Public Safety Director following the retirement of the current Chief of Police.

IP & R 04-02: Conduct a national search for the civilian position of Public Safety Director with the authority to manage all aspects of Salisbury Township Public Safety.

- i. This position should be a former police officer that served at a command level and have operational experience in the fire services and emergency medical field.

IP & R 04-03: Create the position of Police Captain to operationally manage the day-to-day functions of the Bureau of Police Services within the Department of Public Safety reporting directly to the Public Safety Director.

IP & R 04-04: Maintain the current Investigation Special Services Sergeant and the Patrol Sergeant.

IP & R 04-05: Maintain the Administrative/Training/Accreditation Sergeant position creating an Office of Professional Standards under the Police Captain's direction to include all three of these areas of responsibility.

IP & R 04-06: Move the Fire Inspection Services from the police department to the newly created Bureau of Fire/Rescue Services under a newly created Fire Captain who reports directly to the Public Safety Director.

IP & R 04-07: Move the Fire Inspectors under the Bureau of Fire/Rescue Services and have them report to the Fire Captain.

IP & R 04-08: Consider reclassifying the Fire Inspectors Public Safety officers with responsibility for fire inspection, fire service driver/operators with each fire company, and QRS response duties. As decreased volunteerism would develop in the volunteer services, the Public Safety Officers would be the first line of deployment for fire/rescue services in the township.

IP & R 04-09: Remove Emergency Management from the Police Department organizational chart making the Public Safety Director the Emergency Management Coordinator for the Township.

- i. The current part-time Emergency Management Coordinator and Deputy EMC's would report to the Public Safety Director under a newly established Office of Emergency Management.

IP & R 04-10: Require the newly appointed Public Safety Director to conduct a SWOT (Strengths-Weaknesses-Opportunities-Threats) analysis of all public safety services and report to the Township Manager within the first year of appointment linking that analysis to any budget expenditures or multi-year plan for vehicles, facilities, and/or staffing.

5. Emergency Management in Salisbury Township

Background

This evaluation of the Salisbury Township Emergency Management Program was conducted as part of the overall Comprehensive Emergency Services Review and Assessment. Although it is not as visible as the Fire, Law Enforcement or Emergency Medical Services functions, a good Emergency Management program can make the difference in the community's ability to reduce injury, save lives, keep property loss to a minimum, and help people in time of disaster.

Methodology for Section 5

This review was accomplished by conducting interviews, reviewing existing documents and researching historic records. Emergency Managers at the Township and Lehigh County level were contacted and interviewed regarding the status of the current emergency management program. The review also included an evaluation of the Township Emergency Operations Plan. The standards which guided the evaluation are NFPA 1600 and 35 Pa. C. S. Section 7101-7707. PA law requires that "each political subdivision shall; recommend an Emergency Management Coordinator to be designated by the Governor, prepare and maintain an Emergency Operations Plan (EOP), establish an Emergency Operations Center (EOC), and provide individual and institutional training". This list is not all inclusive, but it includes the primary functions that were evaluated in this assessment. Additionally, we looked at the Alert and Warning function and Recovery Planning which are not required by Pennsylvania Law but are generally accepted Preparedness functions.

Emergency Management Coordinator

35 PA C. S. Sec 7502

(a) Each local organization of emergency management shall have a coordinator who shall be responsible for the planning, administration and operation of the local organization subject to the direction and control of the executive officer or governing body.

Review

We met with Emergency Management Coordinator, Jeff Tapler and his Deputy Bruce Takacs at the Township level. Mr. Scott Lindenmuth was interviewed at the County level. The review included information gathering regarding past performance, current status and future plans. The documents reviewed included the Township Emergency Operations Plan (EOP), the Threat and Hazard Identification and Risk Assessment (THIRA) for Lehigh County and After Action Reviews from Hurricane Irma and Tropical Storm Lee.

Findings

The current Emergency Management Coordinator (EMC) is doing an adequate job, judging by his performance during Hurricanes Irene and Sandy and Tropical Storm Lee. He is meeting the expectations of the Lehigh County Emergency Coordinator, Scott Lindenmuth. The relationship between the Township and the County is well established. However, there is a lot of potential for improvement. The outdated EOP and the lack of a robust training and exercise program suggest that the township might not be prepared for a large-scale disaster. Some of the shortfalls are driven by the fact that the current EMC has no control or influence over the agencies that he would coordinate until there is an actual event. He has indicated that he has not been successful in getting the first responder community involved in training. Additionally, his lack of control over the Emergency Management portion of the Township website is preventing him from using that important resource to its maximum capacity. Generally, the current Organizational Model is adequate but certainly not optimal.

Emergency Operations Plan**§ 7503. Powers and duties of political subdivisions.**

Each political subdivision shall, either individually or pursuant to the provisions of the act of July 12, 1972 (P.L.762, No.180), referred to as the Intergovernmental Cooperation Law, adopt an Intergovernmental Cooperation agreement with other political subdivisions to:

(1) Prepare, maintain and keep current a disaster emergency management plan for the prevention and minimization of injury and damage caused by disaster, prompt and effective response to disaster and disaster emergency relief and recovery in consonance with the Pennsylvania Emergency Management Plan.

Review

The team reviewed the Salisbury Township Emergency Operations Plan and all of its supporting annexes.

Findings

Although the Township has an Emergency Operations Plan, it has not been reviewed and updated for 8 years. The plan itself was well done at the time it was developed, but it doesn't include recent improvements in Emergency Planning such as the "Whole Community" concept and the guidance provided in Presidential Policy Directive 8. Additionally, the Access and Functional Needs portion is very brief and requires a total revision to ensure that the Township has a plan to address that population.

Emergency Operations Center**§ 7503. Powers and duties of political subdivisions.**

Each political subdivision shall, either individually or pursuant to the provisions of the act of July 12, 1972 (P.L.762, No.180), referred to as the Intergovernmental

Cooperation Law, adopt an Intergovernmental Cooperation agreement with other political subdivisions to:

(2) Establish, equip and staff an emergency operations center, consolidated with warning and communication systems to support government operations in emergencies and provide other essential facilities and equipment for agencies and activities assigned emergency functions.

Review

Members of the Team visited the Emergency Operations Center (EOC), located in the Salisbury Township Police Municipal Building, and were briefed on its capabilities by the Emergency Management Coordinator. Some areas of emphasis were; space available, equipment, communications capability and back-up power. In addition to the primary EOC, there is an alternate EOC location at the Eastern Salisbury Fire, Ambulance and Rescue Company. Additionally, there is the potential to use the Salisbury Township Police Department Mobile Command Post to conduct EOC operations.

Findings

We found that the EOC space was adequate for its intended purpose. Although it is a multiple use facility, there is dedicated space for the EOC equipment. Computers with Knowledge Center software are available. Communications Equipment is present, including amateur radio equipment for the local Radio Amateur Civil Emergency Services (RACES) team. The building has a back-up generator and it is tested periodically. However, the township, per the above listed facility plan, may decide to move the EOC to the new dedicated space.

Training and Exercise

§ 7503. Powers and duties of political subdivisions.

Each political subdivision shall, either individually or pursuant to the provisions of the act of July 12, 1972 (P.L.762, No.180), referred to as the Intergovernmental Cooperation Law, adopt an Intergovernmental Cooperation agreement with other political subdivisions to:

(3) Provide individual and organizational training programs to insure prompt, efficient and effective disaster emergency services.

Review

We reviewed the Township, County, Commonwealth and Federal Training opportunities that exist for Salisbury Township residents. We also reviewed the plans that are in place to optimize the training and exercise program.

Findings

The Township is taking advantage of some the training opportunities that exist, but it doesn't appear that there is an active plan for training and exercise. Providing local training opportunities for individuals has been shown to impact their preparedness and the overall preparedness of the jurisdiction. There is a Training and Exercise Plan at the County level which provides significant opportunities for Township participation.

Alert and Warning

Emergency alerts and warnings are issued to the public to draw their attention to an immediate hazard, and to encourage them to take a specific action in response to an emergency, disaster event, or threat of a disaster.

Review

The team looked at the Township's ability to reach its residents in a timely and effective manner.

Findings

The alert and notification system for the Township is provided by Lehigh County's Code Red system. Although the Emergency Management Coordinator cannot activate the system, his close working relationship with the County Emergency Manager has led to an efficient method for requesting use of the system. There is an effective system in place, and it appears to meet the needs of the Township very well. The one area of concern is the Access and Functional needs community. This group is always challenging because of their specific requirements. This is addressed briefly in the EOP at SOP E, Route Notification.

Long-term Community Recovery

The National Disaster Recovery Framework (NDRF) addresses the Importance of Long-term Community Recovery planning.

Review

The review revealed that the Township does not currently have a Long-term Community Recovery Plan.

Findings

The absence of a Long-term Community Recovery Plan was not unexpected. The plan is not required by Commonwealth law or policy, no grant funding is linked to the process and the concept is still relatively new. It is included in this review because case studies have shown that communities that do some Recovery planning prior to or immediately after a disaster are much more likely to make informed decisions leading to a more effective and efficient recovery. After a disaster the natural goal is to build everything back to where it was pre-disaster. However, in many cases there are

smarter ways to rebuild to a stronger, more resilient standard. With great destruction comes great opportunity. Mitigation funds and other disaster related funds can make it possible to make changes that you would not otherwise be able to afford. It all starts with a solid plan, which should be in place before a disaster.

Suggest Improvement Plans and Recommendations Section 5

IP & R 05-01: The Township should consider moving the Emergency Management Coordinator responsibility to someone in a fulltime position. Although it is probably not feasible to support a full-time dedicated Emergency Manager Coordinator, consideration should be given to creating a Public Safety position with oversight of Emergency Management, Fire Safety and Law Enforcement functions. Having this type of organizational structure would increase the visibility and influence of the Emergency Management Coordinator.

IP & R 05-02: It is recommended that the Township produce a new Emergency Operations Plan and adopt a policy requiring its review and revision at least annually. The most difficult task will be to identify a stakeholder's group to be led by the Emergency Management Coordinator. That group should work through the planning process by using the Emergency Operations Plan Tool Kit that the Pennsylvania Emergency Management Agency provides at the URL copied below. We have included PEMA's description of the product as well. We believe you will find that the tool is very helpful in the development and maintenance of a comprehensive EOP.

<https://www.pema.pa.gov/planningandpreparedness/communityandstateplanning/Pages/Local-Emergency-Operations-Plan-Toolkit.aspx>

Previstar, CEM Planner (Virtual Planner) is planning software utilizing a continual preparedness system designed to enhance planning and resource management capabilities. CEM Planner is a central access point for every stakeholder of a plan to view the most current and up-to-date plan for that entity. The program guides you through every step of the planning process. It is designed so that individual sections of your plan can be updated and approved, without the need for a complete plan revision. Plans developed are then stored in a secured and centralized virtual library assuring every stakeholder is viewing the most up-to-date plan. The CEM Planner is web-based allowing you to access your plans from virtually anywhere; adding to your continuity of operations program and the ability to operate from any location.

IP & R 05-03: Although the current space is adequate, there is room to grow this capability. We recommend that the Township consider including a dedicated EOC in future construction. Having an area dedicated to the EOC function increases efficiency and effectiveness during an actual event.

IP & R 05-04: Since the EOC is activated infrequently, we recommend that a series of periodic exercises be established to ensure that the personnel manning the facility are familiar with the EOC operation and that all equipment is operating properly.

IP & R 05-05: Create a Training and Exercise Committee or Working Group to develop a training and exercise plan tailored to the needs of the Township. The group should include representatives from identified stakeholder groups to ensure buy-in for the final plan.

IP & R 05-06: Consider Organizing a Community Emergency Response Team (CERT).

CERT is a program that focuses on training for individuals in the community. More information can be found at the URL copied below.

<https://www.ready.gov/community-emergency-response-team>

IP & R 05-07: Ensure that there is a continuity plan addressing times when the Emergency Management Coordinator is not available to send alerts and warnings.

IP & R 05-08: The new Emergency Operations Plan needs to address those with access and functional needs, ensuring that their Alert and Warning needs are considered.

IP & R 05- 09: We recommend that you consider developing a Long-term Community Recovery Plan.

The URLs included below will give you more information and provide a good starting point.

<https://www.fema.gov/national-disaster-recovery-framework>

<https://dced.pa.gov/download/long-term-disaster-recovery-self-help-guide/>

6. Emergency Medical Services in Salisbury Township

Background

Salisbury Ambulance Corps once existed and was housed at Eastern Salisbury Fire Ambulance and Rescue Company. They primarily covered the eastern portion of the township, but also served some of the west in addition to Centronia & Emmaus. When ESFARC decided to cease ambulance service in 2008, Salisbury Township's EMS service was taken over and divided between St. Luke's Emergency Transport Services (SLETS), Centronia Ambulance Corps., and Emmaus Ambulance Corps.

The public safety call volume and statistics clearly show the majority of emergency service incidents in the township are EMS related. The service providers are supplemented by Quick Response Service (QRS) vehicles staffed by law enforcement, the fire inspectors and the volunteer fire companies. The EMS providers have worked with the township's first responders on some training evolutions and planning.

The Township doesn't financially support the EMS services provided by SLETS, Emmaus & Cetronia, but Cetronia Ambulance does reach out to residents in the area of the Township served by Western Salisbury Volunteer Fire Company for donations. Conversely, SLETS sends out a fund drive on behalf of the Township to the areas covered by Eastern Salisbury Fire, Ambulance and Rescue Company, paying for the processing and distribution. Through an informal agreement with the Township, all subscription and donations monies received as a result of the SLETS fund drive is given to the Township as support for the QRS unit staffed by Salisbury Township Police.

Methodology for Section 6

During the period of May 2018 through February 2019, our team conducted interviews with leadership and employees of the Emergency Medical Service (EMS) that provide service to Salisbury Township, also studying the various aspects of the Emergency Medical Services Systems that provide care and protection. We reviewed documentation from the township and various legislation and Department of Health regulations. However, because Emergency Medical Services are not provided by the Township, like Police, Fire and Emergency Management, this review is simply of the services provided to the Township and feedback from the EMS agencies. It is important to note that although EMS is provided by private agencies not directly affiliated with the township, EMS is still an integral and a vital part of the interoperability and public safety service to Salisbury Township.

Below is a brief list of some of the activities that went into this portion of the review:

1. An introductory meeting was held with the representatives of the three EMS agencies to review the aspects of this project, expectations and to explain the purpose of the study and what the report will cover
2. A Physical tours of the Centronia facility.
3. A number of documents were reviewed as submitted by the various agencies.
4. Review of current legislation for EMS Providers

This final report is the result of the completed and consolidated efforts of the above listed activities, and research activities of our team.

Findings

Salisbury Township receives Emergency Medical Services (EMS) from three primary providers; Centronia Ambulance Corps, St. Luke's Emergency Transport Services, and Emmaus Ambulance Corps. All three EMS agencies provide Advanced Life Support (ALS) and Basic Life Support (BLS) as well as medical transport services. These agencies fall under the supervision of Eastern PA EMS Council which is governed by the Bureau of EMS under the Pennsylvania Department of Health. It is important to note that municipalities in Pennsylvania select the EMS providers of their choice for services.

