

# JACKSON COUNTY FIRE DISTRICT 5 STRATEGIC PLAN 2013 - 2018

## INTRODUCTION

Jackson County Fire District 5's Strategic Plan 2013-2018 is driven by our Mission: "To provide customer-centered fire emergency medical services that save lives and property." The plan describes our Mission, Vision, and Values and was drafted with focus on the following questions:

- What is best for the customers we serve?
- How can we serve the customer better?

Strategic Plan 2013-2018 summarizes and prioritizes our key strategies, and highlights goals and objectives we intend to accomplish during the next five years. Each goal is followed by specific objectives, identifies responsibility and authority and outlines action items intended to monitor desired outcomes.

## PROCESS

The strategic and operational planning process utilized in producing Jackson County Fire District 5's Strategic Plan 2013-2018 included the following:

- Step 1: Review of the organizational chart and the management philosophy regarding planning, organizing, directing, coordinating and controlling operations of the fire district.
- Step 2: Conduct "SWOT" analysis (strengths, weaknesses, opportunities, and threats facing the fire district) with all personnel.
- Step 3: Review, revise and update Mission, Vision and Values.
- Step 4: Goal setting: establishing and prioritizing goals through brainstorming, comparing impacts, determining rating methodologies and reviewing previous strategic plans.
- Step 5: Draft Strategic Plan 2013-18; review and approve through a consensus process based on critical customer needs and most important services of the fire district.

## **Overview & Legal Jurisdiction**

Jackson County Fire District 5 is organized as a Rural Fire District pursuant to ORS 198.705 to 198.755. The District is governed by five elected Board of Directors. A Director may be an elector living in, or the owner of real property within the boundaries of the District. Jackson County Fire District 5 encompasses approximately 115 square miles including twenty-four miles of Interstate 5. Fire District 5 provides fire & life safety services within this area, including the Cities of Talent and Phoenix. Fire District 5 provides automatic aid to the cities of Medford and Ashland, Oregon, and also provides mutual aid to fire agencies throughout Jackson and Josephine counties on a request basis.

The assessed value of real property within Fire District 5 (less Urban Renewal) as of July 1, 2012 is approximately \$1,340,143,126. The population is approximately 25,000, and during the 2012 calendar year Fire District 5 responded to 2,269 calls for service. Of these requests for service, 56% were Emergency Medical Services, 9% were responses to fires and 35% were non-fire public service incidents.

Fire District 5 is a combination Fire Department with 28 career personnel and 40 volunteer personnel operating out of three stations. Fire District 5 provides fire prevention, public education, fire suppression and emergency medical services. Fire District 5 operates as a semi-military operation. All orders and commands are issued through a well-defined chain of command of one Fire Chief, one Division Chief, nine Captains, nine Engineers, six Firefighters and forty Volunteer Firefighters.

Staff assignments are delegated throughout the organization based on management by objectives, utilizing a participative management approach. Examples of staff assignments include fire prevention, community relations, emergency medical services and training.

The training program is managed by the Division Chief/Training Officer. Training standards are based on statewide fire standards and training curriculum. All new firefighters must complete a minimum of:

1. NFPA FF 1 Course
2. Hazardous Materials Awareness
3. First Aid/CPR
4. Infection Control Training
5. Wildland S130-190 Training
6. EMT Certification (Career Personnel)

All Firefighters work a 56-hour week on 24-hour shifts. Administration personnel are assigned 40 hour per week positions.

The budget process, organized under Oregon budget law, utilizes five citizens appointed by the Board of Directors to work with the Board on the District Budget Committee. The Budget Committee approves the budget, which is the annual spending plan for the District. The Board adopts the budget following a Public Hearing.



## JACKSON COUNTY FIRE DISTRICT #5

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### MISSION

**To Provide Customer-Centered Fire & Emergency Medical Services that Save Lives and Property**

### VISION

**To Consistently Provide Outstanding Service that Exceeds our Customers' Expectations**

### VALUES

- **Customer Service**

*We understand our fire district exists because of the people we serve. We value and empower our firefighters, allowing us to deliver outstanding customer service.*

- **Professionalism**

*We value and respect the fire service and are honored to serve. We aspire to learn more, do more, and be more. We value passion for the job.*

- **Attitude & Effort**

*We believe a positive attitude is contagious and improves outcomes. Lead by example and give maximum effort.*

