

Volume 2 | **Strategic
Plan**

**INTEGRATED
COMPREHENSIVE PLAN**



Acknowledgements

Central Whidbey Island Fire & Rescue's (CWIFR) Board of Fire Commissioners have consistently supported the District's Strategic Plan and integration of this plan with the District's budget process and commitment to continuous improvement.

- Commissioner Steve Hutchinson. Chair
- Commissioner Cheryl Engle
- Commissioner Paul Messner

The following CWIFR members participated in development of the District's 2017-2021 Strategic Plan.

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Executive Summary

In his remarks at the National Defense Executive Reserve Conference in 1957, President Dwight D. Eisenhower stated that "Plans are worthless, but planning is everything" (The Eisenhower Presidential Library, 2011). However, contemporary research (Boyne & Walker, 2005) indicates that strategy content is more significant than process in its influence on government performance. It is likely that there is an element of truth to both of these perspectives!

In 2011, the CWIFR committed to develop and maintain a plan that would provide clarity of purpose and vision as well as set the District on the path of continuous improvement in the quest to provide world class fire and rescue service. Five years later, this revision to the Strategic Plan reaffirms that commitment.

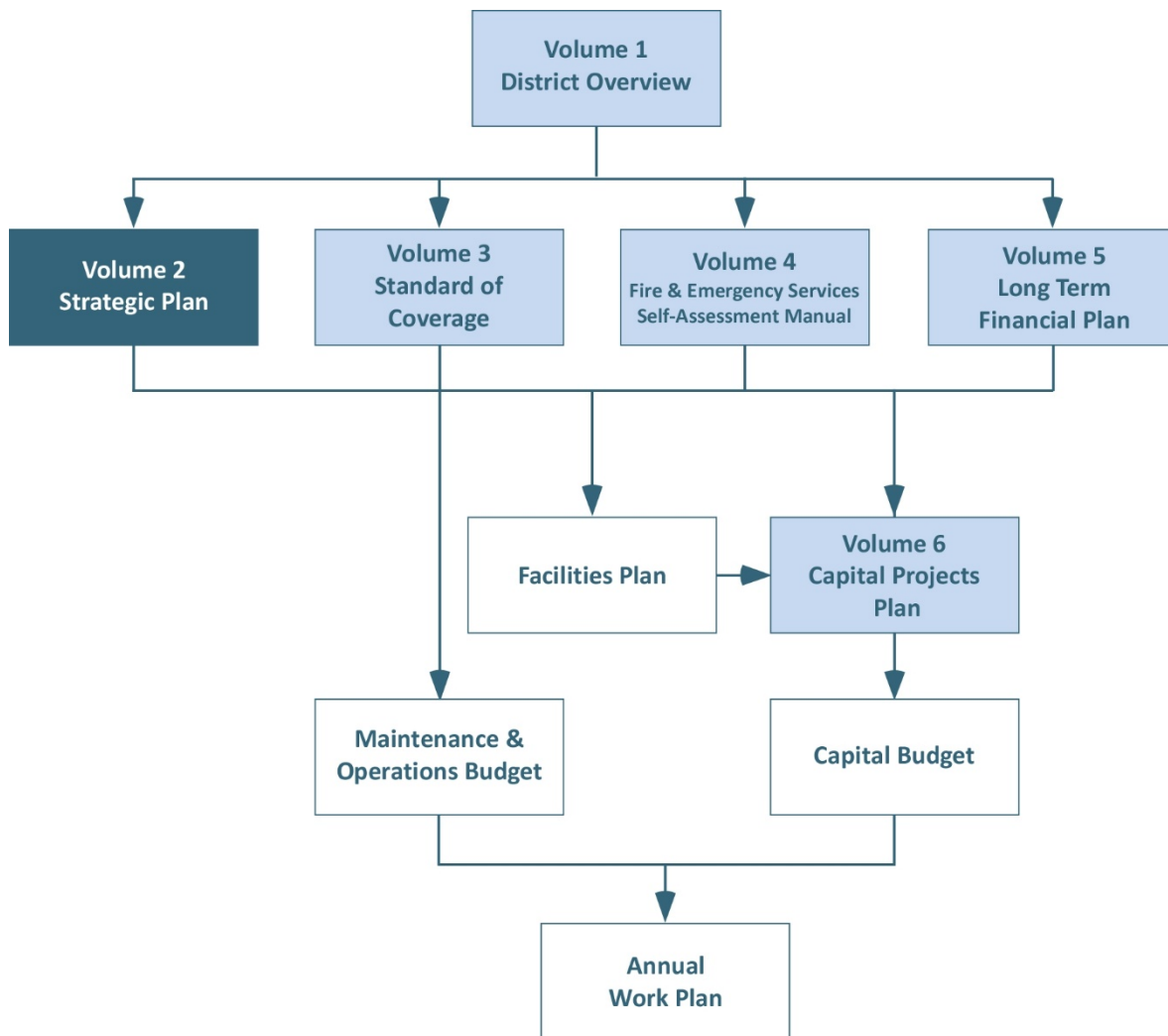
In today's economy all public agencies face fiscal challenges. CWIFR is no different. However, our commitment to the District's values, mission, and vision for the future is not modified by challenges or obstacles to achievement of specific goals and objectives.

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Introduction

Central Whidbey Island Fire & Rescue (CWIFR) maintains several strategic level plans to guide its ongoing operations with a forward looking orientation. Use of an integrated comprehensive planning reduces duplication of effort and maximizes the effectiveness of the District's planning process. Figure 1 illustrates the components of the Integrated Comprehensive Plan, their relationships to one another and connection to the District's annual budget process and work plan.

Figure 1. CWIFR Integrated Comprehensive Plan Components



Volume 1-District Overview: Each element of the District’s comprehensive planning process is rooted in a sound understanding of the nature and characteristics of the community, and the District’s service delivery system. This volume of the Comprehensive Plan provides an overview of the community served including demographics, geospatial profile, economic profile, and critical infrastructure. In addition, it examines the districts legal basis for existence, history, services provided, facilities, resources, staffing, organization, and deployment model.

Volume 2-Strategic Plan: CWIFR’s Strategic Plan sets our organizational direction by establishing goals, but identifies specific initiatives necessary to accomplish these goals and a means for measuring progress. This plan is a living document, intended to guide and support ongoing operations and is solidly integrated with the District’s budgetary and operational business planning processes.

Volume 3-Community Risk Assessment, Standard of Coverage, & Community Risk Reduction Plan: The District’s Community Risk Assessment (CRA), Standard of Coverage (SOC) and Community Risk Reduction (CRR) Plan provides a rational and systematic method of examining risk and strategies used to reduce and respond to those risks. This document provides an assessment of community fire and non-fire risks, establishes baseline and benchmark response performance standards, provides a basis for measuring service delivery performance, and identifies strategies and performance measures for proactive risk reduction.

Volume 4-Fire and Emergency Services Self-Assessment Manual: The Fire and Emergency Services Self-Assessment Manual (FESSAM) (CPSE, 2015) provides a structured approach to examining the District’s current performance, assessment of this performance against criteria established by the Center for Public Safety Excellence (CPSE) Commission on Fire Accreditation International (CFAI) and developing a plan for continuous improvement. While this document is one of the key elements in fire department accreditation, the District has used this self-assessment process for six years prior to formally moving forward in the accreditation process.

Volume 5-Long Term Financial Plan: Long term financial planning involves financial forecasting and strategizing how to meet both current and future needs of the community. This volume of the Integrated Comprehensive Plan provides a financial forecast projecting revenues and expenditures over a long-term period, using assumptions about economic conditions, future spending scenarios, and other salient variables.

Volume 6-Capital Projects Plan: This volume of the Integrated Comprehensive Plan establishes a long term, prioritized schedule of capital investments to ensure that the District has sufficient resources to fulfill its mission and that critical assets are repaired or replaced before they reach their end of useful life. The Capital Projects Plan provides a basis for development of the District’s annual Capital Budget.

Strategic Planning

Alice asked the Cheshire Cat:

Would you tell me please, which way I ought to go from here?

That depends a good deal on where you want to get to said the Cat.

I don't much care where – said Alice

Then it doesn't matter which way you go, said the Cat.

—so long as I get *somewhere*, Alice added as an explanation.

Oh, you're sure to do that, said the Cat, if only you walk long enough (Carroll, L. 1998, p. 56)

Like Alice, organizations are sure to get somewhere. However, getting somewhere in particular requires an intended destination and a plan of action to reach it.

All public services are facing significant pressure with increasing demands for service, limited revenue, and challenging economic times. These changing conditions result in five implications for public sector organizations (Barber, Levy, & Mendonca, 2007).

- Increased productivity
- Close relationship with our constituents
- Organizational changes to improve service
- Cultural change to become more data driven
- Attraction and retention of scarce talent

CWIFR's leaders; elected officials, managers, and members recognize the importance of meeting the community's needs while being good stewards of funds provided by our taxpayers. To work most effectively with our limited resources, CWIFR has established and continues to refine its direction based on constructive efforts to meet well defined community needs.

Strategic planning provides an opportunity to unify elected officials, managers, members, stakeholders, and customers through a common understanding of where CWIFR is going, how each of us can work to that common purpose and how we will measure success.

Community Focused Planning

To be successful, the voice of the community must continue to drive our operations and chart our course for the future.

