

# 2010 Annual Report

Kitsap County Fire District 18 / Poulsbo Fire Department



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## ▶ Legislative

### **Board of Fire Commissioners**

#### The New Normal

The expression, “the new normal” is heard a lot these days as the economy adjusts to the significant two-year downturn. This economic spiral is probably worse than anything experienced in the United States in decades. The Poulsbo Fire Department is not immune to these economic trends and commissioners, in conjunction with department personnel, worked hard to minimize impacts to the quality and service delivered to all citizens.

When the economic forecast was first starting its downward spiral, a hiring freeze was put in place and expenses were trimmed to the bone. Every expenditure was examined to evaluate savings potential with the knowledge that recovery is not on the immediate horizon and each year, revenues are expected to decrease. The good news is that Poulsbo Fire Department is in a solid financial position for the immediate future; the bad news is the recession is not over.

Several department personnel either transferred to other agencies or retired from the fire service. Those vacant positions were not filled, allowing the Department to reduce personnel costs and enhance Poulsbo Fire Department’s financial position during these lean times. A significant note of gratitude goes to Chief Olson and department personnel for restructuring the organization and accommodating this workload within existing resources. In so doing, the Department is able to maintain the existing service level delivery to our citizens.

Poulsbo Fire Department also addressed the need to staff Station 72 in the north end of the District. Although unable to staff the station at 100 percent, flex staffing has been implemented to increase the times when the station is staffed and personnel are available to respond to emergencies.

Development of an annual operating budget presents significant challenges in the current economic climate. Revenues are expected to decline in each of the next several years. This year, Poulsbo Fire Department enlisted an independent overview of the

District’s budget by a Community Budget Review Committee comprised of leaders from our community. They were immersed in a detailed explanation of each budget line item, the rationale behind each projection, and relevant service delivery metrics. The committee validated the 2011 budget, as well as budgets for the following two years. They also provided solid recommendations for improving the fiscal posture of the District. Those recommendations are being addressed to make further improvements to the District’s financial picture. Poulsbo Fire Commissioners extend sincere appreciation to the members of the Community Budget Review Committee for their hard work and dedicated effort. “Well done! Thank you,” said the Poulsbo Fire Commissioners. As the Department faces the future, it is in sound financial health and poised to continue delivering quality service.

## ▶ Administration

### **Fire Chief Daniel Olson**

It is my pleasure to submit to the citizens, commissioners, and employees of Kitsap County Fire District 18 this 2010 Annual Report. It reflects the professional commitment to excellence in the critical services the fire district provides its citizens. Fiscal year 2010 is highlighted by eight strategic issues:

- The effect the economy is having on District revenue.
- The departure of Deputy Chief Thomas O’Donohue.
- Reorganization because of reductions in critical positions.
- The termination of the fire marshal contract with the City of Poulsbo.
- A policy identifying the service level objectives, measures, and annual reporting of fire district operations.
- The development of a process to provide citizen input to the operating budget and strategic planning by forming a community budget review committee (CBRC).
- The authorization to conduct a study to identify operational efficiencies with North Kitsap Fire and Rescue.
- Contract negotiations with the two organized labor groups within the District.

2010 continued to be a year of change for the District because of the effects of the economy on tax revenue and the culture of change that loss demands. In fiscal year 2009, the District's assessed value (AV) began to be affected by the drop in the values of real estate seen across the United States. This drop resulted in a 6.7 percent decrease in assessed value for 2010 and a 5.4 percent decrease for 2011. The recession has also reduced new construction revenue to 18.5 percent of its high in 2007. All of these pressures have caused the District to make difficult and necessary financial choices. As a result, early in 2010 the District began considering what positions within the organization may need to be removed in order to develop a sustainable structure. From these discussions two options were presented that identified positions to remove while not impacting emergency response delivery. The hope was that in doing so, individuals currently filling these positions would have time to find other employment. Sadly, Deputy Chief Thomas O'Donohue's position was on this list and he found employment in sunny Golden Valley Arizona. With this loss of the second deputy chief position, the District needed to reorganize and prioritize work. As a result, the last half of 2010 was spent prioritizing critical functions, developing reorganization options, and negotiating the impacts to the positions affected within the uniformed bargaining unit.