- **Teamwork**

*Be a good teammate and take care of each other. Together everyone achieves more.*

- **Honesty & Integrity**

*Do the right thing for the right reason, even when no one is looking. Be open, honest and trustworthy.*



*“We Still Make House Calls”*

## **STRATEGIC PLANNING GOALS**

- **Fiscal Stability**
- **Human Resources: “*Our People*”**
- **Customer Service**
- **Apparatus & Equipment**
- **Facilities**

**Goal #1: Fiscal Stability**

**Maintain Fiscal Stability in Order to Provide Customer-Centered Fire and Emergency Medical Services that Save Lives and Property; Maintain Existing Service Levels and Programs.**

**Objectives:**

**A) Develop, maintain and approve a balanced budget; provide existing service levels and maintain current programs.**

**Responsibility/Authority:**

Board of Directors, Fire Chief, Business Manager, Budget Committee

**Action Items:**

- Prepare, propose and approve an annual budget that supports customer-centered fire and emergency medical services and maintains or improves existing service levels and programs.
- Monitor annual budget, review monthly financial statements and check registers.
- Receive, review and approve annual audit.
- Establish standard procedures for forecasting, preparing, presenting and administering the budget.
- Encourage citizen involvement and public exposure before final budget adoption.
- Maintain or improve existing service levels and programs for career and volunteer/student firefighters.

**B) Ensure an annual audit is performed by an Independent Auditor/CPA and filed with the Oregon Secretary of State by July 15<sup>th</sup> each year.**

**Responsibility/Authority:**

Board of Directors, Fire Chief, Business Manager

**Action Items:**

- Manage fire district finances according to Generally Accepted Accounting Principles.

- Monitor expenditures and revenues to ensure compliance with adopted budget and Oregon law.
- Develop and maintain appropriate accounting policies and procedures.
  
- Establish and maintain internal controls including the fair presentation of financial statements, financial position and cash flows.

**C) Budget a sufficient General Fund operating contingency each year (minimum 5% of levy, ideally 10% of levy) to provide the fire district the ability to transfer funds to line item accounts within a major category when unforeseen expenses occur.**

**Responsibility/Authority:**

Board of Directors, Fire Chief, Business Manager, Budget Committee

**Action Items:**

- Oregon State Budget Law allows the fire district to modify the adopted budget due to unforeseen circumstances.
- The board may authorize the transfer of appropriations within a fund during the fiscal year by resolution.
- The board may authorize supplemental appropriations during the fiscal year by adopting a supplemental budget.

**D) Annually review budgeted programs and expenditures to determine cost effectiveness and benefit to the customer.**

**Responsibility/Authority:**

Board of Directors, Fire Chief, Budget Committee, Program Managers

**Action Items:**

- Review/monitor expenditures and revenues to ensure compliance with adopted budget; evaluate ongoing cost/benefit for our customers.
- Distribute monthly budget comparisons and financial statements to Staff and Board.
- Annually review program goals/objectives; review expenditures versus forecasted budget.

**E) Annually underspend budget in order to carry forward net working capital for upcoming fiscal year and reduce/eliminate transitional borrowing.**

**Responsibility/Authority:**

Fire Chief, Business Manager, Program Managers

**Action Items:**

- Review monthly financial statement, check register; annually carry as much cash forward as possible.
- Increase revenues annually in order to reduce transitional borrowing.
- Postpone large expenses until tax revenue is received in November each year.

**F) Monitor the fire district’s real market value and assessed value; work closely with Jackson County Assessor and Jackson County Planning Department to accurately reflect the growth or decline in value throughout the fire district.**

**Responsibility/Authority:**

Fire Chief, Business Manager

**Action Items:**

- Review monthly, quarterly and annual posting of tax revenue.
- Review building permits, fuel break requests, fire safety inspections, annexations and new construction in both the county and cities of Talent and Phoenix.
- Maintain communication/coordination with the Jackson County Assessor and city building/planning departments.

**G) Continue to review costs and benefits associated with regional Fire/EMS protection options such as contracts, mergers and consolidation with neighboring agencies in Jackson County.**

**Responsibility/Authority:**

Fire Chief

**Action Items:**

- Review and identify opportunities of cooperative service and regional Fire/EMS protection options including joint training, group purchasing and joint staffing with neighboring fire agencies.
- Identify and create strategic alliances; reduce duplication of effort and provide regional cost avoidance.