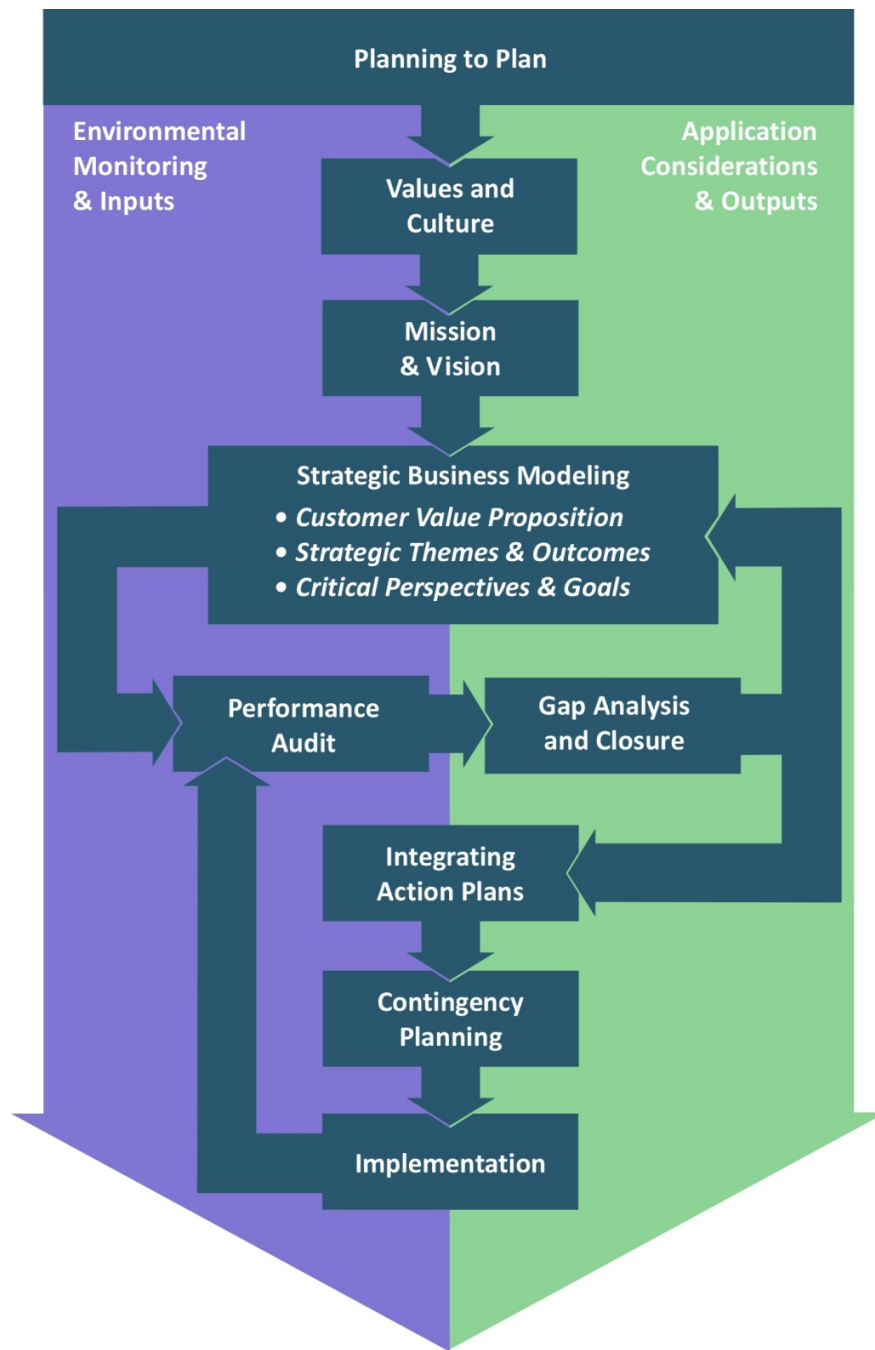
A community driven organization maintains a **focus** on the **needs and expectations**, both **spoken and unspoken** of customers, both **present and future**, in the creation and/or improvement of services provided (Federal Benchmarking Consortium, 1997).

CWIFR examines its services and processes through the eyes of its customers on an ongoing basis. Planning for service delivery must integrate the community's preferences and requirements as well as standards for performance, timeliness, and cost in order to provide the greatest value to the community. One of the greatest challenges in developing a plan of action is that such a plan must not only consider needs and expectations expressed by the community, but also data related to current service demands and demographics. Above all else, CWIFR's planning must continue to be proactive, including present service delivery requirements as well as potential needs and expectations that may arise in the future. Figure 2 illustrates CWIFR's strategic planning process.

Applied Strategic Planning and Balanced Scorecard

CWIFR integrated the Applied Strategic Planning Model (see Figure 2) (Nolan, Goodstein, & Goodstein, 2008) and Balanced Score Card (Kaplan & Norton, 1996) concepts to provide an effective framework for development of the District's Strategic Plan and ongoing strategic management processes. The Applied Strategic Planning Model focuses on the importance of the planning process (not just the outcome of a completed plan). Revising the District's strategic plan in 2016, CWIFR continued the strategic planning process as a tool for self-discovery and gaining an improved understanding of our community and fire and rescue service system.

Figure 2. Applied Strategic Planning Model



Note: Adapted from *Applied Strategic Planning: An Introduction* (2nd ed.) by Timothy Nolan, Leonard Goodstein, and Janette Goodstein, 2008, San Francisco: Pfeiffer

Planning to Plan

Developing organizational commitment to the planning process and subsequent implementation is critical. Prior to revision of the District's Strategic Plan, District Staff and Commissioners examined how the Strategic Plan initially developed in 2011 had influenced decision-making and impacted District operations. Since the Strategic Plan was initially developed, it had been successfully integrated into the District's budget process, capital planning, and provided guidance to day-to-day decision-making. Given this success, the District remained committed to the strategic planning and implementation process.

Environmental Monitoring/ Application Considerations

Strategic planning is a dynamic process that must consider ongoing environmental (e.g., political, fiscal, operational) influences throughout the planning process. In addition, the planning process results in actionable items which may be formally adopted or implemented prior to the completion of the plan.

Values, Mission, & Vision

Values identify what an organization stands for (and what it will not stand for). The mission defines the organization's essential purpose. The vision provides a clear and compelling view of the intended future. Clearly defined and articulated values, mission, and vision, provide a solid foundation for development of a strategic plan. The District's values (CWIFR, 2010), mission (CWIFR, 2011a), and vision (CWIFR, 2011b), adopted in conjunction with the 2011-2016 Strategic Plan continued as the basis for revision and extension of the plan to guide the district through 2021.

Strategic Business Modeling

In the process of strategic business modeling, CWIFR incorporated several Balanced Scorecard (Kaplan & Norton, 1996) components: 1) development of a customer value proposition that identified the unique value provided to the community, 2) strategic themes essential to achievement of CWIFR's mission and vision, 3) development of strategy maps that outline key goals within four critical perspectives (community, fiscal stewardship, internal processes, and required resources).

Performance measures and metrics were defined for each strategic goal. As with goals, measures and metrics were defined from the critical perspectives of community, fiscal stewardship, internal processes, and resources. The 2017 revision of the strategic plan clarified and tightened the focus of performance measures and metrics to aid in improvement of the District's performance management process.

Performance Audit

Before embarking on a trip to reach a specific destination, it is essential to know where you are (the starting point). CWIFR examined internal strengths and weaknesses as well as external opportunities and threats (SWOT Analysis). In the process of revision, The Districts Division Managers completed a SWOT based on the current internal and external environment and provided this input to the Strategic Plan Working Group. This new information was integrated with a review of the 2011 SWOT (examining changes that had occurred since that time) and the Working Group developed a new, comprehensive SWOT.

Critical Issues and Service Gaps

Based on integration of the mission, vision, and SWOT analysis with environmental data the CWIFR the Strategic Plan Working Group identified critical issues and service gaps.

Action Planning

Without action, the strategic plan is simply a document gathering dust on a shelf. The CWIFR Strategic Plan Working Group identified strategic initiatives to address critical issues and service gaps that will permit the District to accomplish its mission and move deliberately towards its vision.

Contingency Planning

Fire Districts, like all other public services operate in a dynamic environment with an ever changing political and fiscal landscape. Ensuring successful implementation of the strategic plan requires identification of potential future challenges and alternative courses of action. The 2011 Strategic Plan identified the economy as a critical influence on future action and examined several different scenarios within which the strategic plan could be implemented. Based on this initial work, the District developed a Long Term Financial Plan (Volume 5 of the District's Integrated Comprehensive Plan). This plan continues to provide guidance for the fiscal sustainability necessary for implementation of the revised Strategic Plan.

Implementation

The District's Revised Strategic Plan was adopted by the Board of Fire Commissioners on January, 12, 2017. This is a continuation of the long process of moving CWIFR towards its stated vision of World Class Fire & Rescue Services. The process of assessment, evaluation, updating, and revision, must continue in order to maintain currency of the plan as time progresses and milestones are accomplished.

Values

Central Whidbey Island Fire & Rescue and its members operate in a manner which is consistent with the values illustrated in Figure 3.

Figure 3. CWIFR Organizational Values



Understanding the Values

Organizational values define what we stand for (and what we will not stand for). Central Whidbey Island Fire & Rescue is committed to this common set of values that drive our interactions with the community and one another. Our value of *Excellence* serves as the foundation, *Integrity* and *Compassion* are at the core of our values, and *Professionalism* is the capstone.

- ***Professionalism:*** Within our capabilities, we demonstrate confident and skillful performance.
- ***Integrity:*** We perform with honesty and accountability.
- ***Compassion:*** We serve with respect, empathy, and understanding.
- ***Excellence:*** We hold ourselves to a high standard and continuously work to improve our performance and exceed the expectations of those we serve.

Implementing and Applying the Values

These values will be communicated to our members and our community by displaying them prominently in our facilities, on our apparatus, and by integrating them into the format of internal and external communication.

CWIFR will apply these values in recruitment and hiring processes, member performance evaluations, promotional process, awards, recognition, and organizational decision-making. Our expectation is that members will use these values to guide their behavior in interactions with one another and with those whom we serve.

It is not sufficient for our members to espouse these values; we must walk the walk by demonstrating our commitment through our actions on a daily basis.

Mission

Central Whidbey Island Fire & Rescue's mission is to partner with our community to proactively reduce risk from fire, illness, injury and other hazards.

Fire departments and districts were originally conceived to respond to and control fires. This role has expanded over time to include considerably more diverse types of emergency response services including care of the sick and injured, rescue from dangerous conditions, control of utility hazards and hazardous materials releases. However, once an emergency has occurred, harm has already occurred and likely will increase without intervention. The best way to mitigate the risk of harm is to prevent the emergency.

Proactive Risk Reduction

The three most common causes of fires are men, women, and children. While said in jest, there is considerable truth to this statement, and it can be expanded to include many other types of emergency incidents. For many years, fire services have provided fire prevention and public education services focused on reducing fire risk. In examining the breadth of the scope of our emergency response service to the community, it is prudent to also address potential risk from other types of emergencies as well.

Community Partnerships

Community is a term used often, but seldom defined adequately... As a term with multiple and even contradictory meanings, community may refer to geographical locations and configurations, or to shared identities and values (Smith as cited in Blaug, Horner, Kenyon, & Lekhi, 2006). Reducing community risk from fire, illness, injury, and other hazards must be a community wide effort involving CWIFR, other public agencies, and members of the community. In this effort CWIFR will have the leading role in some cases (e.g., reducing fire risk) and in others we will have a supporting role (e.g., reducing risk of heart disease and stroke).

