

**#15g**

**BOARD OF SUPERVISORS  
ACTION ITEM**

**SUBJECT:** FINANCE/GOVERNMENT SERVICES AND OPERATIONS  
COMMITTEE REPORT: County Administrator's Combined Fire  
and Rescue System Stakeholders Report on Reforms to the  
Loudoun County Combined Fire and Rescue System

**ELECTION DISTRICT:** Countywide

**CRITICAL ACTION DATE:** At the pleasure of the Board

**STAFF CONTACTS:** Tim Hemstreet, County Administrator  
John Sandy, Assistant County Administrator  
Keith Brower, Chief, Department of Fire, Rescue and Emergency  
Management

**RECOMMENDATIONS:**

**Committee:** On July 9, 2013 the Finance/ Government Services and Operations (FGSO) Committee voted 5-0 to recommend that the Board of Supervisors direct staff to begin implementing the reforms to the Loudoun County Combined Fire and Rescue System (LC-CFRS) recommended by the County Administrator's Combined Fire and Rescue Stakeholders Group in the attached report, by directing staff to return with a) a proposed ordinance; b) proposed changes to governance structure of the LC-CFRS, including but not limited to the dissolution of the Loudoun County Fire and Rescue Commission charter and by-laws, in order to conform with the recommended reforms; c) a resource plan outlining the resource requirements associated with the implementation of these recommendations. The FGSO Committee further recommended staff be directed to perform appropriate outreach to LC-CFRS with regard to these reform recommendations.

**Staff:** Staff concurs with the FGSO Committee's recommendations.

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**BACKGROUND:** At its February 6, 2013 meeting, the FGSO Committee recommended, and the Board of Supervisors later approved, that the County Administrator convene a workgroup of the stakeholders of the Loudoun County Combined Fire and Rescue System (LC-CFRS) to develop recommendations and a work plan on proposed reforms to the LC-CFRS, including, but not limited to:

- The overall governance structure and its membership.
- Defining a comprehensive discipline policy for all system members.
- Implementing financial audits and training and certification standards that were equal for all LC-CFRS members (volunteer and career).

The Board also expressed interest in have the Stakeholder Group investigate and make recommendations with regard to the role of the Chief of the Department of Fire, Rescue and Emergency Management (DFREM)—i.e., possibly the creation of a System-wide Chief.

### **The County Administrator's Combined Fire and Rescue Stakeholders Group**

The County Administrator, as directed by the Board of Supervisors, requested participants for a combined fire and rescue stakeholders group through the Loudoun County Fire and Rescue Commission (LC-FRC) and the Chief of the Department of Fire, Rescue and Emergency Management (DFREM). The volunteers included fire and EMS volunteers with several in leadership positions in their respective companies. The membership included representatives from at least one central and western volunteer company and two eastern companies (i.e., small, medium and large companies). The group also included a DFREM deputy chief and a former chief from a combined fire and rescue system. Several technical and subject matter experts provided advice, counsel and research to the group to assist with their deliberations and proceedings.

The group met seven times since March 27, 2013, culminating with a final June 20, 2013 meeting. Each meeting lasted no less than two hours, while several lasted more than three hours. The group relied on expert advice from several subject matter experts and that of their personal experience, knowledge and expertise. The group also reviewed the results of substantial research and information collected from other localities with similar combination career and volunteer systems.

Additionally, the Stakeholder Group conducted a system-wide survey (i.e., volunteer company and DFREM career members) on June 7, 2013 (Attachment A1). This survey contained a number of statements in which respondents were asked to rate the level of importance of various aspects of the combined system. Some of these statements related to the current governance structure being used for the LC-CFRS, while others were with regard to whether there should be increased rules and procedures for compliance by certain groups and/or individuals. The survey also collected some basic demographic information pertaining to the LC-CFRS members. In summary, the LC-CFRS Survey enjoyed a participation rate of nearly 40% of the potential 2,184 members in the LC-CFRS (2012 actuals) and clearly supported the majority of the Stakeholders Group recommendations (see Attachment A1).

### **Stakeholder Group Report—Major Recommendations**

The full report of the County Administrator's Combined Fire and Rescue Stakeholders Group is provided as an attachment to this item. This report presents a set of detailed recommendations, per the direction provided by the Board through the County Administrator (see Attachment). These recommendations were and based upon the collective experience, skills, and knowledge and supported by the results of the LC-CFRS-wide survey. The action requested of the committee today would begin the process for building a framework that would enable five of the Stakeholder Group's key recommendations, which summarized below.

#### ***1) Audits of Volunteer Companies***

- Endorse the LC-FRC Newly Adopted Fire and Rescue Guideline (FRG) for Current Audits of Financial Information for All of the Volunteer Fire and Rescue Companies (see Attachment A2) with comments.

#### ***2) Certifications and Training Standards for All Volunteer Operational Command Persons***

- Endorse the LC-FRC Adopted Fire and Rescue Guidelines (FRGs) that Implement Training and Certification Standards for Volunteer Chiefs, Deputy and Assistant Chiefs and Other Command Officers (see Attachment A3) with comments.

#### ***3) Modify/Establish a New Governance Structure*** (see Attachment A4) *Highlights of which include the following:*

- Replace existing LC-FRC with a seven member Executive Committee (non-Board appointed);
- Add members/provide for a greater voice for elected vol. leadership officials in structure;
- Add members/provide for a greater voice for career DFREM personnel in structure; and
- Create new reporting relationships for existing councils, committees and ad-hoc groups.

**4) *Establish Proposed Methods for System-wide Discipline, Compliance and Participation Management***

- Create an inaugural LC-CFRS Code of Conduct (see the Report, Attachment 5);
- Establish a System Compliance Subcommittee as part of the newly-proposed LC-CFRS governance structure;
- Create due process steps for LC-CFRS members (career and volunteers) for alleged LC-CFRS Code of Conduct violations (career and volunteers);
- Create policy guidance allowing for relief from duty of any career or volunteer member of the LC-CFRS for violations of LC-CFRS Code of Conduct while on duty until due process (i.e., investigation) is afforded;
- Create process for system member appeals of LC-CFRS Code of Conduct violations; and
- Recommend that companies (both volunteer and career) maintain autonomy for all discipline related to their respective companies' policies (i.e., code of conduct).

**5) *Establish a Newly-Created Director for the LC-CFRS***

- Create a new position reporting to the County Administrator who is responsible to the County Administrator and the Board of Supervisors for all LC-CFRS matters;
- Recommend that this position be housed within County Administration;
- Recommend that a primary focus of this position would be to reinforce, sustain, and support the success of the volunteer companies as part of the LC-CFRS;
- Recommend that this position be afforded the opportunity to unilaterally formulate, propose and enact policies, if required and especially for emergency purposes;
- Allow this person to hold "veto" power over all governing bodies within the newly-proposed LC-CFRS governance structure;
- Require the DFREM Chief to report to this position;
- Provide this position the ability to oversee discrete sections of DFREM which provide LC-CFRS services and programs (e.g., communications, training, and volunteer recruitment/retention).

**Proposed Action for Implementation of Recommendations**

This item requests approval to begin implementing the recommendations of the Stakeholder Group. To do this, it asks that staff be directed to:

- ***Prepare a proposed ordinance*** for consideration by the Committee which, if enacted would implement many of the reforms outlined in the attached report.
- ***Bring forward to the Committee and the Board any necessary changes to the Loudoun County Combined Fire and Rescue System governance structure***, including but not limited to the dissolution of the Loudoun County Fire and Rescue Commission charter and by-laws, at the same time the proposed ordinance is brought forward.
- ***Prepare a plan detailing the resource requirements*** associated with full implementation of the Stakeholder Group's recommendations.
- ***Perform appropriate outreach to the Loudoun County Combined Fire and Rescue System*** with regard to these reform recommendations, including providing information and research conducted by the Stakeholder Group as part of its work.

**FISCAL IMPACT:** At this juncture, none of the motions within this item have a fiscal impact. If these recommendations are approved, staff will be directed to draft a proposed ordinance in September 2013, based upon the policy considerations outlined in this item. The outreach to the LC-CFRS proposed by this item will be conducted using existing resources, and if Board approval is provided, will be concurrent with outreach efforts for the EMS Transport Billing Program.

**ALTERNATIVES:** The Board of Supervisors may decide not to direct staff to move forward with drafting any proposed ordinance, or other necessary work measures including but not limited to LC-CFRS outreach, resource planning, or other technical policy options necessary to move forward the County Administrator's CFRSG's recommendations as outlined in this Item and its attached report. The Board may modify or change any of the proposed policy considerations and/or work efforts (e.g., drafting a proposed ordinance, community outreach), and/or other tasks for direction to staff.

**DRAFT MOTION:**

1. I move the recommendation of the Finance/Government Services and Operations Committee that the Board of Supervisors direct staff to begin implementing the reforms to the Loudoun County Combined Fire and Rescue System recommended by the County Administrator's Combined Fire and Rescue Stakeholders Group in the attached report, by directing staff to return with:
  - a) a proposed ordinance;
  - b) proposed changes to governance structure of the Loudoun County Combined Fire and Rescue System, including but not limited to the dissolution of the Loudoun County Fire and Rescue Commission charter and by-laws, in order to conform with the recommended reforms; and
  - c) a plan outlining the resource requirements associated with the full implementation of the recommended reforms.

I further move the recommendation of the Finance/Government Services and Operations Committee that the Board of Supervisors direct staff to perform appropriate outreach to Loudoun County Combined Fire and Rescue System with regard to these reform recommendations.

OR

2. I move an alternate motion.

**ATTACHMENT:**

County Administrator's Combined Fire and Rescue Stakeholders Recommendations Report: June 2013

- A-1: Survey Results for Combined Fire and Rescue System
- A-2: FRG 4.1.1: Financial Audits of Volunteer Fire and Rescue Companies
- A-3: FRGs 7.0.4 and 8.0.1: Required Training and Certification Standards
- A-4: Draft Combined F&R System Governance Structure Diagram (as of June 20, 2013)
- A-5: Draft Code of Conduct for the Combined F&R System (as of June 20, 2013)

**ATTACHMENT**

**COUNTY ADMINISTRATOR'S  
LOUDOUN COMBINED FIRE AND RESCUE SYSTEM  
STAKEHOLDERS GROUP  
RECOMMENDATIONS REPORT**

**July 9, 2013**

## **COMBINED FIRE AND RESCUE SYSTEM STAKEHOLDERS GROUP MEMBERS**

Tim Hemstreet, County Administrator (Chair)  
Ian Buchanan, Former Chief, Leesburg Volunteer Fire  
Linda Curtis, Chief, Purcellville Volunteer Rescue  
Berl Jones, Jr., Sterling Volunteer Fire  
Thomas Owens, Former Chief and Director, Frederick County, MD Combined Fire and Rescue  
System and Sterling Volunteer Fire  
Corey Parker, Deputy Chief, LC Fire, Rescue and Emergency Management  
Sean Simmons, Ashburn Volunteer Fire

## **ACKNOWLEDGEMENTS**

*The Stakeholders wish to acknowledge the following for their contributions related to the Committee's work and final report:*

Nicholas Croce, Chair, Fire and Rescue Commission  
Jason Cournoyer, Sr. Budget Analyst, Department of Management and Financial Services  
Frank Girgenti, Mgmt. Intern, Department of Management and Financial Services  
Keith Brower, Chief, Department of Fire, Rescue and Emergency Management  
Mary Maguire, Asst. to the Chief, Department of Fire, Rescue and Emergency Management  
Karen McQuaid, Recruitment/Retention, Department of Fire, Rescue and Emergency Management  
Dr. John Morgan, Medical Director, Office of Medical Director  
John Sandy, Asst. County Administrator, County Administration  
Randall Shank, Deputy Chief, Operations, Department of Fire, Rescue, and Emergency Management  
Amy Stewart, Administrative Assistant, County Administration  
Patty Turner, ECC Program Manager, Department of Fire, Rescue and Emergency Management

## **PURPOSE AND SCOPE**

The purpose and goal for the County Administrator's Combined Fire and Rescue Stakeholders Group (CFRSG) was to provide advice and counsel to the County Administrator for possible recommended changes to the Board of Supervisors with regard to the Loudoun County Combined Fire and Rescue System (LC-CFRS). The impetus for this work was the direction to the County Administrator as provided by the Board of Supervisors at their February 6, 2013 Business meeting. At that meeting the Board directed the County Administrator to convene such a stakeholders group to meet and discuss a number of potential reforms to the LC-CFRS. These potential changes included the following:

1. Auditing the financial information of the volunteer companies;
2. Implementing training and certification standards for Deputy Chiefs, Assistant Chiefs, and Chiefs of the volunteer companies with an appropriate phase-in period; and
3. Developing recommendations for a standard discipline and grievance policy for misconduct allegations against volunteer members and the prescribed method of implementing and enforcing such a policy including roles and responsibilities.

The Board also requested the County Administrator's CFRSG investigate and make recommendations with regard to the following,

1. Composition LC-FRC and governance structure of the LC-CFRS; and
2. Role of the Chief of DFREM (i.e., possibly the creation of a System-wide Chief).

## **MEMBERSHIP, RESEARCH AND ANALYSIS**

County Administrator Hemstreet as directed by the Board of Supervisors requested volunteers for this group through the Loudoun County Fire and Rescue Commission (LC-FRC) and the Chief of the Department of Fire, Rescue and Emergency Management (DFREM). The volunteers included fire and EMS volunteers with several in leadership positions in their respective companies. The membership included representatives from at least one central and western volunteer company and two eastern companies (i.e., small, medium and large companies). The group also included a DFREM deputy chief and a former chief from a combined fire and rescue system. Several technical and subject matter experts provided advice, counsel and research to the group to assist with their deliberations and proceedings.

The group met seven (7) times since March 27, 2013 culminating with a final June 20<sup>th</sup> meeting. Each meeting lasted no less than two hours, while several lasted more than three (3) hours. The group relied both on expert testimony of several subject matter experts and that of their personal experience, knowledge and expertise. The group relied also on substantial research and information provided by staff taken from other localities with combination systems (i.e., career/volunteer mixed).

Additionally, the CFRSG initiated a LC-CFRS-wide survey (i.e., volunteer company and DFREM career members) on June 7, 2013. This survey contained a number of statements in which members of the LC-CFRS were asked to rate the level of importance. Some of these statements related to the current governance structure being used for the LC-CFRS while others were with regard to whether there should be increased rules and procedures for compliance by certain groups and/or individuals. The survey collected also some basic demographic information pertaining to the LC-CFRS members. In summary, the LC-CFRS Survey enjoyed a participation rate of nearly 40% of the potential 2,184 members in the LC-CFRS (2012 actuals) and clearly supported the major findings of nearly all of what the CFRSG is recommending to the Board of Supervisors and its Finance/Government Services and Operations Committee (FGSOC) (see Attachment 1).

## RECOMMENDATIONS

Per the direction provided by the Board through the County Administrator, and based upon the collective experience, skills, and knowledge, and as confirmed by LC-CFRS-wide survey results which enjoyed wide participation, the CFRSG developed the following recommendations for the Board of Supervisors and its FGSOC with regard to the LC-CFRS. These include the following:

### 1. Audits of Volunteer Companies:

- Endorse the LC-FRC Newly Adopted Fire and Rescue Guideline (FRG) for Current Audits of Financial Information for All of the Volunteer Fire and Rescue Companies (see Attachment 2) with comments;

### 2. Certifications and Training Standards for All Volunteer Operational Command Persons:

- Endorse the LC-FRC Adopted Fire and Rescue Guidelines (FRGs) that Implement Training and Certification Standards for Volunteer Chiefs, Deputy and Assistant Chiefs and Other Command Officers (see Attachment 3) with comments;

### 3. Modify/Establish a New Governance Structure: (see Attachment 4) highlights of which include the following:

- Replace existing LC-FRC with a seven (7) member Executive Committee (non-Board appointed);
- Add members/provide for a greater voice for elected vol. leadership officials in structure;
- Add members/provide for a greater voice for career DFREM personnel in structure; and
- Create new reporting relationships for existing councils, committees and ad-hoc groups.

### 4. Establish Proposed Methods for Discipline, Compliance and Participation Management

- Create an inaugural LC-CFRS Code of Conduct (see Attachment 5);
- Establish a System Compliance Subcommittee as part of the newly-proposed LC-CFRS governance structure;
- Create due process steps for LC-CFRS members (career and volunteers) for alleged LC-CFRS Code of Conduct violations (career and volunteers);
- Create policy guidance allowing for relief from duty of any career or volunteer member of the LC-CFR for violations of LC-CFRS Code of Conduct while on duty until due process (i.e., investigation) is afforded;
- Create process for system member appeals of LC-CFRS Code of Conduct violations; and
- Recommend that companies (both volunteer and career) maintain autonomy for all discipline related to their respective companies' policies (i.e., code of conduct).

### 5. Establish a Newly-Created Director for the LC-CFRS

- Create a new position reporting to the County Administrator who is responsible to the County Administrator and the Board of Supervisors for all LC-CFRS matters;
- Recommend that this position be housed within County Administration;
- Recommend that a primary focus of this position would be to reinforce, sustain, and support the success of the volunteer companies as part of the LC-CFRS;
- Recommend that this position be afforded the opportunity to unilaterally formulate, propose and enact policies, if required and especially for emergency purposes;
- Allow this person to hold "veto" power over all governing bodies within the newly-proposed LC-CFRS governance structure;
- Require the DFREM Chief to report to this position;
- Provide this position the ability to oversee discrete sections of DFREM which provide LC-CFRS services and programs (e.g., communications, training, and volunteer recruitment/retention).



## DETAILS AND RATIONALE FOR RECOMMENDATIONS

### Financial Audits and Certification and Training Standards

With regard to the financial audits of the volunteer fire and rescue companies and the newly-required certification and training standards for volunteer operational command positions (i.e., chiefs, deputy and assistant chiefs etc.), the CFRSG found that the LC-FRC had already addressed these two issues in newly-adopted FRGs (see Attachments 2 and 3). The group reviewed each of these FRGs and believes that this direction has been provided for the system and implementation is well on its way. Therefore the CFRSG endorsed these FRGs with some comments or suggestions on how to improve them in the future (see Attachments 2 and 3). Finally, the CFRSG believes that all LC-CFRS' FRGs including both the Financial Audits and Certification and Training Standards should be reviewed by any new governance structure. In summary, the CFRSG chose to endorse the current FRGs as part of their recommendations to the Board and its FGSOC and also provide some general comments which should be addressed during their next review under any newly-enacted governance structure.

### Newly-Proposed Governance Structure

With regard to recommend changes to the LC-CFRS governance structure, the CFRSG recommends that the governance structure as identified in Attachment 4 to this report be instituted as part of a proposed county ordinance. This CFRSG believes the June 2013 LC-CFRS System Survey results lend credibility to this proposed governance structure.

*New Structure Enhances Voice for Elected Volunteer Members and Career Personnel.*—The main rationale for the proposed governance structure changes is an on-going belief by system members (volunteer and career) that the current structure (i.e., LC-FRC and its bodies) fails to allow for full participation and a true voice for either senior elected volunteer company officials and/or career personnel. This new structure will provide more direct participation for all system members and elevates their decision making roles and responsibilities. With the new structure, it provides the ability to allow both the elected volunteer company officers (i.e., fire and EMS chiefs and presidents) the opportunity to be directly involved in both policy development and policy implementation at the highest levels. Additionally, the CFRSG believes that the governance structure should include additional participation by DFREM career personnel who now make up the majority of the responsible shifts for the LC-CFRS. By having career personnel fulfill roles on each of the operations committees, the Executive Committee (DFREM Chief), the county department which in itself is a large fire and EMS company is duly represented.

*Executive Committee and Operations Committees.*—This includes the creation of a seven (7) member, non-Board of Supervisors appointed Executive Committee which replaces the former LC-FRC. Members of this committee will include the DFREM Chief (chair), the Medical Director, two (2) DFREM career members, and the chairs of three (3) newly-proposed standing committees. The newly-proposed standing committees are the:

- Fire Operations Committee- comprised of the 12 volunteer company fire chiefs and one career member appointed by the DFREM Chief
- EMS Operations Committee- comprised of the nine (9) volunteer company rescue chiefs and one career member appointed by the DFREM Chief
- Administrative Operations Committee- comprised of the 16 volunteer company presidents company and one career member appointed by the DFREM Chief

### Director of the Combined Fire and Rescue System

*Rationale for Director and not a Chief.*—With respect to the CFRSG’s recommended position of Director of the LC-CFRS, the CFRSG acknowledges that the Board of Supervisors and the entire LC-CFRS (companies and members) need a single point of accountability. The Board of Supervisors and its Government Reform Commission and others including the County Administrator mentioned a System-Wide Chief position as a possible necessity. However, the CFRSG believes that a System-Wide Chief position, if created would connote too much operational authority in one chief; and it underscores the perception that the county government will be taking complete control over the operational roles of the individual chiefs, the presidents, and their respective companies especially with regard to the newly-established Executive Committee (the former “re-tooled and re-named,” LC-FRC) as part of the recommended governance structure. The CFRSG believes that the volunteer companies will assert that the autonomy of the volunteer fire and rescue companies could be compromised

*Key Roles for Position .*—The CFRSG recommends that the Director position be an executive-level Loudoun County government employee who will report to the County Administrator and be a part of County Administration. The CFRSG believes that the Director position, if created, should have as one of his/her primary responsibilities the requirement to work diligently to sustain, reinforce, and support the success of all of the volunteer companies as part of the LC-CFRS. The Director’s also would have responsibility for shepherding the LC-CFRS with respect to its mission to protect life and property of Loudoun County residents, visitors and businesses and the system’s adherence of any county ordinance for the combined fire and rescue system. This position would be tasked with ensuring that the entire governance structure performs properly in order to carry out the necessary responsibilities, programs and directives related to the mission and objectives for the entire combined system.

The position could be also tasked with directly managing a number of system-wide functions that a part of the current DFREM organization including but not limited to the following: volunteer recruitment and retention, communications, capital facilities, capital apparatus and equipment programs; fire and rescue service strategic planning, fire station location planning, and performance monitoring fire-rescue system performance against established service standards (e.g., response time goals, cardiac resuscitation rates, fire loss reduction, accident/injury rates, etc.)

It is important to note that as envisioned by the CFRSG, the Director position would hold no direct responsibility over individual volunteer companies, or the career department (DFREM), or county government internal policies, procedures, directives, or business plans (especially with respect to grievance procedures) unless they directly conflict with the mission and objectives of the LC-CFRS and its proper functioning and any Board adopted ordinance. Once again, this position is being recommended for creation for the combined system’s management only; and its role is to not manage the internal affairs, operations, or businesses of the separate volunteer company corporations, or the DFREM career department, or county government with respect to their internal orders, policies, procedures, rules and regulations unless these directly conflict with the system-wide mission, goals and objectives and any adopted county ordinance in the future.

The DFREM Chief would be a direct report to the LC-CFRS Director. The DFREM Chief would continue to be charged with the administrative and executive management of the DFREM, but will still likely hold responsibility for some of the DFREM operations, programs and activities that directly support the LC-CFRS (e.g., communications). However, this could change in future reorganizations of DFREM as determined the County Administrator.

This position, if approved by the Board of Supervisors, would serve as the person ultimately charged with the entire system governance structure and making it work correctly. The position would have the responsibility to promote both accountability and integrity among all system companies (volunteer and

career) with respect to LC-CFRS business and operations. This means that all policies, procedures, rules and regulations developed by the new governance structure's chief legislative committee—the Executive Committee, its standing committees, ad hoc and standing committees and councils would be closely monitored and managed by this position to ensure fairness and consistency. For example two (2) of the oversight duties are that the Director shall steer the financial reporting of volunteer companies as well as facilitate budget preparation. Another early obligation would be to guide the review and preparation of a revised disbursement process for county funds to the volunteer companies through the appropriate bodies created as a part of this new governance structure for the system. This is but a few examples of the duties that would be tasked to this individual. This newly-created Director position would try to ensure that any LC-CFRS policies, procedures, rules and regulations are carried out efficiently, effectively and expeditiously whenever practical by the LC-CFRS companies (career and volunteer) and through the newly-proposed governance structure.

With regard to the LC-CFRS disciplinary process, the position would be responsible for handling the highest level of discipline appeals; and have the authority to “veto” any policies, programs or directives in which he/she believes do not promote the mission, goals and objectives of the LC-CFRS. The position will have the ability to unilaterally initiate executive directives on occasion to the entire LC-CFRS for certain important federal, state, regional and local requirements (if necessary); and would be responsible for setting both budget and fiscal reporting requirements for the system through the newly-proposed governance structure. Finally, the CFRSG believes that the County Administrator always involve both the volunteer and career system leadership and membership as part of any hiring process for this key position.

#### Newly-Proposed Disciplinary Process and Participation Management

*Rationale.*—Boards of Supervisors, County Administration, LC-FR Commissioners, volunteer company senior officials, and system members have expressed concern with respect to discipline within the LC-CFRS especially with regard to volunteer company members who are disciplined in one volunteer company but are readily admitted membership in another volunteer company. This same concern was clearly voiced as part of the June 2013 LC-CFR Survey Results (see Attachment 1) and by several CFRSG members, the Board's GRC, and the Chief of the DFREM and others. As a result, the CFRSG worked extensively on this issue and propose a new discipline system which separate system-wide compliance for rules, regulations, policies and procedures from those of individual volunteer companies and the DFREM; in addition to developing a thorough system of checks and balances for both integrity and confidentiality as part of the process.

*Participation Management.*—A major objective for this newly proposed disciplinary process is its emphasis on “participation management” of both volunteers and career members in the LC-CFRS and not just their own individual volunteer company, and/or an employee of DFREM. Both volunteer and/or career members need to be properly affiliated and be responsible (i.e., maintaining “good” status) with their volunteer company and/or DFREM respectively and with the LC-CFR-System.

The CFRSG newly proposed disciplinary process is designed to address system participation rules for the following major four (4) scenarios and with and a few other variations:

1. volunteers who are designated by their volunteer company as ineligible for LC-CFRS participation;
2. career employees who are designated by the DFREM as ineligible to remain within the LC-CFRS and subject to DFREM (*subject to DFREM and county personnel policies*);
3. career employees who are also volunteers who are designated by the DFREM as ineligible for LC-CFRS participation; and
4. volunteers who are also DFREM employees who are designated by their volunteer company as ineligible for LC-CFRS participation (*subject to DFREM and county personnel policies*);

*Combined Fire and Rescue System Code of Conduct.*—This discipline process focuses on a newly proposed code of conduct for the LC-CFRS (see Attachment 5). This proposed code is for both volunteer and career members as part of the LC-CFRS. It would be cited as part of any county ordinance to be proposed to the Board for future adoption. The code stipulates the behavior and responsibilities for all system members; and it was designed after considerable review of other codes from other localities, DFREM, and LC-CFRS volunteer companies. The proposed code of conduct outlines the following basic conditions for serving as a LC-CFRS member (volunteer and/or career):

- job performance and duties;
- conduct of system business;
- professional and personal interests;
- compliance with system policies;
- professional image and use of resources;
- discrimination practices;
- types of behavior for avoidance; and
- setting the example

*Newly-Created System Compliance Subcommittee.*—Within the CFRSG’s newly-proposed governance structure, a new committee is recommended to be created—the System Compliance Subcommittee. This committee will be responsible with working with the LC-CFRS and the new governance structure to develop all system-wide discipline policies and procedures and will serve as the first system-wide decision making body for disciplinary (i.e. compliance) matters beyond those begun by an individual volunteer company and/or DFREM against members (volunteer and/or career). In short, it will be a part of the “participant management” structure for the LC-CFRS along with the Executive Committee and the LC-CFRS-wide Director. This subcommittee will be assigned cases for determining member eligibility by the Executive Committee.