On December 31, 2010, the District ended its contract with the City of Poulsbo to provide Fire Prevention services within the City. In Washington State, primary taxing districts are delegated the authority and responsibility to implement the International Fire Code. Fire districts are authorized to perform the work under RCW 52, but receive no legislative mandate or funding to perform it. Over the past two years, the District has dissected its annual expenses into a program-based view and could see that the total cost of the program was over \$140,000 and revenue from the work was going to be less than \$40,000. Because of the District's need to focus on the legislative mandates of emergency response, the difficult decision to end the contract was inevitable. Thankfully, Fire Marshal Jerry Cooper was willing to retire from the District after 25 years. This allowed the discontinuation of the fire prevention contract, without having to remove a position currently occupied by a tenured employee. The District is still active in fire prevention activities through operational

plans review, inputs regarding development, public education, fire investigation, and code development.

A major strategic accomplishment was the development and adoption of a policy identifying the service level objectives, measures, and annual reporting of District operations. The importance of accomplishing this objective cannot be overstated. Its value is significant as the District moves into its future utilizing fractural response information to make prioritized decisions about service delivery and identifying specific service level needs. It will allow us to benchmark and annually see, through response data, changes in service demands and growth. This will also allow the District to forecast and inform the taxpaying citizen about the risk in the community, so citizens can make risk/value based decisions.

In 2010, the District added a process into its budget development cycle to receive more citizen involvement over how the District expends tax dollars and to allow input on strategic decisions the District needs to make. In October, over fourteen individuals from all aspects of the community "suffered" through three nights of meetings. They spent several hours learning about the financial and strategic issues facing the District. Afterwards, they answered ten strategic questions the District had developed. From the direction provided, the District developed an action plan to implement their input. One of the strategic questions asked the Community Budget Review Community (CBRC) was: Should the District continue to explore cooperative regional efforts to identify additional efficiencies? Their written response:

**"Opportunities for regional cooperation should be pursued as a high priority, but incrementally and only as they show a direct benefit to the strategic service level provided to the citizens of the District."**

From this direction the Board of Commissioners, collaborating with the commissioners of North Kitsap Fire and Rescue, authorized a study to be conducted in 2011 to identify how both agencies can best serve their respective communities. This report should be out in June of 2011.

Because of the economy, one of the most difficult undertakings in 2010 was negotiating labor contracts. In 2010 the first non-uniformed contract was negotiated and signed in early summer. This bargaining unit represents those employees that are not emergency responders. Because of the financial pressures present, an initial agreement was reached, but this agreement did not include concurrence regarding wages and healthcare for 2011 and 2012. As a result, negotiations resumed in November. No agreement was reached and the parties are now in mediation. The second area of contract negotiation impacted in 2010 involved the uniformed bargaining unit. This group represents all of the District's emergency responders. This contract was due to be negotiated in 2010 after a three-year contract cycle. Tentative agreements were found on some contract articles, but an agreement for the entire contract was not reached. As a result, the District will continue the negotiation process in 2011.

In summary, the District faced many strategic issues in 2010. Some of these issues, by nature, can be very volatile and difficult because they deal with the trauma of change, change required because of the "new now" of the global economy. Through these times, the employees of the District continue to provide quality care and services to the community as tax dollars are stretched.

## ► Business Management

### Manager Lise Alkire

Great progress and change continued in 2010 in the business management area of KCFD 18/Poulsbo. Six new volunteers were processed into the Department and we now cooperate much more closely with the volunteer programs at North Kitsap Fire and Rescue as well as Bainbridge Island. All three departments now share the same drill night so that members may benefit from training and performing drills together to provide a much more coordinated level of service to our community. Negotiations continued on both bargaining unit contracts and a change in healthcare insurance vendors for 2011 was solidified, resulting in \$60,000 in savings for this benefit.

The address sign program continues to be a tremendous success with another 2,000 signs requested and posted throughout the District during the year. Easily read address numbers are essential to facilitate rapid emergency response. Although there is no charge for the signs, donations are appreciated. Through the tremendous generosity of our citizens and the Poulsbo Firefighters' Association, \$1,100 was donated last year to sustain this important program.