Centronia Ambulance Corps is a combination department mixing paid staff and volunteers with a long history beginning in 1955 and is currently the largest non-profit, community-based ambulance service in Eastern PA, answering more than 60,000 calls for service a year and covering a primary 911 service area that encompasses 150 square miles and more than 100,000 residents. Centronia Ambulance Corps is one of only seven ambulance services to be nationally accredited by the Commission on Accreditation of Ambulance Services (CAAS) in the state of Pennsylvania. Salisbury Township is only a portion of Centronia's response area, staffed by a varying number of ALS and BLS units daily. Staffing numbers are dependent upon a variety of factors such as time of day or year and call volume history. Centronia Ambulance Corps has the ability to deliver ALS specialty care at the Pre-Hospital RN level and provides supplemental non-emergency transportation. General 911 dispatch consists of ALS or BLS units as determined by 911 call center call takers and dispatchers.

St. Luke's Emergency Transport Services (SLETS) provides all paid staffing under the ownership of St. Luke's University Health Network, a non-profit, regional, acute care provider consisting of 10 hospitals and more than 315 ancillary medical sites in the surrounding counties and New Jersey. St. Luke's ETS is one of the largest hospital based ambulance services in Pennsylvania with over 30 years of experience in Emergency Medical Services. ALS and BLS services are provided to Salisbury Township and in nearby Fountain Hill. Monthly reporting is provided to Salisbury Township.

Emmaus Ambulance Corps provides ambulance coverage for Emmaus Borough, the eastern portion of Upper Milford Twp., and a portion of Western Salisbury Twp. Emmaus also provides mutual aid response to surrounding areas including: Macungie Borough, Lower Macungie Twp., Upper Saucon Twp., and City of Allentown. Emmaus provides Advanced Life Support service, allowing the Corps to provide a higher level of patient care via state certified paramedics with advanced cardiac care and trauma care procedures. Emmaus has both ALS equipped ambulances and transport services. Emmaus collaborates with both WSVFC and the Salisbury Police Department on public education events, such as National Night Out.

In meeting with the leadership of the EMS services that provide care within Salisbury Township, several successes and some challenges were highlighted. As Salisbury Township does not provide funding or direct oversight of these agencies these comments are to be taken under advisement to create a more seamless Emergency Services delivery.

Call volume and statistics clearly show the majority of emergency service calls are EMS related. Accordingly, the focus should be on realigning the table of organization and command structure of the public safety services as well as allocating adequate resources to police and fire to continue to assist the private EMS based providers on the nature of their individual call volume. There is a clear reason volunteers have a difficult time responding to EMS calls- it's the sheer volume. This issue is best addressed by providing adequate EMS resources which is normally much less expensive than expanding law enforcement. Dedicated quick response EMS vehicles should suffice to address this issue without blurring the lines between fire and police.

As with the fire services, a mix of government regulations and declining reimbursements, reduced financial support, and changes to our societal view of volunteerism have negatively impacted EMS throughout the state, and as has been shown, in Salisbury Township. These changes to the delivery model, training and financial reimbursements in the emergency medical services have put the ability of EMS to respond to day-to-day incidents, let alone major disaster situations, such as an active shooter event, in serious question. Emergency responders protect the citizens and infrastructure of our communities and we therefore must protect the fire and EMS providers and system with full municipal support.

Suggested Improvement Plans & Recommendations Section 6

IP & R 06-01: Analyze the possibility of creating Public Safety Officers to assist with QRS staffing

Justification: PSOs can provide a QRS service at a substantial cost savings over a sworn law enforcement officer. In addition, although the township currently utilizes its fire inspectors, there is not currently seven days a week coverage by the fire inspectors.

IP & R 06-02: Provide equipment and support to the volunteer fire companies from the generated fees and donations to provide additional QRS service.

Justification: The township volunteer fire companies currently provide a level of QRS service. The revenue received by the township for EMS currently is distribute to the Salisbury Police QRS line item. This revenue can help assist the volunteer fire companies in their potential growth of their volunteer-based QRS delivery. WSVFC has a substantial amount of highly trained EMS personnel, and ESFARC is providing this service to both the township and Fountain Hill Borough, a potential source for income.

IP & R 06-03: Establish an EMS committee using EMS personnel from the township's three providers and the two volunteer fire companies. This committee will report to, and coordinate with the Public Safety Director under the new organizational chart.

Justification: Currently EMS is occurring in a vacuum with private EMS providers coordinating with the volunteer fire companies and also the Salisbury Township Police independently. Under the Public Safety model, the Public Safety Director is responsible for coordinating EMS for the township.

IP & R 06-04: The EMS committee shall work with all public safety agencies to develop and conduct training standards for both day to day delivery and catastrophic event planning

Justification: In order for the best possible service delivery model, all members of the public safety team must work together on a daily basis for a seamless delivery. This delivery begins with the training that occurs with all parties concerned.

7. Comprehensive List of Suggested Improvement Plans & Recommendations

IP&R 01-01: The creation of a Public Safety budget that delineates the various line items of public safety as outlined in the recommended new organizational chart

Justification: This budget model will give a clear picture of public safety expenses by discipline.

IP&R 01-02: The creation of a Fire Service budget that captures all fire service expenditures, to include township, fire company and relief expenditures and revenues.

Justification: Although this is not a legal budget, and cannot be part of the township's annual approved budget, this will give a clear vision as to the "actual" cost and revenues of Salisbury Township's fire service.

IP&R 01-03: The creation of a Public Safety capital budget with annual contributions based upon expected long term purchasing needs.

Justification: After developing the twenty-five year vehicle replacement schedule, and determining facility needs, the township can develop a master plan for Public Safety Capital needs to project and spread the cost over the lifetime of the plan.

IP&R 01-04: Update Salisbury Township Ordinances as they pertain to Public Safety and specifically as to the proposed organizational chart and public safety employee duties

Justification: The current township ordinances will need to be amended if the Commissioners adopt the suggested recommendations for this report.

IP&R 01-05: The Township needs to work with their local state legislators and the Pennsylvania State Association of Townships to update/change legislation as it pertains to public safety. Specifically changes to the Training requirements for firefighters, and state tax incentives for volunteers, similar to the State of Maryland.

Justification: If the volunteer fire service is to survive in Pennsylvania, changes must be made at the state-level to assist with recruitment and retention. If firefighters were allowed to do their theory training online, it would save hundreds of hours of driving time to training sites, while allowing the volunteer to be in their community if needed for an incident. Many states give state income tax credit for volunteers. Pennsylvania's legislators decided to pass this to the local communities, communities least able to afford these tax breaks.

IP&R 02-01: The creation of a Public Safety model that brings in a collaborator and team builder to coordinate the public safety and emergency services for the township.

Justification: This type of organization exists throughout the United States and in many municipalities in Pennsylvania. However, this model only will work with the right leadership, a leader who shares vision, is transparent and is a team builder, not a kingdom builder. Under these types of models, you typically see a Department of Public Safety with various Bureaus underneath that Department: Police Bureau, Fire Bureau, and Inspection/Codes Bureau. Within these Bureaus, work is performed based upon the underlying function and responsibility such that all Bureaus collaborate, communicate and coordinate to achieve the overall mission of public safety, while each staying in their respective areas of expertise, for example, all law enforcement functions are under the Police Bureau and all fire service functions are under the Fire Bureau. This separation of work within a coordinated system allows for overall better working relationships and relationship building.

IP&R 02-02: Transition to a Public Safety Director to manage and direct a Department of Public Safety for the Township

Justification: The person hired to be the Public Safety Director must be a team builder and transparent collaborator, who brings together all of the emergency services under one umbrella for a unified approach to public safety. The person will give expertise and advice to the township manager on all public safety matters.

IP & R 02-03: Authorize the Public Safety Director to have direct authority over the Police Department (or Division of Police Services) with the elimination of the Chief of Police position. The Division of Fire/Rescue Services, including the township authorized Volunteer Fire Companies, the Township's authorized Emergency Medical Services, Fire Inspection Services, and Emergency Management functions.

Justification: In order for the emergency services in Salisbury Township to operate as one unit for public safety, it must have a coordinated leadership and reporting chain to the township.

IP & R 02-04: Under the Director, appoint and authorize:

- c) A Police Captain to oversee and manage the Police Services Division.
- d) A Fire Captain to oversee, manage and coordinate the Township Fire/Rescue Service Division, fire inspection program, volunteer fire services and function as the Township Fire Marshal

Justification: Each emergency services branch or bureau must have representation to the township, and leadership to coordinate the services provided who is within that discipline. Both the Police Captain and the Fire Captain would hold exempt status and not be civil service employees. They could be recruited based upon qualifications with both internal and external candidates eligible to apply.

IP & R 02-05: Consider developing a Public Safety Officer Program to supplement the volunteer fire service response during daylight hours Monday through Friday. These individuals would also be primary response for the established Quick Response Service (QRS) and serve as fire inspectors.

Justification: The volunteer fire service struggles during day time hours when most volunteers are at work. Currently the township uses, and should continue to use their fire inspectors to assist with day time fire responses. PSOs can also be utilized if the day time response issues continue to occur.

IP&R 03-01: The fire companies, fire inspectors and township employees should utilize one responding program, such as I Am Responding

Justification: This will allow volunteers to know when an Inspector is working and can be of assistance on incidents, etc. It also lets volunteers in the stations know if a potential driver is coming to the station.

IP & R 03-02: Develop a plan for the Fire Inspectors to respond to incidents when they are working

Justification: The Fire Inspector program in part was created to assist with daytime response issues by providing personnel to staff apparatus, the most vital part of the fire service mission, responding when a citizen calls 9-1-1.

IP & R 03-03: Create a Fire Captain position

Justification: This will give the fire service representation at the township level. It will also provide an organization in which the fire service is coordinated by the fire service, eliminating some of the current mistrust.

IP & R 03-04: Develop and implement Operating Agreements between the township and the two volunteer fire companies.

Justification: These contracts for service will clearly define the expectations by all parties to the fire service delivery model.

IP & R 03-05: Develop and implement a joint purchasing program for the two volunteer fire companies.

Justification: This program will create a cost saving for all involved while creating uniformity

IP & R 03-06: Develop and implement a program for purchases in which firefighting equipment is standardized.

Justification: This program will assist with eliminating a learning curve for members assisting both fire companies, and also allow for the interoperability of equipment.

IP & R 03-07: Develop and implement one set of policies, procedures, rules and standard operating guidelines for the township's fire service, and better health and safety procedures.

Justification: This program will assist with eliminating a learning curve for members assisting both fire companies, and also allow for the interoperability at incidents

IP & R 03-08: Develop and implement a policy that allows qualified township employees, when available, to leave work and respond to assist with emergency incidents

Justification: This program will assist with additional personnel resources during the hours when the volunteer companies are most likely to not be available to respond with enough personnel.

IP & R 03-09: Develop and implement a box alarm system that establishes that the closest mutual aid company be on an assignment

Justification: This process will allow for the quickest response to calls for assistance by township residents.

IP & R 03-10: Develop and implement a box alarm system that determines when fire inspectors and other township employees should responds to incident.

Justification: This program will prevent self-dispatch, which can create liabilities for the township if an accident were to occur.

IP & R 03-11: Develop and implement a township-wide sustainable recruitment campaign for the volunteer fire companies

Justification: This program will assist with recruiting for both companies, and further promote that the township is one fire service model, working together for its citizens with one identity.

IP & R 03-12: Develop and implement a cafeteria style menu of options for retention incentives

Justification: This program as expressed in the SR 6 report is a necessity in today's volunteer service where one incentive may not reach all of your volunteers

IP & R 03-13: Develop a program with the Firemen's Relief to ensure that the volunteers have the best possible coverage for accidents, injuries and loss of income

Justification: This program will assist with the recruiting and retention of members, allowing them to know if something happens they and their families are protected.

IP & R 03-14: Create a working group to develop a system of membership and leadership standards and training.

Justification: This program will assist with eliminating disparity between the township's fire companies.

IP & R 03-15: Create a new township emergency services organizational chart in which the police department does not have oversight of the fire service.

Justification: This new organization keeps everyone working together and within their areas of responsibility, just as you would not have a firefighter overseeing law enforcement, you cannot expect a police officer to oversee fire service operations. This should help resolve some of the current mistrust and in-fighting

IP & R 03-16: Move the fire inspectors out of the police department and into a position under the new Fire Captain.

Justification: This reorganization will assist with eliminating some of the current state of animosity and also help create more coordination between the township's fire service organizations for a better delivery model.

IP & R 03-17: Create a program in which the "new" fire administration and volunteer fire companies should do an annual risk assessment

Justification: This annual report will give the township information to assist with long range master planning for its fire service delivery plan.

IP & R 03-18: Develop and implement a read and sign program for all policies, guideline and rules, in which everyone in the fire service delivery model participates.

Justification: This program will assist with eliminating the possibility that a fire service members is not aware of a change in policy or procedure, which could lead to health and safety issues.

IP & R 03-19: Develop and implement a facility assessment plan to determine if the township, for long term planning, wants to build a facility for the Western Salisbury Volunteer Fire Company, with an Emergency Operations Center, or if the township wants to assist the WSVFC with the renovations and building of this facility

Justification: The township needs a facility in the western portion of the township. The current building is not big enough to provide the level of service needed, and has structural issues that must be addressed. The township also needs an EOC that does not reside within the police station. If the township builds and owns the new building, it then has ownership of all of its major assets and facilities, which is also a benefit to the operating agreement negotiations. The current assessment of fire stations found both of them in need of upgrading and Western Salisbury's reaching the end of its ability to efficiently serve for emergency service operations and vehicle housing in a modern suburban community. Today's apparatus require customization to fit into the

station and the ability to integrate modern safety features is not feasible. Finally the administrative needs of the 21st century fire department are challenged to be met within the current facility.

IP & R 03-20: Develop and implement a master Vehicle Replacement Schedule for all fire service related vehicles.

Justification: This schedule will assist the township with long range planning and capital budget funding.

IP & R 03-21: Develop and implement a training plan in which all fire inspectors and township employees who are qualified, are trained and certified to drive all of the township's fire apparatus within a clearly defined period for completion.

Justification: This plan will meet one of the primary goals of this study, getting apparatus on the street during periods when the volunteers may not be available. Having fire inspectors or township employees show up at an incident without the proper equipment or vehicles defeats the purpose of the program.

IP & R 03-22: Develop and implement a vehicle usage policies that allows the volunteers to utilize the command vehicles within reason and also allows the volunteers to participate in team building activities, including having a vehicle at a restaurant for a team meal.

Justification: This volunteer fire service is dependent upon the response of volunteers. Creating a vehicle usage policy that allows for command staff to use a command vehicle is a smart business practice as it improves response times. The volunteer fire service is still based upon team spirit and the social aspects. By allowing the volunteers to attend team building and social events such as parade, it allows for better Esprit de corps, it is also a valuable opportunity for recruitment and retention. By allowing the volunteers, if they so choose, to stop for a meal at a local restaurant after a training or fire activity, it further bolsters the team and again offers opportunity for recruitment and retention. It is imperative though that the public understands why the fire vehicle is at the restaurant!

IP & R 03-23: Establish a working group to proceed with the purchase of a multipurpose vehicle, a Rescue Engine, to replace both an engine and a rescue at ESFARC.