This committee would be appointed by the newly-proposed Executive Committee’s Administrative Operations Standing Committee. The CFRSG has not recommended the number of appointees. It is important to note that the Administrative Operations Committee, if created would be comprised of all volunteer company presidents (i.e., 16 volunteer company presidents at this juncture) in addition to one (1) career appointment made by the DFREM Chief. The System Compliance Subcommittee will report directly to the Executive Committee but be appointed by the Administrative Operations Committee.

*Participation Management Process Scenarios and Appeals Process.*—In summary, each person who is authorize to participate within the LC-CFRS must be authorized to do so by their volunteer company (in

the case of a volunteer) and/or DFREM (in the case of a career employee). If they are authorized to do so and they have the required training and certifications for their operational role, they are eligible to participate.

However, each system member (volunteer or career) may be disciplined for a violation of the LC-CFRS Code of Conduct. This violation may result in the immediate relief from duty as an operational member of a company (i.e., volunteer company or career department), or suspension, or permanent dismissal. There were a number of member management scenarios explored by the CFRSG including the following.

#### [Non-Transfer Scenarios]

- Volunteer member (ineligible) and no request for transfer to another company: With regard to any expulsion of volunteer member by any volunteer company due to major misconduct as part of the LC-CFRS Code of Conduct, the volunteer company must inform the Executive Committee and the System-wide Director immediately of this matter. The volunteer member may not remain a member of that volunteer company for which a member cannot appeal that decision. It is important to note that volunteer companies also may have their own internal appeals process which would be followed prior to any final termination.
- Career members ineligible (terminated) and no request for transfer to another company: With regard to any termination of a career member from DFREM due to major misconduct as part of the LC-CFRS Code of Conduct, the DFREM must inform the System-wide Director immediately of this matter. The DFREM career employee may not remain a DFREM employee (*i.e., post any county employee grievance and due process. the notifications must also adhere to any county HR policies and procedures with respect to employees*)

#### [Transfers and Other Scenarios]

- Volunteer member (ineligible) and request for transfer to another volunteer company: If a volunteer member is expelled from their volunteer company for a major violation of the LC-CFRS Code of Conduct and they wish to join under the affiliation of another volunteer company; they must provide thorough and complete details for the reason for expulsion to the receiving volunteer company for that company's investigation. If that company agrees to sponsor their request for affiliation, they must vouch for the prospective member to the Executive Committee and the System-wide Director. The Executive Committee would then send the case to the System Compliance Subcommittee for review and a decision. If the System Compliance Subcommittee agrees, then the member is eligible for this new affiliation under this receiving volunteer company. If the System Compliance Subcommittee does not agree, then the member may appeal to the Executive Committee and then the System-wide Director, if necessary as long as the receiving company continues to sponsor them. If the prospective member exhausts all appeals and they are ruled ineligible the decision is final and therefore no longer a member of the LC-CFRS.
- Volunteer member (ineligible) and request to transfer to the DFREM: If a volunteer member is expelled from their volunteer company for a major violation of the LC-CFRS Code of Conduct and they wish to join the DFREM, they must provide thorough and complete details for expulsion from their volunteer company to the DFREM (*i.e., adhering to all applicable county and HR policies and procedures*) for their investigation. The DFREM would have to sponsor the prospective employee directly to the System-wide Director who would then consult the DFREM Chief to make a decision on the prospective employees hiring (*i.e. must adhere to all applicable county and HR policies and procedures*). If the System-wide Director does not agree; this

prospective employee may not be employed by the DFREM and therefore, this person is ineligible.

- DFREM employee ineligible (terminated) and request to transfer to a volunteer company: If a DFREM employee is terminated from DFREM employment for a major violation of the LC-CFR Code of Conduct (*i.e., post any county grievance and due process*) and they wish to join under the affiliation of a volunteer company; they must provide thorough and complete details for the reason for expulsion to the receiving volunteer company for their investigation. If that company agrees to sponsor their request for affiliation, they must vouch for the prospective member to the Executive Committee and the System-wide Director. The Executive Committee would send the case to the System Compliance Subcommittee for review and a decision. If the System Compliance Subcommittee agrees, then the member is eligible for this new affiliation under this receiving volunteer company. If the System Compliance Subcommittee does not agree, then the member may appeal to the Executive Committee and then the System-wide Director, if necessary as long as the receiving company continues to sponsor them.
- DFREM employee/volunteer dual member ineligible (terminated) by DFREM but request to remain in system as a volunteer: If a DFREM employee, who is also a volunteer company member, is terminated from DFREM employment for a major violation of the LC-CFR Code of Conduct (*i.e., post any county grievance and due process*) and they also wish to remain under their current affiliation of a volunteer company; they must provide thorough and complete details for the reason for expulsion to the receiving volunteer company for their investigation. If that company agrees to their request to remain affiliated, they must vouch for the prospective member to the Executive Committee and the System-wide Director. The Executive Committee would send the case to the System Compliance Subcommittee for review and a decision. If the System Compliance Subcommittee agrees, then the member remains eligible and affiliated under the volunteer company. If the System Compliance Subcommittee does not agree, then the member may appeal to the Executive Committee and then the System-wide Director, if necessary as long as the volunteer company continues to sponsor them. If the prospective member is denied, then the member is ineligible to be a LC-CFRS member.
- DFREM employee/volunteer dual member ineligible (terminated) by a volunteer company but request to remain in system as a DFREM employee: If a DFREM employee, who is also a volunteer company member, is expelled from a volunteer company for a major violation of the LC-CFR Code of Conduct and they wish to remain a DFREM employee; the employee must provide thorough and complete details for the reason for expulsion to DFREM for their investigation (*i.e., according to any county HR personnel policies*). If the DFREM Chief agrees to their continued employment, they must vouch for the prospective member to the System-wide Director. If the System-wide Director agrees in consultation with the DFREM Chief, the DFREM employee remains employed. If the System-wide Director does not agree with the DFREM Chief, then the employee is terminated (*i.e., post any county grievance and due process*) and is ineligible to be a LC-CFRS member.

As mentioned it is readily apparent that the disciplinary appeals process can be convened via three (3) main bodies within the newly proposed governance structure: the System-wide Subcommittee, Executive Committee and then the System-wide Director (in order of highest appeal). Once again, the member who has received expulsion must apply under another affiliation for reinstatement and must provide all details to that prospective volunteer company or DFREM on why their former organization reached that decision. The prospective volunteer company or DFREM must vouch for this prospective member

through the entire appeals process, basically putting into effect a two signature rule (one for the company—career or volunteer and one for the LC-CFRS governance structure—System Compliance Subcommittee, Executive Committee or System-wide Director).

Finally, all volunteer companies have the right to contact former volunteer company or companies including DFREM to receive a “yes,” or “no,” on whether the prospective member has ever been terminated for membership or employment as a result of major code of conduct violations of the LC-CFRS Code of Conduct.

It is important to note that not every discipline/compliance scenario was put forth and developed as a complete policy or consideration by the CFRSG. However, the CFRG believes that the newly-established system-wide Director, the Executive Committee, the System Compliance Subcommittee, the volunteer companies’ elected leadership and the DFREM chief will be able to adequately ensure that equitable and timely due process is afforded for every permutation or situation while remaining in compliance with all federal, state and local laws and regulations with regard to employees and non-profit corporation members.

Furthermore, the CFRSG did not determine or make recommendations on the number of years that these expulsion or termination decisions from the LC-CFRS last prior to the individual being able to attempt to re-enter the LC-CFRS through either employment with DFREM or affiliation with a volunteer company. It is their opinion that the new governance structure especially the System-wide Director, the Executive Committee, the System-wide Compliance Committee refine and expand upon these rules and regulations once created by any local ordinance.

#### **ATTACHMENTS:**

Attachment 1: Combined Fire and Rescue System Survey Overall Results: June 2013

Attachment 2: FRG 4.1.1: Financial Audits of Volunteer Fire and Rescue Companies

Attachment 3: FRGs 7.0.4 and 8.0.1: Required Training and Certification Standards

Attachment 4: Draft Combined F&R System Governance Structure Diagram (as of June 20, 2013)

Attachment 5: Draft Code of Conduct for the Combined F&R System (as of June 20, 2013)

# LOUDOUN COUNTY COMBINED FIRE AND RESCUE SYSTEM OVERALL SURVEY RESULTS

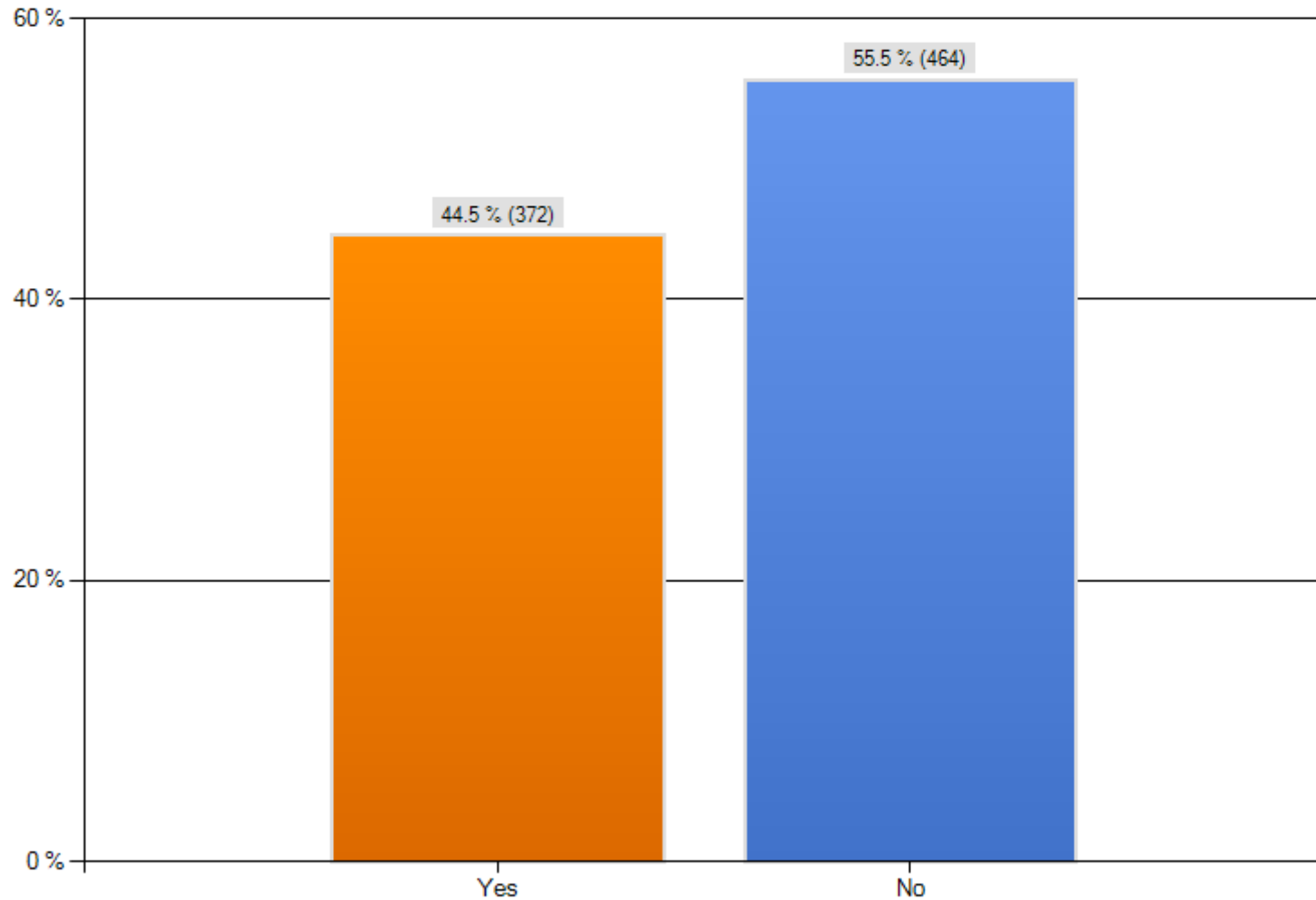
*As conducted by the  
County Administrator's Combined Fire and Rescue System Stakeholders Group  
June 7 – 14, 2013*



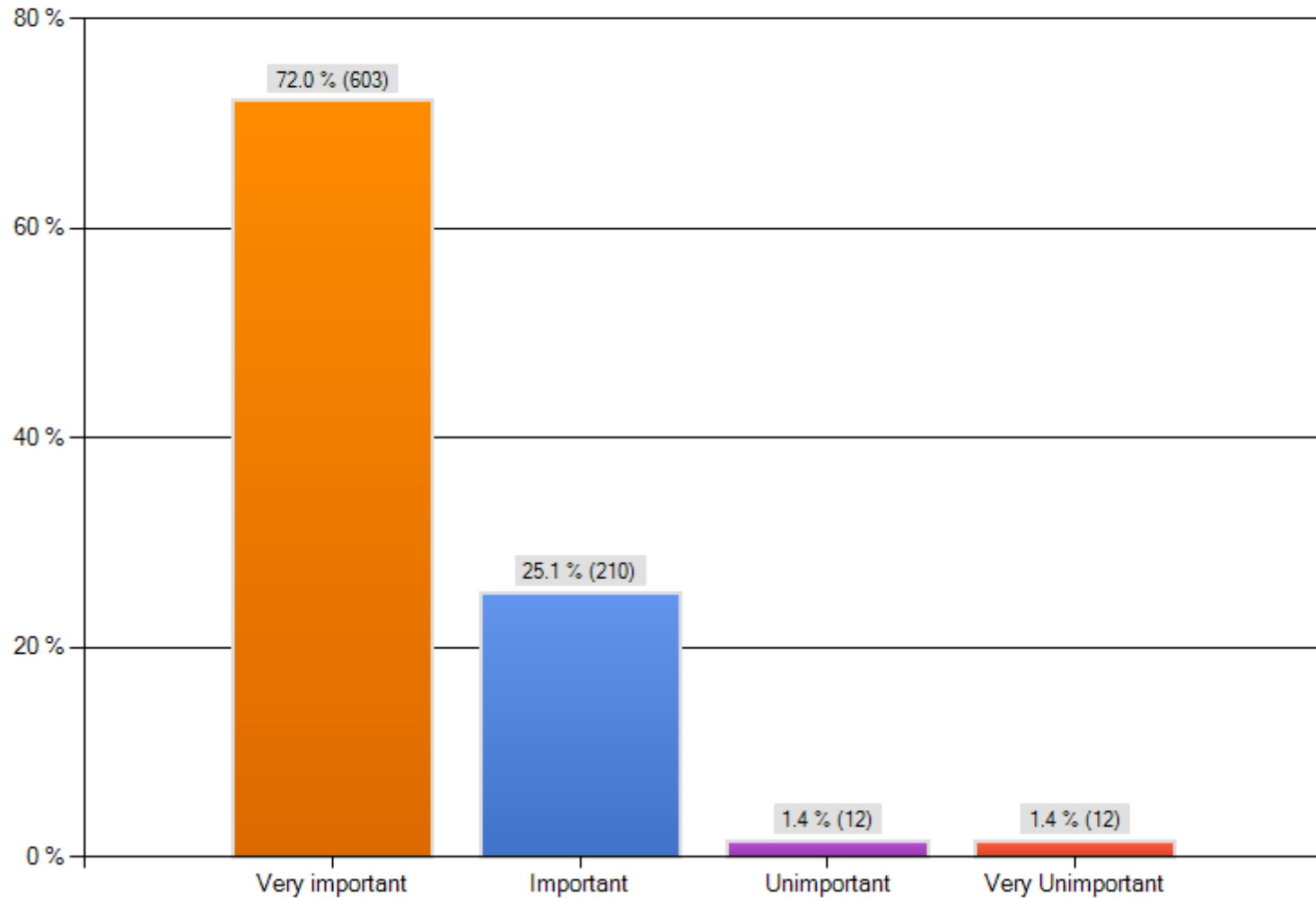
## MAJOR DEMOGRAPHIC HIGHLIGHTS

	N	PCT
Total Respondents	868	
Career or Volunteer <sup>1</sup>		
Career	449	37.1%
Volunteer	254	65.6%
<i>Skipped Question</i>	184	
Discipline: Fire, EMS or Administrative		
Fire	369	57.8%
EMS	211	33.1%
Administrative	58	9.1%
<i>Skipped question</i>	230	
1/ The total percentage of respondents for the career/volunteer question exceeds 100% since respondents had the ability to choose both volunteer and career.		

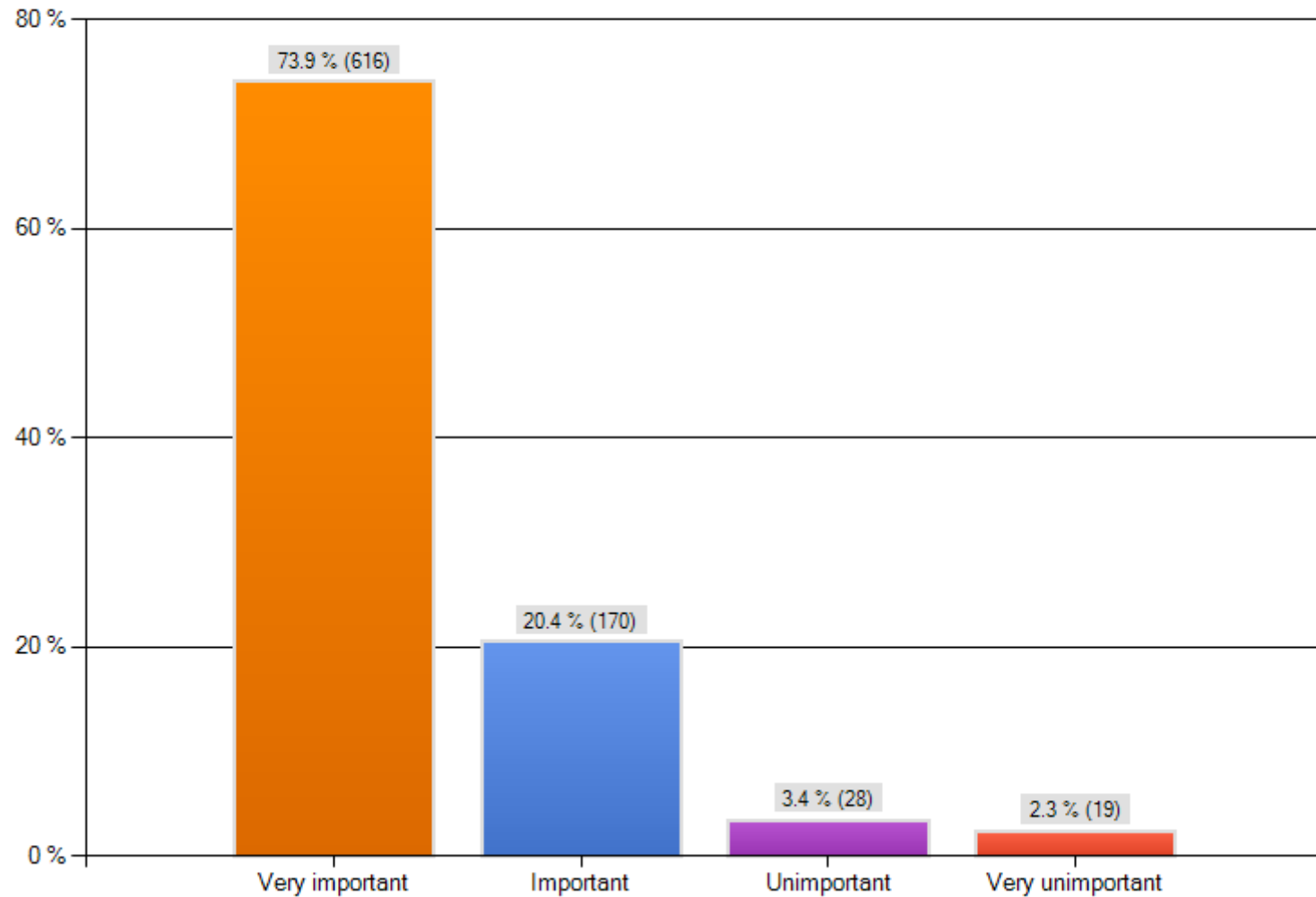
**In your opinion, do you believe the current F&R Commission serves as an effective form of governance for the Combined F&R System?**



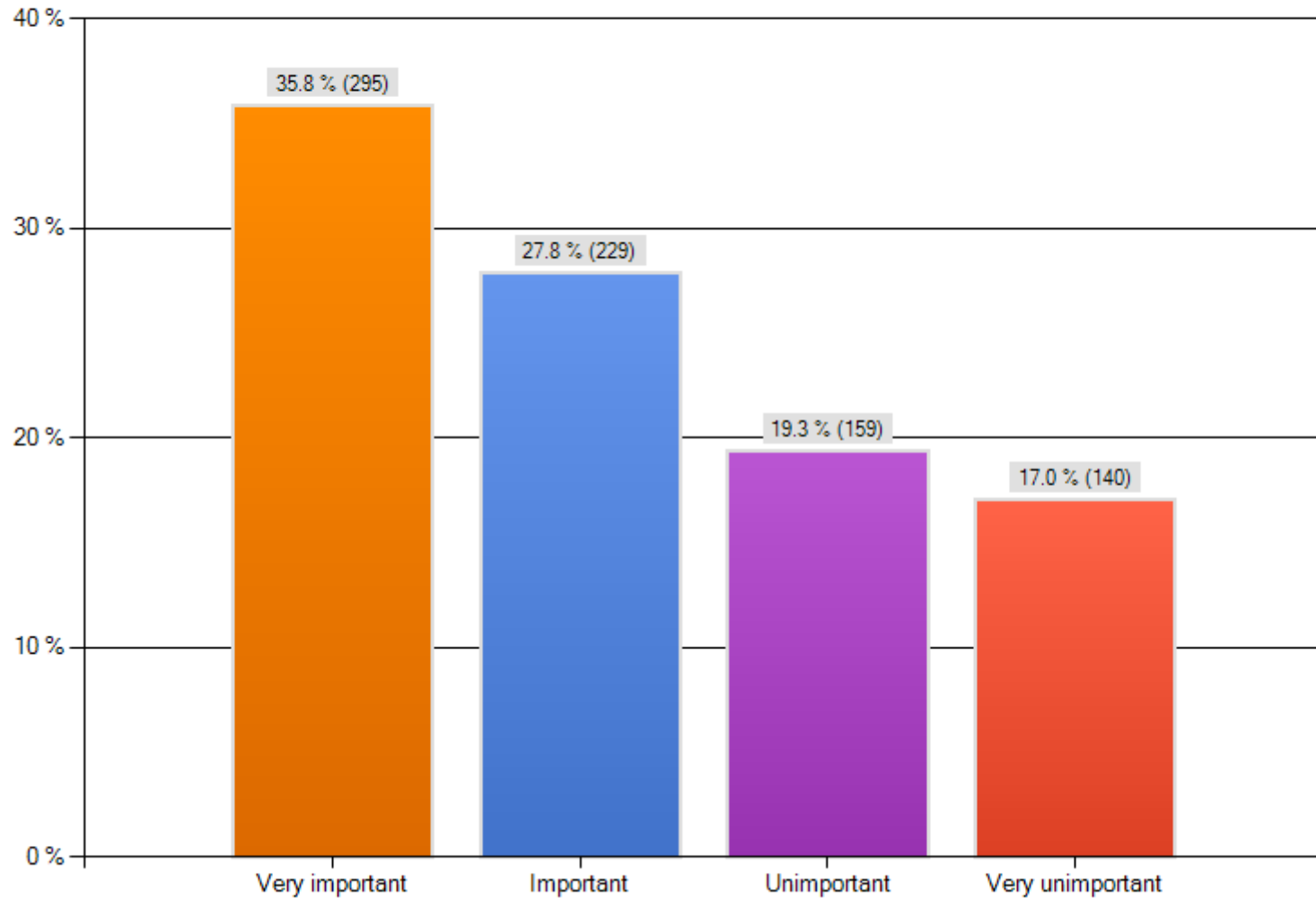
**The Combined F&R System governance structure should give equal importance to both Fire and EMS disciplines.**