In the area of Information Services, last year's reengineering of the phone system, as well as the changes made to the cell phone plans, has produced the expected positive economic results. The Department continues its relationship with North Kitsap Fire and Rescue in sharing their e-mail server. Response data auditing, reporting of operations and turnout times, as well as development of risk assessment information continued throughout 2010. As considerations are made regarding staffing levels, particularly when faced with declining revenue, the call data management function remains critical so informed decisions may be made that will best serve our citizens.

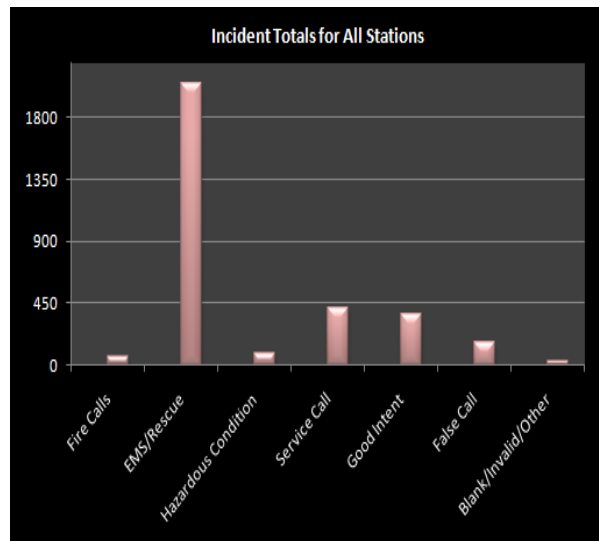
The revision of accounts and line item manager assignments for specific areas of budget responsibility continue to be highly effective tools in managing the District's budget. Final 2010 figures reflect revenue at \$7,768,823 which was 2.3 percent over the projection; on the expenditure side, the Department spent \$6,496,646 which was 6.4 percent below the authorized amount. The adopted accounting methodology allows for detailed tracking of expenditures, which in turn affords line-item managers the ability to continually track their budgets. The first CBRC was convened with several valuable suggestions made for sustaining services. The CBRC will continue to be utilized as a mechanism for the community's review of/and input to the Department's budget. The annual fixed asset physical inventory was completed. The Department continues its commitment to the comprehensive management of the public funds and resources with which it is entrusted.

# ▶ Operations

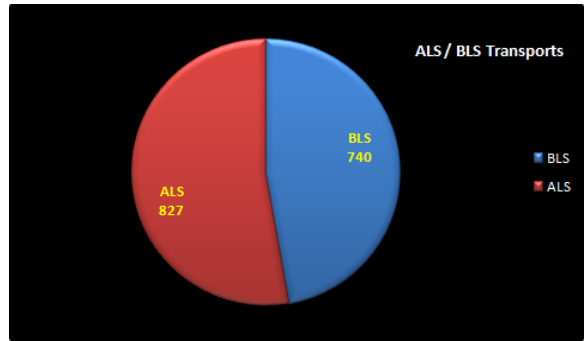
## Fire Chief Daniel Olson

The largest change to the operations division in 2010 was the departure of Deputy Chief Thomas O’Donohue. During his tenure with the District, Chief O’Donohue was instrumental in the staffing of Station 72 and providing leadership in the development of the culture of a multi-station district. Chief O’Donohue was a loyal officer who reflected kindness to all and he is missed by the District and the community. Because of his departure, many of his responsibilities were assigned to various officers within the District.

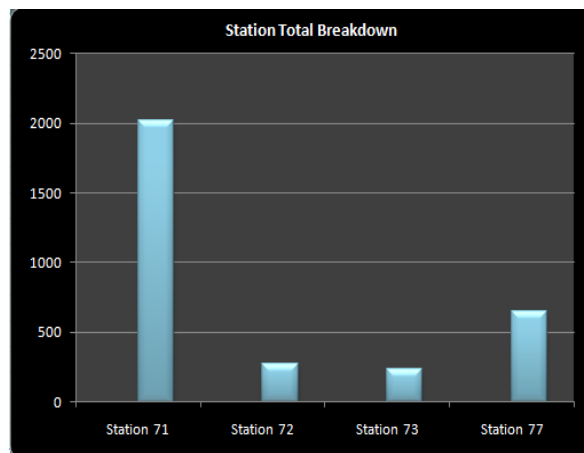
The Operations Division manages all aspects of emergency response. The following information presents an overview of the response data from 2010. A more detailed description of response data can be found in the District’s “Annual Report of Service Level Objectives.”