Justification: This can be the first step towards standardizing the township's fire apparatus. It also provides for long term cost savings as the fleet is reduced by one vehicle. It further assist the delivery model by allowing one vehicle to serve a dual purpose, especially when personnel are a minimum.

IP & R 03-24: Develop a process for the development, distribution, and training on pre-incident plans for target locations as identified in the risk assessment process.

Justification: High hazards facilities mandate that first responders have as much information as possible when responding to these facilities. This is part of the original intention of the fire inspector's position.

IP & R 03-25: Develop a standardized process for purchasing under the operating budget in which to assure there is an equity of the requests, and to identify any specific requests which may necessitate variances to the standard budgeting process

Justification: In order to provide the best possible model for fire service delivery, there must be system in place to make sure the required expenditures are proper and justified.

IP & R 03-26: Develop a standardized process for documenting all necessary data on each person responsible for fire service delivery. This should include applications, training records, incident records and exposure records.

Justification: It is important that the township have a complete set of records on all personnel providing fire service to the township, just as they do for the other township employees. This is especially important if there is a workers compensation issues or litigation.

IP & R 04-01: Restructure the police department to be a part of a Public Safety Model under the direction of a civilian Public Safety Director following the retirement of the current Chief of Police.

IP & R 04-02: Conduct a national search for the civilian position of Public Safety Director with the authority to manage all aspects of Salisbury Township Public Safety.

- i. This position should be a former police officer that served at a command level and have operational experience in the fire services and emergency medical field.

IP & R 04-03: Create the position of Police Captain to operationally manage the day-to-day functions of the Bureau of Police Services within the Department of Public Safety reporting directly to the Public Safety Director.

IP & R 04-04: Maintain the current Investigation Special Services Sergeant and the Patrol Sergeant.

IP & R 04-05: Maintain the Administrative/Training/Accreditation Sergeant position creating an Office of Professional Standards under the Police Captain's direction to include all three of these areas of responsibility.

IP & R 04-06: Move the Fire Inspection Services from the police department to the newly created Bureau of Fire/Rescue Services under a newly created Fire Captain who reports directly to the Public Safety Director.

IP & R 04-07: Move the Fire Inspectors under the Bureau of Fire/Rescue Services and have them report to the Fire Captain.

IP & R 04-08: Consider reclassifying the Fire Inspectors Public Safety officers with responsibility for fire inspection, fire service driver/operators with each fire company, and QRS response duties. As decreased volunteerism would develop in the volunteer services, the Public Safety Officers would be the first line of deployment for fire/rescue services in the township.

IP & R 04-09: Remove Emergency Management from the Police Department organizational chart making the Public Safety Director the Emergency Management Coordinator for the Township.

- i. The current part-time Emergency Management Coordinator and Deputy EMC's would report to the Public Safety Director under a newly established Office of Emergency Management.

IP & R 04-10: Require the newly appointed Public Safety Director to conduct a SWOT (Strengths-Weaknesses-Opportunities-Threats) analysis of all public safety services and report to the Township Manager within the first year of appointment linking that analysis to any budget expenditures or multi-year plan for vehicles, facilities, and/or staffing.

IP & R 05-01: The Township should consider moving the Emergency Management Coordinator responsibility to someone in a fulltime position. Although it is probably not feasible to support a full-time dedicated Emergency Manager Coordinator, consideration should be given to creating a Public Safety position with oversight of Emergency Management, Fire Safety and Law Enforcement functions. Having this type of organizational structure would increase the visibility and influence of the Emergency Management Coordinator.

IP & R 05-02: It is recommended that the Township produce a new Emergency Operations Plan and adopt a policy requiring its review and revision at least annually. The most difficult task will be to identify a stakeholder's group to be led by the Emergency Management Coordinator. That group should work through the planning process by using the Emergency Operations Plan Tool Kit that the Pennsylvania Emergency Management Agency provides at the URL copied below. We have included PEMA's description of the product as well. We believe you will find that the tool is very helpful in the development and maintenance of a comprehensive EOP.

<https://www.pema.pa.gov/planningandpreparedness/communityandstateplanning/Pages/Local-Emergency-Operations-Plan-Toolkit.aspx>

Previstar, CEM Planner (Virtual Planner) is planning software utilizing a continual preparedness system designed to enhance planning and resource management capabilities. CEM Planner is a central access point for every stakeholder of a plan to view the most current and up-to-date plan for that entity. The program guides you through every step of the planning process. It is designed so that individual sections of your plan can be updated and approved, without the need for a complete plan revision. Plans developed are then stored in a secured and centralized virtual library assuring every stakeholder is viewing the most up-to-date plan. The CEM Planner is web-based allowing you to access your plans from virtually anywhere; adding to your continuity of operations program and the ability to operate from any location.

IP & R 05-03: Although the current space is adequate, there is room to grow this capability. We recommend that the Township consider including a dedicated EOC in future construction. Having an area dedicated to the EOC function increases efficiency and effectiveness during an actual event.

IP & R 05-04: Since the EOC is activated infrequently, we recommend that a series of periodic exercises be established to ensure that the personnel manning the facility are familiar with the EOC operation and that all equipment is operating properly.

IP & R 05-05: Create a Training and Exercise Committee or Working Group to develop a training and exercise plan tailored to the needs of the Township. The group should include representatives from identified stakeholder groups to ensure buy-in for the final plan.

IP & R 05-06: Consider Organizing a Community Emergency Response Team (CERT).

CERT is a program that focuses on training for individuals in the community. More information can be found at the URL copied below.

<https://www.ready.gov/community-emergency-response-team>

IP & R 05-07: Ensure that there is a continuity plan addressing times when the Emergency Management Coordinator is not available to send alerts and warnings.

IP & R 05-08: The new Emergency Operations Plan needs to address those with access and functional needs, ensuring that their Alert and Warning needs are considered.

IP & R 05- 09: We recommend that you consider developing a Long-term Community Recovery Plan.

The URLs included below will give you more information and provide a good starting point.

<https://www.fema.gov/national-disaster-recovery-framework>
<https://dced.pa.gov/download/long-term-disaster-recovery-self-help-guide/>

IP & R 06-01: Analyze the possibility of creating Public Safety Officers to assist with QRS staffing

Justification: PSOs can provide a QRS service at a substantial cost savings over a sworn law enforcement officer. In addition, although the township currently utilizes its fire inspectors, there is not currently seven day a week coverage by the fire inspectors.

IP & R 06-02: Provide equipment and support to the volunteer fire companies from the generated fees and donations to provide additional QRS service.

Justification: The township volunteer fire companies currently provide a level of QRS service. The revenue received by the township for EMS currently is distribute to the Salisbury Police QRS line item. This revenue can help assist the volunteer fire companies in their potential growth of their volunteer-based QRS delivery. WSVFC has a substantial amount of highly trained EMS personnel, and ESFARC is providing this service to both the township and Fountain Hill Borough, a potential source for income.

IP & R 06-03: Establish an EMS committee using EMS personnel from the township's three providers and the two volunteer fire companies. This committee will report to, and coordinate with the Public Safety Director under the new organizational chart.

Justification: Currently EMS is occurring in a vacuum with private EMS providers coordinating with the volunteer fire companies and also the Salisbury Township Police independently. Under the Public Safety model, the Public Safety Director is responsible for coordinating EMS for the township.

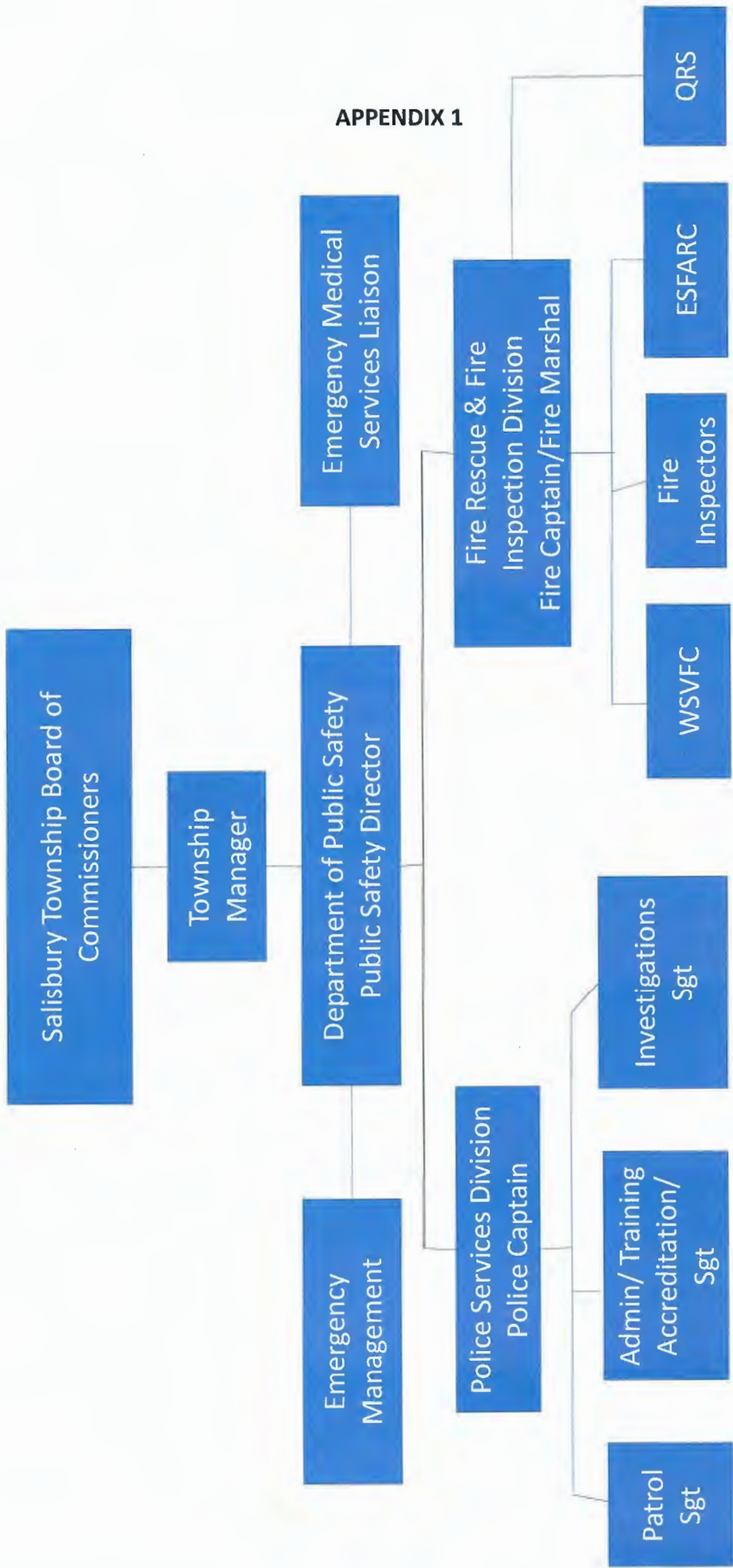
IP & R 06-04: The EMS committee shall work with all public safety agencies to develop and conduct training standards for both day to day delivery and catastrophic event planning

Justification: In order for the best possible service delivery model, all members of the public safety team must work together on a daily basis for a seamless delivery. This delivery begins with the training that occurs with all parties concerned.

Appendices

Appendix 1	Proposed Public Safety Organizational Chart
Appendix 2	NFPA Standard 1720 Self Assessments
Appendix 3	Example Operating Agreement
Appendix 4	Example Vehicle Replacement Schedule
Appendix 5	Salisbury Township Maps for Fire Service
Appendix 6	Salisbury Township Emergency Services Contact List
Appendix 7	Firefighter Code of Ethics (Applicable to all Emergency Services)
Appendix 8	Sample Fire Captain Job Description
Appendix 9	Recruitment and Retention Challenges
Appendix 10	Applicable and Relevant NFPA Standards
Appendix 11	Sample Public Safety Director Job Description
Appendix 12	Firemen's Relief Information
Appendix 13	Consulting Team

APPENDIX 1



Appendix 2

NFPA 1720

STANDARD FOR THE ORGANIZATION AND DEPLOYMENT OF FIRE SUPPRESSION, EMERGENCY MEDICAL OPERATIONS, AND SPECIAL OPERATIONS TO THE PUBLIC BY VOLUNTEER FIRE DEPARTMENTS.

This standard was developed to identify minimum requirements relating to the organization and deployment of fire suppression operations, emergency medical operations, and volunteer fire departments. Approximately three of every four fire departments in the United States are volunteer; therefore this standard as well as related practices (accreditation, certification, etc.) have a profound effect on the direction of the volunteer fire service.

The standard does NOT include Fire Prevention, Community Education, Fire Investigations, Support Services, Personnel Management, and Budgeting.

This standard may, in the minds of some create a benchmark to aspire and plan to, to others, it represents a minimum baseline. To others it will serve as an expectation that contracted services must meet or plan to meet. In reality the standard will mean different things to different entities because a key section indicates, "The Authority Having Jurisdiction determines if this standard is applicable to their fire department".

Therefore, the first question to ask and resolve is whether or not the Authority Having Jurisdiction (AHJ) will use/apply the standard. The AHJ will vary by municipality/district/etc. applying this standard.

The next step is to determine how the organization meets the "substantially volunteer" definition. There is no defined calculation method or model; thus, you may establish your criteria based on:

- Number of volunteers versus number of paid staff.
- Hours contributed by volunteers versus number of hours worked by paid staff.
- Average response (number of persons) by volunteer staff versus paid staff, or any similar calculations process.

It should also be recognized that this standard recommends a predefined approach in some cases, where an "equivalency" may occur locally. If there is an equivalency, documentation of how that is achieved is warranted. There is an intent in this standard to enhance effectiveness and efficiency, even though they may not be compatible at all times. The intent of this guide and your evaluation and assessment should be to determine gaps and establish a plan to close those gaps over time.

NFPA 1710 contains clearly defined response time and staffing goals that are based on a 2,000-square-foot, two-story, single-family dwelling without a basement and with no exposures.

Structures are classified as high hazard, medium hazard, or low hazard depending primarily on their use and size.

NFPA 1720 includes information on suggested staffing and response time goals that are based on the nature of the community. This standard suggests that risk can be summarized primarily on the basis of the population density, and it sets response time and attendance objectives in accordance with the density of the area being protected.

APPENDIX 3

SAMPLE OPERATING AGREEMENT***

FIRE SERVICE

THIS AGREEMENT, approved by The XYZ Volunteer Fire Company ("XYZ") on _____, and by the Township of ABC ("Township") on _____, is to be effective the _____ day of _____, 20XX, and provides the terms of the relationship between XYZ and the ABC. This Agreement supersedes any previous Agreement with an effective date of the XXst day of _____, 20XX and provides the terms of the relationship between XYZ and the ABC.

WHEREAS, this Agreement is made between XYZ and the ABC (sometimes collectively referred to as the "Parties"); and

WHEREAS, the ABC is a municipality in ABC, YY County, Pennsylvania; and is responsible to provide emergency services to its residents; and

WHEREAS, for purposes of this Agreement, "First Due Running Area(s)" shall pursuant to the established fire response area in the ABC Municipality and any other municipality or portion of a municipality for which that municipality has entered into an agreement with the ABC for emergency services;" and

WHEREAS, the Parties to this Agreement have different functions in the context of providing service for the First Due Running Areas and such functions, responsibilities and procedures for cooperation are outlined herein as the basis for the Parties' relationship; and

Now **THEREFORE**, the Parties hereto agree as follows:

Section 1. The aforementioned recitals are incorporated herein as if more fully set forth below.