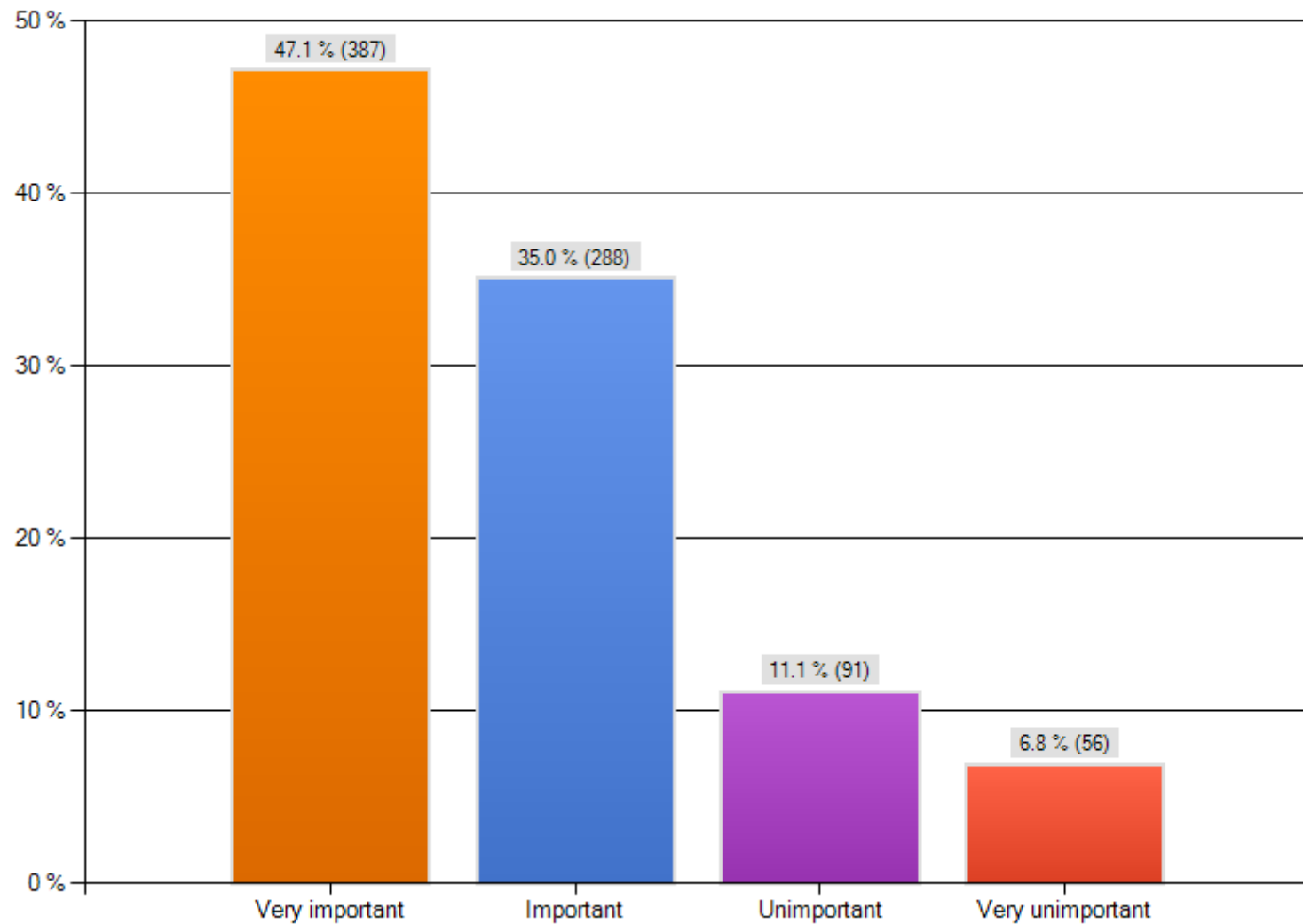


**The Combined F&R System governance structure should give equal importance to career and volunteer company members.**

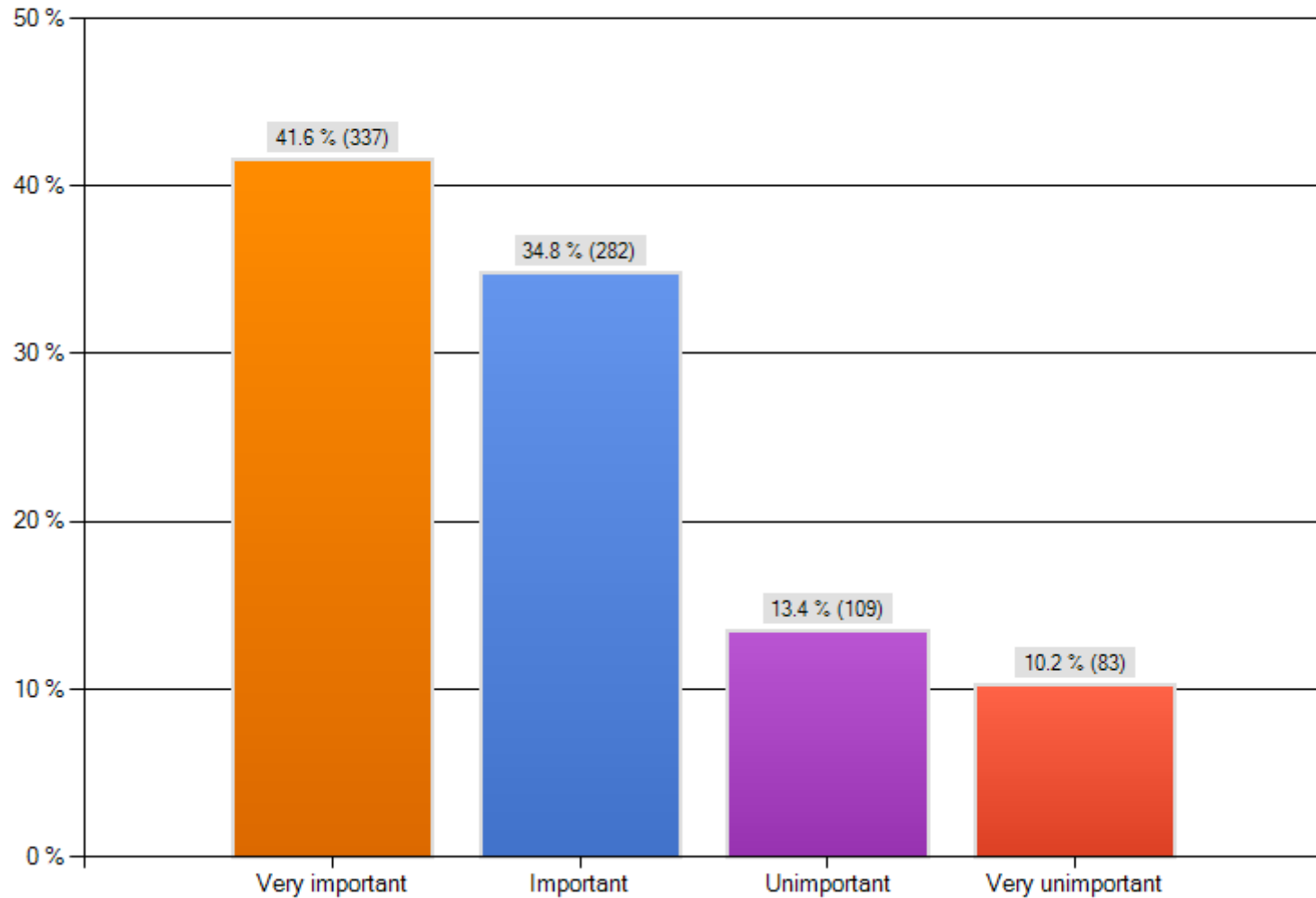


**Volunteer fire and rescue company presidents should be a part of the Combined F&R System governance structure.**

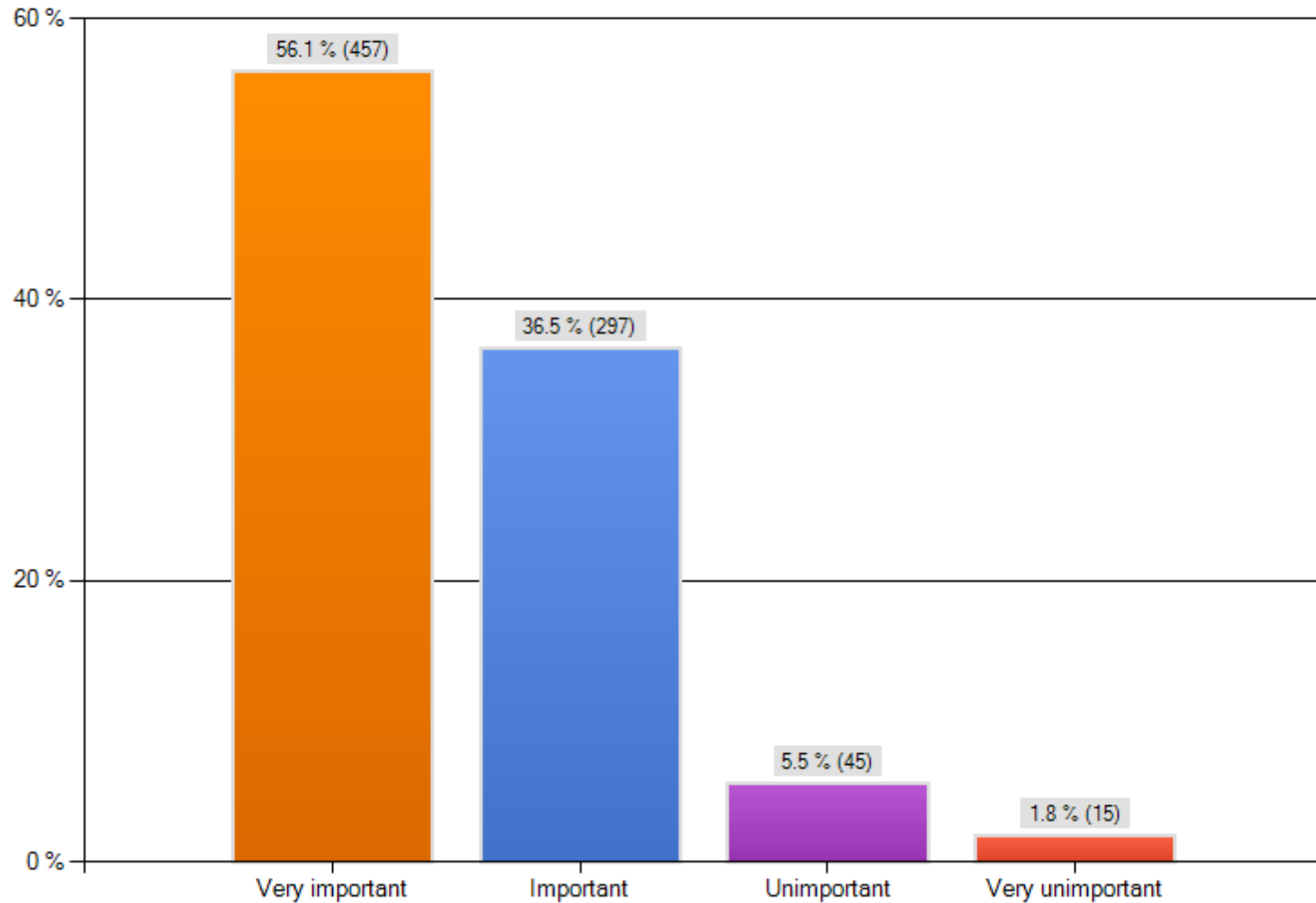


**Volunteer fire chiefs should be a part of a Combined F&R System governance structure.**

**Volunteer rescue (EMS) chiefs should be a part of a Combined F&R System governance structure.**

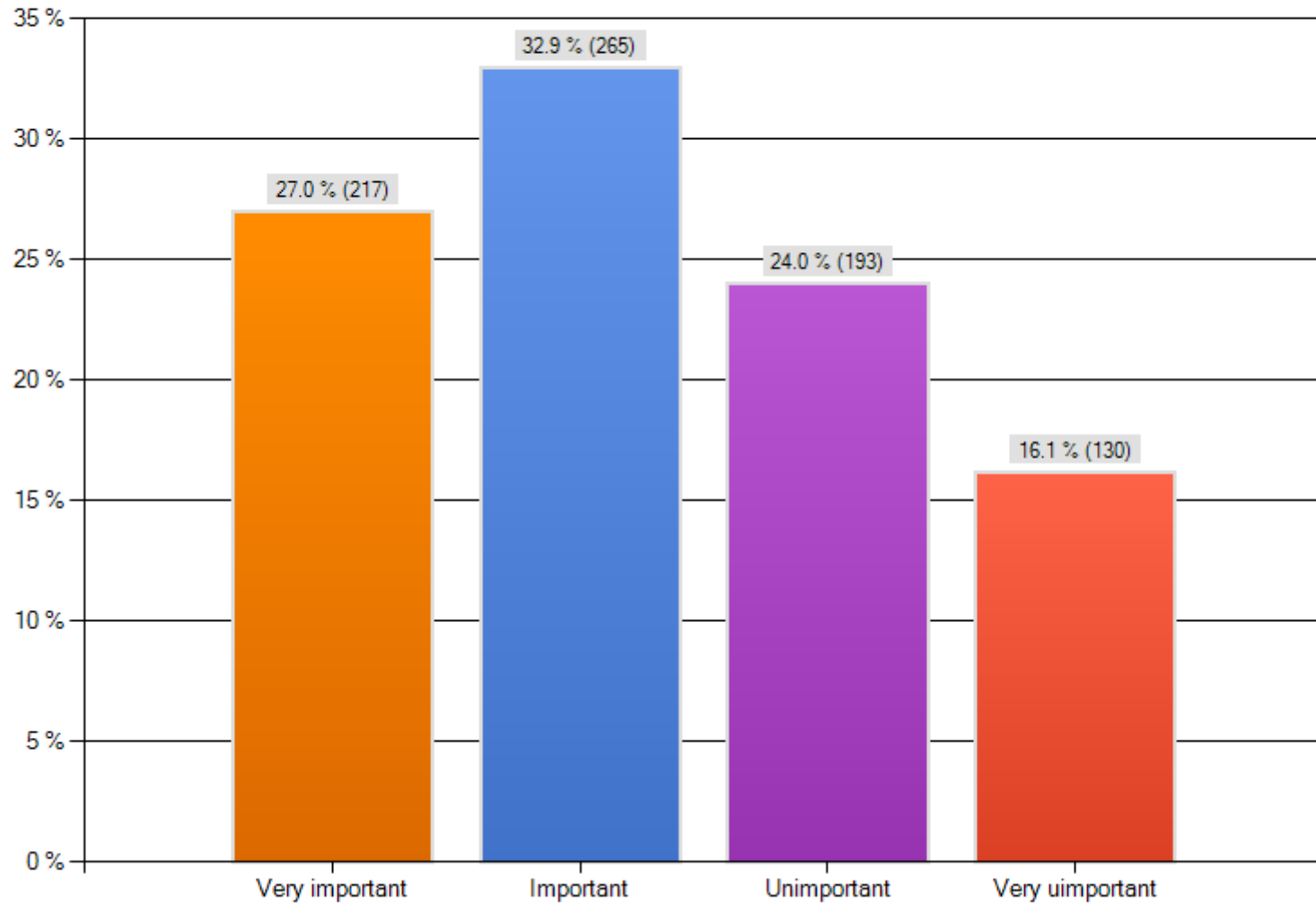


**Loudoun County career fire and rescue personnel (administrative, fire and EMS) should be a part of a Combined F&R System governance structure.**

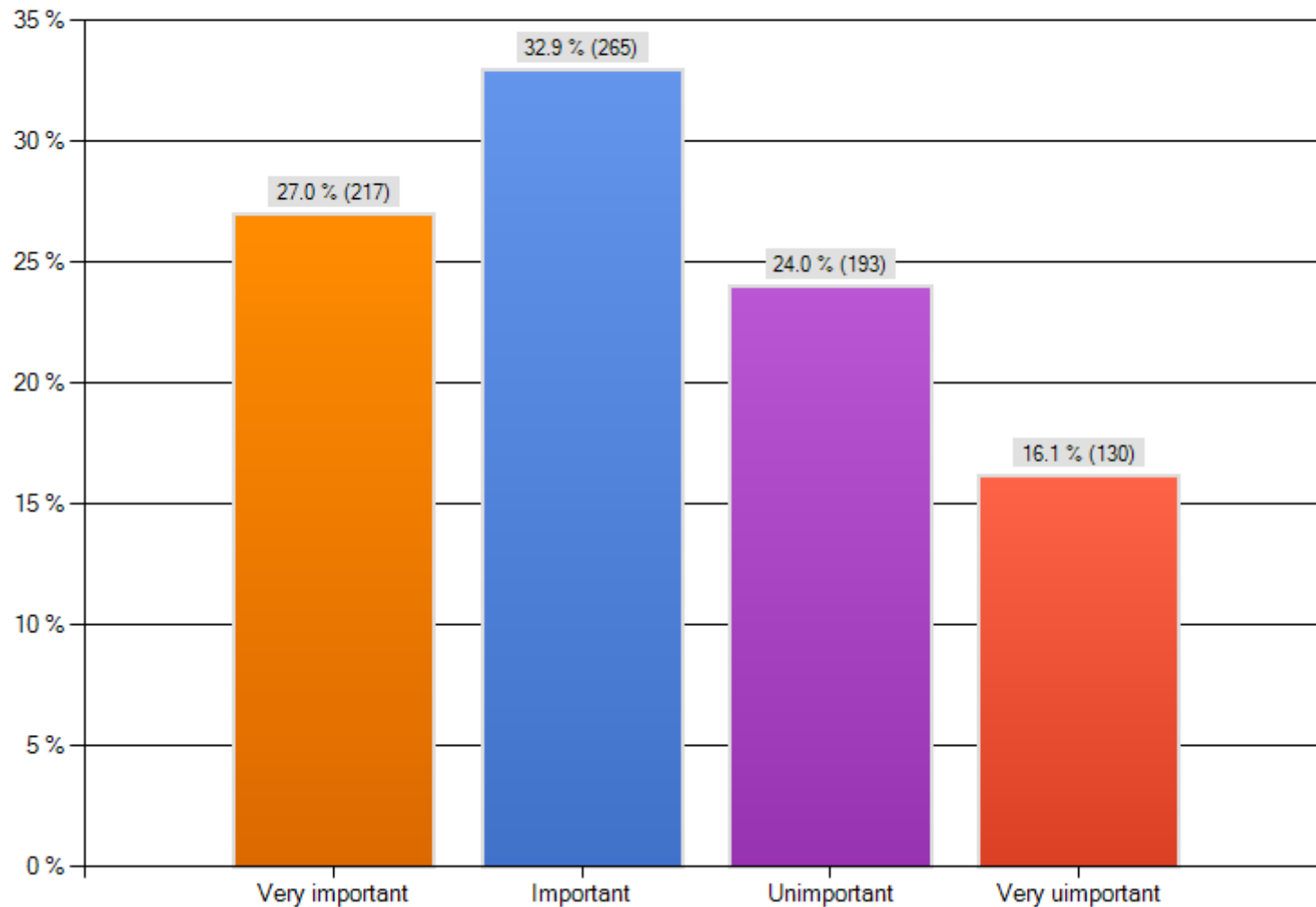




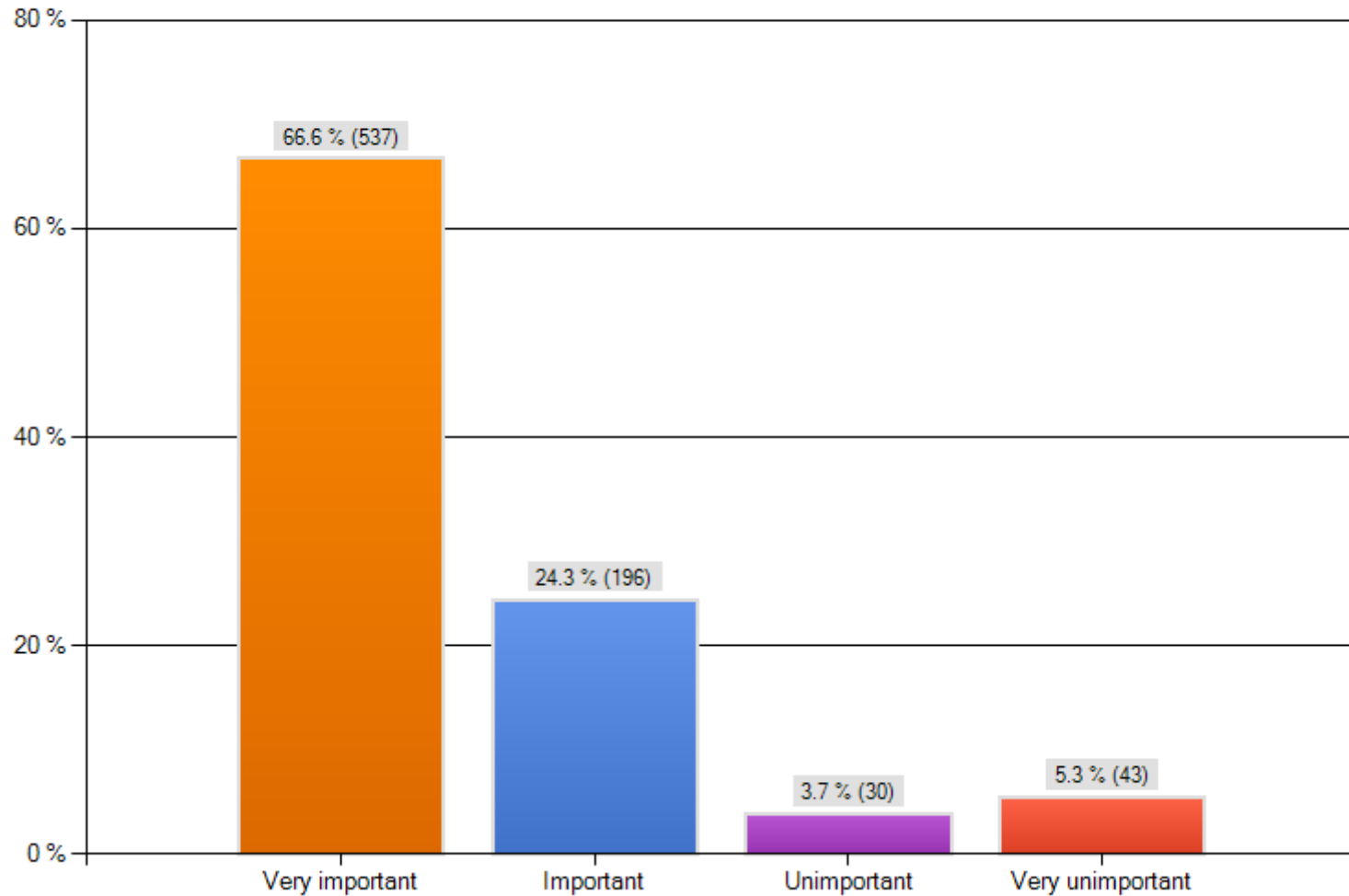
**An objective community member without ties to the Combined F&R System should be a part of the Combined F&R System governance structure.**



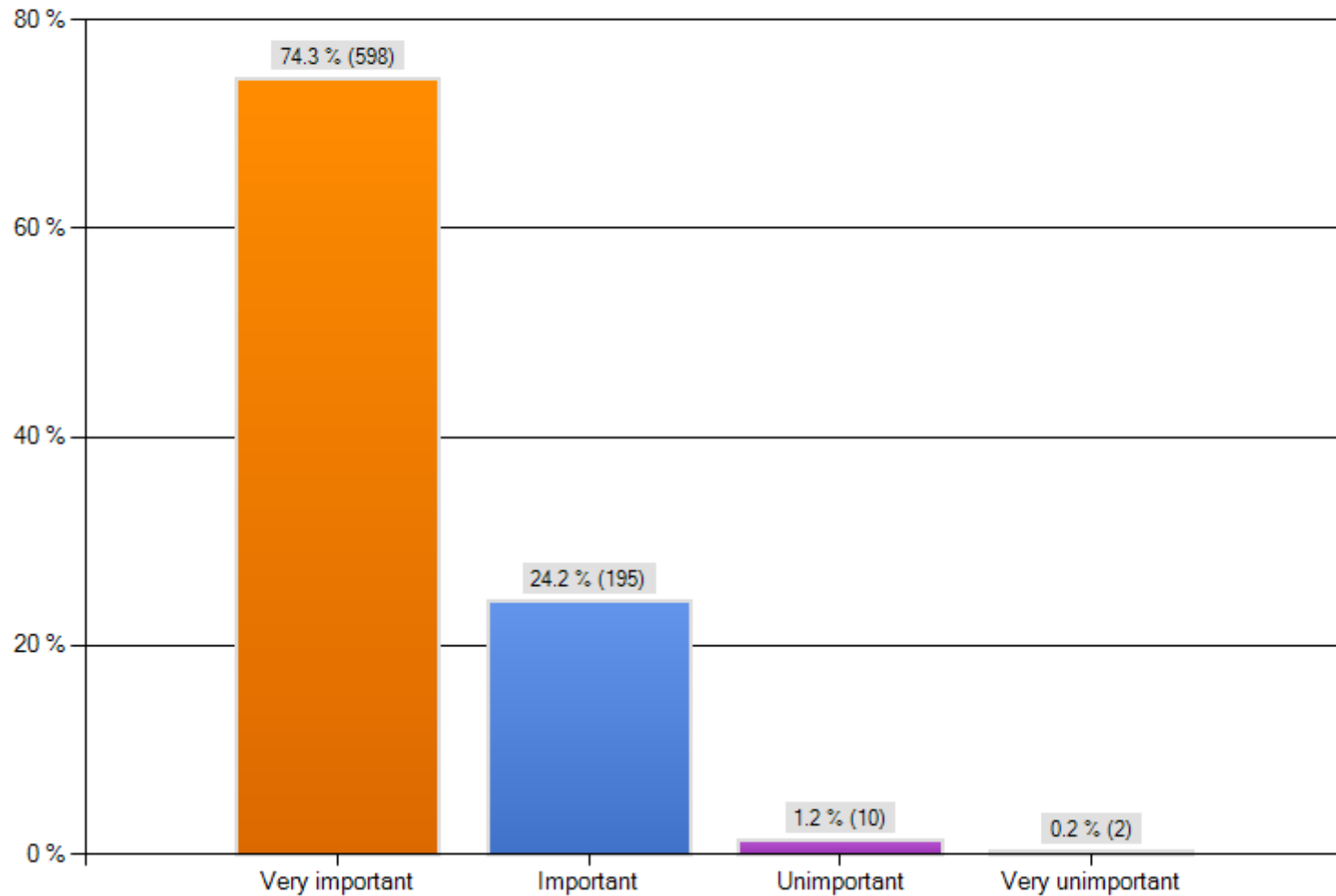
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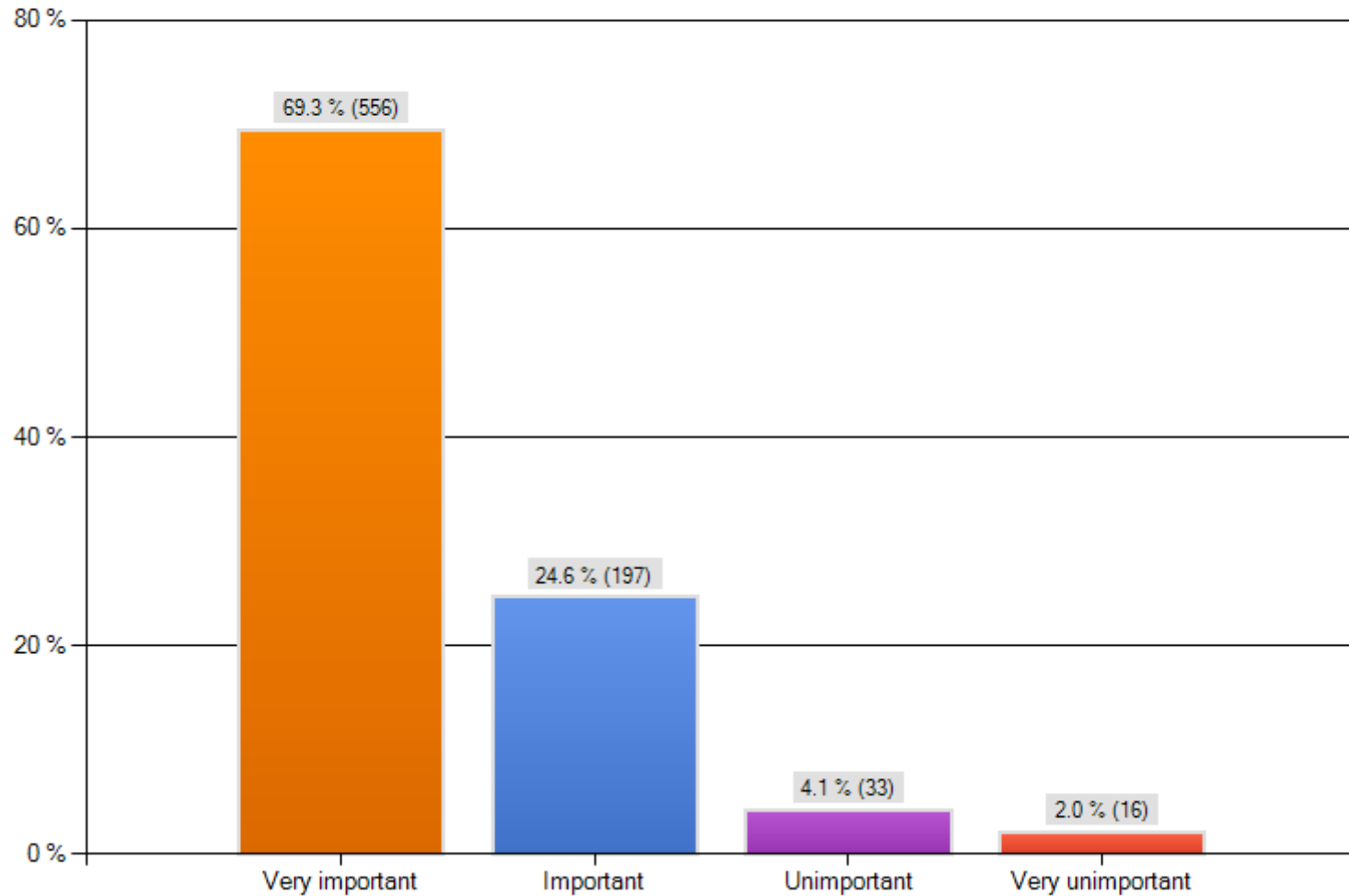
**Every volunteer company is responsible for their volunteer members compliance with all rules, regulations, policies and procedures for the Combined F&R System and that of their respective volunteer company.**