Vision

Central Whidbey Island Fire & Rescue; world class fire & rescue services

CWIFR has implemented fiscally sustainable, fire and rescue services best practices. Working with, not simply for the community, we have developed Central Whidbey Island into a safe and resilient place to live and work. The community has trust and ownership of their fire and rescue services as we serve with openness and transparency.

World Class Service

Developing a fire and rescue service to provide world class service is a worthy, but audacious vision, particularly for a small fire district such as CWIFR and even more so in today's challenging economic times. In embracing this vision it is critical to understand exactly what *world class* really means. World class can be applied both to organizations and the services that they provide.

- **World Class Organizations:** Demonstrate industry best practice, are recognized as the best in one or more critical functions, and are held as a model for other organizations.
- **World Class Service:** Consistently exceeds customers' expectations.

World class in this context is not the largest, most comprehensive, and particularly not the most costly. For CWIFR world class is a mindset. This vision has been embraced after considerable thought and deliberation. It has not been entered into lightly, as developing world class fire and rescue services requires long term commitment to attain and sustain this level of performance.

Community Value Proposition

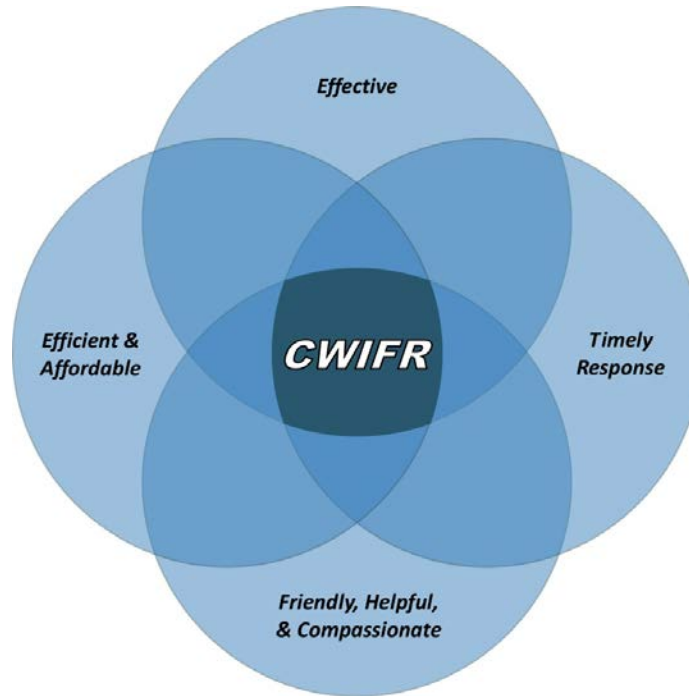
Developed through community input, CWIFR's community value proposition is the unique added value that we offer through the services that we provide; the logical link between action and payoff that we must create to be effective. This serves as the foundation for building our vision of world class service.

Table 1. Service Attributes and Community Relationships

Service Attributes	Community Relationship
<p><i>The services that CWIFR provides have the following characteristics:</i></p> <p>Timely: CWIFR responds quickly to emergency incidents and provides non-emergency services in a timely manner.</p> <p>Effective: CWIFR members consistently provide quality emergency and non-emergency services to the community.</p> <p>Efficient & Affordable: CWIFR is a good steward of the funds provided by the taxpayers within our district.</p>	<p><i>The relationship that CWIFR wants to have with its community could be described as:</i></p> <p>Compassionate: CWIFR members provide service with kindness and compassion.</p> <p>Friendly & Helpful: CWIFR members present a friendly, positive, and helpful perspective.</p>

The CWIFR community value proposition can be represented graphically with organizational performance targeted on the point where service delivery attributes and community relationships intersect.

Figure 4. Community Value Proposition



In the private sector, value is often defined as return on investment. While not directly applicable to public sector organization such as CWIFR, the concept still may be useful. Public sector value is created through generating improved outcomes in a more cost effective manner.

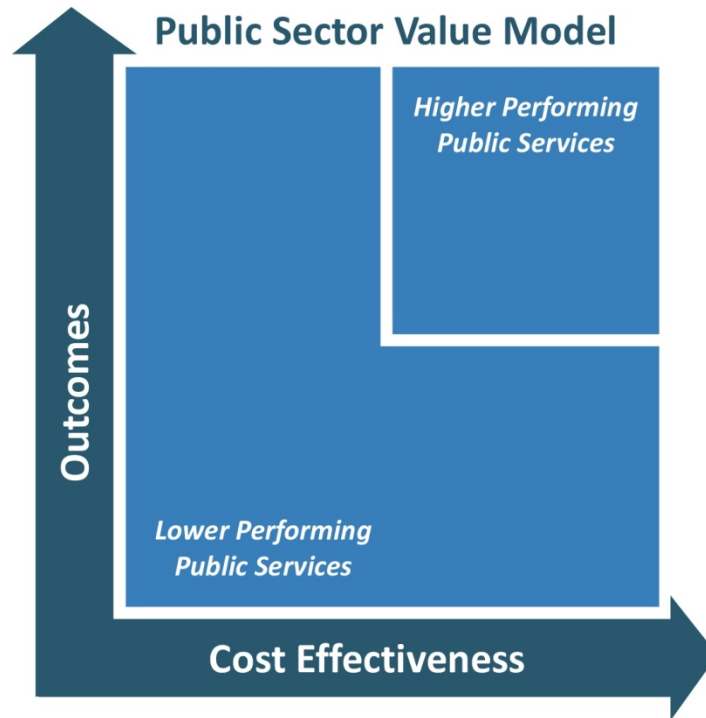
Outcomes are based on the mission of the organization. In the case of CWIFR, our mission involves partnering with the community to proactively reducing risk from fire, illness, injury and other hazards. With this mission, outcomes are related to reduction of injury, death, property and other economic and social loss that can result from emergency incidents. Cost effectiveness assesses the cost of achieving these outcomes. Increasing outcomes or cost effectiveness increases public value.

Public Value

The CWIFR Customer Value Proposition includes both outcomes and cost effectiveness elements, reinforcing our philosophy of providing not only excellent service but also excellent value to the community. At the end of the day, excellence and value are as perceived by the community. This is not to say that CWIFR cannot or should not define specific service delivery performance measures, but objective measures may not fully capture the community's perception of CWIFR's public value.

As illustrated in Figure 3, high performing public service organizations provide improved outcomes in a more cost effective manner (it is not simply one or the other).

Figure 5. Public Sector Value Model



Note: Adapted from *Unlocking Public Value: A New Model for Achieving High Performance in Public Service Organizations* (p. 3) by Martin Cole & Greg Patterson, 2006, San Francisco, CA: Wiley. Copyright 2006 by Accenture LLP.

One of the greatest challenges to measurement of public value is the need to incorporate hard evidence, unambiguous outcome measures, and the need for public accountability. Examination of public value requires simplicity while recognizing that the impact of CWIFR's services and our value to the community is considerably more complex.

Causality is complex and multifaceted, evidence is negotiated and contested, the boundary between values and facts is blurred, and the purpose of public service provision is subject to ongoing public debate. (Hills & Sullivan, 2006, p. 8)

The debate regarding the nature and scope of services provided by government (at the local, county, state, and federal level) is ongoing. For fire districts, purpose, nature, and scope of services has been politically defined and expressed in the legislation providing for establishment of fire districts in the State of Washington: "Fire protection districts for the provision of fire prevention services, fire suppression services, emergency medical services, and for the protection of life and property are authorized to be established as provided in this title" (RCW 52.02.020(1)).

The enabling legislation that permits formation of Fire Districts in the State of Washington simply defines what services may be provided, but the question of exactly what services are to be provided and the level of service that is desired remain a question for the local community.

The goal for public managers and institutions aiming to produce public value as one that seeks to improve institutional responsiveness to the refined preference of the public. This is about the capacity of a public body to listen to and engage with the public and shape and inform the public's preferences, rather than just give the public what it wants at a particular point in time (Blaug, Horner, Lekhi, 2006a, p. 9)

Clarification of public value requires engagement and dialog with the community being served about shared values. In addition, "public value encourages managers to conceive of goals that go beyond organizational survival and the mere meeting of targets" (Blaug, Horner, Lekhi, 2006a, p. 17).

In the end, the fundamental question that must be addressed by CWIFR is:

What is in the best interest of the community that we serve?

This is the essence of our vision of providing world class service to our community.

SWOT

SWOT analysis is a tool for auditing an organization and its environment. This process involves identification of an organization's internal strengths and weaknesses as well as opportunities and threats in the external environment. Used by itself, SWOT framework has a tendency to oversimplify complex situations and is most effectively used as one of several elements in development of a strategic plan.

Overview

CWIFR conducted a number of, parallel efforts to identify strengths, weaknesses, opportunities, and threats (SWOT). At the start of the strategic planning process, the Strategic Planning Working Group brainstormed a list of strategic issues facing the District. Members across the organization were asked to identify SWOT in general terms and members responsible for specific programs were asked to perform a SWOT focused on their programs. In addition, Chief Hartin, analyzed the district policies, programs, and practices using the Commission on Fire Accreditation International Accreditation Categories, Criterion, and Performance Indicators (see Appendix B). Members of the Strategic Planning Working Group have integrated these data sets to provide a comprehensive SWOT analysis.

Internal Environment

Identification of internal strengths and weaknesses includes resources such as people, operational activity, innovation, technology, present strategies for service delivery, and performance outputs.

Strengths

Fiscal Stewardship: The District demonstrates responsible fiscal stewardship. Strategic goals and accreditation criteria are integrated into the budget process and long term financial planning. The District has effective financial policies; fiscal standard operating guidelines; and uses the Washington State Auditor's Budgeting and Reporting System for budgeting, accounting, and reporting. Given constitutional and statutory fiscal constraints, the District has a solid financial position.

Internal Leadership: CWIFR has progressive leadership with a strong, cohesive executive team leading with sound and continually improving human resource practices resulting in a cohesive team environment with members delivering a high level of service with compassion.

Future Orientation and Continuous Improvement: CWIFR has a future orientation and commitment to continuous improvement. The District has a strategic plan in place and standard of coverage under development, and plans to complete a fire and emergency services self-assessment within the duration of this plan.