**H) Continue to review and research non-tax revenue opportunities such as grants, fee-based Fire/EMS systems, Haz-Mat response billing and cost recovery for calls for service from non-district customers.**

**Responsibility/Authority:**

Fire Chief, Business Manager, Fire Captains, All Personnel

**Action Items:**

- Continue to apply and secure grants at the local, state and national levels.
- Review and implement fee-based systems as necessary; ensure recovery of costs for calls for service for non-district customers.

**Goal #2: Human Resources – “Our People”**

**Develop an Organizational Culture that Recognizes our People are our Greatest Asset; Maintain Existing Staffing Levels.**

**Objectives:**

**A) Promote employee excellence by developing and promoting an organizational culture that recognizes and understands our people are our greatest asset.**

**Responsibility/Authority:**

Board of Directors, Fire Chief, Division Chief, Fire Captains, Supervisors

**Action Items:**

- Provide a participative management/leadership style that promotes and recognizes our people are our greatest asset.
- Understand that managers/leaders accomplish goals through the people they supervise.
- Delegate responsibility and authority by utilizing the chain of command, which defines roles, responsibilities, relationships and expedites transfer of authority from one level of the organization to another.

**B) Maintain existing staffing levels at each station.**

**Responsibility/Authority:**

Board of Directors, Fire Chief, Budget Committee

**Action Items:**

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- Develop and propose an annual budget that addresses the probability that the required amount of staffing and apparatus will be available when a fire or other emergency call is received.
- Provide a minimum constant staffing of two career firefighters at each station, 24-hours a day.
- Develop and maintain volunteer/student firefighter response at each station; issue assignments and radio pagers so volunteer/student firefighters can be contacted and monitor all calls for service.
- Develop and maintain automatic and mutual aid agreements with neighboring fire agencies.

**C) Continue to develop employee excellence through effective and efficient recruiting and hiring practices for career, student and volunteer firefighters.**

**Responsibility/Authority:**

Board of Directors, Fire Chief, Division Chief

**Action Items:**

- Establish a system of personnel administration based on merit principles governing the recruitment, appointment, tenure and promotion of personnel (Civil Service Commission).
- Establish and maintain a uniform plan of classification based upon relevance of duties and responsibilities of positions.
- Provide an equal opportunity to all qualified persons to gain employment on a basis of demonstrated merit and fitness.
- Develop a program of recruitment, advancement and tenure that will make a career in the fire district attractive to persons who possess both ability and integrity.

**D) Continue to acknowledge training and personnel development is the key ingredient for a successful organization.**

**Responsibility/Authority:**

Board of Directors, Fire Chief, Division Chief

**Action Items:**

- Maintain a systematic training program based on statewide Fire/EMS standards and training curriculum.
- Maintain internal training activities and programs ranging from recruit firefighters to chief officers.

- Continue to provide internal/external training opportunities for all personnel (board members, administration, career and volunteer firefighters).
- Maintain a comprehensive recordkeeping system that tracks all training activities for each member. Maintain quarterly and annual performance evaluations based on monthly training schedule.
- Schedule and evaluate all emergency personnel's physical fitness capabilities through daily workouts and annual fitness testing.
- Provide educational incentives for personnel to attend college fire science programs.

**E) Continue to improve and enhance labor/management relations, communication and cooperation.**

**Responsibility/Authority:**

Board of Directors, Fire Chief, Local #2596

**Action Items:**

- Provide effective administration of the labor contract; enforce rules, regulations, policies and procedures.
- Recognize Local #2596 as the sole and exclusive bargaining agent for the purpose of bargaining rates of pay, hours of work and other conditions of employment.
- Schedule and conduct monthly or quarterly meetings with Local #2596 to maintain cooperation, communication and collaboration regarding key issues and important matters of the fire district.
- Maintain an effective grievance procedure and progressive discipline procedure.

**F) Continue to recognize and reward outstanding performance for emergency and non-emergency operations and programs.**

**Responsibility/Authority:**

Board of Directors, Fire Chief

**Action Items:**

- Maintain and promote an annual awards program including the establishment of a Medal of Honor Program for outstanding performance in areas such as years of service, firefighter of the year, volunteer firefighter of the year, distinguished service, valor and courage.