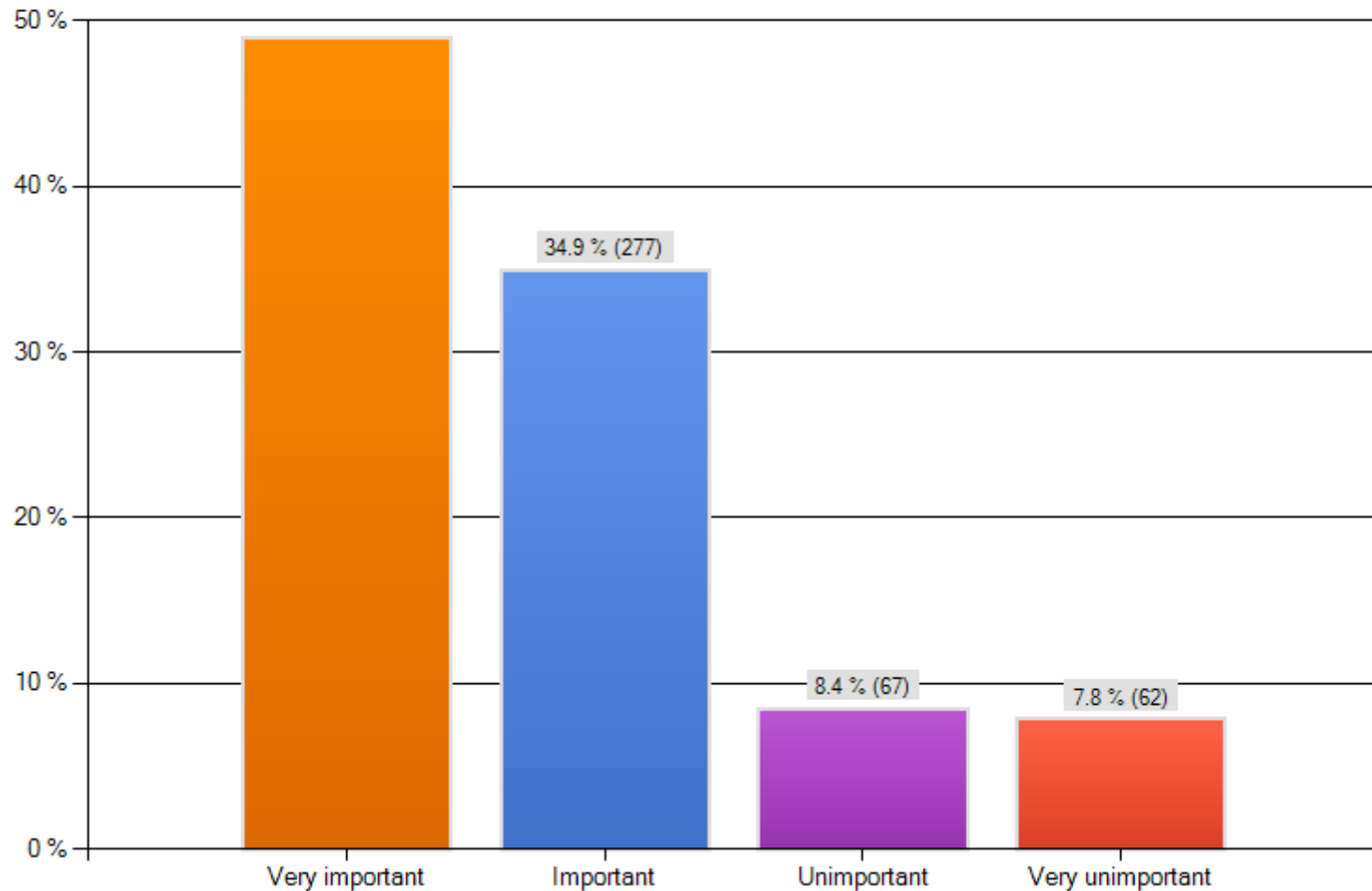
**The Department of Fire, Rescue, and Emergency Management (DFREM) is responsible for their employees (career members) compliance with all rules, regulations, policies and procedures for the Combined F&R System and that of the Department and county government.**



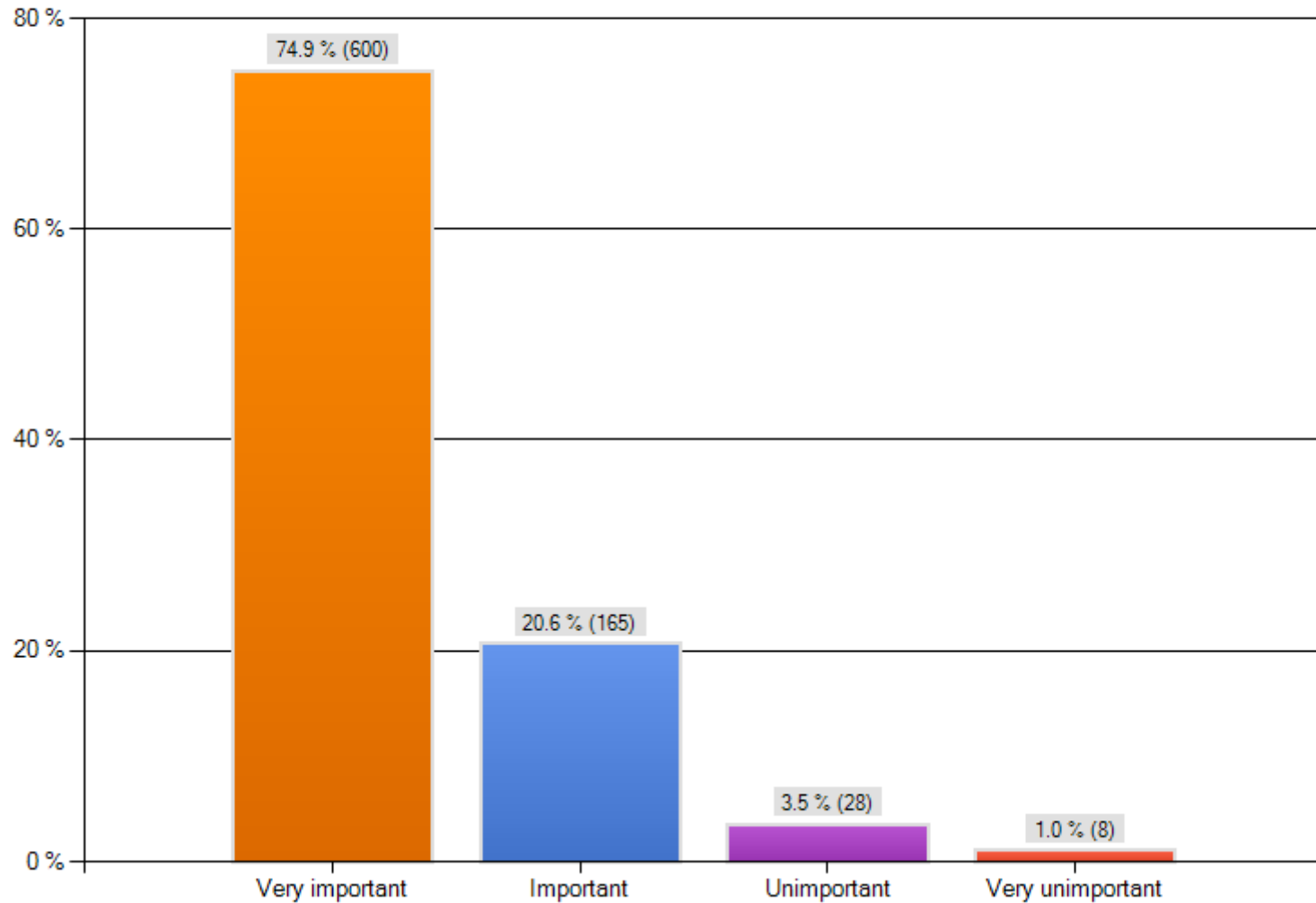
**With respect to Questions #10 and #11, there should be a minimum set of Combined F&R System rules, regulations, policies and procedures that all Combined F&R System members (career and volunteer members) should have to follow.**

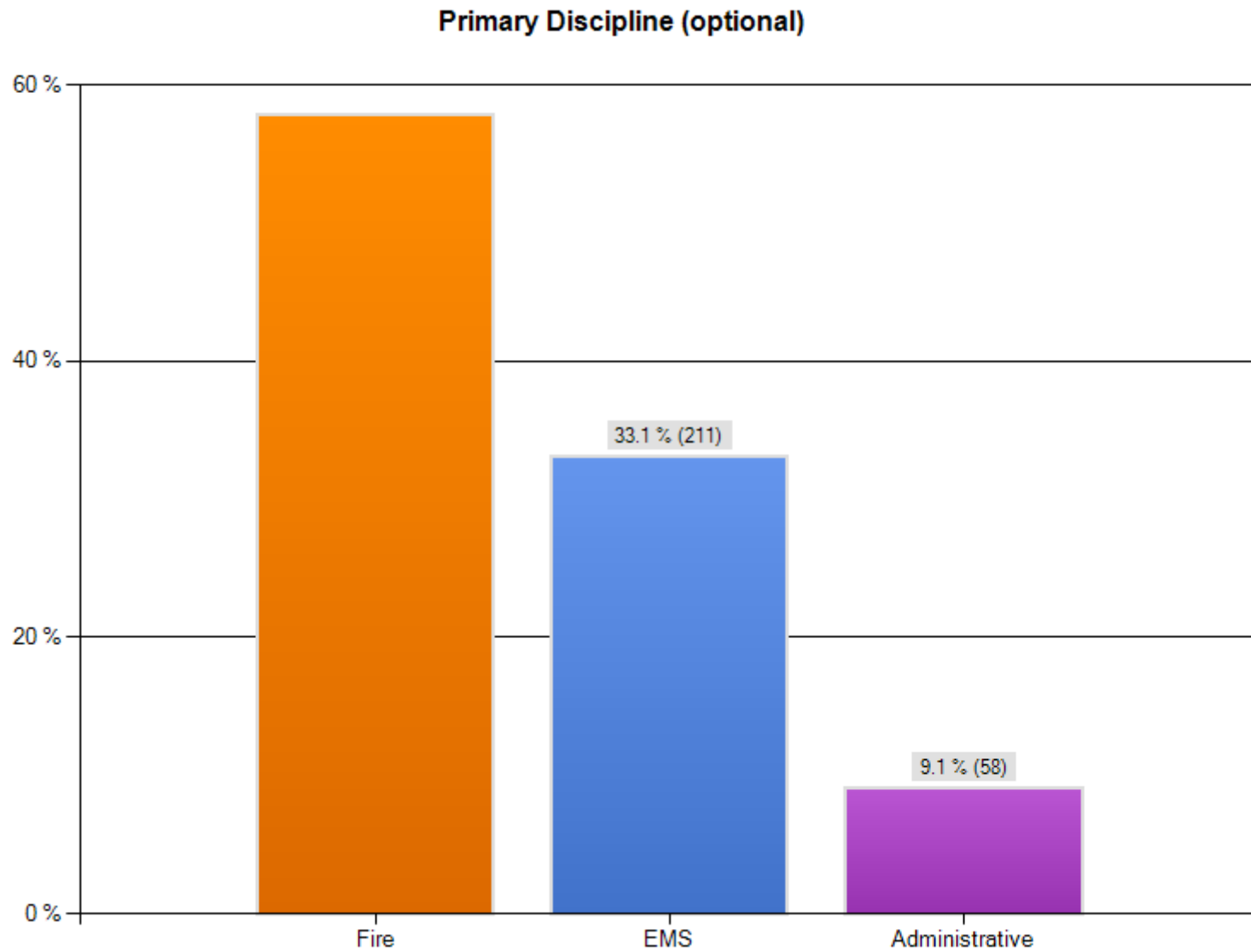


**A command officer of the Combined F&R System (volunteer or career) may relieve from duty any Combined F&R System member who demonstrates serious misconduct until a full investigation can be conducted by the member's home volunteer company (for volunteer members) or the Loudoun County DFREM (for career personnel).**



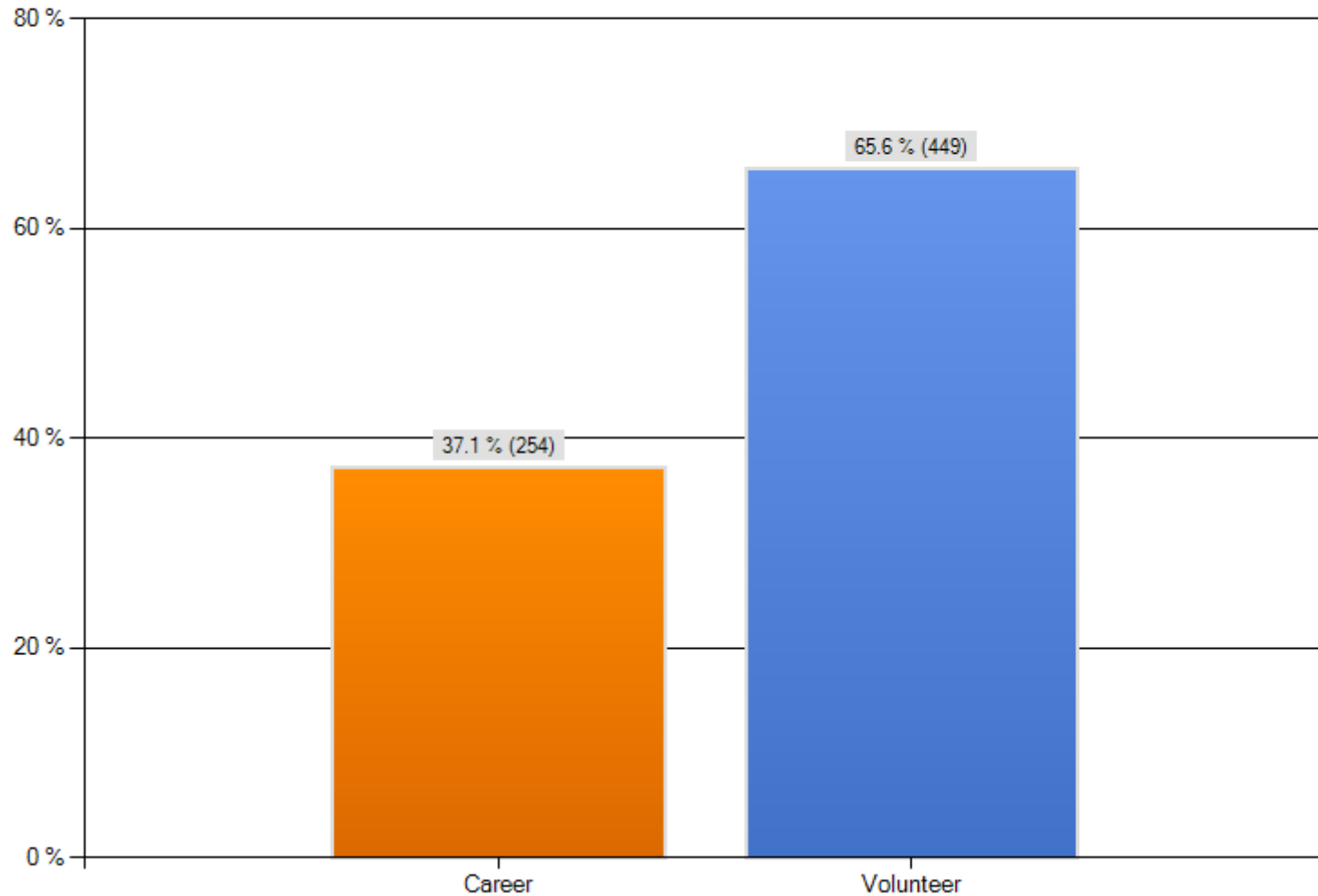
**Standard accounting principles including annual financial and budget reporting systems should be in place for management of all volunteer company finances.**



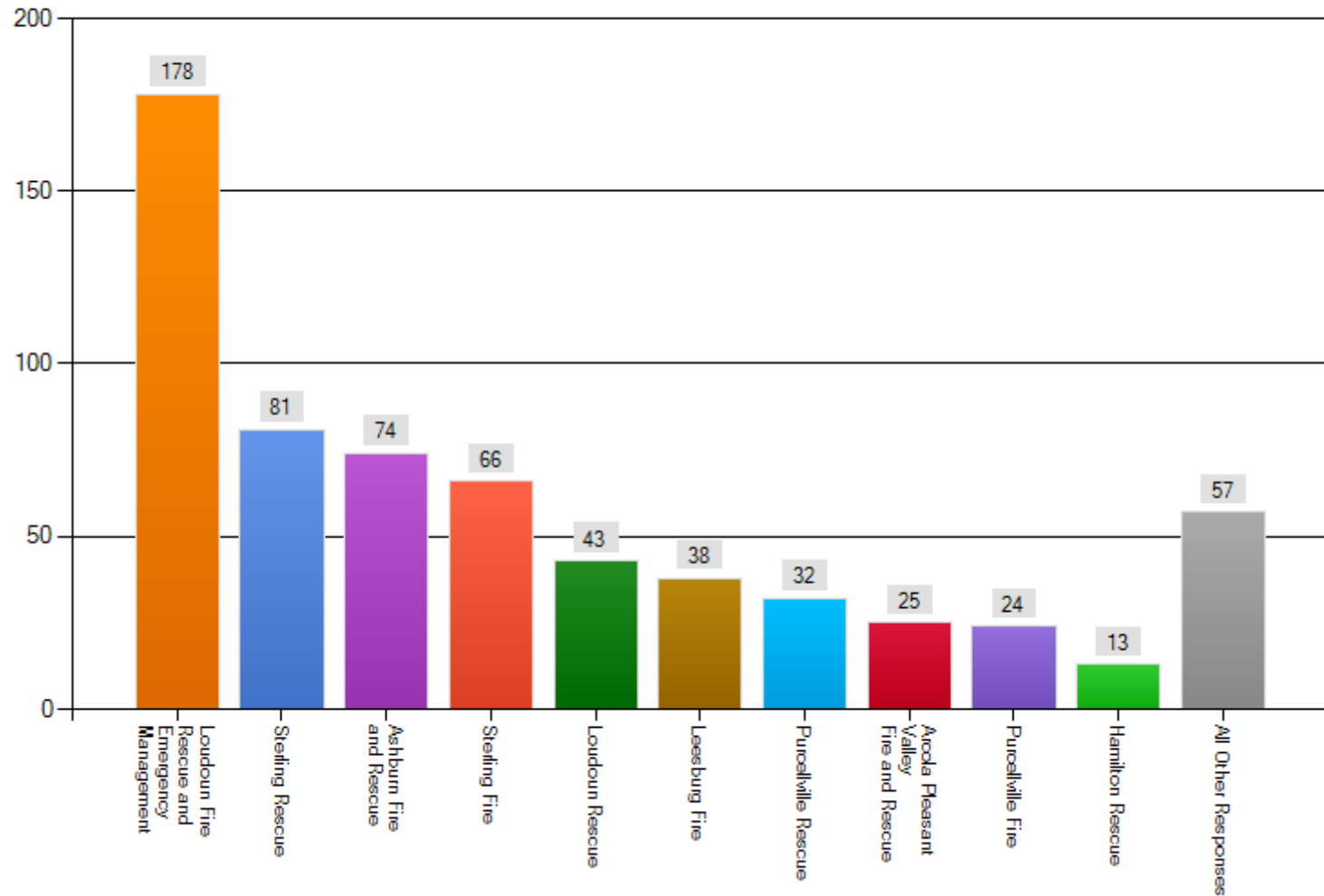




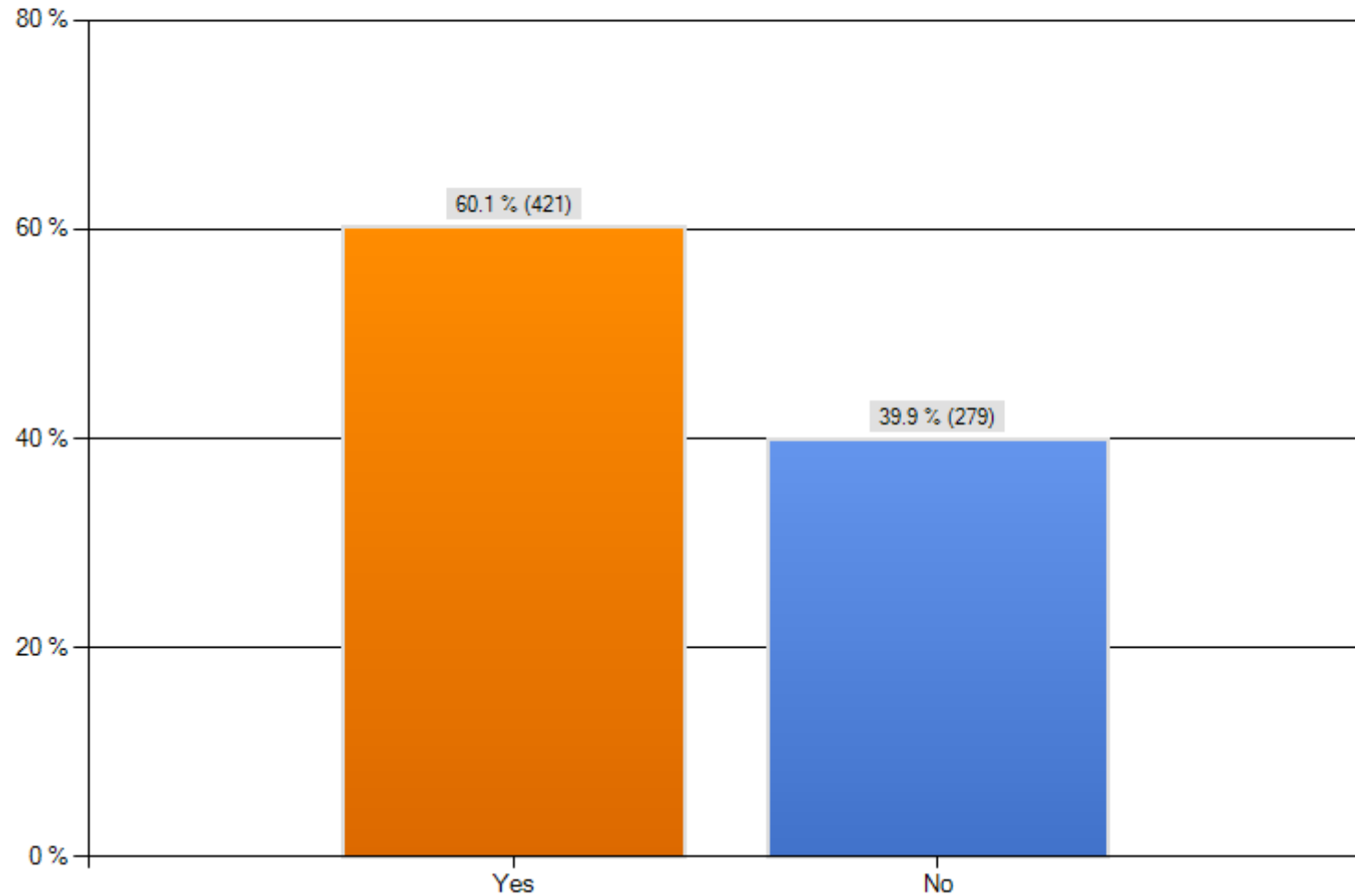
**Within the Combined F&R System, specify member type and select all that apply  
(optional)**



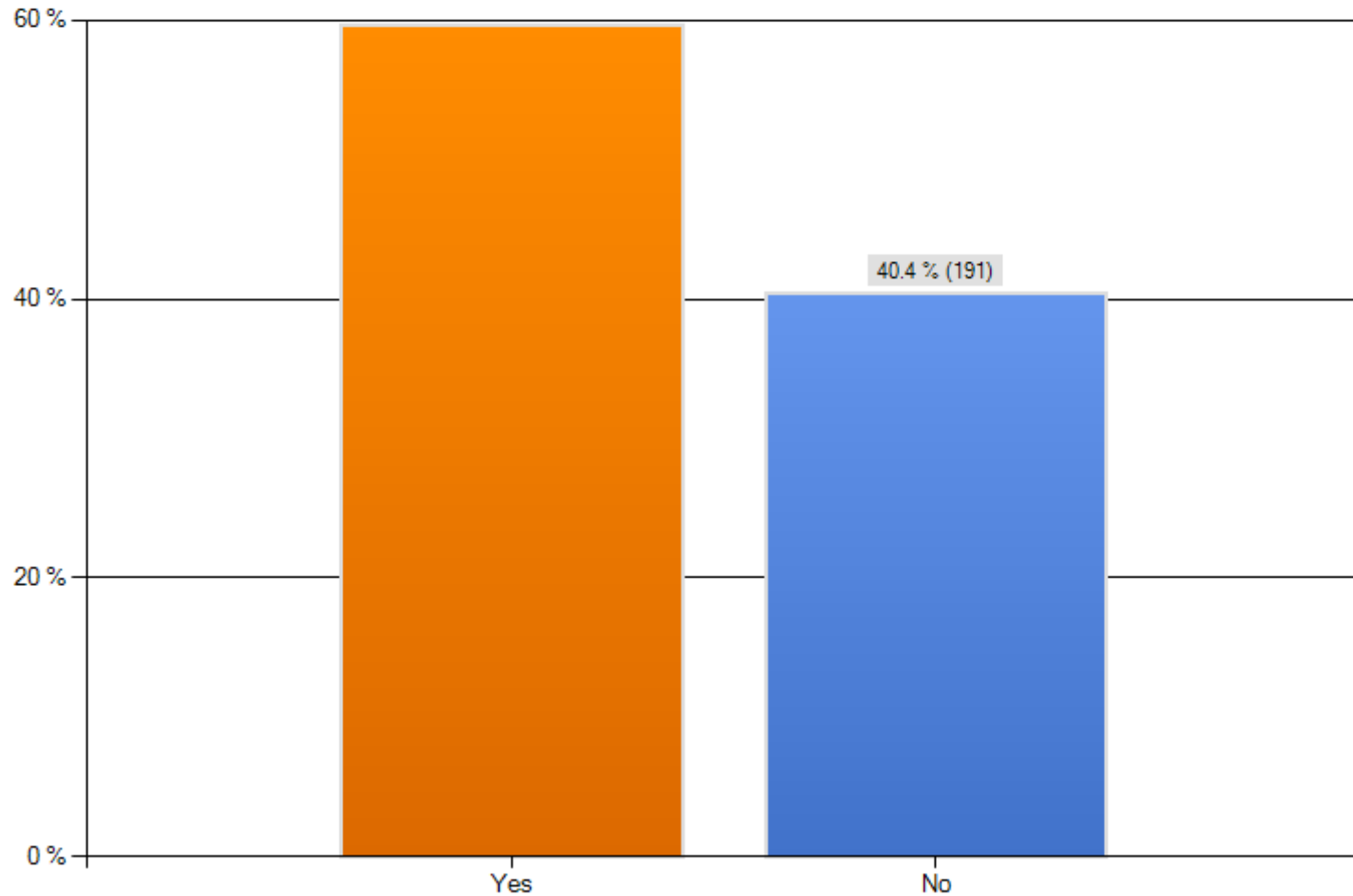
**Name of Current Volunteer Company Affiliations or Loudoun County Fire, Rescue and Emergency Management (FREM) (check all that apply) (optional)**