Section 2. The Parties hereby agree that they will function pursuant to the terms of this Agreement dated _____, 20XX ABC and XYZ.

Section 3. Commencement of Operations.

- A. XYZ with the assistance of the ABC Fire Captain or Public Safety Director (" or "Director") shall establish procedures and guidelines for the transition of individual operations from individual fire companies to the consolidated fire service model of XYZ.

Section 4. Description of Duties and Job Descriptions. The XYZ, through its Standard Operating Guidelines (SOG's), its line officers, Board of Directors and in conjunction with the approval of ABC Fire Captain shall define the duties, responsibilities and job descriptions of active members. XYZ through its line officers and Board of Directors shall be responsible for implementing the duties, responsibilities and job descriptions of active members both in emergency situations as well as in day-to-day operations within the First Due Running Area,

under the guidance of Standard Operating Guidelines of ABC. . The ABC Fire Captain shall have supervisory and oversight responsibilities to include supervision of the XYZ line officers, membership and their duties as set forth in Exhibit "A".

Section 5. Reimbursement of Funds/Payment for Equipment

- A. The ABC Fire Captain with input from XYZ shall be responsible for the preparation of a budget with appropriate funding for the operation of XYZ in performance of its duties of providing emergency service for the First Due Running Areas for presentation to the ABC for approval by the _____ meeting of the ABC each year. The ABC shall establish the protocol for the approval of purchase orders and payment of invoices and shall provide the necessary forms for XYZ's use in obtaining approval of purchases and reimbursement where the ABC does not make payment of expenses directly. XYZ members shall be responsible for completing the necessary Purchase Orders, Repair & Replace Orders and Works Orders, with submission of same to the Office of the Fire Captain to begin the process and maintain proper paperwork. The ABC shall establish a budget for equipment and other needs of the XYZ, and the ABC shall then purchase said equipment on behalf of XYZ. In the event equipment or other materials are not in the amount budgeted by the ABC, the ABC shall consider the purchase of the same based upon the recommendation and needs of XYZ. The ABC may purchase equipment outside of the approved budget, but only based upon available revenue and the ABC's approval of such purchases. All purchases shall be assessed for responsibility, ie: XYZ Relief Association, XYZ Fire Company or ABC.
- B. The budget discussed in A above may include, but shall not be limited to, , facilities maintenance, equipment needs, material needs, training needs, retention and recruiting efforts, safety equipment, the salary of the ABC Fire Captain, and other employees of the Office of The Fire Captain, and any additional expenses necessary for the operation of the XYZ Fire Service, including agreements with other fire service providers.
- C. In addition to the budget items outlined above, the ABC shall be responsible for purchasing appropriate workers' compensation insurance, supplemental workers' compensation insurance, errors and omissions Insurance, property and liability insurance, and such other insurance as the ABC determines is necessary for the fire protection services for the First Due Running Area. Such insurance shall cover all XYZ active members, and the ABC.

Section 6. Rights and Responsibilities. The following provisions outline and define the rights and responsibilities of the ABC and the XYZ in providing fire protection services to the First Due Running Area:

A. XYZ Responsibilities:

1. XYZ shall be responsible to provide manpower for the day to day operations and fire protection services for the First Due Running Area through the use of ABC and XYZ equipment, properties and assets as outlined herein.

2. In cooperation with the ABC Fire Captain, XYZ is responsible for making all determinations as to the manner in which fire protection services should be performed within the First Due Running Area. Such responsibility shall include decisions such as proper equipment usage, fire personnel who attend emergency and non-emergency situations, the manner in which emergency services are provided at the scene of emergencies, and the adoption of SOG's.
3. The XYZ shall be responsible for selecting membership, selecting administrative officers and Line Officers, and disciplining members pursuant to the criteria outlined in the XYZ Bylaws and SOG's.
4. The XYZ shall be responsible for ensuring that appropriate information is provided in writing upon request to the ABC for all fire service activities, training, membership and any other matter for which the XYZ is responsible in this Agreement.
5. The XYZ shall maintain a Relief Association for the members of XYZ with a copy of any year end reports and audits at the time they are submitted to the State, if any, submitted to the ABC.
6. The XYZ shall provide a healthy, non-hostile and safe environment for its members.
7. The ABC Fire Captain in coordination with XYZ and any other Fire Service provider, shall develop and maintain and ten (10) year, fifteen (15) year and twenty-five (25) year capital budget plan.
8. The XYZ shall maintain the facilities and equipment. These standards shall be overseen by the Board of Directors of XYZ and the Fire Line Officers of XYZ and in coordination with the ABC Fire Captain. This includes, but is not limited to, maintenance checks of all vehicles with proper reports supplied to the Office of the Fire Captain twice a year for documentation filing, and upkeep and cleanliness of the stations, both interior and exterior. XYZ's responsibility shall be to report all deficiencies to the Captain in a timely manner using a form provided by the Captain's office. Members of XYZ, at their own option with the approval of the Office of the Fire Captain, may make repairs or take corrective actions if the members are competent to do the required work after the work is authorized by the Captain.
9. The XYZ Board of Directors shall be responsible for making sure all conditions of this agreement are fulfilled and met at all times
10. The XYZ Board of Directors and Line Officers shall report to the Office of The ABC Fire Captain, which has oversight responsibility for all ABC Fire Service operations, both administratively and emergency operations.
11. Every March, the XYZ Board of Directors shall, in coordination with the Office of the Fire Commission, provide an updated list of XYZ membership to the ABC Fire Captain.
12. Members of XYZ who are authorized and drive ABC vehicles and lose their driving privileges MUST IMMEDIATELY report this to the Office of the Fire Captain and are immediately forbidden to drive any ABC vehicle.
13. Any XYZ member who is authorized to drive a personal vehicle to any incident scene, to include but not limited to Fire Police Officers, Station Chiefs and members granted

permission to drive to the scene by the ABC Fire Captain, must provide the Office of the Fire Captain with a valid registration and insurance card for their personal vehicle by January 31st of each year.

B. XYZ Rights:

1. XYZ members have the right to participate in any events and activities that are approved by the ABC Fire Captain or are otherwise within guidelines that the ABC may establish and that are in support of XYZ services including the joining of fire protection organizations, contests between fire personnel, honor guards, funerals, memorial services, parades, charitable fund raising events which benefit fire service organizations, and similar events.
2. The XYZ and the ABC Fire Captain shall determine the necessary training and safety protocol and requirements for its members to ensure their safety and the properly coordinated operations of the fire service for ABC. '
3. The XYZ shall be permitted to utilize space within the fire stations within the ABC for any necessary activities of the XYZ including, but not limited to, membership meetings, committee meetings, training and safety activities, and any other ancillary activity of the XYZ necessary for the XYZ to provide fire protection services to the First Due Running Area.
4. XYZ shall have one voting member chosen by its membership of XYZ as a representative to the ABC fire leadership team.

C. ABC Responsibilities:

1. The ABC shall provide the necessary financial support for the XYZ as appropriated by the municipality and as provided in the approved budget for the ABC.
2. Unless delegated to XYZ by the ABC Board, the ABC shall be the purchasing entity of all equipment necessary for the XYZ to perform its responsibilities as outlined above in this Agreement. Such equipment shall meet the needs of XYZ and all NFPA equipment requirements, where feasible.
3. Upon review of a listing of requests by XYZ for necessary equipment that falls outside of the budget for the ABC, the ABC may evaluate the same and, when financially feasible, ensure that the XYZ is properly equipped to perform its duties. To accomplish this, the ABC may amend its budget as necessary to assure available funding.
4. The ABC shall be responsible, through the ABC Fire Captain, for ensuring that appropriate and proper recordkeeping is maintained for all fire service activities, equipment purchases, inventories, budgets, audits, insurance coverage/ claims, and any other matter deferred to the ABC in this Agreement. The ABC shall complete all activity reports required by the State and Federal governments and as necessary to qualify for grants.

5. The ABC shall determine and provide office space for the location of an administrative office, Station Chiefs and Line Officers and the appropriate communications system for the XYZ relative to fire service activities.
6. The ABC shall maintain all real property in a manner that meets all applicable municipal codes and perform upgrades as deemed reasonably necessary by the ABC to ensure the safe and efficient operation of the XYZ and to provide for such in the capital budget of the ABC.
7. The ABC shall ensure the proper funding for the maintenance of equipment and fleet for the XYZ and shall ensure that apparatus is maintained when necessary by a certified fire apparatus mechanic.
8. The ABC shall provide appropriate personnel to provide assistance to the Station Chiefs to complete any fire service, workers' compensation and personnel recordkeeping requirements.
9. The Office of Fire Captain shall provide to ABC Board the following written reports:
 - a. Total calls for the previous month.
 - b. Average number of personnel responding to each call by station in the previous month.
 - c. Number apparatus which failed to respond per station in the previous month.
 - d. Year to date call total.
 - e. Total calls for the previous year.
 - f. Average number of personnel per station responding in the previous year.
 - g. Failed calls per station in the previous year.
10. The Office of Fire Captain shall create, maintain and update short-term and long-term strategic plans, including data analysis of response times, staffing needs, recruitment and retention plans, call volume, training deficiencies, apparatus and equipment replacement schedules and building and facilities maintenance and replacement schedules. These plans shall be updated annually and made available to XYZ to view.
11. All ABC personnel shall have current certificates for NIMS, First Aid and CPR if they are present at an emergency scene to which XYZ has been called. All ABC personnel shall be issued and shall wear the appropriate personnel safety gear when they are present at an emergency scene to which XYZ has been called.
12. Develop standardized equipment and bulk purchasing opportunities.
13. The Captain shall be responsible for coordinating all fire safety public education.
14. The Captain shall act as the Public Information Officer for all emergencies to which XYZ responds. The Captain shall respond to all events designated by the ABC.

D. ABC Rights:

1. The ABC has the right to determine the qualifications for and the appropriate candidate to fill the position of ABC Fire Captain.
2. The ABC has the right to make decisions as to the ownership and disposition of real property.

3. The ABC has the right to apply for and obtain any available grants to further the purpose of the organization and use any monies obtained through said grants for such available purpose.
4. The ABC has the right to provide an ex-officio member to XZY. This member will be the Captain except that the Captain may designate a representative to fill that role when he/she is not available.

Section 7. Workers' Compensation Coverage. The ABC hereby grants the XYZ broad discretion as to the performance of its duties and hereby grants discretion for the formation of job descriptions, to be administered by the ABC Fire Captain and Front Line Officers in order to secure and maintain workers' compensation coverage.

Section 8. Equipment Usage. The ABC hereby permits and allows the XYZ access to the use of its equipment, including vehicles, apparatus, uniforms, etc. without the need for lease or reimbursement for the purpose of emergency and non-emergency operations and training, with the approval of the ABC Fire Captain. In exchange the XYZ shall complete the appropriate training and provide fire protection services to the First Due Running Area. The ABC Fire Captain shall ensure, along with the Front Line Officers, that all members are appropriately trained and qualified for said equipment usage.

Section 9. Participation by additional fire companies and/or expansion of the ABC shall be set forth in a separate agreement.

Section 10. All parties to this Agreement recognize mutual aid responsibilities of all entities who have formed together to create the XYZ and the ABC and shall honor the same as set forth in said agreements.

Section 11. In the event that a dispute arises as to the interpretation and/or the provisions of this Agreement, the parties shall enter into mediation through the use of local counsel. In the event said mediation fails, the parties may pursue any legal process available by law. However, jurisdiction regarding any legal action shall be pursuant to the laws of the Commonwealth of Pennsylvania and YY County.

Section 12. Severability. In the event any of the provisions of this Agreement are deemed unenforceable, all other provisions will remain in full force and effect.

Section 13. This Agreement shall be effective upon signature of all parties.

Section 16. Upon receiving a notice to negotiate, the Receipt Party shall determine if it wishes to enter into such negotiations or terminate this Agreement and shall provide the Notice Party with written notice of its intentions within sixty (60) days of its receipt of the notice.

In the event either party wishes to terminate this Agreement, this Agreement shall terminate upon either party's receipt of such notice to terminate.

In the event that both parties wish to renegotiate, this Agreement shall continue in place until such time as the parties have entered into a new Agreement.

ABC Signature: _____ DATE: _____

XYZ Signature: _____ DATE: _____

EXHIBIT A

DUTIES AND RESPONSIBILITIES:

• The ABC Fire Captain and Office of the Fire Captain plan, coordinate, and supervise the overall activities of fire service for ABC in consultation with volunteer officers and members of the First Due Fire Companies.

This shall include:

- Prepares annual budget for submission to the ABC Board;
- Develop strategic and long range goals and plans for fire department staffing and the recruitment and retention of volunteer members;
- Develop long range capital needs planning for review and approval by the ABC Board;
- Develop standardized equipment and bulk purchasing opportunities;
- Ensure the fire department is in compliance with state and federal health and safety regulations;
- Ensure fire department equipment, practices and procedures are consistent with pertinent governmental regulations and industry voluntary consensus standards (e.g., NFPA);
- Adhere to standardized reporting requirements as established by the ABC Board;
- The ABC Fire Captain shall resolve disputes and be the final decision-maker for all emergency and non-emergency situations;
- Develop and establish goals, objectives, policies and procedures for the fire service area; oversees and evaluates programs and activities;
- Develops and recommends changes to the fire department service delivery model in order to ensure effective service to the public;
- Is responsible and the final authority upon appeal on all disciplinary actions, especially as they may be detrimental to the overall organization, but as pertains to the sustainability of The ABC and XYZ and the volunteer fire service to the First Due Area;
- Responsible for the development, coordination, updating, and maintenance of the Standard Operating Guidelines;
- Act as the ABC Fire service representative for external, non-emergency inquiries and will be assigned as the Public Information Officer at incidents involving the ABC Fire service;
- Automatically respond to the following incidents/ emergencies, as required:

- All fire emergencies greater than a 1st alarm assignments;
 - Vehicle accidents involving Fire Department vehicles;
 - Incidents involving a serious firefighter injury or fatality;
 - All reported building/dwelling fires during normal working hours;
 - Incidents involving civilian fatalities; and,
 - Any other event, as deemed necessary by the XYZ senior fire officer on the scene.
- Observe and report fire safety complaints and deficiencies in accordance with approved building and fire safety codes;
 - Perform related additional duties as required by the ABC Board;
 - Attend and be available for all public meetings of the ABC Board;
 - Be available 24/7 for on-call responsibilities.

*** This document is ONLY a sample and should NOT be considered a legal document or be used as a legal agreement with the advice of proper legal counsel.