Connection to Values, Mission, and Vision: CWIFR's members are oriented by its organizational values, committed to the mission, and drawn towards its vision for the future.

Apparatus and Equipment Maintenance: The District has a solid maintenance program with high quality apparatus and equipment. Fleet and equipment maintenance continues to improve apparatus and equipment reliability.

Community Partnerships: CWIFR maintains partnerships with other agencies, has strong external relationships and enjoys solid community support.

Becoming Data Driven: The District is actively working towards improvement operational and financial data quality and use of that data in decision-making.

Regional Leadership: The District is willing to take a leadership role in regional programs and initiatives.

Effective Governance: CWIFR has effective governance with an effective working relationship between the District's Fire Commissioners and executive staff.

Transparency: CWIFR conducts its business in an accessible, clear and visible manner and that its activities are open to examination by its stakeholders. The District demonstrates and takes responsibility for its actions, decisions, and policies, and is answerable to the public at large.

Training, Professional Development, and Education: The District consistently demonstrates a commitment to training, professional development, and education through standards, educational assistance and incentives.

Stable Staffing Model: CWIFR has a stable and well-defined staffing model that provides 24/7 coverage with a minimum on-duty staffing level of at least two along with a dedicated Command Duty Officer, Higher staffing is maintained during the daytime with staff personnel (Chief, Deputy, Training Captain, and Firefighter Mechanic) along with higher part-time staffing during the day shift. The District's stations are located to provide equitable travel distance throughout the district and are staffed with a mix of on-duty and on-call or volunteer members.

Member Engagement: CWIFR members are engaged in diverse programs and projects to support the District's mission.

Technology: The District continues to leverage technology to increase effectiveness and efficiency.

Internal and External Communications: CWIFR continues to improve external and internal communications processes.

Fire Code Enforcement: CWIFR provides commercial fire inspections throughout the District through Interlocal agreements with the Town of Coupeville and Island County.

Weaknesses

Limited Funding for Capital Projects: The District's Capital Projects Fund is partially funded with full funding anticipated by 2018 based on passage of a voter approved bond for facilities and major apparatus (engines). This fund does not currently have funding for facilities, with renovation and expansion dependent on passage of a voter approved bond.

Occupational Safety and Health Program: CWIFR does not have an occupational safety, health, and wellness program that fully addresses the needs of volunteer, part-time, and full time members. Progress has been made over the last six years, but much work remains to be done.

Public Outreach and Communication: The District does not consistently deliver a consistent message of community risk reduction and developing the community's understanding of community risk, the District, our services, and challenges. In addition, it is often difficult to build effective community partnerships in support of the District's mission.

Limited Integration of Internal and External Training Resources: The District's current training delivery system and methodology does not consistently maximize learning opportunities and efficient use of members' time and District resources. In addition, we do not consistently integrate the use of internal and external opportunities for professional development.

Part-Time and Volunteer Turnover: The knowledge and skill of the District's firefighters improves continuously. However, turnover in the volunteer and part-time ranks limits experience and presents an ongoing training challenge to developing and maintaining knowledge and skill. CWIFR is in the process of developing a comprehensive training plan to address this challenge as well as to provide for continuing professional development for full-time staff and longer serving part-time and volunteer members.

Workload Tension: The District's workload may be divided onto operational activity and support services. Operational workload (i.e., calls for service, inspections, and public education) continues to increase to a greater extent than increases in the District's population. In addition, the scope of support activities (e.g., training, planning, and administration) have expanded to address both regulatory compliance and best practice. In combination, this workload presents a considerable challenge to the District's limited staff. In addition, there is significant tension between operational and administrative workload and the time required to maintain a high level of proficiency in the wide range of skills necessary to maintain and improve the District's service delivery.

Limited Sense of Pride and Ownership: While members espouse the District's values, some struggle with making the District's values clearly operational at a day-to-day basis as well as on a higher level (e.g., address how pride and ownership relates to professionalism and excellence in the little things).

Limited Clarity of Vision: While members espouse the vision, some lack clarity regarding the District's vision of "world class fire and rescue service" and struggle to picture what world class would look like in our community.

Facilities Limitations: As noted in the District's Long Capital Facilities Plan (CWIFR, 2015), existing facilities do not provide sufficient space for current and future needs. In addition, configuration of existing facilities has a negative impact on response time and effectiveness of operational and support activities.

Limited Volunteer Staffing: The District continues to struggle with volunteer staffing which has declined by over 50% since the early 1990s. Recruitment of volunteers is negatively impacted by the District's

demographics (current and continually increasing median age) and narrow employment opportunities available on Whidbey island. Training requirements for all categories of emergency responder (Firefighter, EMT, Apparatus Operator) are substantial and present a substantial hurdle for new and existing volunteer members. Turnover in the District's part-time program (due to part-time members' success at finding full-time fire service positions) also presents a challenge to maintaining fully funded staffing levels.

Pride and Ownership: Members in all legs of the staffing stool (volunteer, part-time, and full-time) do not consistently demonstrate pride and ownership by attending to the small things such as cleanliness of the apparatus, picking up after one self, and ensuring that tools and equipment are returned to their proper place.

Intra District Communications: Communication between shifts, day work staff, and the stations (e.g., volunteer officers) could be improved. From time to time, important information is not passed on to all with a need to know. Similarly, the matrix nature of the District's functional organizational structure at times leads to members communicating outside the chain of command, leaving their supervisor with an absence of important information.

Limited Response Staffing: The District's on-duty, on-call, and volunteer staffing provide substantially limited capability to respond to concurrent incidents or to larger incidents (inclusive of moderate hazard structure fires and vehicle crashes with multiple patients and/or extrication).

Fire/EMS Silos: CWIFR's Interlocal agreement with Whidbey Health (WH) EMS provides expanded staffing and improved service to the District's residents. However, CWIFR and WH EMS generally operate within distinct silos, limiting operational effectiveness and efficiency.

Limited Strategic Focus on Technology: The District lacks a comprehensive plan for improvement of technological infrastructure. Improvements to this point have been substantial, but were focused on addressing critical problems, rather than a strategic approach to improvement. The same holds true for improvement of members' technological literacy.

Out of Date Interlocal Agreements: A number of the District's Interlocal, mutual aid, and automatic aid agreements have been in place for some time and are in need of updating. In addition, several of the District's Interlocal agreements have some level of ambiguity and could be improved by increased clarity.

Program and Process Documentation: While the District has made considerable progress in documentation of programs and processes, additional work is needed in this area to ensure compliance and consistency with best practices. Program and process documentation is also an area in need of staff development to improve technical writing skills.

Standard of Coverage: The District has not yet adopted a standard of coverage specifying current performance and target service delivery levels throughout the community. Work on the standard of coverage is underway.

Limited CRR Focus on Community Risks: The District has identified key risks within the community. However, the District's community risk reduction program has not yet substantively addressed these risks. Work to address this issue is underway.

External Environment

Analysis of our external environment considered forces and trends impacting CWIFR and key factors that influence resources available to address the needs of the community. Examination of opportunities and threats incorporates political, economic, social, technological, educational, environmental, physical, and legal influences.

Opportunities

Regional Collaboration: The District has tremendous potential to improve efficiency and quality of service on a regional basis. These improvements may be achieved through regional collaboration (informal and formal), functional consolidation, merger, or formation of a regional fire authority with other agencies.

Additional Revenue Streams: While the District's tax based revenue is limited by constitutional and statutory constraints, there are opportunities to maintain and expand revenue diversification through Interlocal agreements (e.g., fire prevention services, emergency medical transport, and fleet maintenance). In addition, the District can shift funding for capital facilities and major apparatus (e.g., engines) to a voter approved bond, reducing pressure on the regular levy to fund both operating and major capital expense.

Threats

Constitutional and Statutory Revenue Limits: As with all levels of government in Washington, CWIFR faces significant constitutional and statutory constraints on tax based revenue. In addition, the tax base within the district is limited by the large number of state, county, and other municipal facilities as well as limitations resulting from the area of the District falling within the Ebey's National Historic Reserve. Revenue is also impacted by the District's demographics (large percentage of fixed income retirees) and narrow economic base.

Revenue Versus Cost of Service: The District's current revenue streams are adequate for funding existing operational requirements and capital projects in the near term, but over time do not provide sufficient funds for capital projects or to maintain current service delivery into future years due to the impact of constitutional and statutory limits on revenue.

External Silos: Existing silos, differences in organizational culture, and political interests of the District and other agencies may present challenges to identification and implementation of regional efficiencies.

Potential Minimum Wage Increases: Ongoing initiatives to increase the minimum wage will result in pressure to increase compensation, particularly for part-time personnel, but indirectly may influence the cost of service across the entire organization.

Demographics: The District's demographics, particularly increasing median age, percentage of retirees, and seasonal or recreational residential occupancies will continue to present an increased challenge to recruitment and retention of volunteers.

Potential Failure of Proposed Bond: Given the District's lack of funding for capital facilities projects and constraints on operational revenue, failure of the proposed bond for capital facilities and apparatus would have a significant impact on fiscal resources available to maintain current service levels.

Increased Demand for Service: Demand for service (particularly emergency medical and service call volume) increase at a rate that is substantially higher than the increase in population.

Reduction in Revenue Streams: Potential reduction in funding if the EMS service delivery model changes (i.e., elimination of funding for the BLS contract with Whidbey General Hospital) or changes revenue streams from other interlocal agreements.

Regional or National Economic Downturn: Economic conditions within Island County (the State of Washington, and the Nation) may present future challenges to the revenue required to meet current and future demands for service.

Tension Between Community Expectations and Cost of Service: There is an inherent tension between the community's service level desires and the cost of service (a desire for a high level of service, but limited desire and/or capacity to fund increased service levels).

Limited Experience: Low call volume (a good thing for the community) results in less experience in dealing with low frequency/high risk incidents (e.g., structure fire, cardiac arrest).

Limited Economic Diversity: Limited economic diversity and reliance on a single employer (the US Navy) may result in significant economic impact based on potential future reductions in military spending within the region.

Water Supply: The fragmented nature of water supply within the District presents challenges to consistent and coordinated efforts to improve water system maintenance and improvement of fire flow capability.

Critical Issues & Service Gaps

Limits on fiscal sustainability and demographics are critical issues facing the District that drive five service gaps; staffing and deployment, competing priorities, facilities limitations, volunteer recruitment and retention, and service demand.