The District responded to a total of 3,178 calls of which 2,052 were emergency medical responses representing 65% of the total. In 2010 call activity increased 4.4% from 2009.



Based upon initial dispatch, 41% of EMS calls were initially dispatched BLS and 58% were dispatched ALS. Of these events 1,567 were transports in 2010, down from 1,605 transports in 2009. Of those transports, 47% were transported needing Basic Life Support (BLS) qualifications, and 53% needed Advanced Life Support (ALS) qualifications. The mean average out of service time for transports was 91 minutes in 2010.



Call activity by station reflected 63.59% of all alarm activity occurred within the Station 71 response area. Station 77 had 20.29%; Station 72 had 8.68%; and, Station 73 had 7.42%.

### Fractal Analysis

Response time based upon the 90% fractal (meaning the travel time from dispatch to arrival at the scene, 90% of the time or less) for the arrival of the **first arriving unit** for all priority 1 and 2 events.

Area Classification	Goal	Actual 2010	2009
Suburban	8 min	7:17 min	6:40 min
Rural	11 min	12:42 min	10:23 min

Based upon this strategic statistical view, we can see response times increasing. This is likely the result of flex staffing Station 72 in June of 2009, a decision was made to mitigate the significant cost of overtime for full-time staffing of the station. Prior to that Station 72 was staffed 24 hours a day, 365 days a year.

Other important items completed in 2010 to improve or change operations included:

- Enhancing the pre-fire planning program to include a method to quickly identify buildings that pose a severe threat of collapse in the event of a fire, and requiring three pre-fire plans per quarter by all shifts/stations.
- The development of a Marine Services policy and emergency operating guidelines to define the service level in this unique environment.
- The adoption of an inter-local agreement for the operation and use of the Kitsap County Technical Rescue Team.
- The adoption of an updated Kitsap County Fire Service mutual aid agreement.
- A comprehensive overview and evaluation of overtime and strategies to minimize its impact on the operational budget.
- The purchase of new PPE for our volunteer personnel.
- The receipt of 30 Minitor radios through a Homeland Security Region 2 grant that are narrow band compatible.
- The termination of the Wild-land Engine contract with the Department of Natural Resources because of their need to place the engine into fulltime service in Eastern Washington.

- Developing leaders, at all levels of the organization, who take responsibility for their performance and that of their team.
- Achieving professional competence in task level performance, allowing personnel to focus on situation awareness, critical thinking, and safety.
- Developing meaningful performance standards commensurate to each individual's defined roles and responsibilities.
- Developing the critical thinking skills of personnel to appropriately apply standard operating procedures and guidelines to emergency incidents, with a focus on high risk-low frequency events.
- Providing innovative and flexible training delivery methods that are focused and responsive to the needs of the personnel providing service to the community.

### **Training Report**

During 2010, Poulsbo Fire Department personnel recorded 3,755 hours of training. This training was provided in several formats, including: individual computer-based training; instructor-led classroom sessions; hands-on practical training; and conferences. An objective-based training record system was implemented in 2010, which resulted in 86 percent of all assigned training being completed by shift personnel.

In 2010, 12 of the District's 51 Emergency Medical Technicians (EMTs) recertified through the Washington State Department of Health. Additionally, five new volunteer EMTs were trained through a cooperative effort between the Poulsbo Fire Department, Bainbridge Island Fire Department, and Kitsap County EMS.