APPENDIX 4

Sample Vehicle Replacement Schedule

	Five Year Cycle	Capital allocation	Ongoing Capital Account	List of all Vehicle	Year of Vehicle	Replacement Year
Repla cemen t Year			Total Capital budget balance, plus annual contribution less any vehicle purchase	Tanker	1992	
2019	0		150000	Engine "A"	1999	2020
2020	650000	125000	-375000	Brush "A"	2001	
2021	0	125000	-250000	Ladder	2005	2025
2022	0	125000	-125000	Engine "B"	2008	2030
2023	0	125000	0	Rescue	2008	2020
2024	0	125000	125000	Utility (FP)	2008	
2025	700000	125000	-450000	Command Vehic	2012	
2026	0	150000	-300000	Engine "C"	2013	2035
2027	0	150000	-150000	Utility	2013	
2028	0	150000	0	Command	2015	
2029	0	150000	150000	Brush "B"	2016	
2030	650000	150000	-350000	Engine "D"	2017	2040
2031	0	175000	-175000	Fire Inspector		
2032	0	175000	0	Fire Inspector		
2033	0	175000	175000	Fire Captain		
2034	0	175000	350000			
2035	675000	175000	-150000			
2036	0	200000	50000			
2037	0	200000	250000			
2038	0	200000	450000			
2039	0	200000	650000			
2040	700000	200000	150000			
2041	0	225000	375000			
2042	0	225000	600000			
2043	0	225000	825000			
2044	0	225000	1050000			
2045	725000	225000	550000			

APPENDIX 5

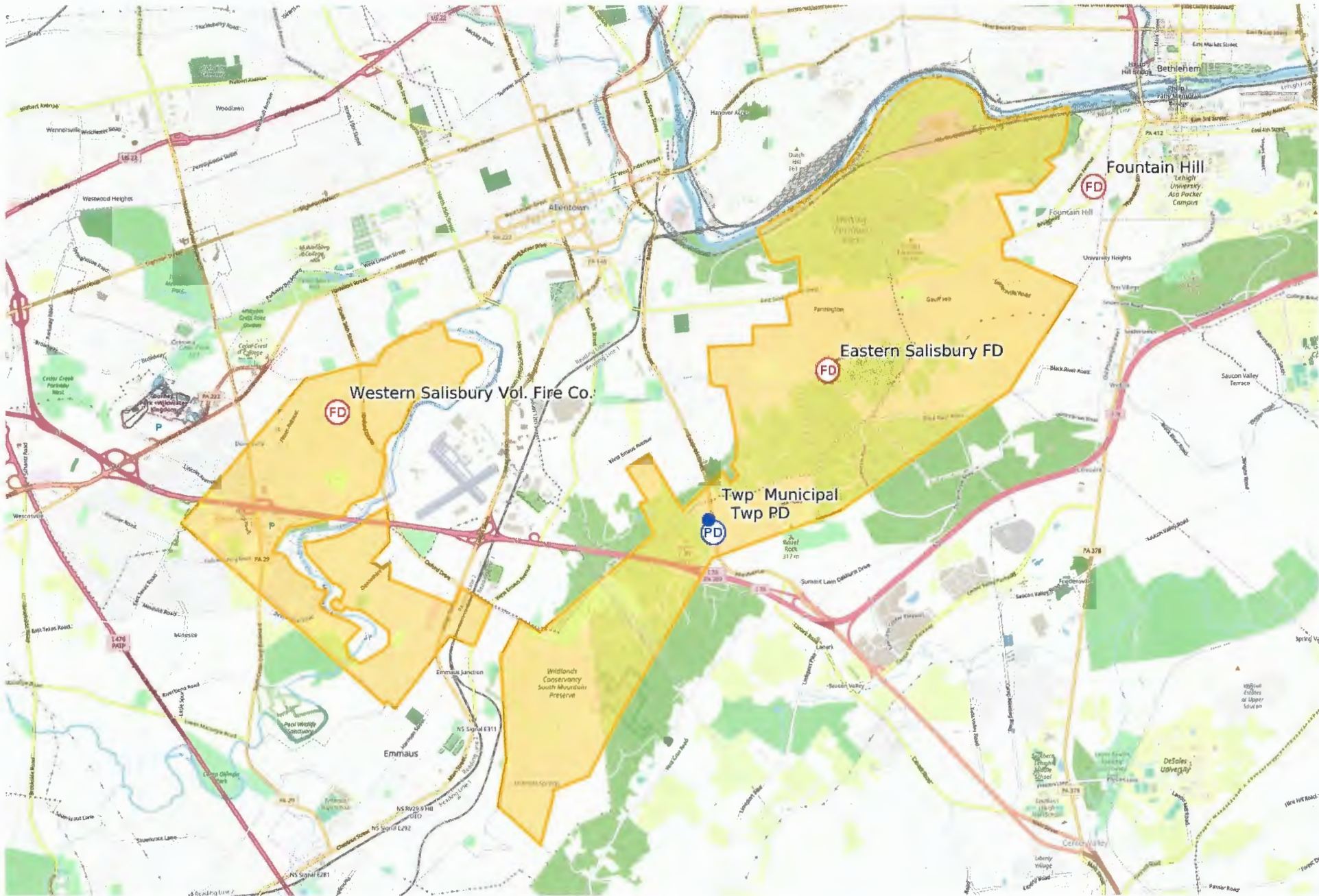
Appendix 5-1: Map of township with location of fire stations, police station and township building

Appendix 5-2: Map of township with approximate line dividing the two fire company districts

Appendix 5-3: Map of township with 1.5 mile and 2.5 mile rings from current apparatus locations

Appendix 5-4: Map of township with current apparatus plus a 2.5 mile ring showing Fountain Hill Ladder Truck

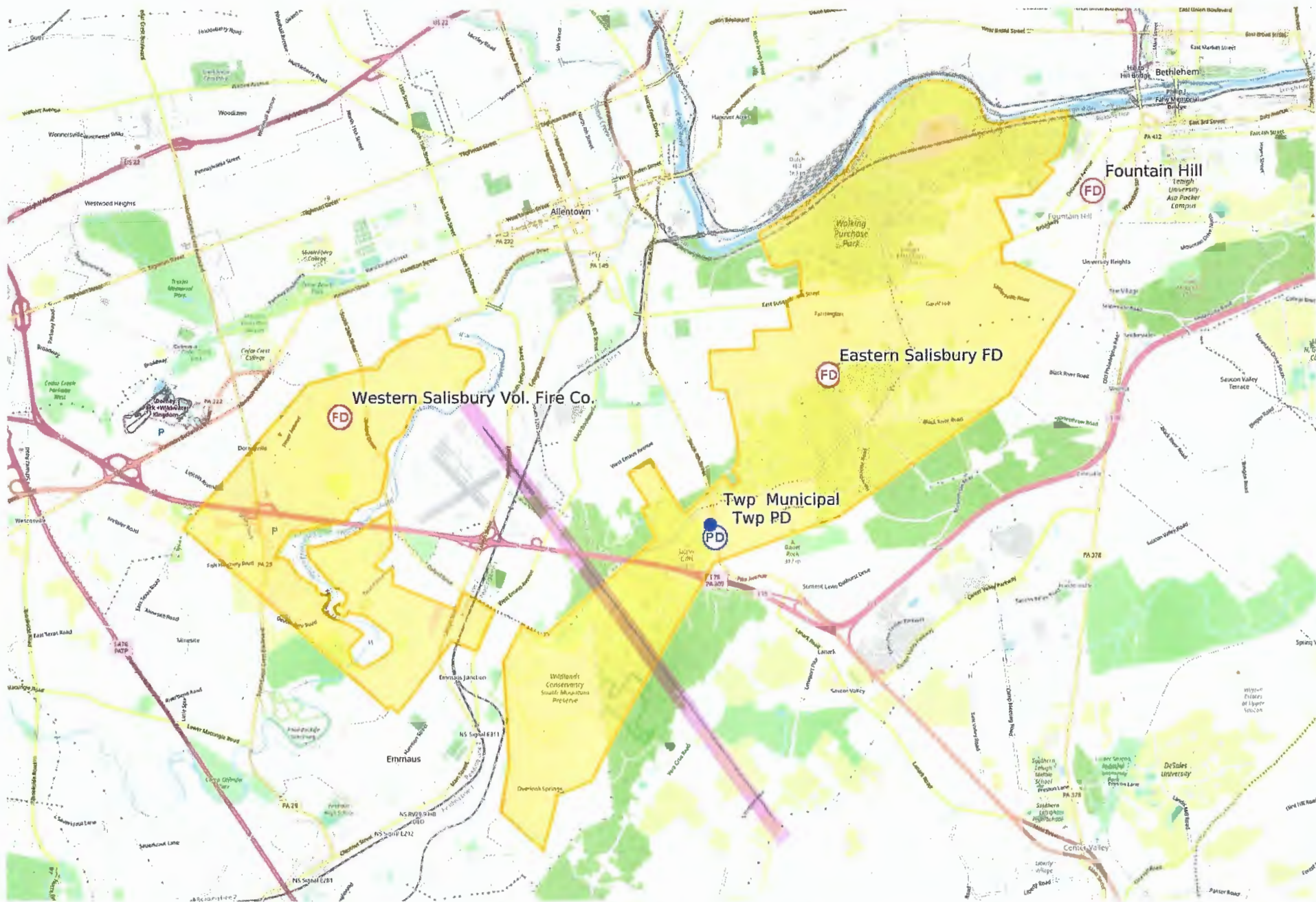
Appendix 5-5: Map of township showing a Ladder truck in each current station with 1.5 mile and 2.5 mile road distances from the current fire stations.



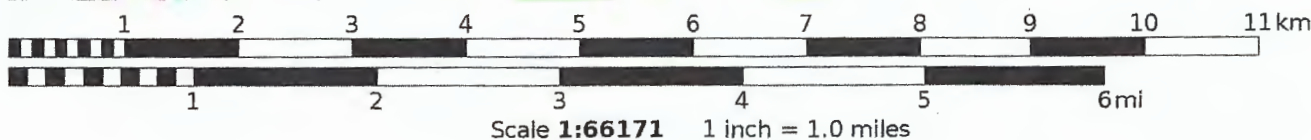
Mercator Projection
WGS84
USNG Zone 18TVK
SARTopo

1 2 3 4 5 6 7 8 9 10 11 km
1 2 3 4 5 6 mi
Scale 1:66171 1 inch = 1.0 miles



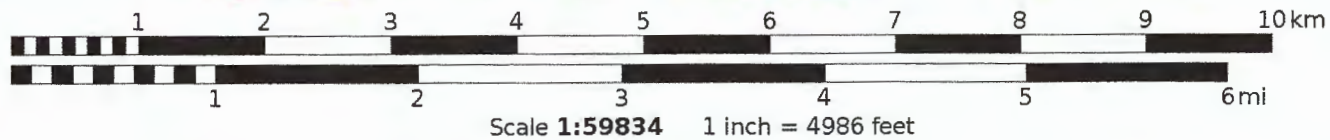


Mercator Projection
WGS84
USNG Zone 18TVK
SARTopo



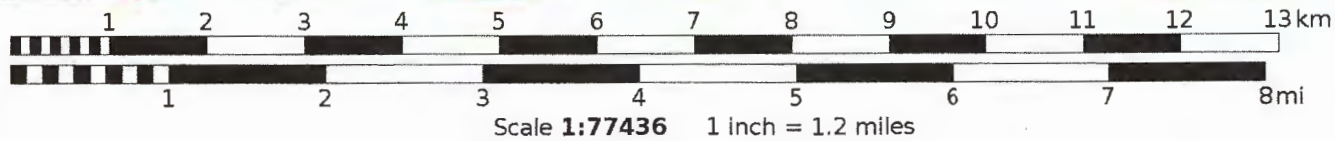


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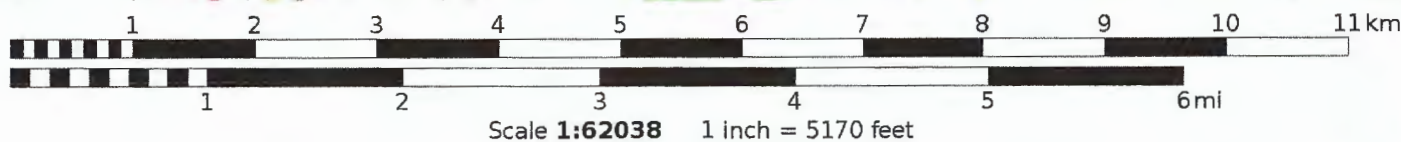


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Appendix 6

Township Emergency Services Leadership

Salisbury Township Contact List

Eastern Salisbury Fire, Ambulance and Rescue Company

1000 E. Emmaus Ave., Allentown, PA 18103

- Fire Chief Dave Tomcics
 - esfdchief20@yahoo.com
 - Cell 484-357-4728
- President Lindsey Tomcics
 - lintfire86@yahoo.com

Western Salisbury Volunteer Fire Company

950 S. Ott St., Allentown, PA 18103

- Fire Chief Josh Wells
 - joshuagwells@gmail.com
 - Cell 610-972-8978
- President Adam Al-Khal
 - a.q.alkhal@gmail.com

Salisbury Township Police Department

3000 S. Pike Ave., Allentown, PA 18103

- Chief Allen Stiles
 - astiles@salisburytownship.pa.gov
 - Desk 484-661-5860
 - Cell 610-533-6166
- Fire Marshal Donald Sabo
 - dsabo@salisburytownship.pa.gov
 - Desk 484-661-5865
 - Cell 610-533-6172

Salisbury Township Emergency Management Agency

- Coordinator – Jeffrey Tapler
 - emc@salisburytownship.pa.gov or stationwtap@gmail.com
 - Cell 484-764-0199 or 484-239-3022
- Deputy – Dennis Takacs
 - deputyemc@salisburytownship.pa.gov

Appendix 7

Firefighter Code of Ethics

I understand that I have the responsibility to conduct myself in a manner that reflects proper ethical behavior and integrity. In so doing, I will help foster a continuing positive public perception of the fire service.

Therefore, I pledge the following...

- Always conduct myself, on and off duty, in a manner that reflects positively on myself, my department and the fire service in general.
- Accept responsibility for my actions and for the consequences of my actions.
- Support the concept of fairness and the value of diverse thoughts and opinions.
- Avoid situations that would adversely affect the credibility or public perception of the fire service profession.
- Be truthful and honest at all times and report instances of cheating or other dishonest acts that compromise the integrity of the fire service.
- Conduct my personal affairs in a manner that does not improperly influence the performance of my duties, or bring discredit to my organization.
- Be respectful and conscious of every member's safety and welfare.
- Recognize that I serve in a position of public trust that requires stewardship in the honest and efficient use of publicly owned resources, including uniforms, facilities, vehicles and equipment and that these are protected from misuse and theft.
- Exercise professionalism, competence, respect and loyalty in the performance of my duties and use information, confidential or otherwise, gained by virtue of my position, only to benefit those I am entrusted to serve.
- Avoid financial investments, outside employment, outside business interests or activities that conflict with or are enhanced by my official position or have the potential to create the perception of impropriety.
- Never propose or accept personal rewards, special privileges, benefits, advancement, honors or gifts that may create a conflict of interest, or the appearance thereof.
- Never engage in activities involving alcohol or other substance use or abuse that can impair my mental state or the performance of my duties and compromise safety.
- Never discriminate on the basis of race, religion, color, creed, age, marital status, national origin, ancestry, gender, sexual preference, medical condition or handicap.
- Never harass, intimidate or threaten fellow members of the service or the public and stop or report the actions of other firefighters who engage in such behaviors.
- Responsibly use social networking, electronic communications, or other media technology opportunities in a manner that does not discredit, dishonor or embarrass my organization, the fire service and the public. I also understand that failure to resolve or report inappropriate use of this media equates to condoning this behavior.