Limits on Fiscal Sustainability

Fiscal constraints present a significant challenge to developing and maintaining the resources necessary to meet the community's service level demands. This issue results from constitutional and statutory limitations on tax revenue as well as the nature and scope of the District's tax base. Like all other municipal entities within the State of Washington, there are significant limits on increases in tax revenue on an annual basis as well as a statutory limitation on the District's levy rate. These constraints are compounded by the District's limited tax base and large number of tax exempt properties within the District that are owned by the Town of Coupeville, Island County, Washington State, and the United States government. The District continues to meet the funding necessary to meet operational and capital equipment requirements, but does not have sufficient revenue to address critical capital facilities needs without passage of a voter approved bond. This critical issue is explored in greater detail in Volume 5 of the Districts Integrated Comprehensive Plan addressing the District's Long Term Financial Plan.

Limits on fiscal sustainability result in three service gaps related to staffing and deployment, competing priorities, and facilities limitations.

Staffing and Deployment

CWIFR is a combination staffed fire and rescue agency utilizing volunteer, part-time, and full-time personnel to meet operational and administrative needs. The number of paid (part-time and full-time) staff is constrained by revenue limitations, providing a small on-duty staff for initial response to emergency incidents. Fiscal constraints also impact on volunteer staffing, but to a much lesser extent (this issue will be further addressed under the issue of demographics).

Competing Priorities

The District's service gap related to competing priorities results from the intersection of limited staffing, demand for service, training necessary to develop and maintain competence, and related support services.

Facilities Limitations

The District has significant facilities challenges related to space required to support operational functions, occupational safety and health (e.g., exhaust removal systems, decontamination facilities), and the impact of configuration on turnout time. CWIFR's ability to address these issues is significantly impacted by lack of sufficient revenue for capital facilities in addition to operational expenses and funding for capital equipment. The District's facilities are examined in detail in Volume 6 of the Districts Integrated Comprehensive Plan addressing the District's Capital Projects Plan.

Demographics

The District has a high median age (53.4 in Coupeville and 58.0 in Greenbank). Median age has increased significantly over the last 10 years, and is projected to increase further.

Volunteer Recruitment and Retention

A high median age impacts the District's ability to recruit volunteer firefighters. Firefighters work presents significant physical demands. Given the physical nature of the work, many volunteer firefighters enter the fire service as young adults. Completing the candidate physical ability test (CPAT) and the rigors of completing recruit training are often less attractive to candidates contemplating entry later in life. CWIFR has adapted to these challenges by providing roles such as Water Tender Operator that have different physical requirements, but none the less, members filling the role of firefighter are still essential to delivery of service to the community.

Service Demand

Over the last 15 years, CWIFR has seen an increase in demand for service of 4.86% per year, while population increase has only averaged 0.88% per year. A majority of this increase was the result in increased frequency of emergency medical service response.

National experience shows that older adults have a higher demand for emergency medical services (McConnel & Wilson, 1998). In addition, older adults (and young children) have a much greater fire risk (USFA, 2011). While the District has not had major life loss or injuries from fire, the demographics of our population still present significant risk. As the median age within the District continues to increase, CWIFR anticipates increased pressure on demand for service and potential fire risk.

Critical Perspectives and Strategic Themes

Critical Perspectives

Strategy examined through four different lenses; from the perspective of the community, financial stewardship, internal processes, and physical and human resources. As illustrated in Table 2, each perspective provides answers to an important question.

Table 2. Critical Perspectives

Perspective	Questions Answered	
Community	How will we achieve or exceed the community's risk reduction outcome objectives?	How will we provide the greatest value to the community? (Outcomes/Cost Effectiveness)
Fiscal Stewardship	How will we provide the most cost effective service to the community?	
Internal Processes	In what internal processes must we excel in order to effectively fulfill the District's mission and meet or exceed the community's expectations.	
Physical and Human Resources	What resources and capabilities are required in order to effectively fulfill the District's mission and meet or exceed the community's expectations.	

Strategic Themes

Developing strategy from the internal perspective requires identification of the process essential to supporting the organizational strategies. CWIFR has identified three strategic themes.

- Community Risk Reduction
- Community Partnerships
- Organizational Excellence

Community Risk Reduction

The Community Risk Reduction Strategic Theme is directly tied to CWIFR's Mission to partner with our community *to proactively reduce risk from fire, illness, injury and other hazards*. The District's origin lies in the traditional fire service role of fire suppression. However, developing a safe and resilient community requires a broad-based approach to reduction of risk.

Any effective community risk-reduction strategy integrates emergency response; code enforcement; legislative processes to adopt codes, standards, and prevention-related ordinances; plans review and design; fire and life safety education; public information and public relations; risk-reduction-related economic incentives; and other mitigation activities (NFA, 2010, p.6).

It is important to note that CWIFR's approach to risk reduction is comprehensive, inclusive of prevention and mitigation, preparedness, response, and recovery and extending beyond fire risk to include injury and illness. "Both response and prevention have the same goal: to prevent or reduce harm to the public. Integration of emergency operations and prevention initiatives make both functions considerably more effective" (NFA, 2010, p. 6).

Community Risk Reduction is not a completely new strategy for CWIFR as the District has engaged in fire prevention and public education initiatives in addition to emergency response operations. However, clarification of the District's mission and focus on risk reduction places a greater emphasis on this critical role in serving our community. Benefits of increased emphasis on community risk reduction include:

- Decreased frequency and severity of emergency incidents
- Increased community engagement
- Enhanced value of fire and rescue services
- Improved firefighter safety

Community Partnerships

As with Community Risk Reduction, the Community Partnerships Strategic Theme is directly tied to CWIFR's Mission *to partner with our community* to proactively reduce risk from fire, illness, injury and other hazards. Community Partnerships and Community Risk Reduction are defined as separate but interrelated themes.

Risk is a community problem. The process of community risk reduction must also involve the community: its leaders, its groups, its neighborhoods, etc. Any community risk-reduction process that fails to engage the community and its citizens is doomed to fail (NFA, 2010, p. 6).

Working together with agencies such as WhidbeyHealth Emergency Medical Services, the Island County Government, the Town of Coupeville, social service agencies and community groups we can more effectively address complex problems. A broader range of perspectives, knowledge, information, strengths and skills can provide new and better ways of delivering services.

Examples of CWIFR's ongoing community partnerships include our intergovernmental agreements with Whidbey General Hospital (WGH) to operate a basic life support (BLS) ambulance and with the Town of Coupeville to perform fire prevention inspections in a wide range of occupancies within the Town. CWIFR also partners with other fire and rescue agencies to provide a stronger and more capable emergency response system.

While having many partnerships within the public safety arena, CWIFR must expand and extend its partnership working outside the traditional public safety system (fire, emergency medical, law enforcement) to maximize its impact on community safety and resiliency by working with, not simply for those that we serve.

Partnerships help us create more for less, pooling resources can help partners achieve results in a more cost effective way and access extra resources.

Organizational Excellence

The Organizational Excellence Strategic Theme focuses on CWIFR's vision to provide world class service to the community through the four elements of our community value proposition: Effective; timely; friendly, helpful, & compassionate service; that is delivered in an efficient and affordable manner.

World class service is not incompatible with efficiency and affordability. High performance systems must meet one or more of the following criteria (adapted from Vail, 1982):

- Performing excellently against a known external standard
- Performing excellently against what is assumed to be their potential
- They are performing excellently in relationship to prior performance
- They are judged by informed observers to be doing better (qualitatively) than comparable systems
- *Doing whatever they do efficiently* [emphasis added]
- They are perceived as exemplars of the way to do whatever they do

Developing organizational excellence requires consistency with the CWIFR values of Professionalism, Integrity, Compassion, and Excellence as well as commitment to our mission and vision. As Vince Lombardi, Coach of the Green Bay Packers stated shortly after becoming head coach in 1959:

We are going to relentlessly pursue perfection, knowing full well that we will not catch it. We are going to relentlessly chase it; because in the process we catch excellence....I am not remotely interested in just being good (Eisenberg, 2010, p. 76).

Strategic themes are the main focus of CWIFR's strategy; key areas in which we must excel in order to achieve our mission and vision. While themes are expressed in general terms, each is intended to achieve a specific and explicitly stated outcome (Table 3)

Table 3. Strategic Themes & Outcomes

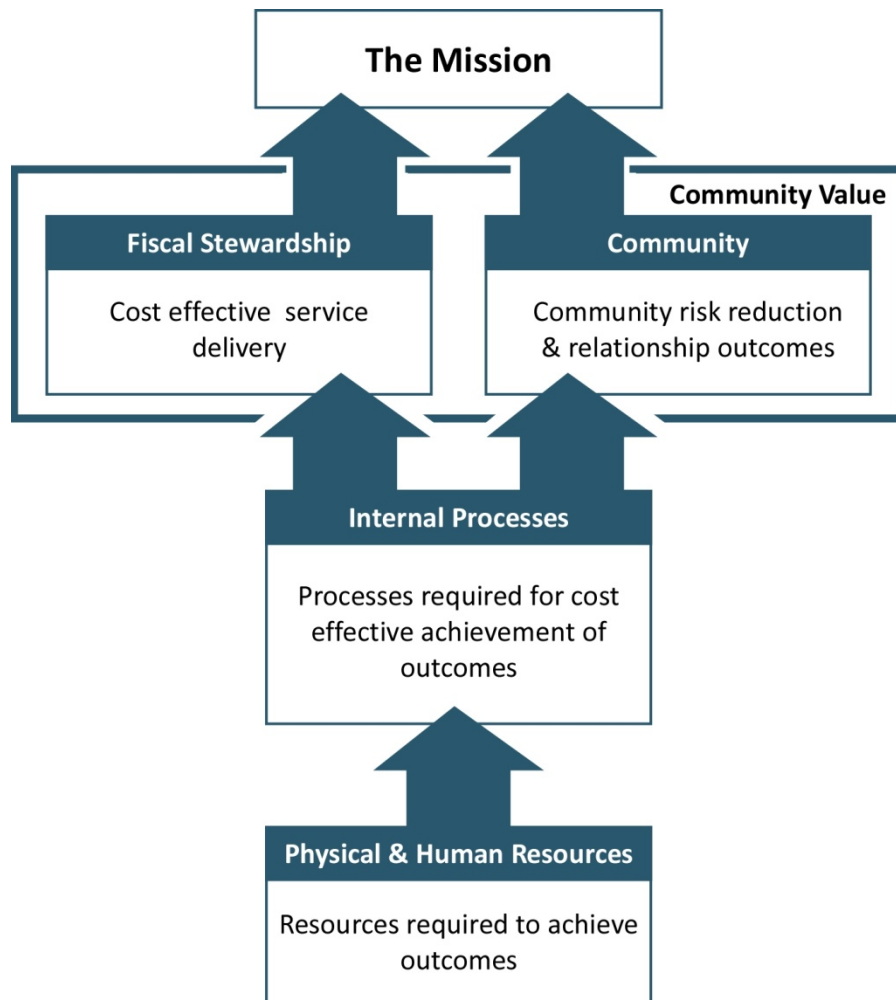
Strategic Theme	Outcome
Community Risk Reduction	CWIFR's services provide a safer and more resilient community by reducing the rate at which emergency incidents occur and reducing the severity of those that do occur.
Community Partnerships	Outcomes: CWIFR works effectively with our partners to maintain a close relationship with the community and provide effective and efficient service delivery.
Organizational Excellence	Outcomes: CWIFR consistently provides services needed by the community in a timely, effective, and efficient manner.