**G) Continue to schedule and conduct biennial performance evaluations for all personnel.**

**Responsibility/Authority:**

Board of Directors, Fire Chief

**Action Items:**

- Conduct biennial performance evaluations for identified areas related to individual performance including job knowledge and skill, quality of work, quantity of work, cooperation, customer service, dependability/reliability and attendance/punctuality.
- List employee's goal accomplishments, achievements and progress made toward goals set at the previous evaluation; recommend areas of improvement as needed, establish new goals and provide an overall evaluation.

**H) Provide an effective and efficient Volunteer/Student Firefighter Program.**

**Responsibility/Authority:**

Fire Chief, Division Chief

**Action Items:**

- Recruit, train and maintain an active volunteer/student firefighting force that assists the career firefighters in all phases of district operations.
- Provide a systematic training program for all volunteer/student firefighters based on minimum statewide standards. Maintain positive relations between career and volunteer/student firefighters.
- Provide supervision and leadership for volunteer/student firefighters and maintain minimum requirements for attendance of drills, alarms and related activities.

**I) Promote and provide quality communication and interaction opportunities for the Board of Directors and Staff.**

**Responsibility/Authority:**

Board of Directors, Fire Chief

**Action Items:**

- Develop and maintain regular channels of communication with directors and staff at scheduled monthly meetings.

- Continue to support and encourage participation of the board and staff at annual conferences sponsored by Oregon Fire District Directors Association, Special Districts Association of Oregon, and the Oregon Fire Chiefs Association.
- Encourage attendance at special workshops and seminars to stay current with issues facing the fire district and fire service. Continue to schedule and conduct biennial performance evaluation of the Fire Chief with the Board.
- Continue to review, modify and adapt policies and procedures as they relate to the board and fire district operations. Schedule time for the Board Chairperson and Fire Chief to discuss and develop monthly board meeting agendas.

### **Goal #3: Customer Service**

**Provide Outstanding Customer Service that Satisfies and Delights our Customer.**

#### **Objectives:**

**A) Promote an organizational culture that acknowledges our primary goal is to deliver outstanding service to our customers.**

#### **Responsibility/Authority:**

Board of Directors, Fire Chief

#### **Action Items:**

- Acknowledge, recognize and ensure personnel understand our fire district exists because of the people we serve.
- Ensure personnel understand there are internal and external customers and recognize the internal customer must be treated with respect and fairness in order to deliver outstanding service to our external customers.
- Provide annual customer training that reinforces our commitment to service.
- Ensure personnel understand customer service means never saying “no” to a customer.
- Ensure personnel understand we may have to invent or customize creative solutions to provide outstanding customer service.
- Continue to reinforce our Mission, Vision and Values.

**B) Provide quality fire prevention and public education programs to prevent loss of life and property by fire.**

**Responsibility/Authority:**

Fire Chief, All Personnel

**Action Items:**

- Promote, develop and provide fire prevention/public education programs to prevent fires from starting; educate customers regarding fire safety.
- Provide residential fire safety and wildland fire inspections; provide commercial inspections and pre-fire plans.
- Establish and maintain policies and procedures in accordance with ORS 476.210 – Investigation of Fires for initiating and conducting investigation of all fires within the fire district including cause, origin and circumstances; reports and records will be maintained on each fire in accordance with the policy.

**C) Provide emergency service response that reflects the fire district’s unique service area while integrating recognized standards of staffing levels, response times, turnout times and dispatch times.**

**Responsibility/Authority:**

Board of Directors, Fire Chief

**Action Items:**

- Develop and maintain minimum standards for staffing levels, response times, turnout times and dispatch times.

Staffing Levels:

- Station One: Minimum of four career firefighters
- Station Two: Minimum of two career firefighters
- Station Three: Minimum of two career firefighters

Response Times:

- Urban Zone (within Urban Growth Boundary): 7 minutes
- Suburban Zone (Less than 10 miles, paved roads): 12 minutes
- Rural Zone (10 or more miles, paved roads, more than 6 persons per square mile): 17 minutes
- Frontier Zone (15 or more miles, 6 or fewer Persons per square mile): 30 minutes

Turnout Times:

- 0700 to 2200 hours: 90 seconds

- 2200 to 0700 hours: 120 seconds

(Turnout time is notification of emergency personnel to the time the emergency vehicle responds.)

**Dispatch Times:**

- ECSO (dispatch center) goal is to receive, process and dispatch an alarm in less than 90 seconds.