Developed by the National Society of Executive Fire Officers

Appendix 8

Proposed Job Descriptions

Fire Captain

Duties and Responsibilities

The following duties are not intended to serve as a comprehensive list of all duties performed by all employees in this classification. Shown are duties intended to provide a representative summary of the major duties and responsibilities. Will be required to perform additional duties as assigned:

Manages and supervises the daily activities of the fire related Public Safety Department programs, functions, personnel and apparatus under the guidance of the Public Safety Director and in coordination with the Volunteer Fire Chiefs.

Handles administrative and supervisory duties over personnel assigned to them making detailed work assignments, reviewing completed work, evaluations, as well as work in progress.

Reports infractions of work rules and policies to the Public Safety Director in writing while immediately addressing infractions of safety rules and policy as appropriate.

Assists the fire companies in managing the recruitment and retention of fire service volunteers functioning as a Co-Coordinator. In this role, works with the fire company Volunteer Services Coordinator in developing and implementing volunteer and potentially live-in recruitment programs. Additionally, makes recommendations concerning these programs to support retaining existing volunteers and live-ins while supporting the fire companies' and township's initiatives

Performs administrative duties to include but not limited to ensuring compliance with policies and procedures; review operations; prepare written and oral reports; maintain records that may require the input of data into computer software and analyzing it, and attending meetings as required.

Assists in managing and directing the daily operations and readiness of Public Safety Department's fire services responsibilities. Responds to emergent and non-emergent incidents involving fire, rescue, medical, hazardous materials, and other related calls for assistance. Assumes command and control of emergency incidents as needed or directed, or in the absence of the fire officers.

Conducts periodic inspection of quarters, equipment, and inventory.

Assists or manages as directed with the maintenance of fire stations and equipment.

Supervises assigned personnel, schedules work assignments, and assigns fire inspection personnel, apparatus and equipment to emergency scenes in the absence of volunteer fire officers.

Prepares annual employee performance appraisals.

Maintains records and documents for inspections, testing and training. Logs, maintains and assures quality control of incident response reports and incident reporting systems.

Assists in the formulation of Public Safety Department fire services regulations, policies and procedures.

Assists in preparation and execution of the fire budgets.

Supervises daily upkeep of the station and preventative maintenance of vehicles and equipment.

Assists in coordinating and participates in fire prevention activities.

Conducts, supervises, and coordinates training activities including Public Safety Department Homeland Security Exercise and Evaluation Program (HSEEP) compliant exercises.

Ensures that personnel maintain the job performance requirements (JPRs) necessary to maintain certifications and perform the essential tasks of the job.

Coordinates with the Township Fire Inspector for activities related to inspection and enforcement of fire codes. Assists Code Enforcement in conducting inspections for commercial businesses and preserving the integrity of the Township's established fire codes.

Reviews permits and license applications; Assists with building and code enforcement work for proposed projects for compliance with local, state and federal requirements.

Plans, organizes, coordinates and oversees pre-incident emergency response plans.

Develops in coordination with the Volunteer Fire Companies and Fire Inspectors, the creation of one set of township-wide standard operating guidelines and fire service policies

Attends and participates in Public Safety Department staff and planning meetings and other meetings as required; Attends Fire Officer Meeting and Fire Company meetings as required by the Public Safety Director and Volunteer Fire Chiefs.

Manages the Knox Box program in coordination with the Fire Company and Township Code Enforcement.

QUALIFICATIONS:

- Three years of fire and rescue services experience at the supervisory, company officer level in a fire company.
- Associates Degree or Bachelor's Degree in Fire Science or related discipline preferred (Equivalent combinations of education and experience may be considered.)
- Experience in working with volunteers and in a command and coordination role.
- Knowledge of fire prevention and fire safety matters.
- Knowledge of the technical aspects of firefighting equipment and their use in fire control.
- Knowledge of the nature and behavior of fire, methods to combat fire, characteristics of various materials during combustion and the effect of extinguishing agents on various types of fire.
- Knowledge of rescue techniques, procedures and practices.
- Knowledge of aerial operations in the fire service.
- Documented experience as a fire company supervisor in a unified command role.
- Documented National Incident Management Training to a minimum of the ICS 400 level.
- Successfully complete a physical and drug screen and any other Township requirements after a conditional offer of employment.
- Successfully pass a background investigation.
- Must be at least 21 years of age at the time of appointment to this position.
- Must live within a reasonable response time of the Township as determined by the Public Safety Director.

REQUIRED CERTIFICATIONS:

- Certifications: Required - Firefighter 1 and 2, Fire Officer I; Aerial Apparatus Practices 1 and 2; Pennsylvania or National Registry EMT B; Pump Operations 1 and 2; Basic Vehicle Rescue Technician; Hazmat Operations; Hazmat Technician (or ability to obtain certification); Fire Instructor I (or obtain certification within six months of employment).
- Combination of education, certification, and experience that demonstrates the candidate's ability to perform the duties of the position may be considered by the Public Safety Director and the Fire Chiefs.

Appendix 9

The fire companies, working with the Public Safety Director, Fire Captain and township officials should review the table on Challenges to Recruitment and Retention and make comparisons to how they apply in the township's two fire companies and how they can reverse or utilize this valuable information from the International City/County Managers Association to improve recruitment and retention within the Township of Salisbury. (*Managing Fire & Emergency Services, ICMA, 2012*)

This information, along with the information in the body of this report will be some of the most important information for the township if it hopes to retain its volunteer fire service.

Table 8-1 Challenges to retention and recruitment

<u>Sources of problems</u>	<u>Contributing factors</u>
Time demands	<ul style="list-style-type: none"> • The two-income family and need to work at multiple jobs • Increased training time demands • Higher emergency call volume • Additional demands within department (fundraising, administrative)
Training requirements	<ul style="list-style-type: none"> • Higher training standards and new federal requirements • More time demands • Greater public expectations of fire department's response capabilities (broader range of services such as emergency medical service (EMS), hazardous materials [HAZMAT], technical rescue, etc.) • Additional training demands to
Increasing call volume	<ul style="list-style-type: none"> • Fire department assuming wider response roles (EMS, HAZMAT, technical rescue) • Increasing EMS call volume • Increase in number of automatic fire alarms
Changes in the "nature of the business"	<ul style="list-style-type: none"> • Abuse of emergency services by the public • Less of an emphasis on social aspects of volunteering

Changes in sociological conditions (in urban and suburban areas)	<ul style="list-style-type: none"> • Transience • Loss of community feeling • Less community pride • Less of an interest in or time for volunteering • "Me" generation
Changes in sociological conditions (in rural areas)	<ul style="list-style-type: none"> • Employers less willing to let employees off to respond to calls • Time demand
Leadership problems	<ul style="list-style-type: none"> • Poor leadership and lack of coordination • Authoritative management style • Failure to manage change
Federal legislation and regulations	<ul style="list-style-type: none"> • Fair Labor Standards Act interpretation • "Two in/two out" ruling requiring four firefighters on scene before entering hazardous environment
Higher cost of housing (in affluent communities)	<ul style="list-style-type: none"> • Volunteers cannot afford to live in the community they serve
Aging communities	<ul style="list-style-type: none"> • Greater number of older people today • Lack of economic growth and
Internal conflict	<ul style="list-style-type: none"> • Disagreements among departmental leaders • Friction between volunteer and career members

Appendix 10

Applicable NFPA Standards

IMPORTANT NOTICES AND DISCLAIMERS CONCERNING NFPA® STANDARDS

NOTICE AND DISCLAIMER OF LIABILITY CONCERNING THE USE OF NFPA STANDARDS

NFPA codes, standards, recommended practices, and guides ("NFPA Standards"), of which the document contained herein is one, are developed through a consensus standards development process approved by the American National Standards Institute. This process brings together volunteers representing varied viewpoints and interests to achieve consensus on fire and other safety issues. While the NFPA administers the process and establishes rules to promote fairness in the development of consensus, it does not independently test, evaluate, or verify the accuracy of any information or the soundness of any judgments contained in NFPA Standards.

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The NFPA has no power, nor does it undertake, to police or enforce compliance with the contents of NFPA Standards. Nor does the NFPA list, certify, test, or inspect products, designs, or installations for compliance with this document. Any certification or other statement of compliance with the requirements of this document shall not be attributable to the NFPA and is solely the responsibility of the certifier or maker of the statement.

Codes Referenced in this report

NFPA 472: Standard for Competence of Responders to Hazardous Materials/Weapons of Mass Destruction Incidents, 2018 Edition

NFPA 475: Recommended Practice for Organizing, Managing, and Sustaining a Hazardous Materials/Weapons of Mass Destruction Response Program, 2017 Edition

NFPA 901: Standard Classifications for Incident Reporting and Fire Protection Data, 2016 Edition

NFPA 1000: Standard for Fire Service Professional Qualifications Accreditation and Certification Systems, 2017 Edition

NFPA 1001: Standard for Fire Fighter Professional Qualifications, 2019 Edition

NFPA 1002: Standard for Fire Apparatus Driver/Operator Professional Qualifications, 2017 Edition

NFPA 1021: Standard for Fire Officer Professional Qualifications, 2014 Edition

NFPA 1026: Standard for Incident Management Personnel Professional Qualifications, 2018 Edition

NFPA 1035: Standard on Fire and Life Safety Educator, Public Information Officer, Youth Fire setter Intervention Specialist, and Youth Fire setter Program Manager Professional Qualifications, 2015 Edition

NFPA 1041: Standard for Fire Service Instructor Professional Qualifications, 2012 Edition

NFPA 1072: Standard for Hazardous Materials/Weapons of Mass Destruction Emergency Response Personnel Professional Qualifications, 2017 Edition

NFPA 1142: Standard on Water Supplies for Suburban and Rural Fire Fighting, 2017 Edition

NFPA 1201: Standard for Providing Fire and Emergency Services to the Public, 2015 Edition

NFPA 1250: Recommended Practice in Fire and Emergency Service Organization Risk Management, 2015 Edition

NFPA 1401: Recommended Practice for Fire Service Training Reports and Records, 2017 Edition

NFPA 1404: Standard for Fire Service Respiratory Protection Training, 2018 Edition

NFPA 1407: Standard for Training Fire Service Rapid Intervention Crews, 2015 Edition

NFPA 1408: Standard for Training Fire Service Personnel in the Operation, Care, Use and Maintenance of Thermal Imagers, 2015 Edition

NFPA 1410: Standard on Training for Initial Emergency Scene Operations, 2015 Edition

NFPA 1451: Standard for a Fire and Emergency Service Vehicle Operations Training Program, 2018 Edition

NFPA 1500: Standard on Fire Department Occupational Safety, Health, and Wellness Program, 2018 Edition

NFPA 1521: Standard for Fire Department Safety Officer, 2015 Edition

NFPA 1561: Standard on Emergency Services Incident Management System and Command Safety, 2014 Edition

NFPA 1581: Standard on Fire Department Infection Control Program, 2015 Edition

NFPA 1582: Standard on Comprehensive Occupational Medical Program for Fire Departments, 2018 Edition

NFPA 1583: Standard on Health-Related Fitness Programs for Fire Department Members, 2015 Edition

NFPA 1584: Standard on the Rehabilitation Process for Members During Emergency Operations and Training Exercises, 2015 Edition

NFPA 1600: Standard on Disaster/Emergency Management and Business Continuity/Continuity of Operations Programs, 2016 Edition

NFPA 1616: Standard on Mass Evacuation, Sheltering, and Re-entry Programs, 2017 Edition

NFPA 1620: Standard for Pre-Incident Planning, 2015 Edition

NFPA 1720: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments, 2014 Edition

NFPA 1730: Standard on Organization and Deployment of Fire Prevention Inspection and Code Enforcement, Plan Review, Investigation, and Public Education Operations, 2019 Edition

NFPA 1911: Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Emergency Vehicles, 2017 Edition

NFPA 1951: Standard on Protective Ensembles for Technical Rescue Incidents, 2013 Edition

NFPA 3000™ (PS): Standard for an Active Shooter/Hostile Event Response (ASHER) Program, 2018 Edition

Selected portions of certain applicable codes

NFPA 550: Guide to the Fire Safety Concept Tree

1.1 Scope. This guide describes the structure, application, and limitations of the Fire Safety Concepts Tree.

1.2 Purpose. This guide is intended to provide tools to assist the Fire Safety Practitioner (e.g., Designer, Engineer, Code Official) in communicating fire safety and protection concepts. Its use can assist with the analysis of codes or standards and facilitate the development of performance-based designs.

1.3 Application. The Fire Safety Concepts Tree provides an overall structure with which to analyze the potential impact of fire safety strategies. It can identify gaps and areas of redundancy in fire protection strategies as an aid in making fire safety decisions. The use of the Fire Safety Concepts Tree should be accompanied by the application of sound fire protection engineering principles.

NFPA 1500 Standard on Fire Department Occupational Safety

4.3 Safety and Health Policy.

4.3.1 * The fire department shall adopt an official written departmental occupational safety, health, and wellness policy that identifies specific goals and objectives for the prevention and elimination of accidents and occupational injuries; exposure to communicable disease; exposure to products of combustion, carcinogens, fireground contaminants, and other incident-related health hazards; illnesses; and fatalities.

4.3.3 * The fire department shall evaluate the effectiveness of the occupational safety, health, and wellness program at least once every 3 years.

4.4 Roles and Responsibilities.

4.4.2 The fire department shall be responsible for compliance with all applicable laws and legal requirements with respect to member safety and health.

4.4.3 * The fire department shall establish and enforce rules, regulations, and standard operating procedures to meet the objectives of this standard.

4.4.4 The fire department shall be responsible for developing and implementing an accident investigation procedure.

4.4.5 * All accidents, near misses, injuries, fatalities, occupational illnesses, and exposures involving members shall be investigated.

4.4.5.1 All accidents involving fire department vehicles, equipment, or fire department facilities shall be investigated.

4.4.6 Each individual member of the fire department shall cooperate, participate, and comply with the provisions of the occupational safety, health, and wellness program.

4.4.8 The member organization, where such an organization exists, shall cooperate with the fire department by representing the interests and the welfare of the members in the research, development, implementation, and evaluation of the occupational safety, health, and wellness program.

Referenced NFPA 1851 Standard on Selection, Care, and Maintenance of Protective Ensembles for Structural Fire Fighting and Proximity Fire Fighting Program

Replacement schedule for gear and helmets:

4.1 General

4.1.1* The organization shall develop and implement a program for the selection, care, and maintenance of structural firefighting ensembles and ensemble elements and proximity firefighting ensembles and ensemble elements used by the members of the organization in the performance of their assigned functions.