## **► Support Services**

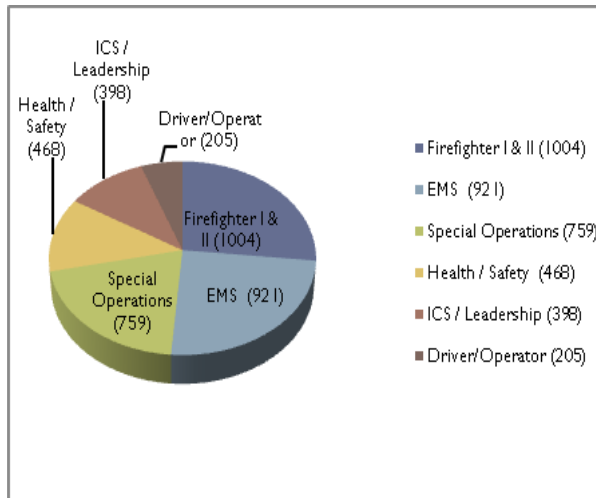
### **Training BC Jim Gillard**

Vision Statement – The vision of the training program is to ensure individual competency and develop team-based excellence to safely and effectively serve citizens.

*This Vision will be achieved by:*

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**TRAINING HOURS - BY CATEGORY**



**Inter-agency Training**

Continuing with the successful joint training exercises between Poulsbo Fire, North Kitsap Fire & Rescue and Bainbridge Island Fire Department, fire officers from all three agencies participated in joint officer development training in 2010. This included: Just Cause Discipline; Regional Mobilization and Disaster Planning; Incident Reporting; and, Company Level Leadership.

**Health and Safety**

The Health and Safety committee continued working to reduce the number and severity of occupational injuries in 2010. The committee reviewed 37 reported accidents and injuries, of which 8 were time loss injuries and 5 were exposures to airborne and/or blood borne pathogens. The Wellness Committee supported the District’s participation in the National Firefighter Safety Stand-down Week. During this event, shift and volunteer personnel were provided training focused at reducing workplace injuries and improving the overall health and wellness of District personnel. This included training on: Core Strength and Flexibility; Nutritional Health; Medical Evaluations; and Personal Stress Management.

**Facilities BC Bruce Peterson**

2010 was a busy year for the facilities division. Two major accomplishments not only brought us up-to-date with current laws, they also provided significant long-term savings. Major repairs were also completed at each of the four fire stations.

The first accomplishment was a complete rewrite of the Department’s policies for purchasing supplies and public works. This rewrite brings us into compliance with the current laws of Washington State. In 2010 we also started researching the concept of a shared facilities repair technician with North Kitsap Fire and Rescue and the Bainbridge Island Fire Department. This was a year-long process that culminated in March of 2011, with the hiring of Dan Fuller. Mr. Fuller is an employee of North Kitsap Fire and Rescue, with both Poulsbo Fire and Bainbridge Island Fire sharing the expenses. With the hiring of Fuller, the three departments will have access to a qualified repair technician who will provide a faster response to needed repairs, and provide a long-term savings in repair costs.

**Major repairs**

**Tree Removal:** Trees were removed from around both Station 71 and the drill tower at Station 77 to prevent the gutters and storm drains from plugging. The wood was donated to Fishline to help families in need.

**Water Damage:** The second floor’s south wall and the floor of Station 73 were rebuilt after it was discovered the windowsills had failed. This caused water to rot the floor and wall.

**Drain Field:** Station 72’s drain field was rebuilt and brought up to current standards, including the addition of yearly inspections.

**Cooking Safety:** Stations 71 and 72 had emergency shut-off systems installed for the cooking appliances. These systems automatically shut off the stoves and ovens when the crews are dispatched. In addition, the stove at Station 73 was replaced with a new stove that is installed with Safe-T-Elements. These elements allow for normal cooking, but will not allow the temperature to rise high enough to heat cooking oil to its ignition temperature.



## Vehicle Maintenance and Repair Division Fleet Manager Brett Annear

For the fourth year in a row, the Poulsbo Fire Department has maintained its five star ENVIRO-STAR rating. This distinguished rating is the highest ranking possible and is only given to environmentally friendly businesses.

### Fleet Maintenance and Repairs:

- Completed all preventative maintenance on department vehicles, generators, compressors, lawn equipment and rescue equipment, totaling 101 preventative maintenances.
- Completed all reported and/or discovered repairs on all department equipment, totaling 172 repairs.

### Testing by Outside Vendors:

- Annual pump testing of all fire pumps.
- Annual front alignments of all medic units, tenders, and pumpers.
- Annual vehicle weight test of tenders, pumpers and brush truck.
- Annual hose testing.