Strategy Map

A strategy map is a concise, visual representation of the goals that must be accomplished for an organization to create value for its stakeholders. Strategy maps illustrate the cause and effect relationships among the components of an organization's strategy (Kaplan & Norton, 2004, p. 9).

A Strategy map has been developed to identify interrelationships between goals in each of four critical perspectives: Community, Fiscal Stewardship, Internal Processes, and Resources. In general, goals identified in the Resources and Internal Processes perspectives support achievement of goals in the fiscal stewardship and community perspectives. It is useful to read the map from the bottom up and ask the question why (does CWIFR want to achieve this goal) or to read the map from the top down and ask how (will CWIFR achieve this goal)? Figure 6 illustrates the relationship of strategy map elements.

Figure 6. Relationship of Critical Perspectives to the Mission



Strategic Goals

Development of CWIFR's strategy involved mapping goals for each strategic theme (Risk Reduction, Community Partnerships, and Organizational Excellence) from each of the four perspectives (Community, Fiscal Stewardship, Internal Processes, and Human and Physical Resources).

Enterprise Wide Strategy

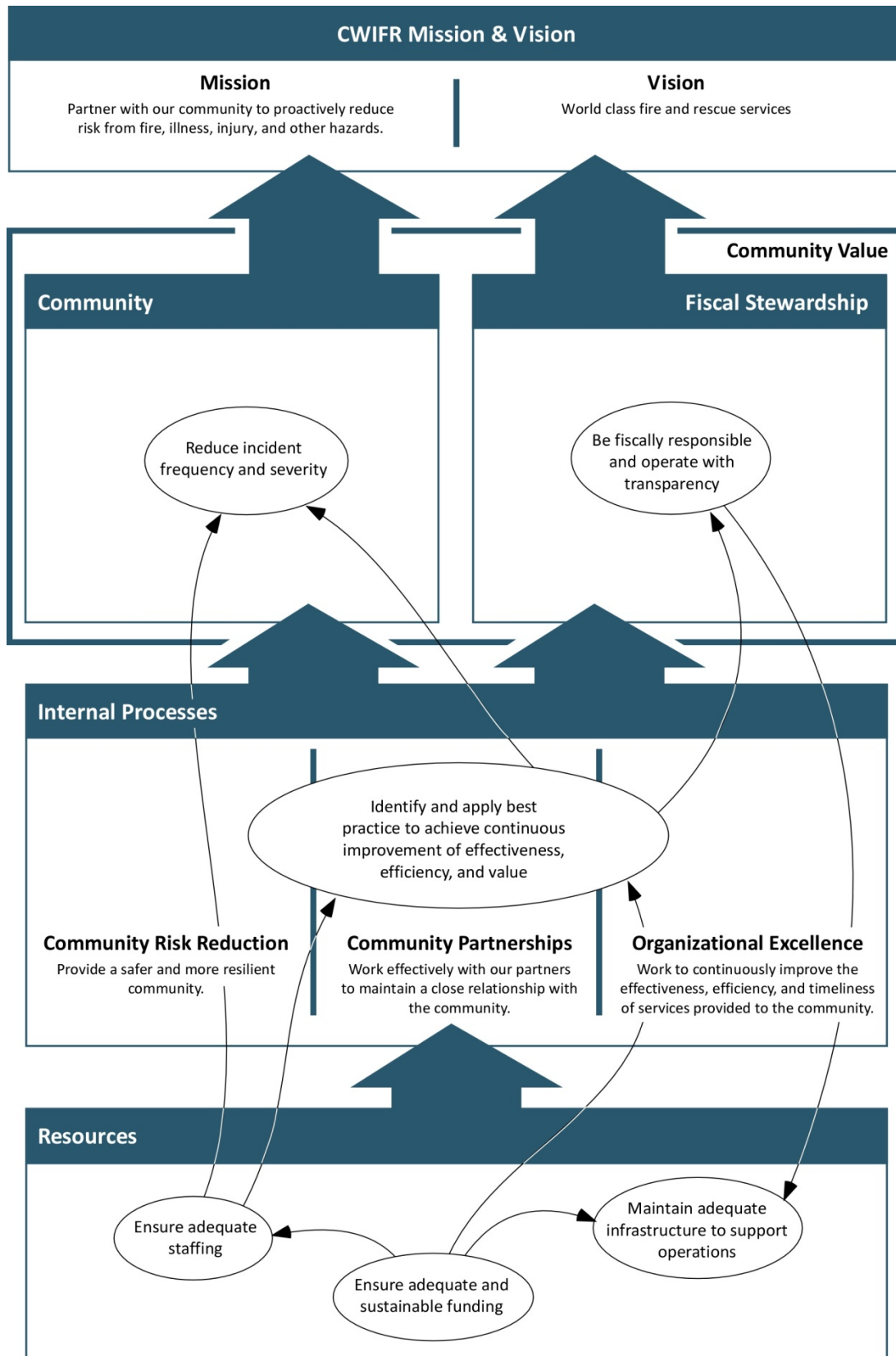
CWIFR's three themes, Community Risk Reduction, Community Partnerships, and Organizational Excellence provide structure and a solid foundation for the District's Strategic Plan. The CWIFR's Enterprise Wide Strategy serves as the District's strategic *bull's eye* (see Figure 7).

Figure 7. Strategic Themes and Enterprise Wide Strategy



Figure 8 illustrates how the interrelationship of the strategic goals and how they relate to the organizational perspectives and strategic themes in support of the District's mission and vision.

Figure 8. Enterprise-Wide Strategy Map



Strategic Goals as Intended Outcomes

Clarity of purpose and goals is critical to measuring progress towards an intended outcome. Goals are qualitative statements that generalize an intended outcome in words rather than numbers.

The following criteria were used in evaluating each of CWIFR's strategic goals (outcomes). Are the goals:

- **Mission Focused:** Is the outcome aligned with CWIFR's mission and values?
- **Measurable & Action Oriented:** Do the outcomes drive quantifiable improvements?
- **Comprehensive:** Do the outcomes reflect all CWIFR's capabilities, functions, and strategies?
- **Crafted to Create Value:** Do the outcomes address shared agreement within CWIFR and the community and will these outcomes be valued?

Given the goals identified in the District's Enterprise Wide Strategy, specific measure and metrics are necessary to assess performance and progress in implementing these strategies.

Performance Measures

Why measure performance? “Neither the act of measuring performance nor the resulting data accomplishes anything itself; only when someone uses these measures in some way do they accomplish something” (Behn, 2003, p. 586). Measuring performance is essential to both defining a starting point and for evaluating progress. As Kaplan and Norton (2004) observe “You can’t manage what you can’t measure...You can’t measure what you can’t describe” (p. xiii).

Effective organizational performance requires measurement to first establish a baseline and subsequently to evaluate progress towards established goals. However, performance management provides benefits beyond checking progress (Neely, 2002).

Performance measurement supports continuous learning in which feedback is used for identifying achievements and adjusting agreed-upon strategies or initiatives. This process is critical to continued progression towards the attainment of organizations mission and vision. It also can provide a balanced and systematic attempt to assess the effectiveness of operations from different points of view: financial, operational performance, community and members.

Measuring Public Services

Public services must be measured based on effectiveness, efficiency, and equity (Chaiken & Ingall, 1979; Australian Government Productivity Commission, 2005).

- Effectiveness measures relate to the fundamental reasons for providing service and examine how well services are provided to the community (output, quality, and outcome).
- Efficiency measures focus on the extent to which resources are well used or the effort required in accomplishing intended outcomes.
- Equity is concerned with the relationship between those who pay and those who benefit. These measures are used to determine the fairness of service delivery and citizen expectations.

It is essential to keep in mind that “any practical system of performance measurement cannot be value-neutral” (Blaug, Horner, Lekhi, 2006b, p. 51) and as such the process of selecting what to measure and how to measure it must be internally and externally transparent.

In the end performance is measured after the fact. For example, success in treating a patient that is in cardiac arrest can only be determined after the patient survives to leave the hospital and return to a normal life (or they do not). Similarly, community fire safety can be measured based on death, injury, and property loss. These are lagging (after the fact) or outcome measures.

Leading indicators or performance drivers measure factors that are critical to achievement of specified goals or successful performance as measured by lagging indicators (outcome measures). For example, in both cardiac arrest and structure fire response, response time is an important factor and may serve as a useful leading indicator or performance driver when assessing emergency response effectiveness.

“By definition, catastrophic and major process incidents are rare events, and performance measures need to be preferably focused on leading indicators, or at least lagging indicators of relevant, more frequent incidents” (Mogford, 2005, p. 144)

Assessment of Performance Measures

CWIFR’s Strategic Planning Working Group used a two-part process in assessing potential metrics to measure progress towards achievement of the District’s strategic goals. In the first part of the assessment, members examined the intention of the measure and in the second, they focused on the feasibility of the measurement process.

Intentions

- **Outcomes Focused:** Are the metrics measuring the outcome rather than simply inputs and outputs?
- **Customer Focused:** Do the metrics track and measure what our stakeholders value?
- **Drives Intended Behavior:** Do the metrics drive the intended behavior?
- **Actionable:** Does the metric give CWIFR meaningful information to make decision (to improve outcomes)

Feasibility

- **Measurable:** Are the metrics quantifiable, reliable, and well defined?
- **Practical/Affordable:** Do the data currently exist? Is the cost of measurement (time and expense) justified by the benefit of the measurement?