4.3 Records

4.3.3 At least the following records shall be kept for each protective ensemble or ensemble element:

- (1) Person to whom element is issued
- (2) Date and condition when issued
- (3) Manufacturer and model name or design
- (4) Manufacturer's identification number, lot number, or serial number
- (5) Month and year of manufacture
- (6) Date(s) and findings of advanced inspection(s)
- (7) Date(s) and findings of advanced cleaning or decontamination
- (8) Reason for advanced cleaning or decontamination and who performed cleaning or decontamination
- (9) Date(s) of repair(s), who performed repair(s), and brief description of repair(s)
- (10) Date of retirement
- (11) Date and method of disposal

Cleaning and Decontamination

7.1 General

7.1.1* Organizations shall provide a means for having ensemble elements cleaned and decontaminated. 7.1.2 Ensembles and ensemble elements shall be evaluated by the wearer for application of appropriate cleaning level after each use.

Retirement, Disposition, and Special Incident Procedure

10.1 Retirement

10.1.2* Structural firefighting ensembles and ensemble elements shall be retired in accordance with 10.2.1 or 10.2.2, no more than 10 years from the date the ensembles or ensemble elements were manufactured.

10.1.4* Structural firefighting ensembles and ensemble elements and proximity firefighting ensembles and ensemble elements that are worn or damaged to the extent that the organization deems it not possible or cost effective to repair them shall be retired in accordance with 10.2.1.

Referenced NFPA 1911, 2017 edition.

Chapter 5 Retirement of Emergency Vehicles 5.1

General. 5.1.1 The fire department shall consider safety as the primary concern in the retirement of emergency vehicles. 5.1.2 Retired emergency vehicles shall not be used for emergency operations.

Referenced NFPA 1901 Standard for Automotive Fire Apparatus 2016 edition.

Annex D Guidelines for First-Line and Reserve Fire Apparatus

2) Replacement schedule for:

- a) Engines
- b) Ladder trucks
- c) Heavy rescues
- d) Support vehicles

D.1 General.

To maximize fire fighter capabilities and minimize risk of injuries, it is important that fire apparatus be equipped with the latest safety features and operating capabilities. In the last 10 to 15 years, much progress has been made in upgrading functional capabilities and improving the safety features of fire apparatus. Apparatus more than 15 years old might include only a few of the safety upgrades required by the recent editions of the NFPA fire department apparatus standards or the equivalent Underwriters Laboratories of Canada (ULC) standards. Because the changes, upgrades, and fine tuning to NFPA 1901 have been truly significant, especially in the area of safety, fire departments should seriously consider the value (or risk) to fire fighters of keeping fire apparatus more than 15 years old in first-line service. It is recommended that apparatus more than 15 years old that have been properly maintained and that are still in serviceable condition be placed in reserve status upgraded in accordance with NFPA 1912; and incorporate as many features as possible of the current fire apparatus standard (see Section D.3).

This will ensure that, while the apparatus might not totally comply with the current editions of the automotive fire apparatus standards, many of the improvements and upgrades required by the current editions of the standards are available to the fire fighters who use the apparatus. Apparatus that were not manufactured to the applicable NFPA fire apparatus standards or that are over 25 years old should be replaced.

D.2 Evaluating Fire Apparatus.

It is a generally accepted fact that fire apparatus, like all types of mechanical devices, have a finite life. The length of that life depends on many factors, including vehicle mileage and engine hours, quality of the preventative maintenance program, quality of the driver training program, whether the fire apparatus was used within the design parameters, whether the apparatus was manufactured on a custom or commercial chassis, quality of workmanship by the original manufacturer, quality of the components used, and availability of replacement parts, to name a few. In the fire service, there are fire apparatus with 8 to 10 years of service that are simply worn out. There are also fire apparatus that were manufactured with quality components, that have had excellent maintenance, and that have responded to a minimum number of incidents that are still in serviceable condition after 20 years. Most would agree that the care of fire apparatus while being used and the quality and timeliness of maintenance are perhaps the most significant factors in determining how well a fire apparatus ages. Critical enhancements in design, safety, and technology should also play a key role in the evaluation of an apparatus' life cycle. Previous editions of the fire department apparatus standards featured many requirements advancing the level of automotive fire apparatus safety and user friendliness. Contained within the 2009 edition were requirements for roll-over stability; tire pressure indicators; seat belt warning systems requiring all occupants be properly seated and belted; extended seat belt length requirements resulting from an in-depth anthropometric study evaluating the average size of today's fully dressed firefighter; road ability, including minimum accelerations and top speed limitations; enhanced step and work surface lighting; cab integrity testing; increased use of reflective striping in the rear of apparatus, providing a consistent identifiable set of markings for all automotive fire apparatus; and enhanced aerial control technologies, enabling short jacking and envelope controls.

D.4 Proper Maintenance of Fire Apparatus.

In addition to needed upgrades to older fire apparatus, it is imperative that all fire apparatus be checked and maintained regularly to ensure that they will be reliable and safe to use. The manufacturer's instructions should always be followed when maintaining the fire apparatus. Special attention should be paid to ensure that the following conditions, which are particularly critical to maintaining a reliable unit, exist:

- (1) Engine belts, fuel lines, and filters have been replaced in accordance with the manufacturers' maintenance schedule(s).
- (2) Brakes, brake lines, and wheel seals have been replaced or serviced in accordance with the manufacturers' maintenance schedule.
- (3) Tires and suspension are in serviceable condition, and tires are not more than 7 years old.
- (4) The radiator has been serviced in accordance with the manufacturer's maintenance schedule, and all cooling system hoses are new or in serviceable condition.

(5) The alternator output meets its rating.

(6) A complete weight analysis shows the fire apparatus is not over individual axle rating or total GVWR. (7) The fire pump meets or exceeds its original pump rating.

(8) The water tank and baffles are not corroded or distorted.

(9) If the apparatus is equipped with an aerial device, a complete test to original specifications has been conducted and certified by a certified testing laboratory.

(10) If so equipped, the generator and line voltage accessories have been tested and meet the current standard.

D.6 Conclusion.

A fire apparatus is an emergency vehicle that must be relied on to transport fire fighters safely to and from an incident and to operate reliably and properly to support the mission of the fire department. A piece of fire apparatus that breaks down at any time during an emergency operation not only compromises the success of the operation but might jeopardize the safety of the fire fighters relying on that apparatus to support their role in the operation. An old, worn-out, or poorly maintained fire apparatus has no role in providing emergency services to a community.

APPENDIX 11

JOB DESCRIPTION

POSITION TITLE: PUBLIC SAFETY DIRECTOR		BAND: EXECUTIVE	BBP CLASS: 1
DEPARTMENT: PUBLIC SAFETY	SUPERVISOR: MANAGER		ACCOUNTABILITY: MANAGER
NAME:		ISSUE DATE:	PAGES 3 + Job Narrative

POSITION SUMMARY:

Work is supervisory and managerial involving the coordination of administrative and operational functions for Police, Emergency Medical Services, Emergency Management, and Volunteer Fire. This position is responsible for setting organizational goals and objectives for the Police Department, Fire Companies, and Emergency Management Services; establishing criteria to measure and determine the effectiveness of these agencies; and making administrative and personnel recommendations, with advice and counsel from the Fire, Police and EMS Division Captains or Chiefs, to the Township Manager. This position is appointed by the Board of Commissioners and reports to the Township Manager. This is an exempt position.

ESSENTIAL FUNCTIONS OF THE JOB:

Ability to work with minimal supervision, delegate to subordinates, assume authority and accept responsibility.

Staffs, plans, directs, coordinates, budgets and evaluates work units of the Police, Fire and EMS Divisions.

Recommends personnel actions.

Maintains fiscal and budgetary responsibility for all public safety departments.

Counsels Captains and Chiefs as requested/needed.

Accountable for the daily operations of the Police Division, Emergency Medical Services, and the Fire Companies.

Meets with Township Manager and Commissioners to discuss the needs of the Public Safety department.

Formulates Strategic Plan for Public Safety Departments for presentation to Board of Commissioners.

Acts as Director of Emergency Preparedness and Local Emergency Management Coordinator.

Formulates policy that effects the Police and EMS departments, and the Fire Companies.

Acts as Public Information Officer regarding Public Safety Press releases.

Keeps abreast of new developments in the area of Public Safety.

Coordinates Emergency Operations Center administrative functions.

Coordinates Public Safety projects.

Accountable for Public Safety records management.

Recommends and administers budget and expenditures for Police, Fire, EMS and Emergency Management.

ESSENTIAL FUNCTIONS OF THE JOB continued:

Engages in Public Speaking functions as requested.

Is knowledgeable in areas of police, fire, and emergency medical services operations.

Has the ability to be a credible witness in court.

Can work in an office environment and has the ability to sit or stand for extended periods of time.

On call 24/7, except approved leave time.

OTHER FUNCTIONS:

Prepares written monthly reports of departmental activities.

Approves requisitions and purchase orders.

Can work more than the standard 8-hour workday or 40-hour work week when duties and responsibilities require said effort.

Can work evenings, nights, holidays, or weekends when duties and responsibilities require said effort.

Attends Board of Commissioner meetings.

Attends staff meetings held by the Township Manager.

Attends monthly Community Development Staff Meetings.

Participates in Training and Professional Associations that enhance the Director's knowledge of developments in the Police, Fire, EMS and Emergency Management areas.

Plans and participates in disaster drills.

Strives to obtain competency in accordance with employee's evaluation measures.

Performs other related duties as assigned.

QUALIFICATIONS:

Retired or former certified police officer.

U.S. Citizen.

B.S. /B.A., preferably in a public safety field.

10 years of experience in jobs relating to law enforcement.

5 years of supervisory experience.

Current or former operational experience in emergency medical services and fire services, as well as administrative experience in both preferred.

Proven record of project management.

Possesses a valid Pennsylvania Motor Vehicle Operator's License.

Must reside within XX miles Township within twelve months of hire.

Ability to maintain a working relationship with persons from all levels of the organization.

Ability to communicate effectively in English both verbally and in writing with persons from all levels of

(Adopted by Resolution xxxxxx,

employment and economic standing.

Page 3 of 3 - Public Safety Director

QUALIFICATIONS continued:

Ability to operate a personal computer and other common office equipment possessing alphabetic and numeric keypads at a basic level of proficiency.

Ability to establish and maintain effective working relationships with elected and appointed officials, subordinates, superiors, volunteers, other governmental agencies, and the general public.

Ability to communicate effectively verbally, in writing, and in various electronic media in the English language with proficiency.

Offer of employment is contingent upon the successful completion of a satisfactory: physical examination (Full-time personnel only); drug test and background investigation result (full/part-time and temporary personnel).

END

I have read the foregoing job description and certify that I can perform all aspects of the job and meet qualifications as required by XXXXXXXXXXXX Township.

Employee

Date

Supervisor

Date

Appendix 12

Firemen's Relief Legislation

INTRODUCTION

The statutory authority over VFRA is contained in Act 118 of 2010.

Volunteer firefighters' relief associations are separate legal organizations affiliated with volunteer fire companies and/or volunteer fire departments (herein referred to as fire company). The volunteer firefighters' relief association (VFRA) is a separate legal entity from the fire company. VFRA is funded by a statutory disbursement of foreign fire insurance tax funds. Disbursements are made to the VFRA's local municipality who then will forward the funds to the VFRA. This disbursement and allocation process is detailed later in this booklet.

The purpose of the VFRA is to encourage individuals to take part in the fire service as a volunteer and to provide funds for the protection of the volunteer firefighter and their heirs. According to Act 118 of 2010, VFRA may use their funds for the following purposes:

- To purchase investments to earn additional income (Section 7416 I of Act 118 of 2010)

Section 7416 (f) of Act 118 of 2010:

- To pay for such normal and reasonable running expenses as may be appropriate to the businesslike conduct of the affairs of the association
- To purchase contracts of insurance for active VFRA members against losses due to injury suffered in the fire service
- To maintain a beneficiary or death benefit fund
- To pay for costs and forwarding tokens of sympathy and goodwill to a firefighter who is ill or hospitalized

- To make cash payments to families in distressed circumstances by reason of age, infirmity or other disability suffered by one of the family members in the course of participation in fire service
- To acquire and maintain membership in any Statewide association or corporation which extends assistance to firefighters
- To contribute or purchase contracts of insurance for rehabilitating a volunteer firefighter who suffered a major impairment due to participation in fire service
- To pay for medical and surgical bills arising from injuries sustained by volunteer firefighters while engaged in activities of the fire company
- To pay reasonable expenses for firefighter training
- To purchase safeguards for preserving life, health, and safety of volunteer firefighters to ensure their ability to participate in fire service
- To secure insurance against liability for loss and expense from claims arising out of official performance of official and authorized duties
- To maintain comprehensive health, physical fitness and physical monitoring programs
- To purchase exercise and fitness equipment
- To purchase fire hoses and nozzles
- To purchase fire prevention materials for public distribution
- To pay reasonable expenses for attending bona fide emergency medical technician or paramedic training schools.

The following Management Guidelines are provided as prudent business practice guidance on how to conduct the affairs and business of a Volunteer Firefighters' Relief Association.

Since volunteer firefighters' relief associations receive public tax monies, the association officers have a responsibility to the public to conduct the association's financial affairs in a businesslike manner, keeping financial records which provide a documented audit trail and can easily verify the propriety of all association transactions. Relief association officials are also responsible for ensuring that their association operates in accordance with Act 118 of 2010, (Chapter 74 Subsection B), which governs the operation of volunteer firefighters' relief associations (VFRA).

The relief association and the fire company are two separate legal entities.

The volunteer firefighters' relief association records may not be incorporated with those of the fire company. Relief association funds should be maintained in separate relief association accounts, and investments purchased with relief association funds should be issued solely in the name of the relief association (Sections 7415 (a) & I and 7416 (a) of Act 118).

Since the relief association is a separate legal entity, the organization should have a separate federal tax identification number and a separate Pennsylvania sales tax exemption number. The certificates verifying the association's tax numbers should be kept with the relief association's permanent records (Section 7415 I of Act 118).

ALLOCATION OF FOREIGN FIRE INSURANCE TAXES

The Foreign Fire Insurance Tax Distribution Law was passed as part of Act 205 of 1984, the Municipal Pension Plan Funding Standard and Recovery Act (commonly referred to as "Act 205," 53 P.S. 895.101 et. seq.). Specifically, Chapter 7 of Act 205 sets forth the provisions of the Foreign Fire Insurance Tax Distribution Law (53 P.S. 895.701-895.706). The source of the monies is a 2 percent tax on foreign fire insurance premiums. (The term "foreign fire insurance" means fire insurance written by an insurance company which is not incorporated in the Commonwealth of Pennsylvania.) The Commonwealth allocation to volunteer firefighters' relief associations is determined by a formula based on the population and the market value of real estate for each municipality. A copy of Chapter 7 of Act 205 of 1984, which sets forth the distribution requirements, can be found at Appendix B. Three of the pertinent provisions of Act 205 are provided below.

7416. The governing body of each municipality shall annually certify to the Department of the Auditor General the type of fire protection provided to that municipality (Section 7416 (a) of Act 118). Fire protection may be provided to the municipality entirely by volunteer firefighters (Section 7412 of Act 118) or entirely by paid firefighters, or the municipality may be served by both paid and volunteer firefighters. This certification shall be used to determine the ultimate distribution of the foreign fire insurance premium tax amount applicable to each municipality.