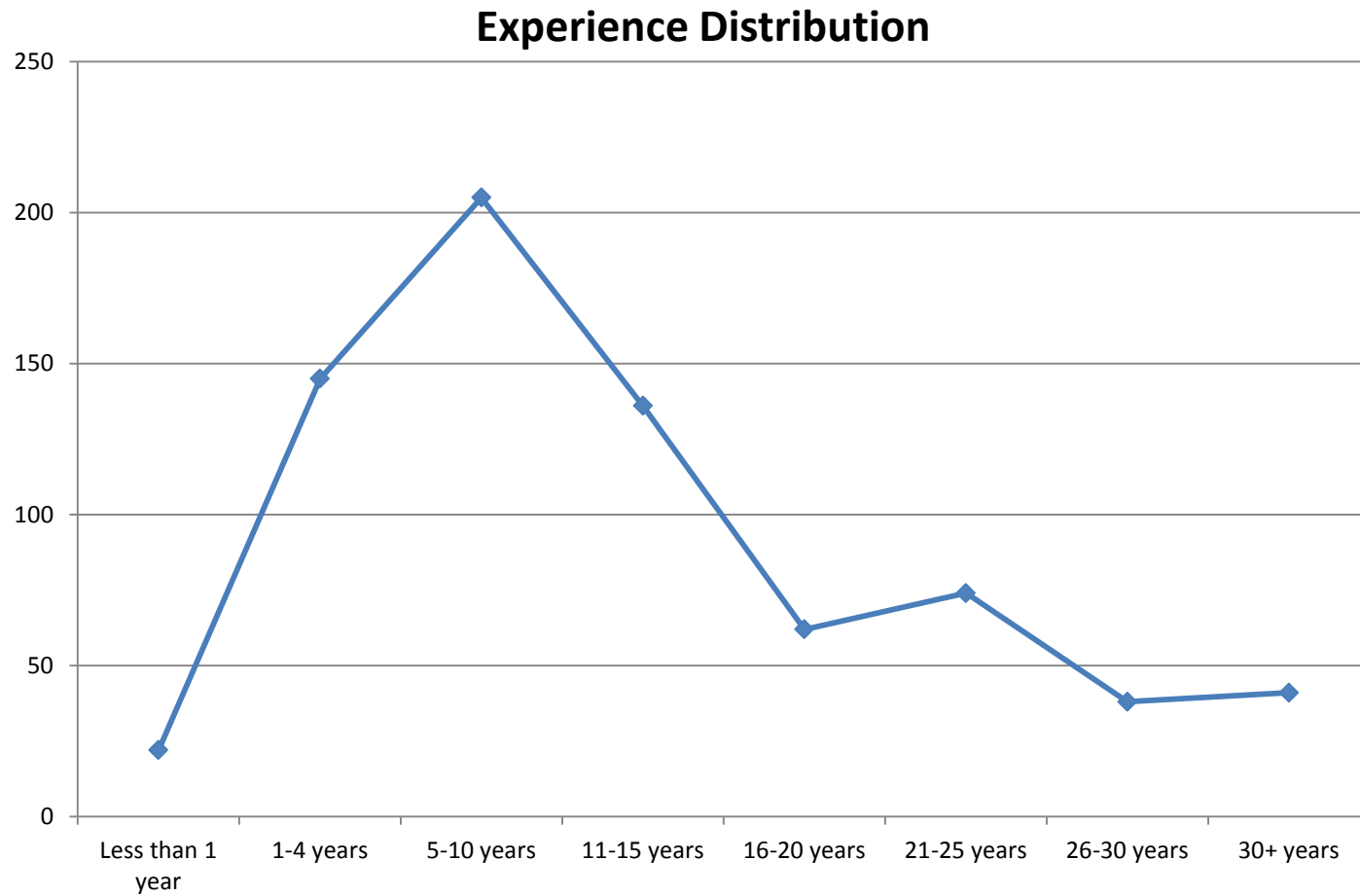


**For Combined F&R System members (career and volunteer) are you currently, or have ever been in a leadership position within your Department (career) or volunteer company (volunteer)? (optional)**



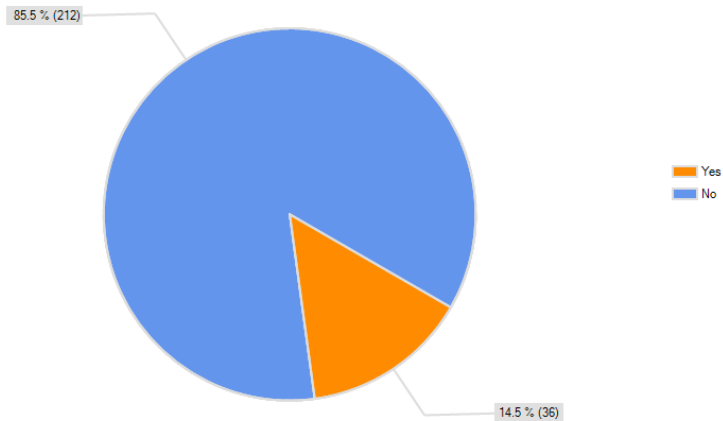
**For volunteer members in Loudoun County only (i.e., non-FREM career personnel), do you live within the first due service area of the volunteer company in which you volunteer in Loudoun County? (optional)**



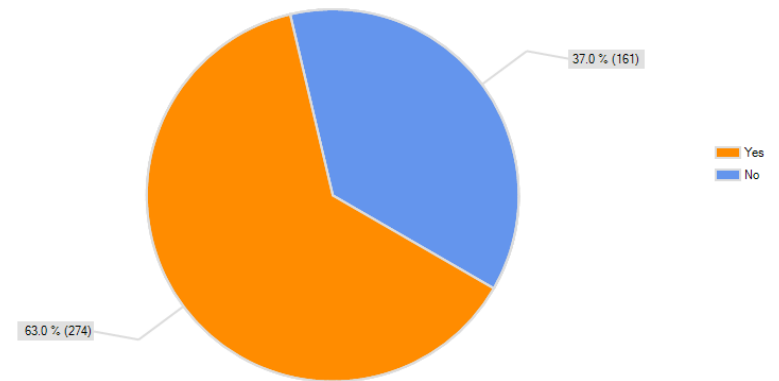


# Career / Volunteer

In your opinion, do you believe the current F&R Commission serves as an effective form of governance for the Combined F&R System?

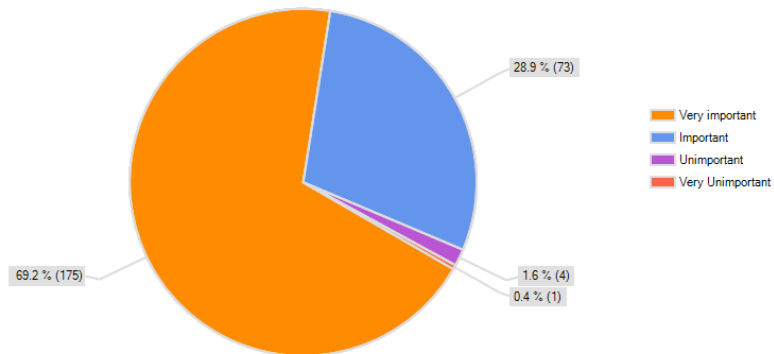


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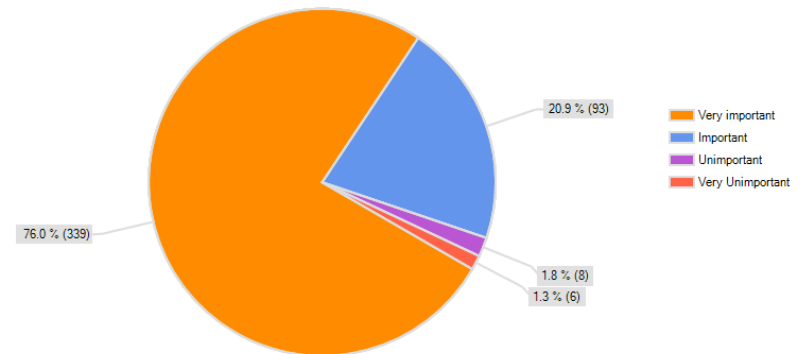


# Career / Volunteer

The Combined F&R System governance structure should give equal importance to both Fire and EMS disciplines.

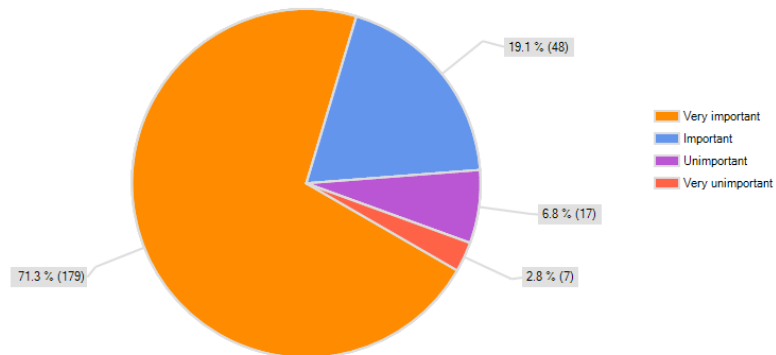


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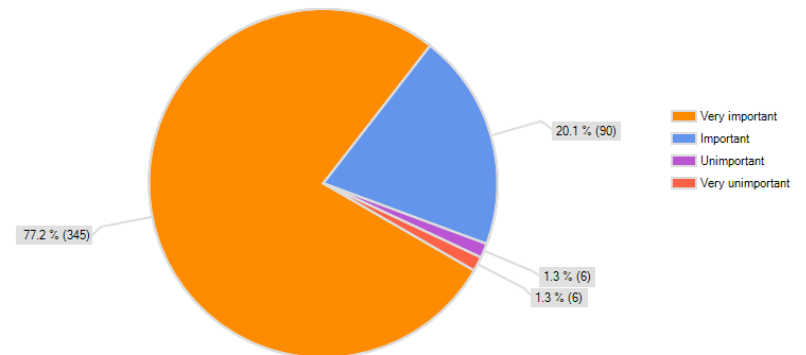


# Career / Volunteer

The Combined F&R System governance structure should give equal importance to career and volunteer company members.



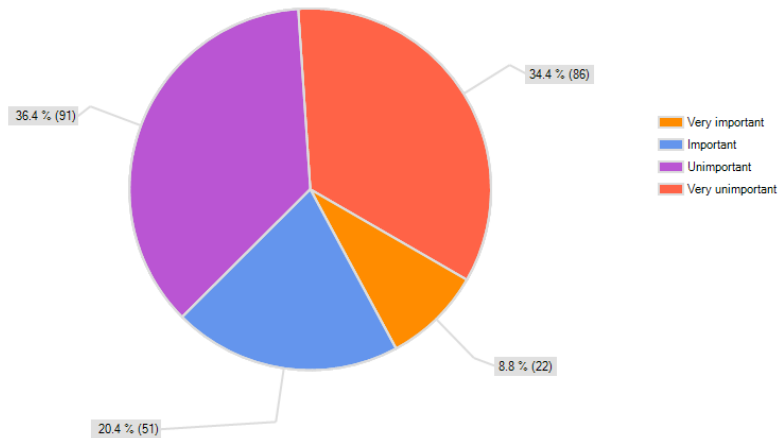
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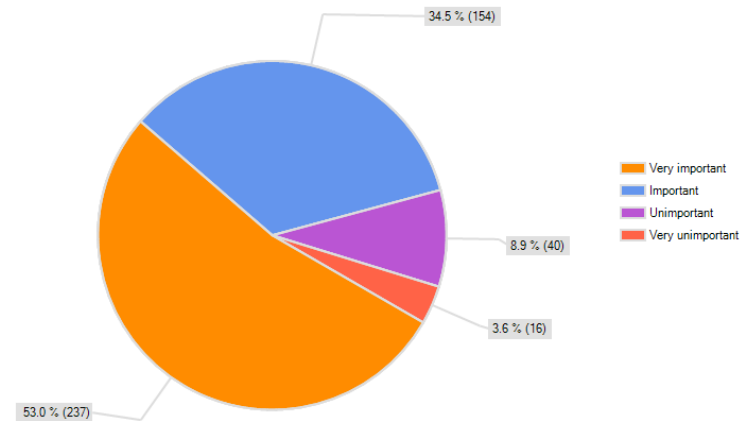


# Career / Volunteer

Volunteer fire and rescue company presidents should be a part of the Combined F&R System governance structure.

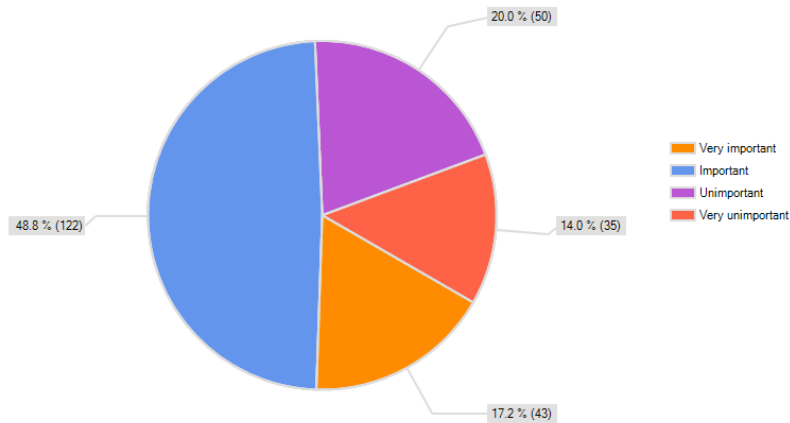


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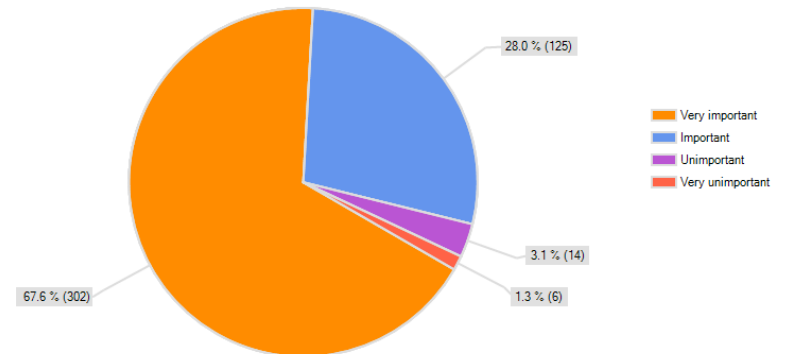


# Career / Volunteer

Volunteer fire chiefs should be a part of a Combined F&R System governance structure.

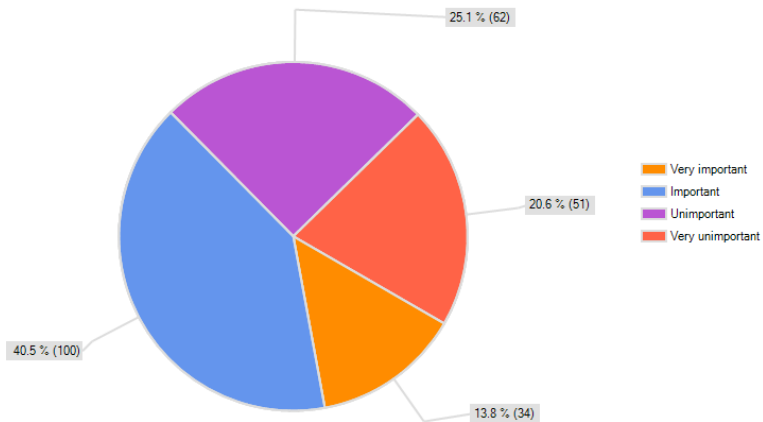


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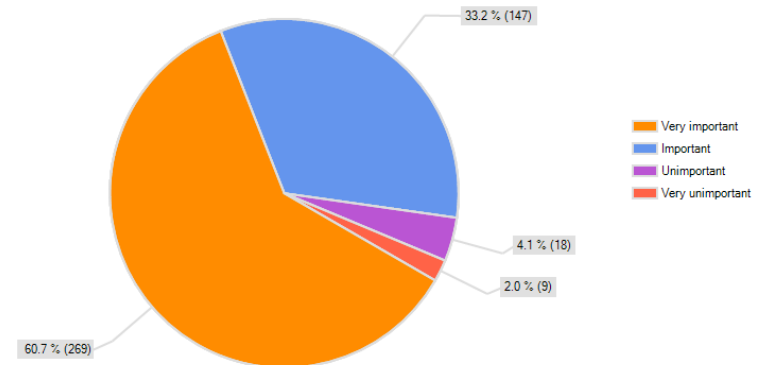


# Career / Volunteer

Volunteer rescue (EMS) chiefs should be a part of a Combined F&R System governance structure.

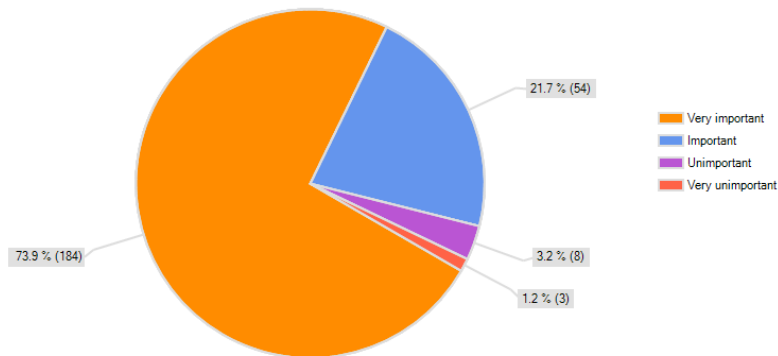


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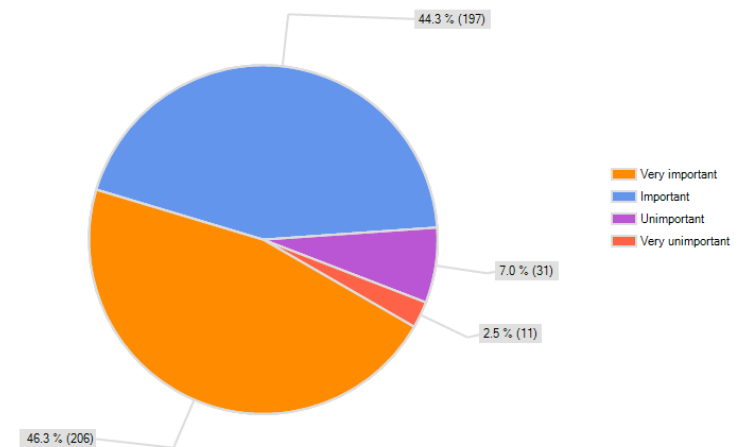


# Career / Volunteer

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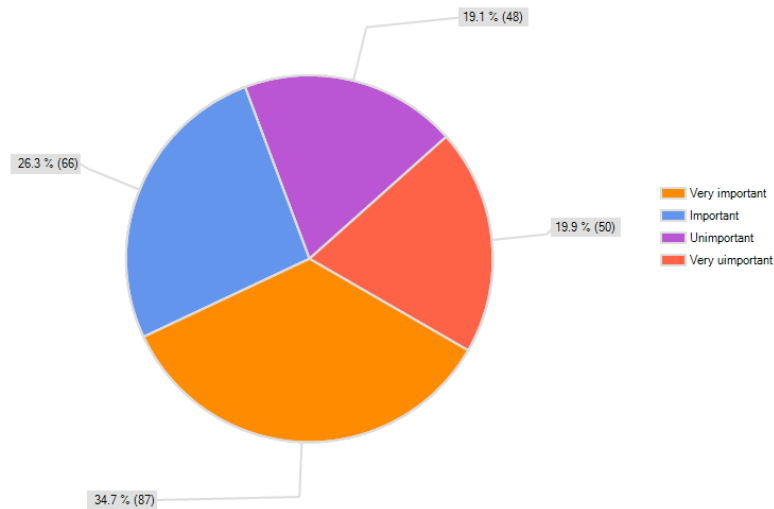


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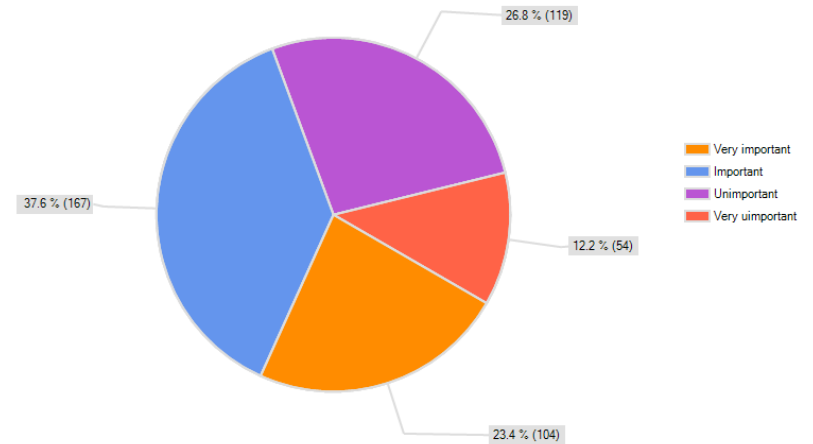


# Career / Volunteer

An objective community member without ties to the Combined F&R System should be a part of the Combined F&R System governance structure.

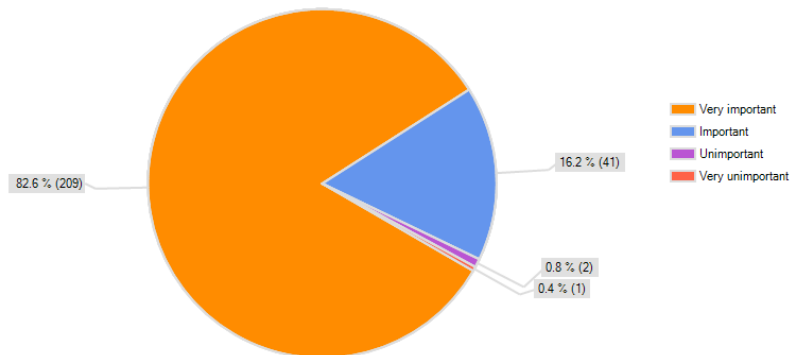


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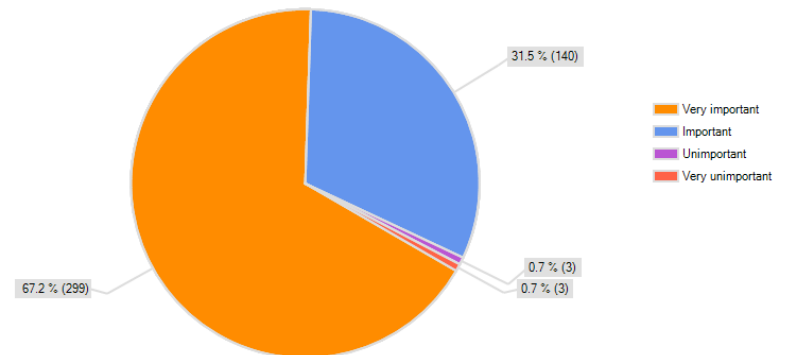


# Career / Volunteer

An effective Combined F&R System governance structure should include a system of checks and balances to ensure effective development and administration of policy.

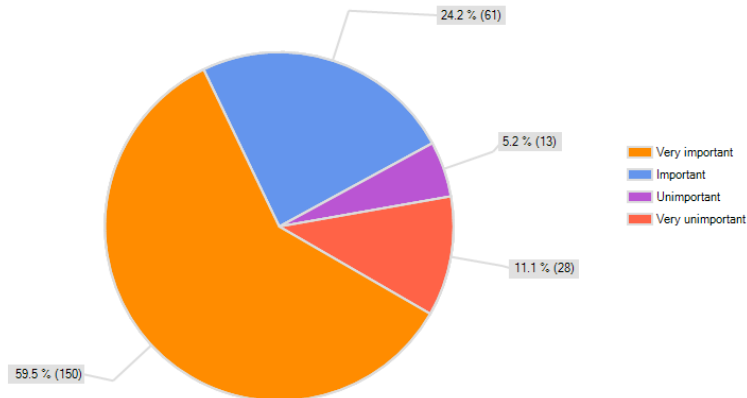


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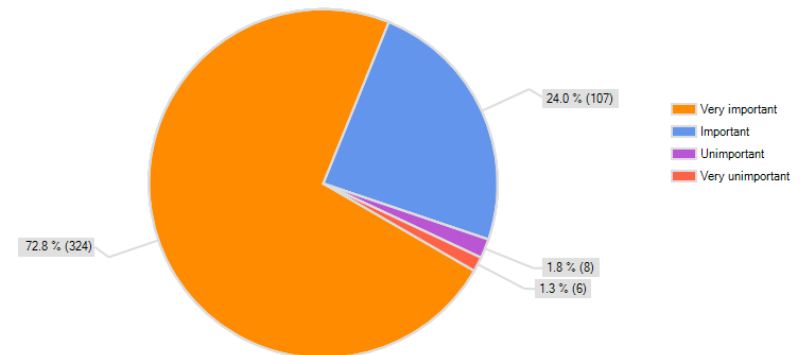


# Career / Volunteer

Every volunteer company is responsible for their volunteer members compliance with all rules, regulations, policies and procedures for the Combined F&R System and that of their respective volunteer company.

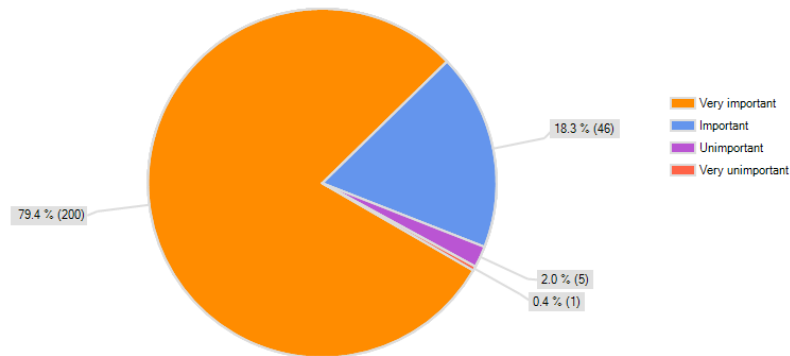


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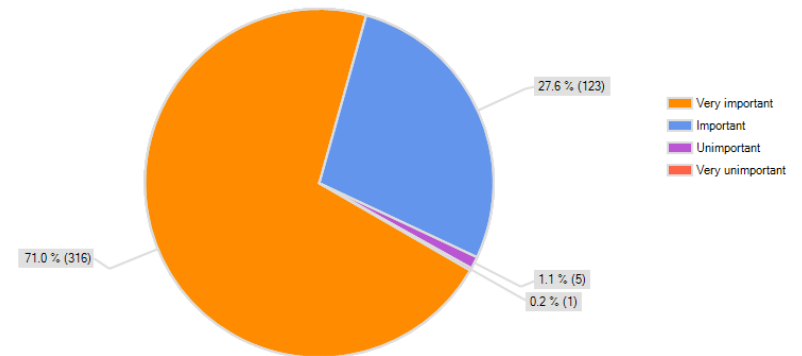


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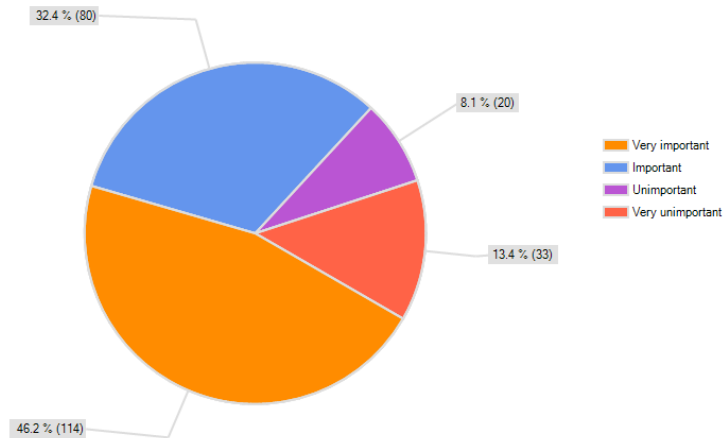
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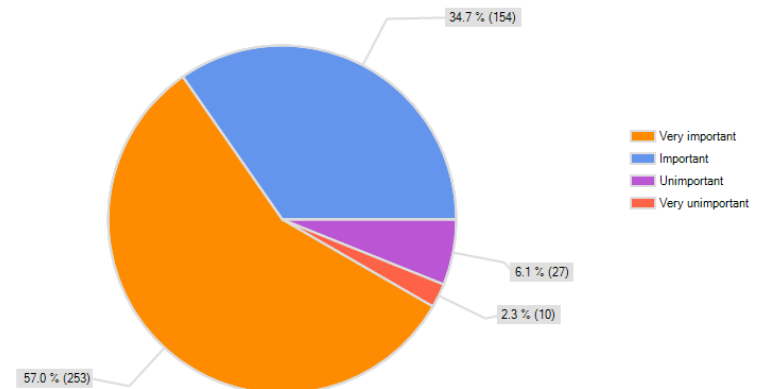


# Career / Volunteer

A command officer of the Combined F&R System (volunteer or career) may relieve from duty any Combined F&R System member who demonstrates serious misconduct until a full investigation can be conducted by the member's home volunteer company (for volunteer members) or the Loudoun County DFREM (for career personnel).