While the Performance Measures & Metrics were assessed as part of the planning process, assessment will be ongoing to ensure that they function as intended and guide the District toward accomplishment of the Strategic Goals identified in this plan.

Leading Indicators and Outcome Measures

Performance drivers (lead indicators) and outcome measures (lag indicators) for each of the District’s Strategic Goals are listed in 4. CWIFR’s progress in achievement of these goals is assessed using a mix of quantitative and qualitative measures. Qualitative data is extremely varied in nature. It includes virtually any information that can be captured that is not numerical and related to quantity. Measures that are qualitative in nature (narrative or descriptive data rather than numeric data) are identified with the word [QUALITATIVE] in brackets.

Strategic Initiatives

Strategic initiatives are programs or projects that turn strategy into clear and well defined operational terms. CWIFR's initiatives provide a structured way to prioritize projects based on strategic impact. Strategic initiatives answer the question: What strategic projects must be completed to meet CWIFR's goals and achieve our mission and vision?

Table 4 lists the District's Strategic Goals and initiatives as well as performance measures for each goal.

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Table 4. Strategic Goals, Initiatives & Performance Measures

Goals & Initiatives	Performance Measures	
	Performance Drivers (Lead Indicators)	Outcome Measures (Lag Indicators)
<p>Reduce incident frequency and severity. [COMMUNITY]</p> <ul style="list-style-type: none">Focus prevention and public education on community risks (Porter).Improve operational capability to address community risks (Smith).	<p>Percentage of commercial occupancies receiving a fire and life safety inspection annually.</p> <p>Percentage of homes (dwelling units) receiving a safety survey annually.</p> <p>Percentage of District population receiving CPR Training (Hands-Only or Certification) annually.</p> <p>Percentage of District population receiving contact or referral related to fall prevention.</p> <p>Extent to which CWIFR meets its adopted Standard of Coverage (SOC)</p> <ul style="list-style-type: none">90th Percentile Response Time First Unit (All Emergency Incidents)90th Percentile Response Time for Minimum Response Force (Fire & Cardiac Arrest)90th Percentile Response Time for Effective Response Force (Fire & Cardiac Arrest) <p>Percentage Turnout of On-Call Staff on Structure Fires (Day/Night)</p> <p>Number of contacts and referrals related to community risks</p> <ul style="list-style-type: none">FallsCardiac ArrestHome Fires <p>Percentage of community members correctly identifying major fire, accident, and health risks.</p> <p>Percentage of commercial occupancies inspected annually.</p>	<p>Change in total calls for service/1000 population</p> <ul style="list-style-type: none">Fire incidents/1000 populationEmergency medical responses/1000 populationTotal incidents/1000 population <p>Percentage of structure fires beyond the room of origin on arrival confined to the building of origin.</p> <p>Percentage of structure fires confined to the room or area of origin.</p> <p>Cardiac Arrest Save Rate (Utstine Criteria)</p> <p>Percentage change in the rate of incident occurrence (incidents/1000 population) for risks identified as high frequency (e.g., ground level falls) or high criticality (e.g., structure fires and cardiac arrest).</p> <p>Percentage of commercial occupancies experiencing a building fire within the previous five years.</p>
<p>Be fiscally responsible and operate with transparency. [FISCAL STEWARDSHIP]</p> <ul style="list-style-type: none">Develop, maintain, and operate under sound fiscal policy and procedure (Harpe).Engage the community in building awareness and understanding of the District’s fiscal and policy making processes (Hartin).Develop and maintain a capital projects plan to meet the District’s capital infrastructure needs (Hartin).	<p>Total expenditure per capita (Expenditure Indicator-Brown’s 10 Point Test)</p> <p>Operating Surplus or Deficit/Operating Revenues Percentage (Operating Position Indicator-Brown’s 10 Point Test)</p> <p>General Fund Balance/General Fund Revenues Percentage (Operating Position Indicator-Brown’s 10-Point Test)</p> <p>Long Term Debt/Assessed Value Percentage (Debt Indicator-Brown’s 10 Point Test)</p> <p>Debt Service/Operating Revenues Percentage (Debt Indicator-Brown’s 10 Point Test)</p> <p>Post-Employment Benefit Assets/Liabilities Percentage (Unfunded Liability Indicator-Brown’s 10 Point Test)</p> <p>Website elf-assessment transparency score (Sunshine Review Transparency Checklist)</p> <ul style="list-style-type: none">BudgetMeetingsElected OfficialsAdministrative OfficialsAuditsContractsLobbyingPublic RecordsTaxes	<p>Percentage change in fund balance for:</p> <ul style="list-style-type: none">General FundGeneral Capital Projects FundCompensated Absences Trust Fund <p>Bond rating</p> <p>Successful financial audit by the State Auditor’s Office</p> <p>Transparency score on annual community survey</p> <p>Fiscal responsibility score on annual community survey</p>

Table4. Strategic Goals, Initiatives & Performance Measures

Goals & Initiatives	Performance Measures	
	Performance Drivers (Lead Indicators)	Outcome Measures (Lag Indicators)
Identify and apply best practice to achieve continuous improvement of effectiveness, efficiency, and value. [INTERNAL PROCESS] <ul style="list-style-type: none">Maintain the District’s Strategic PlanDevelop and maintain the District’s Community Risk Assessment, Community Risk Reduction Plan, and Standard of Cover.Complete and maintain the District’s Fire and Emergency Services Self-Assessment (FESSAM)Integrate the Strategic Plan, Community Risk Assessment, Community Risk Reduction Plan, and Standard of Cover; and the FESSAM into the District’s annual planning cycle and budget process.	Percentage completion of the Commission on Fire Accreditation International (CFAI) Fire and Emergency Services Self-Assessment (FESSAM) Percentage compliance with CFAI Accreditation Criteria <ul style="list-style-type: none">Critical CriteriaNon-Critical CriteriaTotal Criteria	Achievement and maintenance of Accredited Agency Status Case examples of best practice implementation [QUALITATIVE]
Ensure adequate and sustainable funding. [RESOURCES] <ul style="list-style-type: none">Develop alternative (non-property tax) revenue sources consistent with the District’s mission (Hartin)Develop and present property tax funding alternatives (e.g., lid lift, voter approved bond measure) to the Board of Fire Commissioners as necessary to meet and continue established service delivery levels.	Total revenue per capita (Revenue Indicator-Brown’s 10 Point Test) Intergovernmental revenues/total revenues percentage (Revenue Indicator-Brown’s 10 Point Test) Property tax/total revenues percentage (Revenue Indicator-Brown’s 10 Point Test) Actual levy rate/ maximum levy rate (\$1.50 (Operating Position Indicator added to the 10 Point Test ¹)	General Fund beginning balance as a percentage of budgeted expense. Percentage of full funding of the following: <ul style="list-style-type: none">General Capital Projects FundCompensated Absences Trust FundContingency (Administrative) Fund
Ensure adequate staffing [RESOURCES] <ul style="list-style-type: none">Engage in effective recruitment to strengthen volunteer staffing to meet the District’s operational requirements (Helm)Provide the tools and support necessary to develop and maintain a competent workforce (Helm)Engage our members in a comprehensive effort to develop and maintain health, wellness, and physical capacity (Meek)	On-Duty Staff/1000 Population (Day/Night) On-Call Staff/1000 Population (Day/Night) Retention rate: <ul style="list-style-type: none">% of volunteer members with greater than 24 months service% of part-time members with greater than 24 months service Percentage of members meeting individual performance standards. Percentage of companies meeting performance standards. Percentage of members qualified to test for promotion to the next highest organizational level Percentage of officers holding professional designation.	Percentage of incidents in which the following Standard of Coverage response standards are met: <ul style="list-style-type: none">Minimum Response ForceEffective Response Force Percentage of company responses with adequate staffing.

¹ The enterprise fund operating position indicator in Brown’s 10 Point Test is not used (as the District does not have enterprise funds). The percentage of maximum levy rate has been substituted as a relevant operating position indicator.

Table4. Strategic Goals, Initiatives & Performance Measures

Goals & Initiatives	Performance Measures	
	Performance Drivers (Lead Indicators)	Outcome Measures (Lag Indicators)
Maintain adequate infrastructure to support operations. [RESOURCES] <ul style="list-style-type: none">Maintain District facilities to minimize operational cost over their lifecycle (Vrable).Maintain the District’s apparatus and equipment to minimize operational cost over their lifecycle (Matros).	Deferred maintenance deficiencies cost/current replacement value (Facilities Condition Index) Capital facilities improvement needs/current replacement value (Facilities Needs Index) Total apparatus maintenance cost/replacement cost (Fleet Condition Index) Planned fleet maintenance cost/unplanned repair cost Planned facilities maintenance cost/unplanned repair cost Facilities codes and standards compliance [QUALITATIVE] Fleet codes and standards compliance [QUALITIATIVE]	Apparatus percent in service time Facilities adequacy for current and projected needs [QUALITATIVE]

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Implementing the Strategic Plan

Key Considerations

Implementing the 2017 revision to the Central Whidbey Island Fire & Rescue Strategic Plan will require considerable and sustained effort.

Remember that strategic planning is not about producing a plan; it's about leadership engaging others to achieve the organization's vision. Planning falls short when the course is charted, the direction set and nothing more happens. Strategic planning is a process that includes charting a direction, determining the course, *and reaching a destination* [emphasis added]. You need to plan for implementing goals and strategies in addition to identifying them, in order to reach your destination (PSU, 2009, p. 2).

Accountability for Initiatives

Table 4 identifies linkage between Strategic Goals, Performance Measures, and Strategic Initiatives. The lead person or champion for each initiative will be responsible for developing an operational plan that details how the initiative will be implemented. These operational plans will provide clarity as to exactly what resources will be necessary and intermediate milestones leading to accomplishment of the goals specified in the strategic plan.

The Budget

A cornerstone of budget policy is that the District “ensure that the District’s budgeting process has a direct and strong connection with the Strategic Plan adopted by the Board of Fire Commissioners” (CWIFR, 2014, p.2). CWIFR’s budget process is designed to integrate the District’s strategic goals and supporting initiatives with financial decision-making, budgeting, and planning.