2. The governing body of the municipality has the responsibility of allocating the annual foreign fire insurance tax distribution which it receives to those relief associations which it has recognized. The municipality must certify to the Department of the Auditor General that it has disbursed its entire annual distribution of foreign fire insurance tax to the relief association(s). **The municipality has the discretion to allocate its annual distribution to the relief association which it recognizes as it deems appropriate.**

3. The municipality should distribute the allocation to the volunteer firefighters' relief association(s) within 60 days of the date of the receipt of the monies from the Commonwealth.

JOINT VEHICLE PURCHASES

For information on the use and joint purchase of vehicles refer to the Department of Community and Economic Development (DCED) website: <http://www.dced.state.pa.us/local-government-services/>.

I Investments.—All or any part of the funds of a volunteer firefighters' relief association may be invested:

(7416) In any form of investment named in 20 Pa.C.S. Ch. 73 (relating to municipalities investments). First mortgages insuring repayment of loans by relief associations shall provide for a minimum interest payment of 3% and not exceed 80% of the appraised value of real property covered by the mortgage.

(2) In any obligation of a political subdivision, having the power to levy or collect taxes.

(3) In any obligation of an incorporated fire company, provided that the obligation is:

(7416) Secured by assets of the company having capital value equal to at least 150% of the amount of the obligation at the time it is made.

(ii) Subject to provisions which amortize the loan at a rate ensuring that the depreciated value of the assets pledged shall continue to be at least 150% of the balance due.

§ 7419. Dissolution

(a)Withdrawal.—If the voters elect to replace a volunteer fire company with a full-paid fire department or company and the volunteer company which has been replaced ceases to render fire service to any community, the volunteer company shall withdraw from the volunteer firefighters' relief association which had extended protection to its membership.

(2) the balance of funds in the treasury of the volunteer firefighters' relief association subject to dissolution be paid to the pension fund of the paid fire department created as set forth in subsection (a).

DISSOLUTION OF A RELIEF ASSOCIATION

A volunteer firefighters' relief association may dissolve for one of the following reasons:

(7416) The municipality may change its fire service from a volunteer fire service to a full-paid fire service. In this case, the volunteer fire company would no longer be authorized to provide fire service in the municipality and shall withdraw from the volunteer firefighters' relief association. This action would normally result in the eventual dissolution of the volunteer firefighters' relief association. The dissolution process for a volunteer firefighters' relief association under these circumstances is dictated by Section 7419 of Act 118.

(2) If the volunteer fire company affiliated with the volunteer firefighters' relief association elects to dissolve as a result of financial or manpower constraints, the volunteer firefighters' relief association may also dissolve. In this case, the remaining volunteer firefighters' relief association members should conduct a meeting to approve the dissolution of the association and the disposition of its assets. In most circumstances, all relief association-owned equipment and monetary assets of the

dissolving relief association are to be transferred to the relief association affiliated with the neighboring volunteer fire company that will be providing fire service to the municipality(ies).

(3) If the volunteer fire company affiliated with the volunteer firefighters' relief association elects to merge with another volunteer fire company as a result of financial or manpower constraints, the volunteer firefighters' relief association may also dissolve and merge. In that case, the remaining volunteer firefighters' relief association members should conduct a meeting to approve the dissolution of the association and the disposition of its assets. In most circumstances, all relief association-owned equipment and monetary assets of the dissolving relief association are to be transferred to the new relief association affiliated with the volunteer fire company that is reestablished as a result of the merger.

In preparation for a final audit of the dissolving relief association, the officers of the relief association that will be discontinuing operation should provide full documentation of the monetary assets and equipment being transferred. A complete inventory of all equipment should be performed and a listing of the equipment transferred should be completed.

Upon transfer of the equipment, a signed receipt from the relief association receiving the equipment should be obtained to verify items of equipment transferred. Those items of equipment then become assets to the recipient relief association and should be added to that relief association's equipment roster.

The Department of the Auditor General should be notified by an officer of the dissolving relief association so the department can perform a final audit of the dissolving relief association to verify the proper disposition of the relief association's monetary assets and equipment. The department will then verify the receipt of the equipment and monetary assets transferred through an audit of the recipient association.

The scenarios provided describe the more typical dissolutions of volunteer firefighters' relief associations that have occurred in the past.

Prudent business practice dictates that the relief associations contemplating dissolution should consider retaining legal counsel to provide assurance that the dissolution complies with applicable laws and regulations governing non-profit charitable organizations and that all benefits owed to active and former association members are maintained and protected.

NOTES

Section 7416 (f) (1-17) of Act 118 provides a list of expenditures which can be made with relief association funds at the discretion of the membership. A complete list of authorized expenditures can be found at the Department of Community and Economic Development's website at http://www.dced.state.pa.us/local-government-services/VFRA_Main.aspx

Listed below are some of the expenses and benefits that may be paid with relief association monies:

- Insurance
- Equipment Purchases
- Death Benefits
- Relief Benefits
- Fire Training Expenses
- Tokens of Sympathy and Goodwill
- Administrative Expenses

EXAMPLE

_____, 20____

AGREEMENT

The _____ Volunteer Firefighters' Relief Association agrees to contribute \$ _____ towards the purchase of a _____
 (VIN No. _____) titled in the name of the _____.
 The total purchase price of the vehicle is \$ _____. In the event this vehicle is ever sold, a prorated share of the proceeds from the sale equating to _____ percent shall revert to the relief association.

It is agreed that the maintenance and repair costs associated with this vehicle shall be the responsibility of the _____.

This agreement has been presented and formally approved by the membership of the _____
 _____ Volunteer Firefighters' Relief Association at a meeting of the association held on _____.
 (Date)

 President

 President

 Volunteer Fire Company

 Volunteer Firefighters' Relief Association

 Secretary

 Secretary

 Volunteer Fire Company

 Volunteer Firefighters' Relief Association

Example of an agreement when paying partial costs of a fire company owned vehicle with relief association funds.

APPENDIX 13

Consulting Team

Duane Hagelgans: is an Associate Professor at Millersville University, and has been involved in the emergency services for over 40 years. He teaches both undergraduate and graduate level courses in Emergency Management at Millersville University. In addition, he does research through Millersville's Center for Disaster Research and Education. His research interest include issues involving Disaster Preparedness from both the responder aspect and the community aspect, specifically with response modeling and regional collaborations.

He has been working and volunteering in the field of emergency management for over 20 years. He retired in 2011 from the City of Lancaster, Bureau of Fire, where he held numerous positions including Deputy Chief of Operations and Training and Emergency Management Coordinator.

After retiring, he was hired as the Fire Commissioner for the Blue Rock Regional Fire District, a consolidation of four volunteer fire companies into one fire district covering fifty-five square miles. He was also appointed as the Emergency Management Coordinator for the new regional emergency management zone in Millersville Borough and Manor Township.

Duane currently serves on the leadership team for the South Central Pa. Task Force (SCTF), an eight county regional emergency management task force, and volunteers for the Lancaster County Emergency Management Agency. As a member of the SCTF Incident Management Team he was one of the responders to the 2006 Nickel Mines Amish School shooting.

Duane has given presentations both nationally and regionally on issue of emergency management. He is an instructor for FEMA's Emergency Management Institute, where he teaches Public Information courses, the National Emergency Management Academy and also instructs in their train the trainer programs. He also is an instructor for the United States Fire Administration's National Fire Academy.

Duane has numerous local, state and federal certifications, and sits on various emergency management and professional committees, including IAEM's Conference Committee, Training and Education Committee and Children in Disasters Caucus. He specializes in the area of public information and emergency response. He is currently researching better methods to teach emergency preparedness to school age children, as well as, better methods of regionalization in the emergency services.

He is the Chairman of the Lancaster County Public Safety Training Center's Foundation Board, Vice-Chairman of the Lancaster County Local Emergency Planning Committee, and on the Board of Directors of the Lancaster County Fire Chiefs Association.

Duane earned his Associates Degree in Fire Science, his Bachelor of Science in Occupational safety and has a Juris Doctorate. He is also certified as a Certified Safety Professional and Hazardous Material Technician.

Ann Harach: is currently the Chief Administrative Officer and Deputy Emergency Management Coordinator for Blue Rock Regional Fire District and has been involved in the emergency services for 25 years. In her daily duties she functions to assist and support the daily operations of an all-volunteer fire department consisting of four stations and approximately 140 volunteers. Additionally, in a part-time capacity, Ann currently serves on the leadership team for the South Central Pa. Task Force (SCTF), an eight county regional emergency management task force where she is the EMS Planning Specialist.

Ann volunteers for the Lancaster County Emergency Management Agency in the ESF #8 Public Health and Medical Services position.

She has been working and volunteering in the field of emergency services for 25 years. After completing her Master's Degree, Ann left the field of pre-hospital medicine where she held a variety of positions including paramedic mentor and educational coordinator. Ann has numerous local, state and federal certifications, and has served on IAEM's Training and Education Committee.

Ann obtained her National Registry Paramedic certification, a Bachelor of Arts in Government and Political Affairs and a Master of Science in Emergency Management along with multiple FEMA certifications. Currently, Ann and her German Shorthaired Pointer, Greta, are pursuing certification as Live Find USAR Team members through Pennsylvania Task Force-1.

David Holl: is the Director of Public Safety for Lower Allen Township, Cumberland County, Pennsylvania. In that role he is responsibilities include oversight of the police department, the emergency medical service, and liaison to the community's two volunteer fire departments. He also serves as the Township's Emergency Management Coordinator.

Formerly, Director Holl served as Deputy Director for Operations, and earlier Deputy Director for Administration, at the Pennsylvania Emergency Management Agency (PEMA). In these positions Deputy Holl oversaw grants administration, fiscal operations, recovery and mitigation programs, the 911 Office, the three PEMA area offices, and the State Emergency Operations Center. He also served as the Governor's Authorized Representative for the Lee and Irene federal disaster declarations and was involved in a supervisory capacity for various aspects of seven Federal Disaster Declarations over four years.

Prior to his appointment at PEMA, Director Holl served as Lieutenant/Assistant Chief of Police with the Township of Derry Police Department in Hershey. In that Capacity he was Commander of the Administrative and Technical Services Division, which included supervision of radio and technical services, communications, criminal investigations, forensics, community

services, accreditation, and records management. Director Holl had also served as the municipal emergency management coordinator for the Township of Derry, a community that hosts well over 5.5 million visitors each year for various entertainment and business venues.

Director Holl serves as the Co-Chair of the South-Central Task Force Criminal Justice Subcommittee, and the Unmanned Aerial Vehicle Systems (UAVs) Working Group. Formerly, he served with the South-Central Task Force on the Communications Sub-committee, as Chairman of the Mobile Command Working Group, was Chairman of the Strategic Planning Working Group, and member of the Technical Working Group. He also served on the Criminal Justice Subcommittee with the Info/Intel Working Group and Chaired the Records Data Interoperability Working Group. He was also a member of the Public Information Subcommittee and is a member of the Task Force Incident Management Team.

His public safety background has spanned over 40 years beginning in the community volunteer fire service and emergency medical services. Director Holl also served as an Emergency Medical Technician and worked as an EMT- Paramedic in central Pennsylvania.

Director Holl holds a bachelor's degree from Juniata College, Huntingdon, PA, a master's degree in Criminal Justice from the University of New Haven, West Haven, CT, and a master's degree in Public Administration from Penn State University. He currently serves as an adjunct instructor for Penn State University at the Harrisburg campus in Homeland Security and is an adjunct instructor in the Criminal Justice and Homeland Security programs at Central Penn College. Director Holl is a 2003 Graduate of the FBI National Academy in Quantico, Virginia, holds numerous certifications in the public safety field, and has been the recipient of several professional awards.

Dennis Merrigan: is a Deputy Chief with 27-year veteran of the emergency services rising through the ranks of the Philadelphia Fire Department (PFD) to his current position of Chief Fire Marshal where he oversees an office of eleven Assistant Fire Marshal's (AFM's) and staff. The Philadelphia Fire Department's Fire Marshal's Office (FMO) is charged with investigation of suspicious fires, and enforcement of all state laws and city ordinances pertaining to fire prevention. The office works closely with state and federal partners such as the Bureau of Alcohol, Tobacco, Firearms and Explosives on large loss and commercial fires. The Office also investigates all fire related deaths in the city.

As a veteran chief officer, he was one of four initial members of the PFD's Incident Safety Office, instituted after a string of tragic firefighter Line of Duty Death's (LODD) struck the department. A graduate of the National Fire Academy's (NFA) Safety Program Operations course, his extensive training includes over sixty professional certifications.

Chief Merrigan has successfully completed field assignments in both Engine and Ladder companies across the city of Philadelphia including the busy Center City area that covers some of our nations most important landmarks such as: The Liberty Bell, Independence Hall, The Constitution Center and Penn's Landing.

A contributor to Firehouse Magazine, Chief Merrigan is a member of their Editorial Advisory Board and has also been published in Fire Engineering Magazine. He is an honorably discharged veteran of the United States Army.

With a background in consulting and private industry as well as government service, Chief Merrigan's education ranges from a diploma from trade school and a criminal justice degree from Community College of Philadelphia to completing his master's degree at Millersville University. After which he went on to complete an advanced certificate program in terrorism studies at New York's John Jay College of Criminal Justice.

Edward H. Smith: Mr. Edward H. "Ed" Smith retired from FEMA in 2016. At the time of his retirement he was serving as the Deputy Superintendent in the Superintendent's Office at the Emergency Management Institute (EMI). Before coming to EMI, Mr. Smith served for 2½ years as the Response Division director for the Federal Emergency Management Agency (FEMA) Region III Office in Philadelphia, Pennsylvania. During the course of that assignment, he led the preparation for three National Special Security Events and the response to several blizzards and floods within the Region.

Prior to becoming the Response Division director, Mr. Smith served for 2 years as a Federal Coordinating Officer (FCO). As a member of the FCO Cadre, he served as the deputy FCO for floods in Ohio and Washington, ice storms in Iowa and Nebraska, and as the FCO for a severe winter storm in Wisconsin and floods in West Virginia. During the Hurricane Ike response, he served as the Area Field Office director for Houston/Harris County and later as the Chief of Staff for the disaster.

Before joining FEMA, Mr. Smith served as the Homeland Security Advisor for the State of Delaware. In that capacity, he was responsible for all Homeland Security-related initiatives and for leading the State's critical infrastructure protection programs. He also served on the Delaware Fusion Center Governing Board, the State's Homeland Security Advisory Council, Grants Working Group, and the Area Maritime Security Council for Sector Delaware Bay. Mr. Smith served in the U.S. Army, Army Reserve, and Army National Guard for 32 years, before retiring as a Colonel in 2005. For the last 12 years of his career, he served as director of Military Support for the Delaware National Guard. His primary duty in that position was to plan for and coordinate all National Guard emergency response operations. He led the Guard's response to hurricanes, blizzards, floods, oil spills, and preparations for Y2K.

Mr. Smith holds a B.A. in political science from Shippensburg State University and a Juris Doctorate degree from Temple University. He is also a graduate of the U.S. Army War College and the Naval Postgraduate School, Executive Leadership Program. Mr. Smith is a member of the International Association of Emergency Managers, where he served for 4 years as the co-chair of the Uniformed Services Committee. He has earned the Certified Emergency Manager (CEM) designation and currently serves on the CEM Commission.