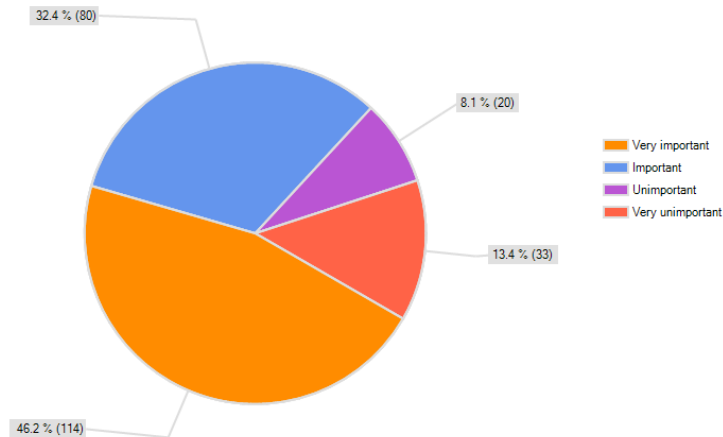


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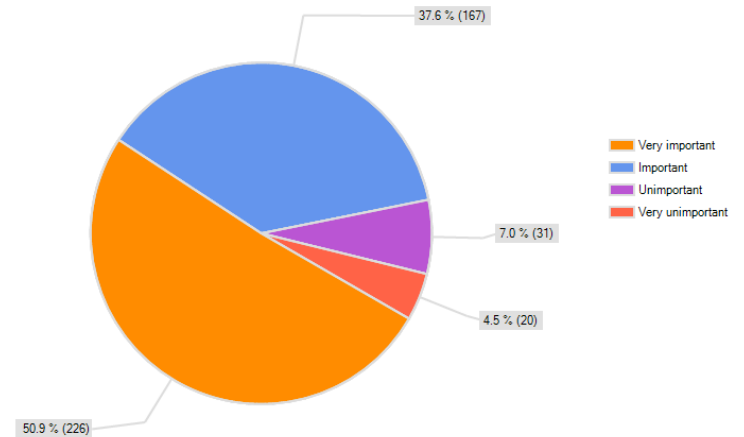


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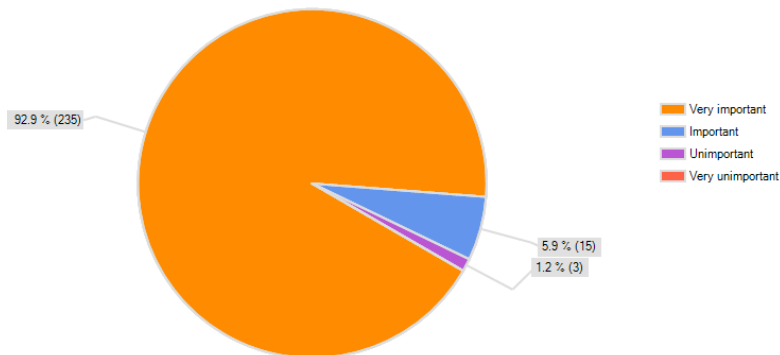


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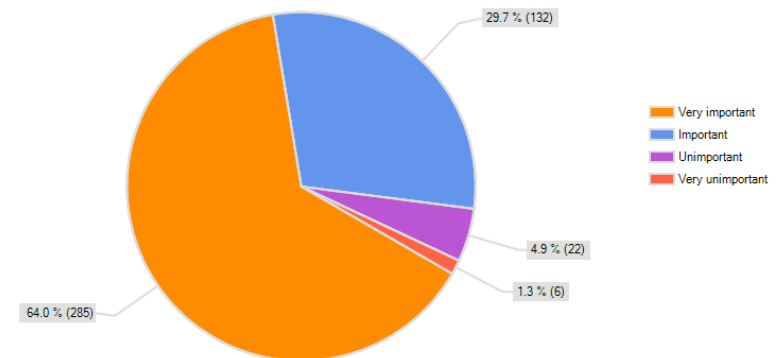


# Career / Volunteer

Standard accounting principles including annual financial and budget reporting systems should be in place for management of all volunteer company finances.

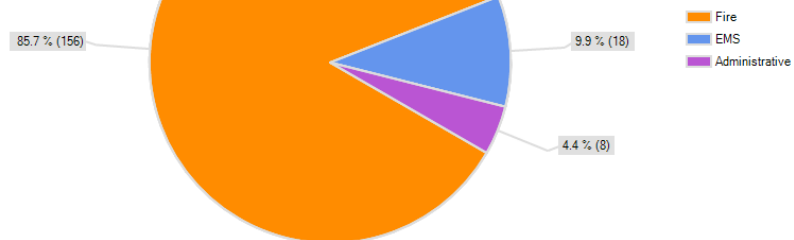


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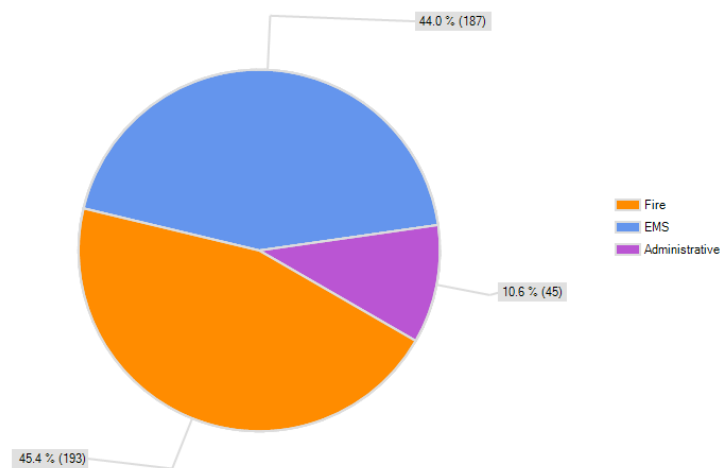


# Career / Volunteer

Primary Discipline (optional)

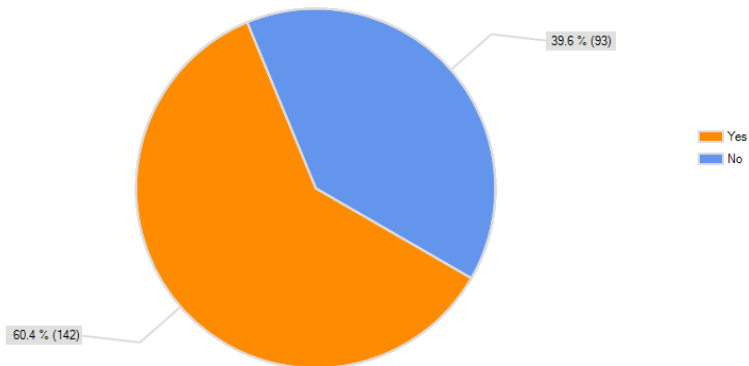


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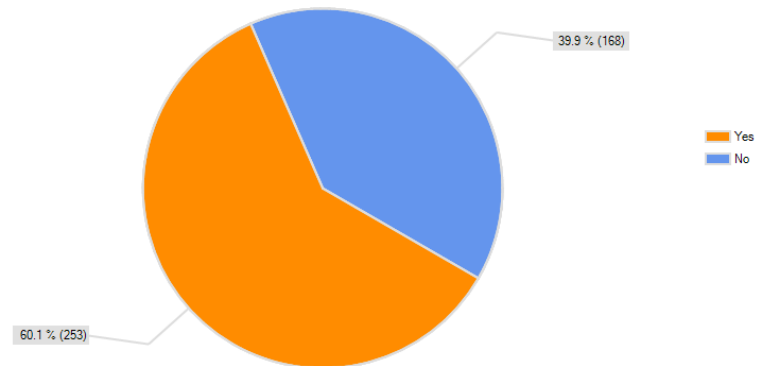


# Career / Volunteer

For Combined F&R System members (career and volunteer) are you currently, or have ever been in a leadership position within your Department (career) or volunteer company (volunteer)? (optional)

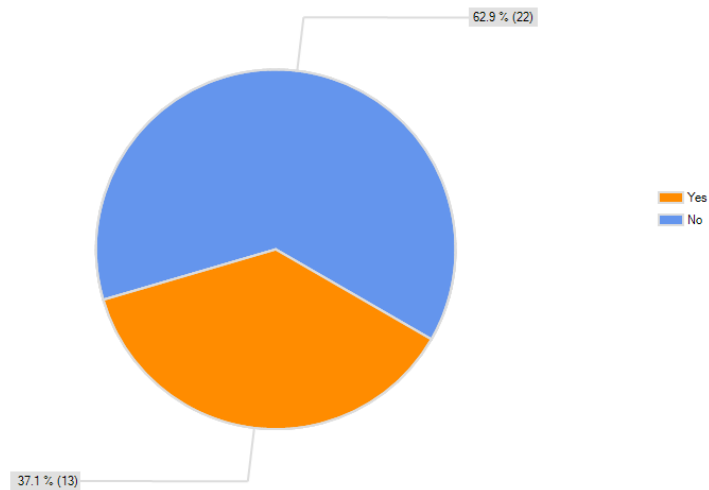


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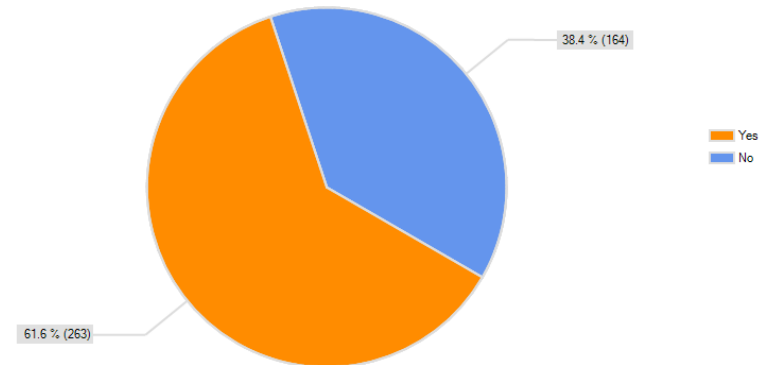


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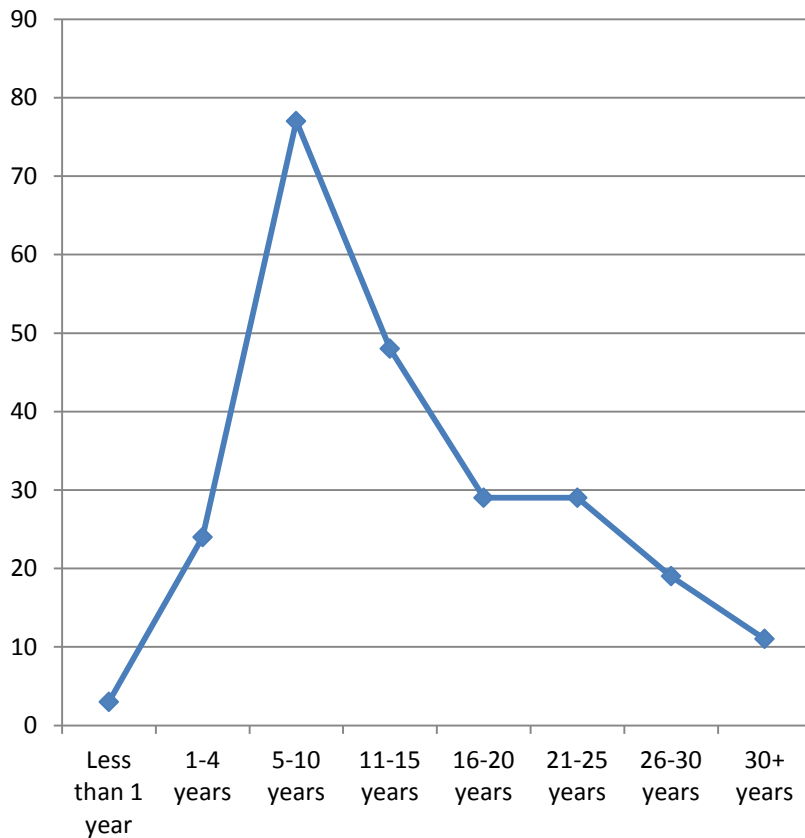


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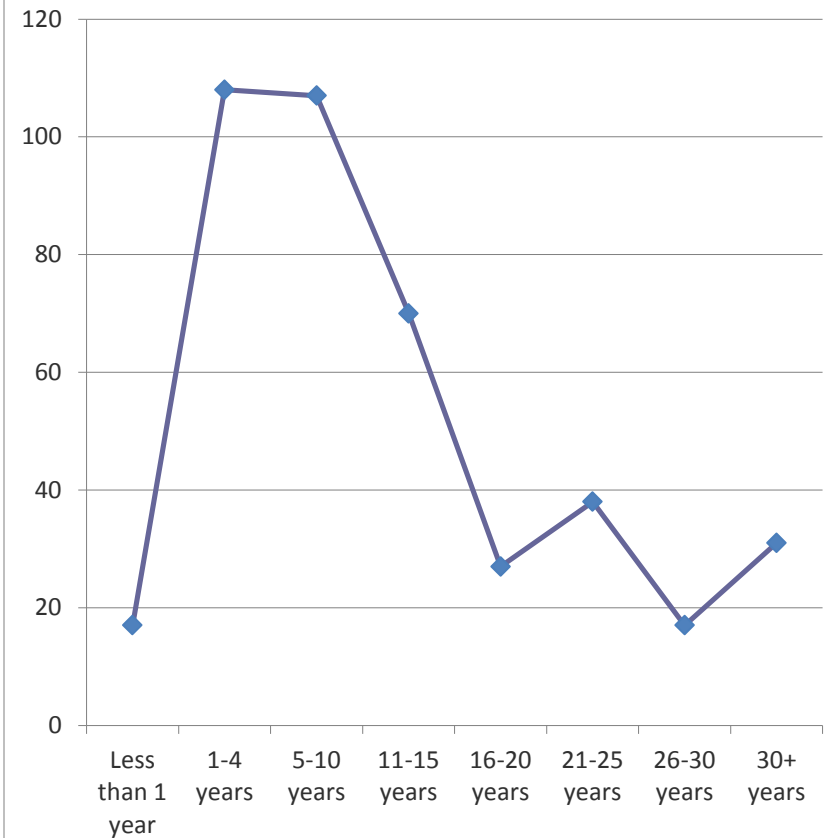


# Career / Volunteer

## Experience Distribution

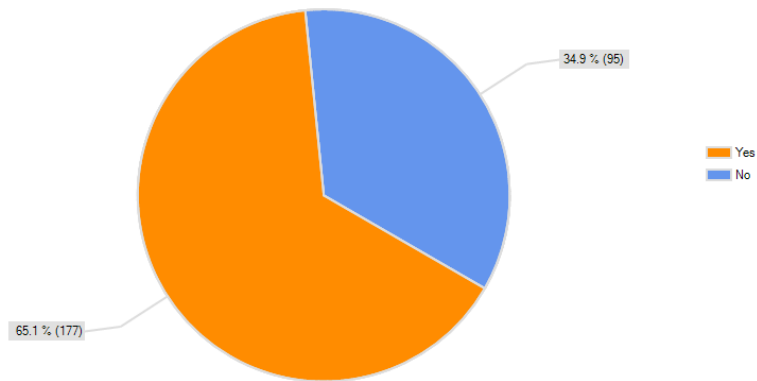


## Experience Distribution

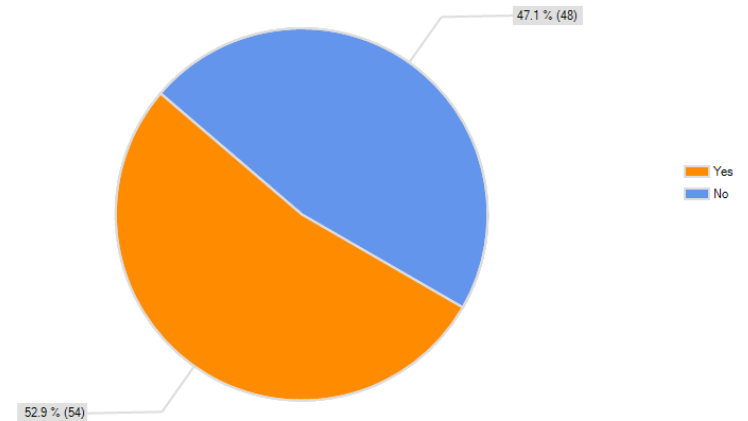


# East / West

In your opinion, do you believe the current F&R Commission serves as an effective form of governance for the Combined F&R System?



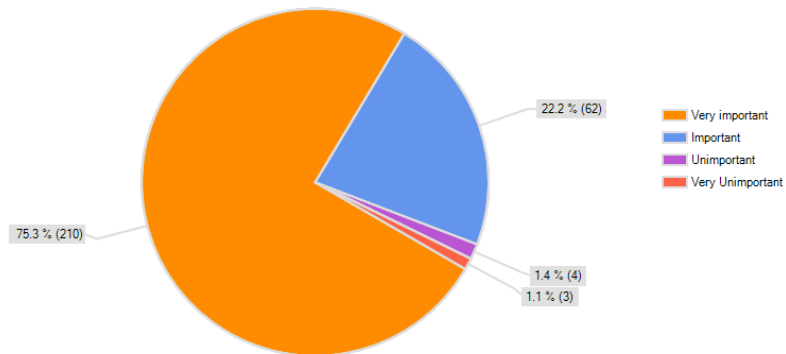
In your opinion, do you believe the current F&R Commission serves as an effective form of governance for the Combined F&R System?



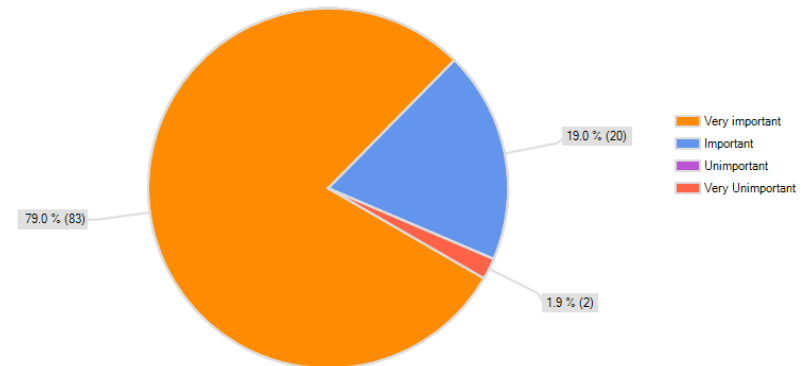


# East / West

The Combined F&R System governance structure should give equal importance to both Fire and EMS disciplines.

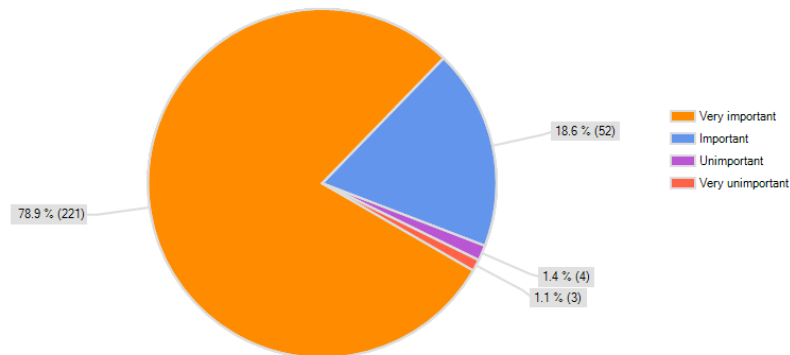


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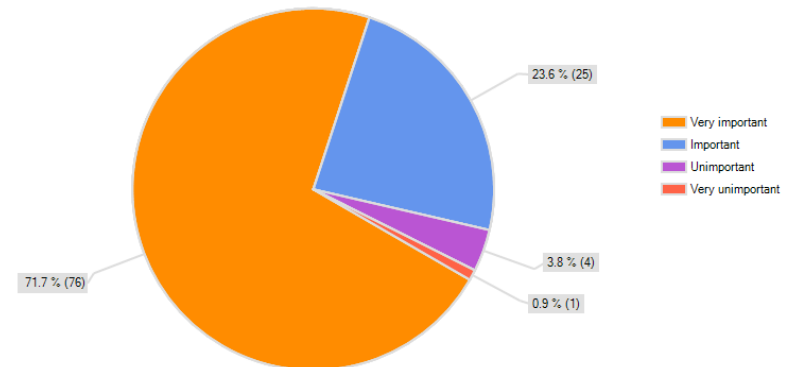


# East / West

The Combined F&R System governance structure should give equal importance to career and volunteer company members.

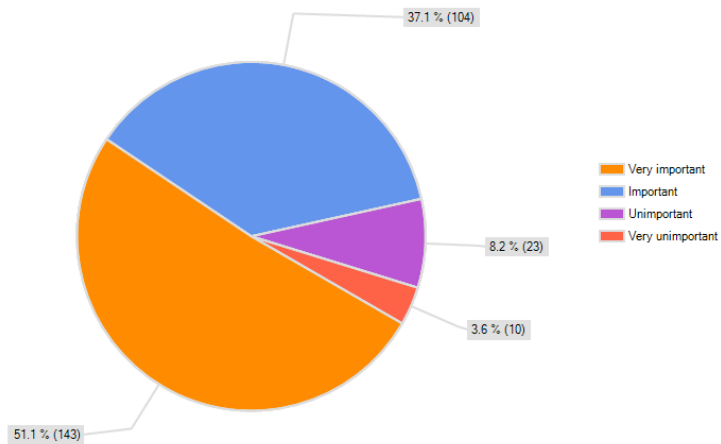


The Combined F&R System governance structure should give equal importance to career and volunteer company members.

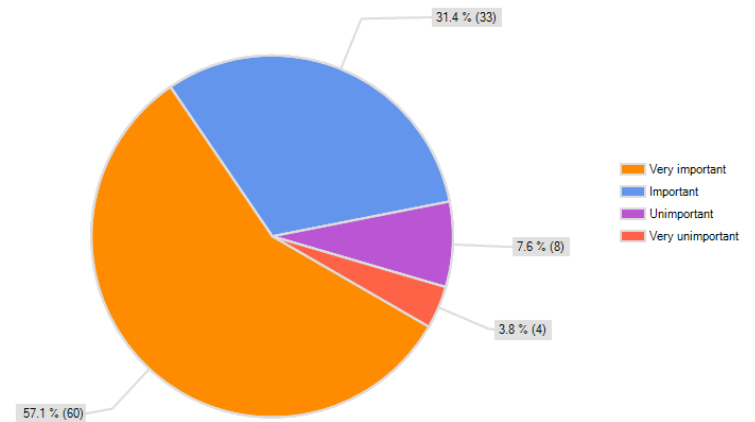


# East / West

Volunteer fire and rescue company presidents should be a part of the Combined F&R System governance structure.

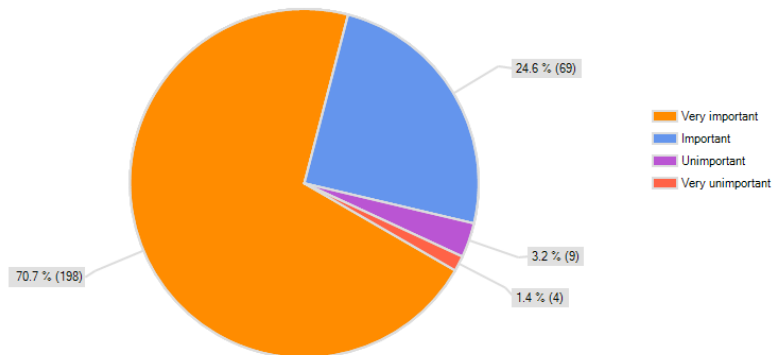


Volunteer fire and rescue company presidents should be a part of the Combined F&R System governance structure.

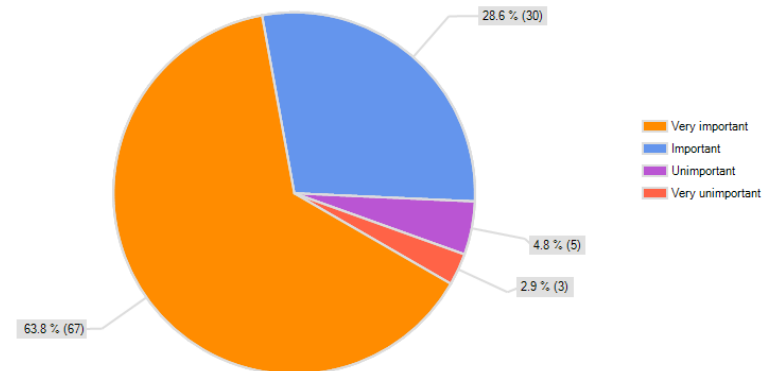


# East / West

Volunteer fire chiefs should be a part of a Combined F&R System governance structure.