### Capital Projects and Upgrades:

- Completed installations of new mobile data computers.
- Continued installations of Kenwood fire radio.
- Continued installations of mobile radio chargers.
- Put new lawn service equipment into service.
- Completed a medic unit re-chassis bid specification package.
- Attended a 6.0/7.3L diesel engine class.
- For the first time, repowered a medic unit.
- Led non-uniformed contract negotiations.
- Started installations of mobile data computer boosters.
- Completed anti-idle pilot program bid specifications.

- Completed spill response plan and vender list of providers.
- Completed closed crankcase ventilation system and diesel oxidation catalyts.

## Prevention Fire Marshal Jerry Cooper (retired)

The most significant change in fire prevention resulted from a decision to end the fire prevention services contract with the City of Poulsbo. This was necessary because of diminishing revenue and the need to focus on the Fire District's critical priorities. Along with the termination of this contract, Fire Marshal Jerry Cooper retired from Poulsbo Fire Department. He now works for the City of Poulsbo part time, assisting them in completing their fire code authority responsibilities.

The ending of the contract does not end the District's prevention efforts. The last part of 2010 was spent reorganizing and clarifying roles and responsibilities of the City and the District in this new configuration. Safety initiatives will be maintained while roles and responsibilities are adjusted. The District will provide fire investigation services through an agreement with the Kitsap County Fire Marshal's Office, operational plans reviews, pre-fire emergency planning, business key box management, and fire inspections in the County's jurisdiction of the District. The City of Poulsbo will enforce the International Fire Code within the City to include plans review, new construction inspections, and fire safety inspections.

Prevention functions completed in 2010:

Mechanical Plans Review	14
Commercial Tenant Improvements/Small	27
Commercial Tenant Improvements/Med	2
Commercial Tenant Improvements/Large	1
Alarm Tests and Inspections	5
Sprinkler Tests and Inspections	10
Pre-application Reviews	2
Projects	6
Fire Safety Inspections/City	471
Fire Inspections/County	200

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## **Public Education Activities**

### **PIO Jody Matson**

Public School Visits – Firefighters made a total of 12 visits to local elementary schools during 2010. During October’s National Fire Prevention Week, Firefighters visited elementary schools in our District and children learned important fire prevention safety information. More than 850 bags containing fire prevention information and activities were distributed. A fire escape planning contest was also held and one classroom from each school, that completed the most home fire escape plans, earned an ice cream party with the firefighters.

In an effort to prevent childhood injury, Pousbo Fire Department supports Risk Watch, a curriculum designed to help children and families create safer homes and communities through positive choices about their personal safety. To support the bicycle safety unit in the Risk Watch program, 45 helmets were purchased and/or donated for students who did not have bicycle helmets. Students who already owned helmets brought their helmets to school to ensure they fit properly. These helmet checks totaled 32. To support the motor vehicle safety unit, children learned about the importance of riding in a booster seat until they are 4’9.” Firefighters visited the school with their aid unit to demonstrate that even people who ride in an ambulance get buckled in safely. Then children sat in booster seats and posed with firefighters for photos. These photos were sent home, along with important car seat safety information.

Tours – A total of 20 tours were conducted including both preschool visits with tours of the fire engine; as well as fire station tours. More than 500 adults and children learned about the life of a firefighter, received department information, and fire prevention material.

Public Events – Pousbo Fire Department participated in 10 public events. Rigs were present at each public event and a public education booth was set up at five of the events including: Viking Fest, Third of July, Kid’s Safety Day at Olhava, Safety Saturday at the Doctor’s Clinic, and Kid’s Day at the Zone.

Safety Demonstrations – There were five fire extinguisher trainings and fire escape planning

demonstrations provided to community groups and businesses.

Smoke Alarms – A total of 41 smoke alarms were installed in homes. The majority of these homes belonged to our most vulnerable population: the elderly, handicapped, and low income families.

Helmets and Life Jackets – A total of 95 children received and were properly fit in bicycle helmets, both in schools or at public events; another 5 children received and were properly fit in lifejackets.

CPR & First Aid – Approximately 80 community members and 150 ninth-grade students were taught CPR skills through our CPR program.