**Goal #4: Apparatus and Equipment**

**Maintain a Highly Functional and Efficient Fleet of Vehicles.**

**Objectives:**

- A) Develop a high level of fleet uniformity through consistency in purchases and the type of vehicles utilized within various divisions of the fire district.**

**Responsibility/Authority:**

Board of Directors, Fire Chief

**Action Items:**

- Develop and maintain standard vehicle categories. Develop and maintain standard specifications for vehicle color, vehicle markings, specific pump size, tank size, engine size, etc.

- B) Develop and maintain an apparatus and equipment replacement plan.**

**Responsibility/Authority:**

Fire Chief

**Action Items:**

- Develop apparatus and equipment replacement cycles for staff vehicles, engines, water tenders, grass/brush units and special purpose units such as ambulances, rescues and support units.

- C) Develop vehicle replacement criteria and vehicle replacement cycles.**

**Responsibility/Authority:**

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## Fire Chief

### **Action Items:**

- Replacement of apparatus and equipment shall be based on vehicle replacement criteria such as years of service, cost of operation, reliability, job performance, capability to meet minimum standards, cost of repair versus replacement, and appearance.
  
- Establish replacement cycles for vehicles within the fleet:
  - Engines: 20 years
  - Grass/Brush Units: 15 years
  - Rescue/Ambulances: 10 years
  - Water Tenders: 20 years
  - Staff Vehicles: 10 years

### **D) Establish a capital expense fund for the purpose of accruing funds for apparatus and equipment replacement.**

#### **Responsibility/Authority:**

Board of Directors, Fire Chief, Budget Committee

### **Action Items:**

- The capital expense fund is supported by the general fund. Each year budget and appropriate funds to the capital expense fund for apparatus and equipment replacement as possible.
- Appropriation of funds to and from the capital expense fund shall be made by the Budget Committee.

### **E) Maintain a comprehensive maintenance program for each vehicle in the fleet.**

#### **Responsibility/Authority:**

Fire Chief, Apparatus/Equipment Maintenance Officer

### **Action Items:**

- Upon acquisition, all vehicles shall be entered into the vehicle maintenance and replacement cost schedule for management, cost accounting and control purposes.
- All fire district vehicles are in response ready condition. Daily, weekly and monthly apparatus checks have been developed. Quarterly, annual and emergency maintenance is outsourced.
- A budget amount, vehicle history record and cost accounting system shall be established for each vehicle.

**Goal #5: Facilities – Fire Stations**

**Maintain Highly Functional, Effective, and Strategically Located Fire Stations.**

**Objectives:**

- A) Provide quality station maintenance in order to provide a safe and healthful environment for all personnel.**

**Responsibility/Authority:**

Fire Chief, Station Maintenance Officer

**Action Items:**

- Develop and maintain a daily, weekly and monthly schedule for station maintenance and cleanliness.
- Outsource building improvements, landscape maintenance and other maintenance as required (electrical, plumbing, etc.).
- Annually review station operating costs and implement cost-saving measures as necessary.

- B) Locate fire stations in areas characterized by equal risk with equal response times.**

**Responsibility/Authority:**

Board of Directors, Fire Chief

**Action Items:**

- Identify and consider community risk components such as population density, occupancy, infrastructure limitations, water supply, response times, wildfire fuel loading, and emergency vehicle access.
- Identify high risk, medium risk and low risk response areas throughout the fire district based on ability of occupants to remove themselves from the building in an emergency, construction of the building, age of the building and fire protection systems available.

- Identify current development, anticipated growth, primary topography, transportation networks, response times and weather when considering locations of fire stations.
- Compare, combine and analyze response time goals (urban, suburban, rural, frontier) with community risk components to determine ideal station locations.

**C) Establish a capital expense fund for accruing funds to update, remodel or build future fire stations.**

**Responsibility/Authority:**

Board of Directors, Fire Chief, Budget Committee

**Action Items:**

- Each year budget and appropriate funds to the capital expense fund for improving facilities/fire stations.
- Appropriation of funds to and from the capital expense fund shall be made by the Budget Committee.

**D) Continue to review and collaborate with neighboring fire agencies regarding joint facilities/joint staffing for coordinated emergency response.**

**Responsibility/Authority:**

Board of Directors, Fire Chief

**Action Items:**

- Review and discuss joint facilities/joint staffing with neighboring fire agencies (Medford Fire Rescue, Ashland Fire Rescue and Oregon Department of Forestry).