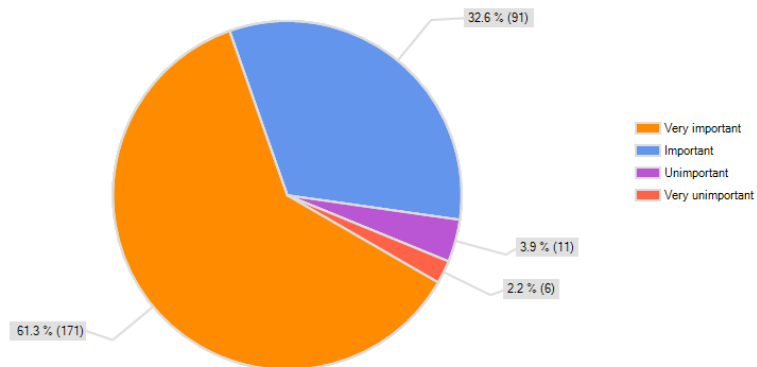


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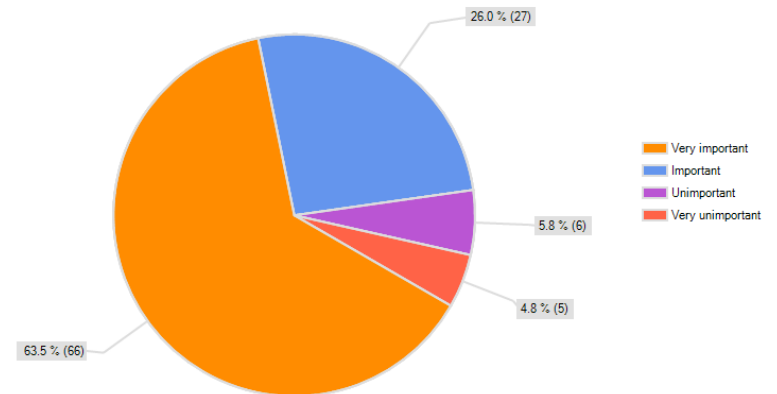


# East / West

Volunteer rescue (EMS) chiefs should be a part of a Combined F&R System governance structure.

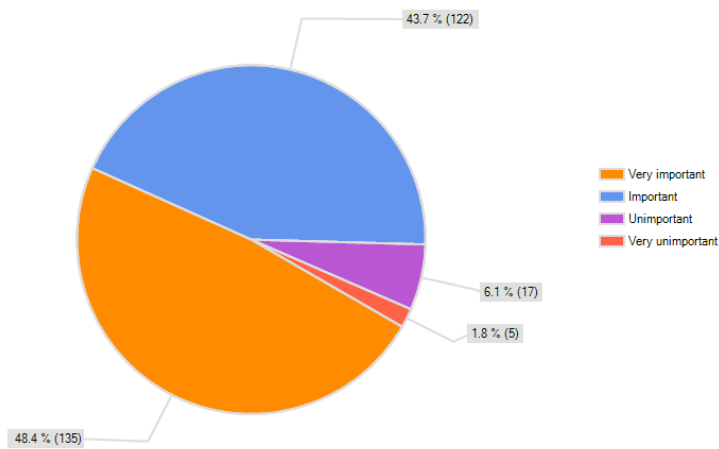


Volunteer rescue (EMS) chiefs should be a part of a Combined F&R System governance structure.

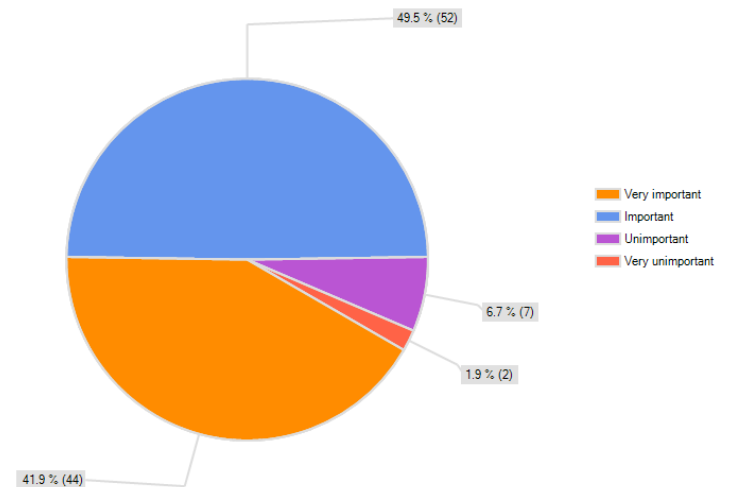


# East / West

Loudoun County career fire and rescue personnel (administrative, fire and EMS) should be a part of a Combined F&R System governance structure.

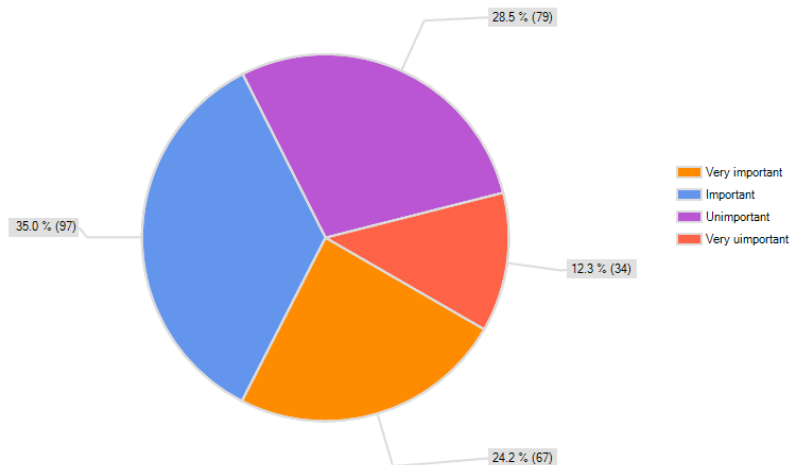


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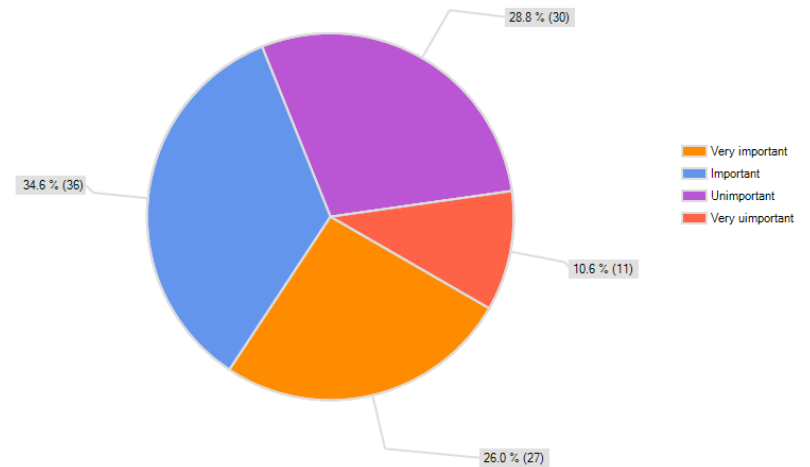


# East / West

An objective community member without ties to the Combined F&R System should be a part of the Combined F&R System governance structure.

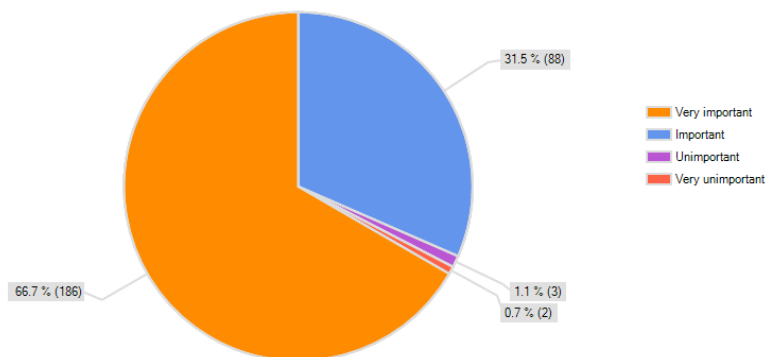


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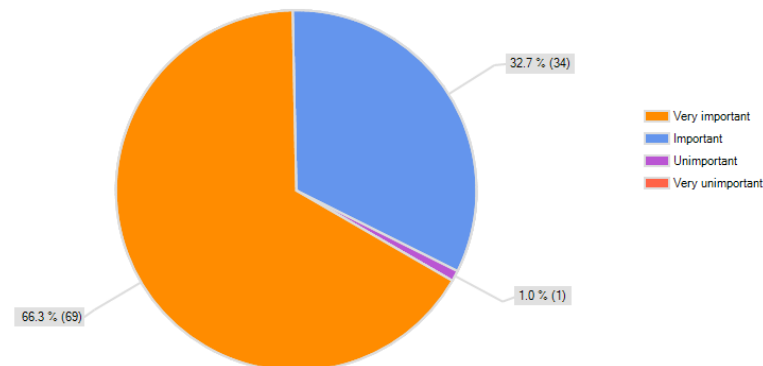


# East / West

An effective Combined F&R System governance structure should include a system of checks and balances to ensure effective development and administration of policy.



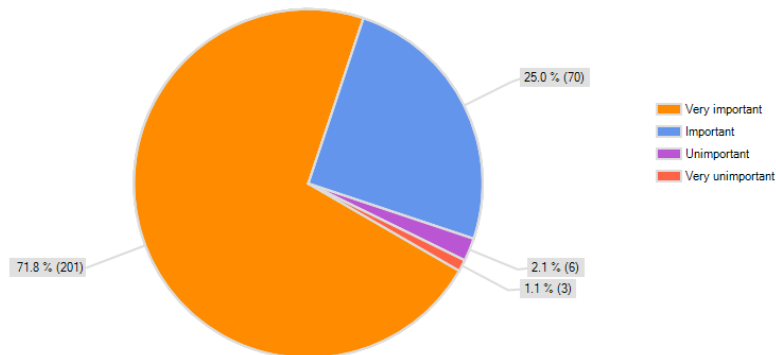
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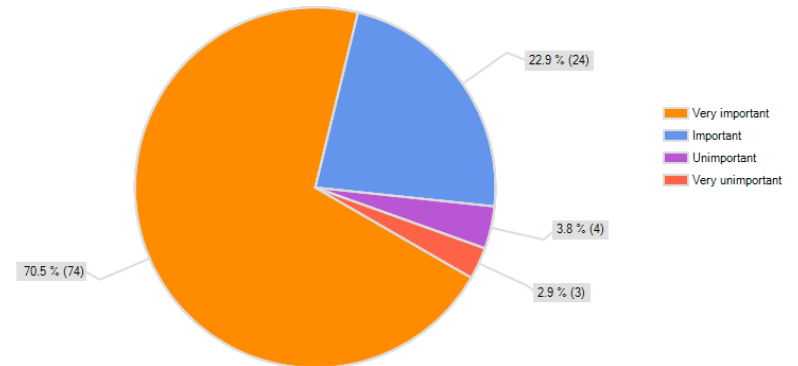


# East / West

Every volunteer company is responsible for their volunteer members compliance with all rules, regulations, policies and procedures for the Combined F&R System and that of their respective volunteer company.

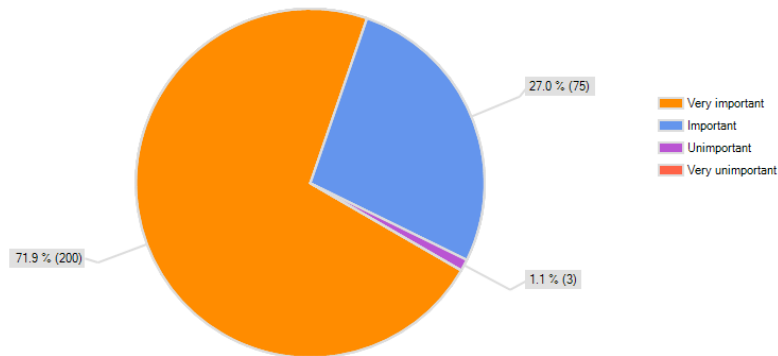


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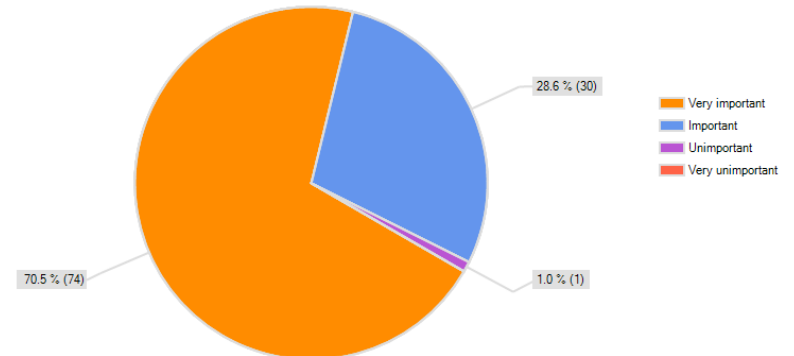


# East / West

The Department of Fire, Rescue, and Emergency Management (DFREM) is responsible for their employees (career members) compliance with all rules, regulations, policies and procedures for the Combined F&R System and that of the Department and county government.

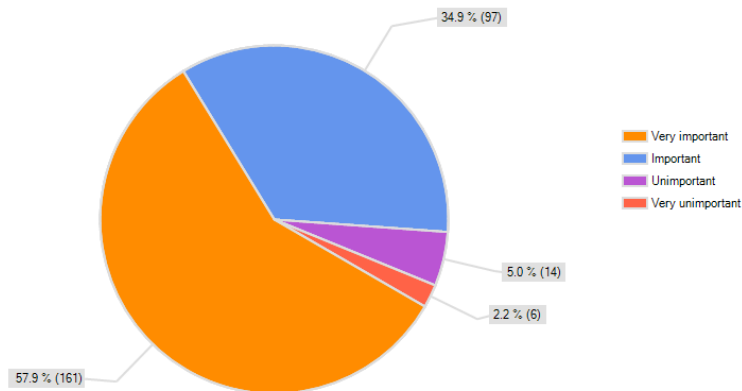


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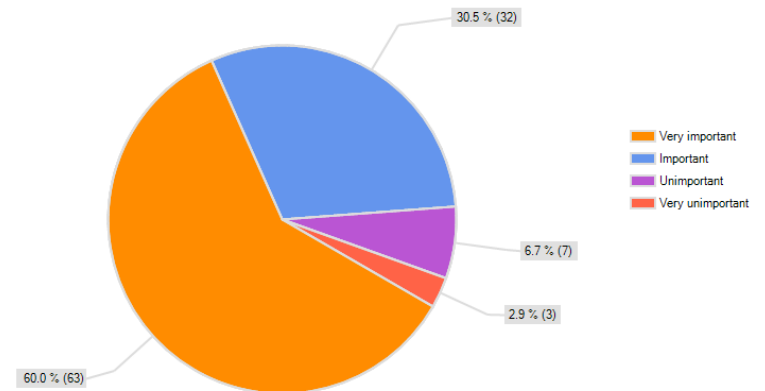


# East / West

With respect to Questions #10 and #11, there should be a minimum set of Combined F&R System rules, regulations, policies and procedures that all Combined F&R System members (career and volunteer members) should have to follow.

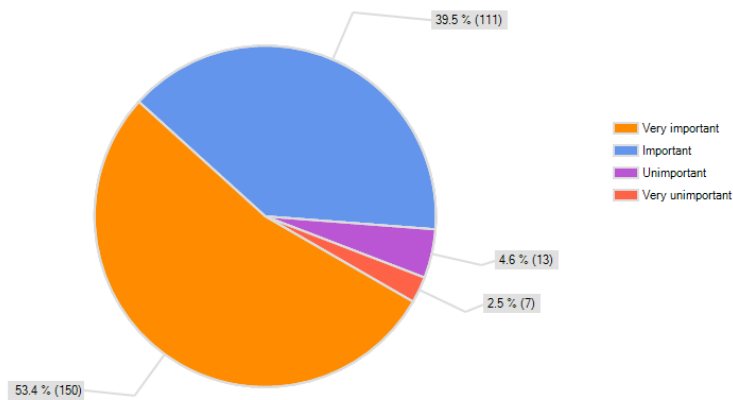


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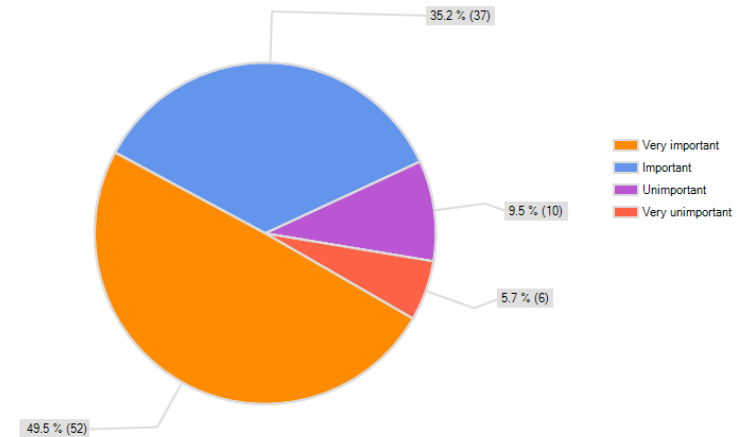


# East / West

A command officer of the Combined F&R System (volunteer or career) may relieve from duty any Combined F&R System member who demonstrates serious misconduct until a full investigation can be conducted by the member's home volunteer company (for volunteer members) or the Loudoun County DFREM (for career personnel).

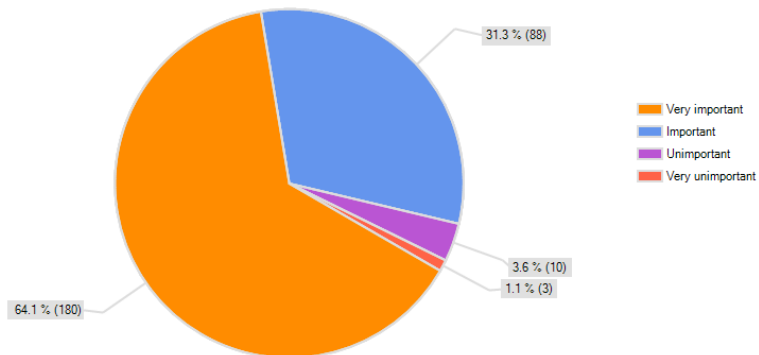


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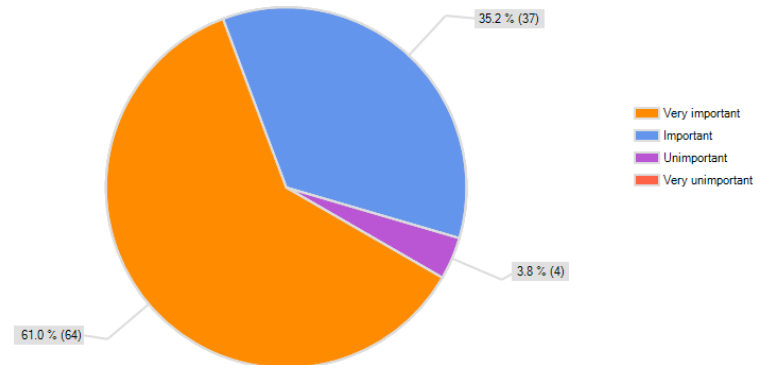


# East / West

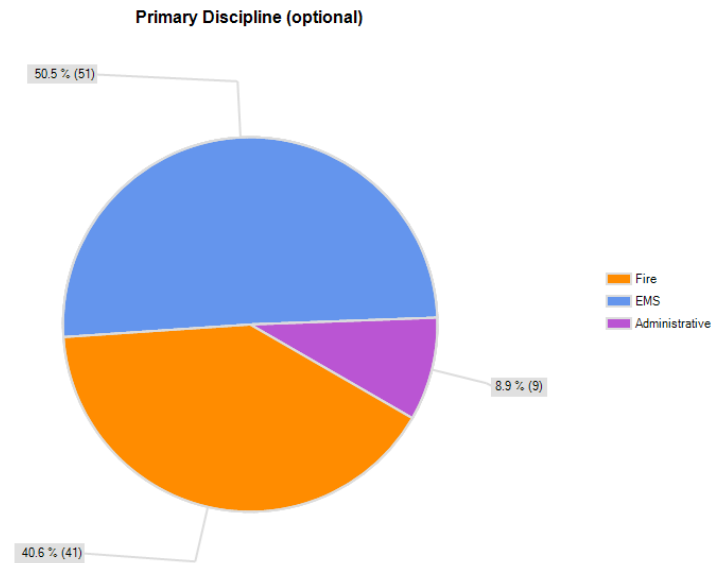
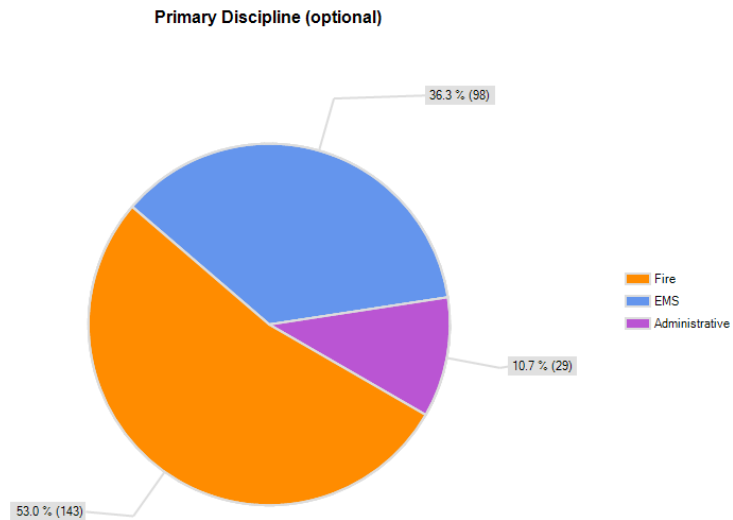
Standard accounting principles including annual financial and budget reporting systems should be in place for management of all volunteer company finances.



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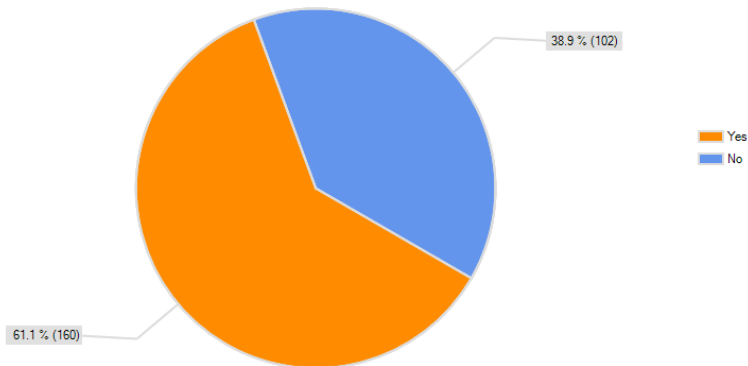


# East / West

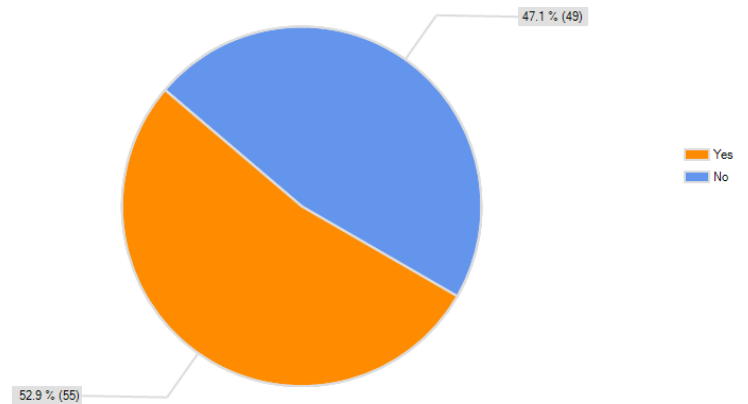


# East / West

For Combined F&R System members (career and volunteer) are you currently, or have ever been in a leadership position within your Department (career) or volunteer company (volunteer)? (optional)

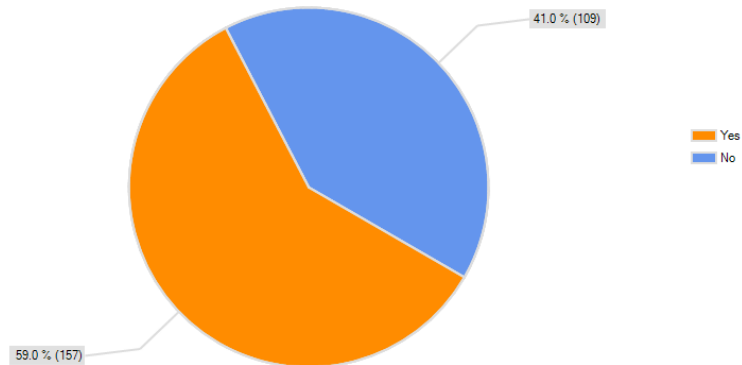


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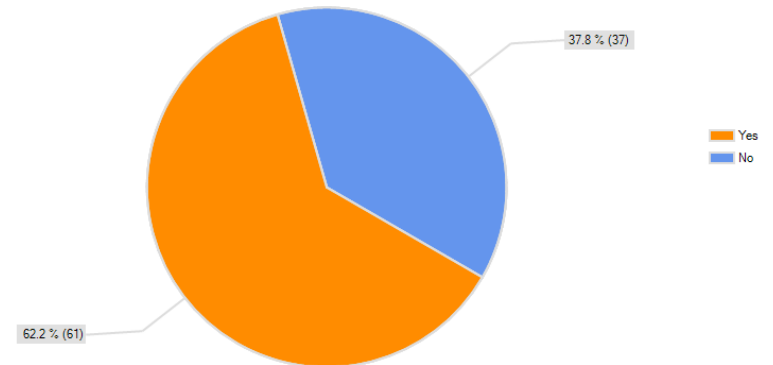


# East / West

For volunteer members in Loudoun County only (i.e., non-FREM career personnel), do you live within the first due service area of the volunteer company in which you volunteer in Loudoun County? (optional)



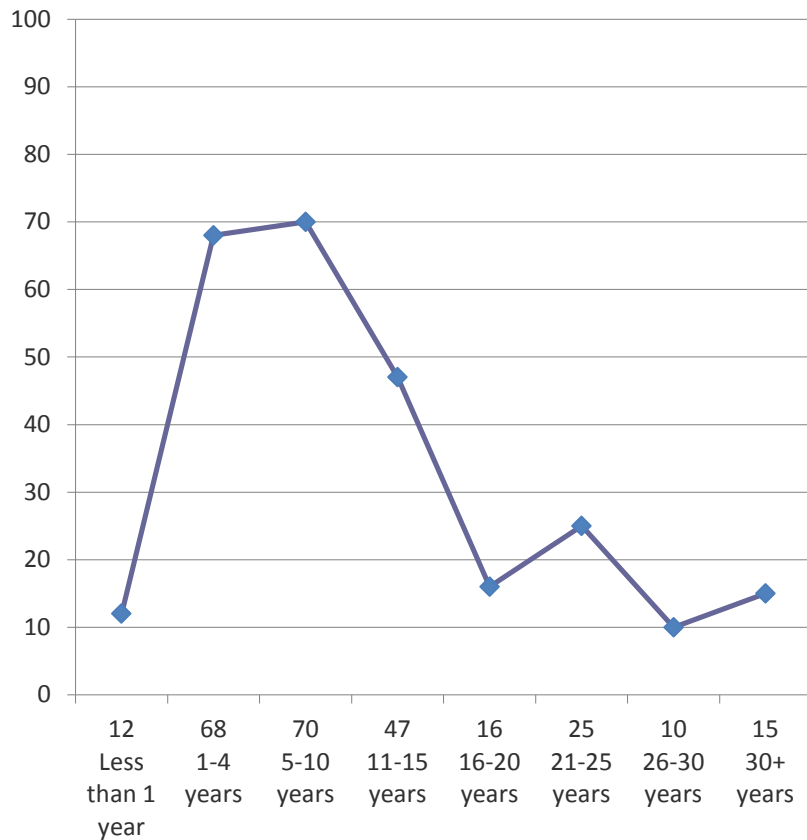
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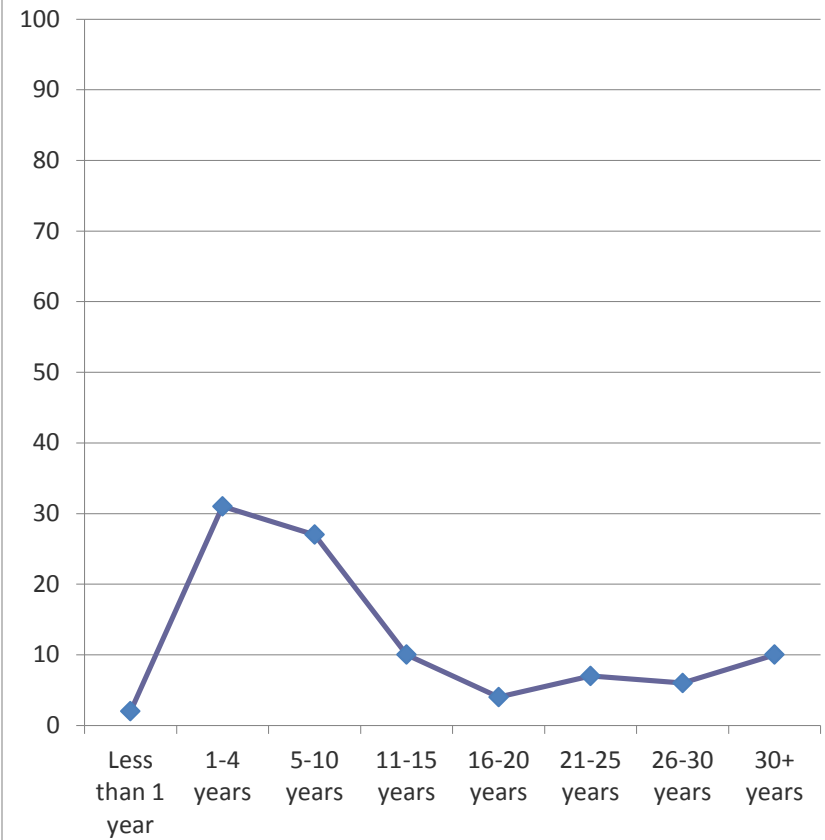


# East / West

## Experience Distribution

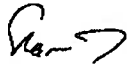


## Experinece Distribution





## Loudoun County Fire and Rescue System Guideline

<b>Subject: Company Finances and Annual Financial Audits</b>	<b>Effective: 26 May 2009 Revised: 28 May 2013</b>
<b>Chapter: Administration</b>	<b>FRG: 4.1.1</b>
<b>Approved:</b>  , <b>Fire and Rescue Commission</b> _____, <b>Dept. of Fire and Rescue Services</b> _____, <b>Operational Medical Director</b>	

**Purpose:** To establish systemwide financial requirements

**Guideline:**

- (1) All companies are required to conform to the County fiscal year, beginning no later than FY16 (July 1, 2015)
- (2) All companies are required to be exempt from federal income tax under section 501 of IRC.
- (3) Starting 1 July 2013, annual audits will be conducted as follows:
  - Five volunteer companies shall be selected at random by the Fire and Rescue Commission at the June Commission Meeting to be audited by an accounting firm selected by the County. The cost of the audit will be the responsibility of the County and shall not be debited from the company's annual contribution. County audits will occur at least once every four years.