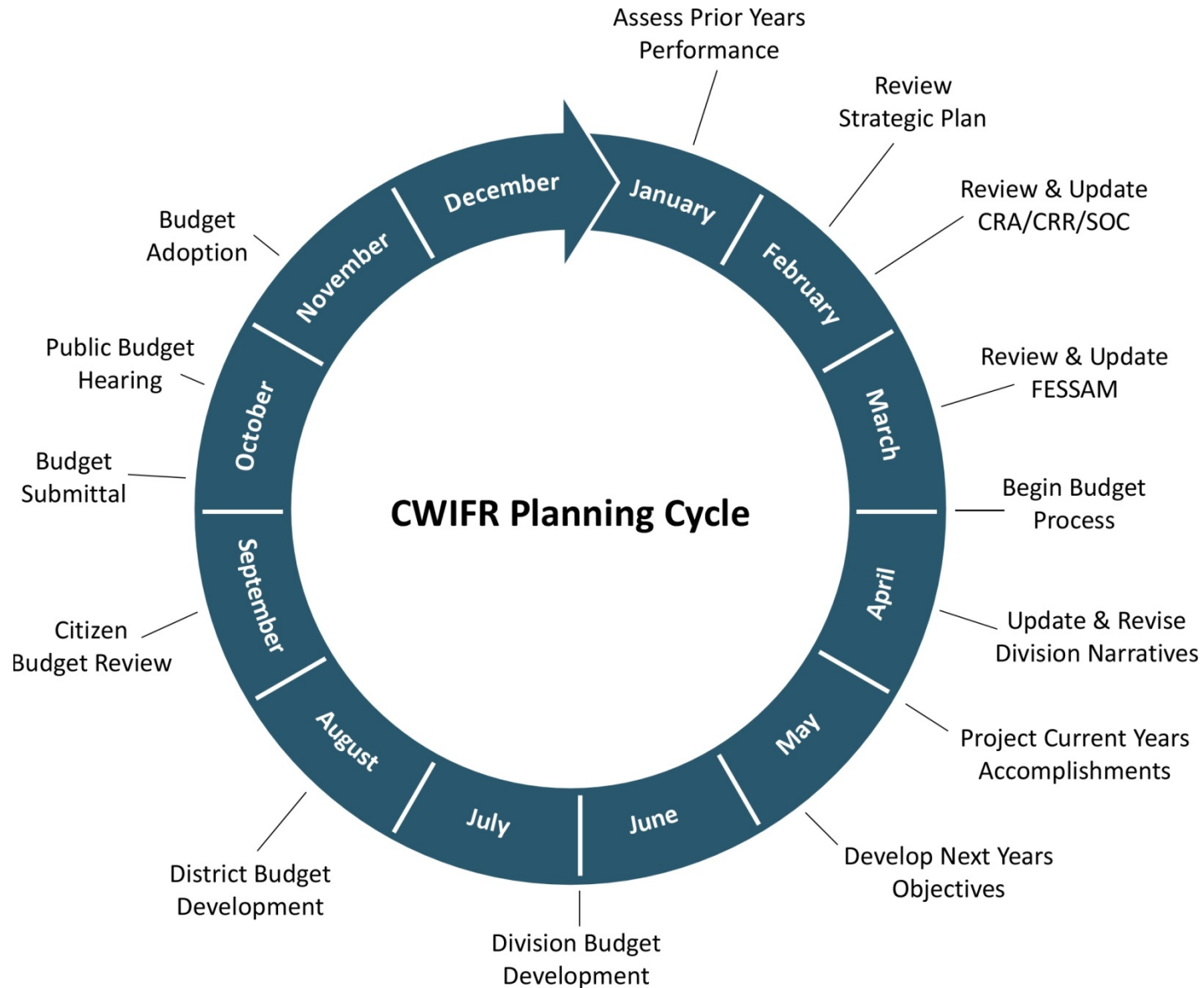
The Strategic Plan provides high level direction to District operations. Other elements of the District’s Integrated Comprehensive Plan such as the Community Risk Assessment, Community Risk Reduction Plan, and Standard of Coverage (CRA/CRR/SOC); and Fire and Emergency Services Self-Assessment (FESSAM) provide specific and measurable objectives for continuous improvement..

Assessing and Reporting on Performance

The District’s (lead and lag) performance measures provide a means of assessing and reporting on progress towards achievement of identified strategic goals. At the most fundamental level, performance will be assessed on an annual basis. However, several performance measures are monitored more frequently (e.g., monthly or quarterly) to allow course corrections as work continues.

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Figure 9. CWIFR Planning Cycle



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Appendix A-Community Input Focus Group


Focus Group Participants

Approximately 20 potential participants were invited to participate in CWIFR's community input focus group. Invitees represented county and local government, the hospital district, local businesses, and citizens. Of those invited, nine individuals responded with a reasonable cross section of the stakeholders invited to play a key role in this element of the District's strategic planning process.

Focus Group Materials

The following information was provided to the community focus group participants to provide a common baseline of understanding about the District and its operations. This handout also served as a structured data collection tool during the focus group session.

Figure 10. Focus Group Handout



Central Whidbey Island Fire & Rescue

Community Focused Strategic Plan Workshop

The District


Central Whidbey Island Fire & Rescue (CWIFR) currently serves approximately 8,500 residents and many visitors within 50 square miles of Central Whidbey Island from four fire stations. CWIFR's response area stretches from just south of Libby Road to just north of Mutiny Bay road and spans the breadth of the island. The district includes the Town of Coupeville, Greenbank, and a small section of Freeland.

Values, Mission, and Vision

As part of the District's 2010 Strategic Planning Process, CWIFR identified four organizational values, redefined our mission based on community input, and established a vision for the future. We are guided by our organizational values, committed to the mission, and drawn towards our vision for the future.

Values

Central Whidbey Island Fire & Rescue and its members operate in a manner which is consistent with the following values:



Mission

Fire departments and districts were originally conceived to respond to and control fires. This role has expanded over time to include considerably more diverse types of emergency response services including care of the sick and injured, rescue from dangerous conditions, control of utility hazards and hazardous materials releases. However, once an emergency has occurred, harm has already occurred and likely will increase without intervention. The best way to mitigate the risk of harm is to prevent the emergency.

Central Whidbey Island Fire & Rescue's mission is to partner with our community to proactively reduce risk from fire, illness, injury and other hazards.

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Page 1

Figure 10. Focus Group Handout (Continued)

COMMUNITY FOCUSED STRATEGIC PLANNING WORKSHOP

Vision

The District's vision is stated as an affirmation, describing the desired future state of the District and our community.

Central Whidbey Island Fire & Rescue; world class fire & rescue services

CWIFR has implemented fiscally sustainable, fire and rescue services best practices. Working with, not simply for the community, we have developed Central Whidbey Island into a safe and resilient place to live and work. The community has trust and ownership of their fire and rescue services as we serve with openness and transparency.

World class in this context is not the largest, most comprehensive, and particularly not the costliest. For CWIFR world class is a mindset. This vision has been embraced after considerable thought and deliberation. It has not been entered into lightly, as developing world class fire and rescue services requires long term commitment to attain and sustain this level of performance.

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Figure 10. Focus Group Handout (Continued)

COMMUNITY FOCUSED STRATEGIC PLANNING WORKSHOP

Excellent Service

When you go to a restaurant, shop in a store, have your car repaired, or call a tradesperson to work on your home you receive a service. Sometimes this experience is poor, other times it is unremarkable, and occasionally it is **excellent!** What type of service leaves you feeling wow that was exceptional!

Please take a few minutes and list characteristics that make for an excellent customer service experience (one to a line). Then check the boxes next to characteristics that apply to CWIFR. If there are any additional considerations that would apply uniquely to CWIFR list them in the space provided. Finally, rank order the characteristics that apply to CWIFR in order of importance (1 being most important)

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Additional Considerations for CWIFR

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Focus Group Data

The focus group participants generated the following data.

Excellent Service

Focus group member responses identifying the characteristics of excellent service were examined on the basis of frequency with which the topic was identified and the degree of importance placed on that characteristic by the respondent. Based on this analysis the following five characteristics were identified as most significant:

1. Knowledge
2. Quick Response
3. Attitude
4. Value Added Service, going above and beyond
5. Compassionate
6. Quality

Service Delivery Priorities

Not all focus group members responded to the request to identify service delivery priorities and others prioritized some services, but not others. The first five priorities were consistently supported by the majority of focus group participants.

1. Fire Suppression (Structure Fires, Wildland Fires, Vehicle Fires)
2. Hazardous Material Response (Fuel Spills, Propane Leaks)
3. Emergency Hazard Mitigation (Wires Down, Gas Leak, etc.)
4. Basic Life Support (BLS) Emergency Medical Services & BLS Ambulance Transport (Partnership with Whidbey General Hospital)
5. Pre-Incident Program (address signs, pre-incident planning, long driveway program, hydrant inspections and testing)

The remaining services were not consistently prioritized by the focus group participants. Ranking of these services was influenced by the number of participants who prioritized the service (at any level).

6. Fire and Life Safety Inspections & Fire Plans Review
7. Public Fire/Medical Education (School Fire Safety Program, Car Seat Safety, CPR Classes)
8. Marine Rescue
9. Home Safety Surveys (Home Fire Safety, Smoke Alarms, and Fall Prevention)
10. Technical Rescue Response (e.g., Rope Rescue)

The final two services were not listed by the District, but each was identified by a single focus group participant.

11. Strategic or Tactical Planning for Major Disasters
12. Incident Management Training/Co-ordination with local communities so we know how to work with you and what you expect from us

Customer Expectations

Focus group participants open ended response to the question of what they expected from the District, were subjected to thematic analysis. The following themes were identified

1. High standards and continuous improvement
2. Community outreach and partnerships
3. Cost effectiveness and quality assurance
4. Public education to reduce risk
5. Visibility and community engagement
6. Timely response to emergency incidents
7. Staff well trained in application of best practice

How are we Doing?

Perceptions about the services we currently provide and our level of service delivery:

Table 5. Community Perceptions of Current Service Delivery

Doing Well	Could be Improved
<ul style="list-style-type: none"> • Emergency Response • Community Outreach • Visibility in the Community • Partnerships 	<ul style="list-style-type: none"> • Disaster Preparedness • Emergency Response (time) • Resource Management

Feedback on improvement of resource management related to response of multiple units to emergency or service incidents (in some cases, these resources are from multiple agencies such as public works and fire, or fire and emergency medical services).

Discussion of Focus Group Data

The data developed by the focus group provided valuable insight into community expectations and priorities and validated the values adopted by the district (Professionalism, Integrity, Compassion, and Excellence) as well as CWIFR's community value proposition.