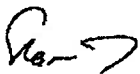
## Subject: Company Finances and Annual Financial Audits

### CFRSG Comments:

- ☐ The purpose statement is not definitive. An audit does not establish a system-wide financial requirement, it reviews financial records.
- ☐ The County should define the reason for the 4-year cyclic audits.
- ☐ The depth/type of audit should be defined.
- ☐ It should also be made clear what constitutes a positive finding and expectations for a remedy.
- ☐ Lastly, it should be stated that this is a contracted, independent third-party institution conducting the audit.



## Loudoun County Fire and Rescue System Guideline

<b>Subject: VOLUNTEER FIRE CHIEFS</b>	<b>Effective: 1 January 2014</b> <b>Revised: 30 April 2013</b>
<b>Chapter: Operations</b>	<b>FRG: 7.1.4</b>
<p><b>Approved:</b>  _____, <b>Fire and Rescue Commission</b></p> <p>_____, <b>Dept. of Fire and Rescue Services</b></p> <p>_____, <b>Operational Medical Director</b></p>	

**Purpose:** To establish minimum requirements for operational Volunteer Fire Chiefs, Assistant Fire Chiefs and Deputy Fire Chiefs.

- This FRG shall apply to all current and future Fire Chiefs, Assistant Chiefs and Deputy Chiefs.
- Volunteer Chiefs not in compliance with the following minimum requirements may still hold the position of Chief, Assistant Chief or Deputy Chief within their department/company, but will not be recognized as a Chief within the operations ranking structure of the Loudoun County Fire and Rescue system.





**Guideline:**

- (1) The following minimum requirements must be successfully completed for certification and release as a Volunteer Fire Chief, Assistant Fire Chief or Deputy Fire Chief in the Loudoun County Fire and Rescue System.
  - A. Virginia OEMS First Responder
  - B. American Heart Association CPR & AED
  - C. VDFP or VDEM Hazardous Material Operations
  - D. Loudoun County Blood Borne Pathogens, with annual renewal.

- E. VDFP NFPA Firefighter I & II
- F. VDFP May Day Firefighter Down
- G. VDFP Liquid Propane Gas Emergencies
- H. NIMS 100, 200, 700 and 800
- I. E Learning Preventing Sexual Harassment Course
- J. VDFP Driver Pump Operator
- K. VDFP Rural Water Supply
- L. VDFP EVOC III
- M. VDFP Instructor I
- N. VDFP Fire Officer II
- O. NFA Incident Safety Officer
- P. Loudoun County NOVA Manual Review
- Q. Mass Casualty Incident Level II (State or County )
- R. Minimum of Five (5) years of service within the Loudoun County Fire and Rescue System and must have served as a Captain or higher for at least One (1) year.
- S. Individual Companies may have additional requirements in order to hold the office of Fire Chief, Assistant Chief or Deputy Chief.

2) The following certifications must be obtained by 1 October 2016.

- A. VDFP HTR Module I & II
- B. VDFP Instructor II
- C. VDFP Officer III

	<h2 style="margin: 0;">Loudoun County</h2> <h2 style="margin: 0;">Fire and Rescue System Guideline</h2>			
<b>Subject: Fire Company Command and Duty Officer</b>	<b>Effective: 24 July 2008</b> <b>Revised: 29 May 2012</b>			
<b>Chapter: Operations</b>	<b>FRG: 8.0.7</b>			
<table style="width: 100%; border: none;"> <tr> <td style="width: 45%; vertical-align: top;"> <b>Approved:</b>        </td> <td style="width: 55%; vertical-align: top;"> <small>Digitally signed by Douglas G. Rambo  DN: cn=Douglas G. Rambo, o=Loudoun  County Fire and Rescue Commission, ou,  email=doug.rambo@loudoun.gov, c=US  Date: 2012.07.26 11:56:50 -0400</small>   <b>Fire and Rescue Commission</b>    <b>Dept. of Fire and Rescue Services</b>    <b>Operational Medical Director</b> </td> </tr> </table>			<b>Approved:</b>    	<small>Digitally signed by Douglas G. Rambo  DN: cn=Douglas G. Rambo, o=Loudoun  County Fire and Rescue Commission, ou,  email=doug.rambo@loudoun.gov, c=US  Date: 2012.07.26 11:56:50 -0400</small> <b>Fire and Rescue Commission</b>  <b>Dept. of Fire and Rescue Services</b>  <b>Operational Medical Director</b>
<b>Approved:</b>    	<small>Digitally signed by Douglas G. Rambo  DN: cn=Douglas G. Rambo, o=Loudoun  County Fire and Rescue Commission, ou,  email=doug.rambo@loudoun.gov, c=US  Date: 2012.07.26 11:56:50 -0400</small> <b>Fire and Rescue Commission</b>  <b>Dept. of Fire and Rescue Services</b>  <b>Operational Medical Director</b>			

**Purpose:** To provide guidelines for dispatching additional fire command officers to fire incidents. Effective 18 months from adoption.

### Background:

Significant fire incidents require substantial number of personnel to ensure the safety of all involved and to protect lives and property. Incidents involving multiple operational units usually require a significant command and control component. This guideline establishes dispatch procedures for volunteer company command officers on significant incidents.

### Guideline:

1. The following requirements must be successfully completed for release as a Fire Company Command and/or Duty Officer
  - a. Meet minimum qualifications of FRG Operations 7.1.2 for Fire Lieutenant/Captain.
  - b. Minimum of 3 years as a company officer, must have serviced as a Captain or higher for at least one year
  - c. Virginia Department of Fire Programs (VDFP) NFPA Officer II
  - d. Emergency Medical Technician- First Responder or higher
  - e. VDFP Driver Pump Operator

- f. NFPA Incident Safety Officer
- 2. The following additional requirements are *preferred* for fire lieutenants and captains:
  - a. Programs specified in Department of Fire and Rescue SOP 02.05.01 (career)
- 3. The Department of Fire and Rescue Services Training Division shall ensure that sufficient courses supporting minimum training requirements are conducted each year. Courses will be taught primarily as evening and weekend courses.
- 4. The goal of the Loudoun County Fire and Rescue System is to include two fire command officers on the original dispatch of selected multi-unit response (i.e., box alarms). For the purposes of this policy, a list of applicable incidents is attached.
- 5. Any fire company officer holding the rank of captain or above who wishes to be dispatched to incidents in Loudoun County shall call the Emergency Communications Center and inform them of their unit number and the hours they will be available. CAD allows only one fire captain per station per shift. Fire captains must be approved by their company chief
- 6. A working group of the Fire-Rescue Commission shall be appointed and meet monthly to verify certifications of the candidates approved by their company chief and will submit this list to the ECC.
- 7. The company command officers must have a command vehicle available to them during their entire shift. The command vehicle must be equipped with emergency lighting, siren and command equipment that will allow them to function as an incident commander at the scene of an incident.
- 8. Because of existing CAD limitations, the creation of two new CAD unit types will be necessary—Battalion Chief (BC) and Volunteer Command Officer (DC)
  - a. The Battalion Chief column contains only battalion chiefs
  - b. The Volunteer Command Officer (DC) column contains volunteer command officers and battalion chiefs.
- 9. The revised dispatch algorithm will include the closest unit from the BC column and the closest unit from the DC column. This modification allows the system to look for and recommend the two closest units, one from each of the columns. If no units are available from the BC column, the system will recommend one unit from the DC column, which may result in situations where only one command officer is dispatched even though the intent, is to have two. It will be the responsibility of the responding battalion chief or command officer to request additional command resources, if necessary.

10. The first arriving unit shall have the authority to modify the dispatch complement, including placing responding units in service or requesting additional resources and/or command officers. If no units are on the scene of the incident, the ECC shall contact the highest ranking command officer responding to the incident for any operational decisions.
11. This guideline does not restrict fire command officers from responding to calls in their first due areas or into other areas with their responding units.





## Loudoun County Fire and Rescue System Guideline

<b>Subject: Minimum Requirements for Lieutenants and Captains</b>	<b>Effective: 25 September 2007 Revised: 30 August 2011</b>
<b>Chapter: Operations</b>	<b>FRG: 7.1.2</b>
<div style="display: flex; justify-content: space-between; align-items: flex-start;"> <div style="width: 45%;"> <p><b>Approved:</b> _____</p> <p>_____</p> <p>_____</p> </div> <div style="width: 50%;"> <p><b>Fire and Rescue Commission</b></p> <p><b>Dept. of Fire and Rescue Services</b></p> <p><b>Operational Medical Director</b></p> </div> </div>	

**Purpose:** To establish minimum requirements for Loudoun County lieutenants and captains, effective 1 January 2013. Providers who completed training under the guideline in effect on 29 August 2011 do not require additional training courses to meet the minimum requirements for lieutenants and captains.

### Guideline:

1. The following minimum requirements *must* be successfully completed for certification and release as a fire lieutenant or captain in the Loudoun County fire and rescue system. Unless required as a course prerequisite, requirements may be completed in any order.

- a. Meet minimum qualifications of FRG Operations 7.1.1, Section (1) and 7.1.3, Section (1) (Volunteer).
- b. One year of service within the Loudoun County Fire and Rescue System (volunteer); three years experience (career Lieutenant); five years experience (career Captain). Career officers must have at least one year of service with the Loudoun County Department of Fire, Rescue, and Emergency Management.
- c. Virginia Department of Fire Programs (VDFP) NFPA Officer I (NFPA Officer II for career Captains)

- d. VDFP NFPA Instructor I (NFPA Instructor II for career Captains)
- e. Mass Casualty Incident (MCI) Level II (State or County certification)
- f. National Incident Management System (NIMS) ICS-300 and 400 (career Captain)
- g. VDFP Driver Pump Operator or Loudoun County Basic Pump Operator (VDFP Driver Pump Operator for career Lieutenant/Captain)
- h. eLearning Preventing Sexual Harrassment course completion
- i. Individual companies may have additional requirements in order to be selected as a fire lieutenant or captain

2. The following additional requirements are *preferred* for fire lieutenants and captains:

- a. Emergency Medical Technician-Basic (volunteers)
- b. Programs specified in Department of Fire and Rescue SOP 02.05.01 (career)
- c. National Fire Academy Leadership 1, 2, and 3



3. The following minimum requirements *must* be successfully completed for certification and release as an EMS lieutenant or captain in the Loudoun County fire and rescue system. Unless required as a course prerequisite, requirements may be completed in any order.

- a. Release as an attendant-in-charge meeting the minimum qualifications of FRG Operations 7.1.1
- b. Emergency Medical Technician-Basic
- c. Mass Casualty Incident (MCI) Level II (State or County certification)
- d. National Incident Management System (NIMS) ICS-100, 200, 700, and 800
- e. Emergency Vehicle Operator Course II, III, or IV (Student choice)
- f. eLearning Preventing Sexual Harrassment course completion
- g. VDFP NFPA Officer I (State or County certification)
- h. Individual companies may have additional requirements in order to be selected as a EMS lieutenant or captain

4. The following additional requirements are *recommended* for EMS lieutenants and captains:

- a. VDFP NFPA Firefighter I (volunteer)
- b. VDFP Hazardous Materials Operations course (volunteer)
- c. National Fire Academy Leadership 1, 2, and 3

5. The Department of Fire and Rescue Services Training Division shall ensure that sufficient courses supporting minimum training requirements are conducted each year. Courses will be taught primarily as evening and weekend courses.

 <h2 style="text-align: center;">Loudoun County Fire and Rescue System Guideline</h2>	
<b>Subject: Minimum Requirements for Fire Unit Officer</b>	<b>Effective: 30 August 2011</b>
<b>Chapter: Operations</b>	<b>FRG: 7.1.3</b>
<b>Approved:</b>  <small>Digitally signed by Douglas G. Rambo DN: cn=Douglas G. Rambo, o=Loudoun County Fire and Rescue Commission, ou=Commissioners, email=douglasrambo@loudoun.gov, c=US Date: 2011.08.02 15:14:47 -0400</small> , <b>Fire and Rescue Commission</b> _____, <b>Dept. of Fire and Rescue Services</b> _____, <b>Operational Medical Director</b>	





**Purpose:** To establish minimum requirements for Loudoun County Unit Officer (OIC) on an Engine, Truck, Tower or Engine-Tanker (when operating as an engine), effective 1 January 2013.

**Guideline:**

1. The following minimum requirements *must* be successfully completed for certification and release as a fire unit officer in the Loudoun County fire and rescue system. Unless required as a course prerequisite, requirements may be completed in any order.

- a. Meet minimum qualifications of FRG Operations 7.1.1, Section (1) for Firefighter.
- b. Virginia Department of Fire Programs (VDFP) Crew Leader or VDFP NFPA Officer I (Students choice)
- c. Emergency Vehicle Operator Course, Class III or IV (Students choice)
- d. eLearning Preventing Sexual Harassment course
- e. NOVA Manual Overview (3 hrs)
- f. Injury Reporting Procedures/Notifications course (taught by Safety 600 until VISO are training) (0.5 hrs)
- g. Loudoun County Rural Water Supply Operations
- i. Loudoun County Basic Pump Operations

2. The following additional requirements are preferred for unit officers:
  - a. VDFP NFPA Officer I
  - b. Emergency Medical Technician – Basic
  - c. VDFP Driver Pump Operator
  - d. National Fire Academy Leadership 1, 2, and 3
3. Individual companies may have additional requirements in order to be selected as a fire unit officer.
4. The Department of Fire and Rescue Services Training Division shall ensure that sufficient courses supporting minimum training requirements are conducted each year. Courses will be taught primarily as evening and weekend courses.

	<h2 style="margin: 0;">Loudoun County Fire and Rescue System Guideline</h2>									
<b>Subject: Minimum Requirements for Firefighter I and EMT-Basic</b>	<b>Effective: 29 October 2002 Revised: 30 August 2011</b>									
<b>Chapter: Operations</b>	<b>FRG: 7.1.1</b>									
<table border="0" style="width: 100%;"> <tr> <td style="width: 40%; vertical-align: top;"> <b>Approved:</b>  </td> <td style="width: 60%; vertical-align: top;"> <div style="font-size: small;">           Digitally signed by Douglas G. Rambo            DN: cn=Douglas G. Rambo, ou=Loudoun County Fire            and Rescue Commission, email=douglas.rambo@loudoun.gov, c=US            Date: 2011.08.30 14:56:01 -0700         </div> </td> </tr> <tr> <td>_____</td> <td><b>Fire and Rescue Commission</b></td> </tr> <tr> <td>_____</td> <td><b>Dept. of Fire and Rescue Services</b></td> </tr> <tr> <td>_____</td> <td><b>Operational Medical Director</b></td> </tr> </table>			<b>Approved:</b> 	<div style="font-size: small;">           Digitally signed by Douglas G. Rambo            DN: cn=Douglas G. Rambo, ou=Loudoun County Fire            and Rescue Commission, email=douglas.rambo@loudoun.gov, c=US            Date: 2011.08.30 14:56:01 -0700         </div>	_____	<b>Fire and Rescue Commission</b>	_____	<b>Dept. of Fire and Rescue Services</b>	_____	<b>Operational Medical Director</b>
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_____	<b>Fire and Rescue Commission</b>									
_____	<b>Dept. of Fire and Rescue Services</b>									
_____	<b>Operational Medical Director</b>									

**Purpose:** To establish minimum requirements for Loudoun County Firefighter I and Emergency Medical Technician – Basic. The provisions of this document are effective as follows:

- For students satisfying the minimum requirements prior to 1 January 2008, no additional training is required;
- For students partially satisfying the minimum requirements in effect on 1 January 2008, all courses specified in this guideline must be completed by 31 December 2012. These providers may continue to serve as minimum staffing;
- For all other students effective 30 August 2011.

**Guideline:**

(1) The following minimum requirements must be successfully completed for certification and release as a Loudoun County Firefighter. Unless required as a course prerequisite, requirements may be completed in any order:

- a. Loudoun County Fire and Rescue Orientation course
- b. Virginia Department of Fire Programs (VDFP) or Virginia Department of Emergency Management Hazardous Materials Operations course

- c. Virginia OEMS Office of Emergency Medical Services (OEMS) First Responder course
- d. American Heart Association (AHA) Basic Life Support (BLS) Health Care Provider (HCP) Cardiopulmonary Resuscitation (CPR) course completion with annual renewal
- e. Loudoun County Blood borne Pathogens course with annual renewal
- f. VDFP NFPA Firefighter I and II courses
- g. VDFP Mayday Firefighter Down course
- h. VDFP Liquid Propane Gas Emergencies course
- i. NIMS 100, 200, and 700

Released firefighters must maintain current EMS certification at the Virginia Office of Emergency Medical Services First Responder level or better.

(2) The following minimum requirements must be successfully completed for certification and release as a Loudoun County Emergency Medical Technician – Basic. Unless required as a course prerequisite, requirements may be completed in any order:

- a. Loudoun County Fire and Rescue Orientation course
- b. VDFP or Virginia Department of Emergency Management Hazardous Materials Awareness or Operations course (Student's option)
- c. Virginia OEMS Emergency Medical Technician - Basic course
- d. AHA BLS-HCP CPR course completion with annual renewal
- e. Loudoun County Blood borne Pathogens course with annual renewal
- f. Loudoun County authorization from the Operational Medical Director
- g. NIMS 100, 200, and 700

(3) Individual companies may have additional requirements in order to be included as a part of a minimum staffing complement.

(4) The Department of Fire and Rescue Services shall ensure that sufficient courses supporting minimum training requirements are conducted each year.

### Subject: Volunteer Fire Chiefs

#### Comments:

- Should the subject be, "Qualifications for LCFR system Fire Chiefs, etc.?" This applies to all, not just volunteer Chiefs.
- How does this impact other Counties/States/Airport Authority coming to Loudoun as far as verifying qualifications within a command structure? Perhaps that should be addressed with a single reference.

### Subject: Fire Command and Duty Officer

#### Comments:

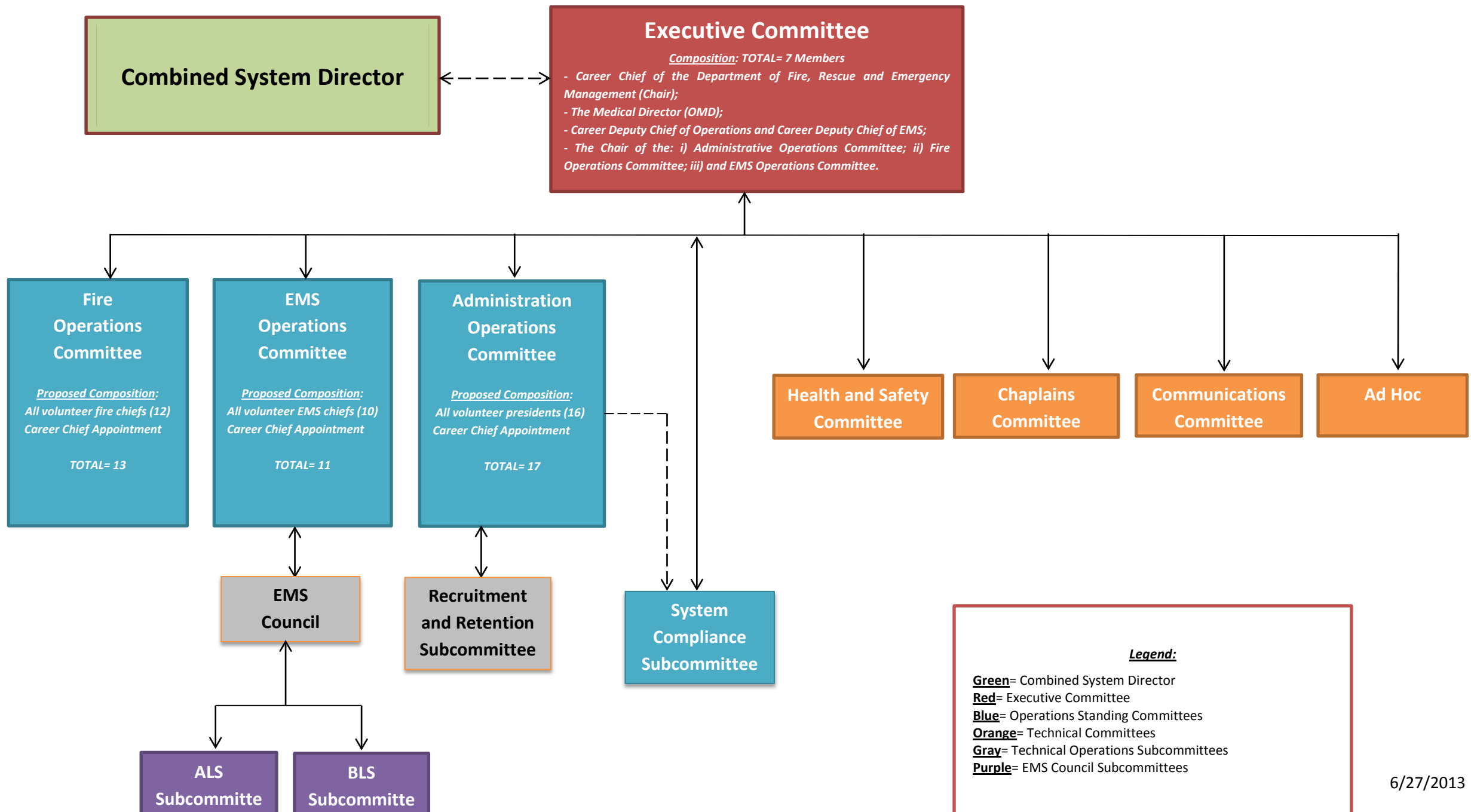
- It seems the subject and content should address all LCFR System dispatches (fire and rescue).
- Without spending a lot of time going through qualifications in the second document, the intent is not clear. A dispatcher is not going to run down a checklist to see if someone has made qualifications. This document should identify what positions are considered Fire Command and Duty Officer, and how they will be dispatched.

#### Overall Comments:

- Have a separate, consolidated qualification document and make dispatch rank-related, removing a qualifications list.
- All documents address fire only, yet they are call fire and rescue. What about the EMS officer qualifications?



# Draft New Combined Fire and Rescue System Governance Structure



**COMBINED FIRE AND RESCUE SYSTEM CODE OF CONDUCT**  
**(as recommended by the Combined Fire and Rescue System Stakeholders Group)**

As a basic condition of serving within the Loudoun County Combined Fire and Rescue System, all combined fire and rescue system members (career and volunteer) have an obligation to conduct their official duties in a manner that serves the public interest, upholds the public trust and protects Loudoun county's resources. To this end, all combined fire and rescue system members have a responsibility to:

1. Perform their duties to the very best of their abilities, and in a manner that is efficient, cost-effective, and meets the needs of the public;
2. Demonstrative integrity, honesty, and ethical behavior in the conduct of all system business;
3. Ensure that their personal interests do not come into conflict with their official duties, resulting in a real conflict of interest or the appearance of a conflict of interest when dealing with vendors, customers, and other individuals doing business or seeking to do business with Loudoun County, or their respective volunteer corporation;
4. Ensure that all county and volunteer corporation resources, including county government and volunteer corporation funds, equipment, vehicles, and other property, are used in strict compliance with the Loudoun County Combined Fire and Rescue System and solely for the benefit of the Loudoun County Combined Fire and Rescue System and those of our citizens and visitors and mutual aid partners.
5. Conduct all dealings with the public, peers, and other organizations in a manner that presents a courteous, professional, and service-oriented image of the Loudoun County Combined Fire and Rescue System, the county government, the respective volunteer corporation and the Loudoun County Board of Supervisors;
6. Treat the public and other combined fire and rescue system members fairly and equitably, without regard to race, color, religion, sex, national origin, disability, political affiliation, sexual orientation, gender identity, or other non-merit factors;
7. Avoid any behavior that could be considered combined fire and rescue system misconduct as defined by the Loudoun County Combined Fire and Rescue System Executive Committee.

All Loudoun County Combined Fire and Rescue System members (volunteer and career) set an example for each other and that of the public and have a responsibility to ensure that their activities and decisions pertaining to the community services, personnel actions, and the management of public funds are consistent with the Loudoun County Combined Fire and Rescue System policies and practices.