

CONSOLIDATED FIRE DISTRICT #1

2025 ANNUAL REPORT



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Letter from the Chief

It is a privilege to again be presenting the 2025 Annual Summary for Douglas County Consolidated Fire District #1 (CFD1). CFD1 has incredible people doing great things, not just on emergency scenes, but all the internal programs to make this department function.

CFD1 faces the same challenges as rural combination departments face across the country. Demanding call volumes, a diverse range of emergencies to be prepared for, increased training demands upon our membership for these emergencies, the ongoing decline in volunteerism, and a vast geography to protect.

2025 was a critical year for CFD1's future. An external 3rd party review of CFD1 was done by the consulting firm of the International Association of Fire Chiefs (IAFC). They published their report and presented their findings to the Board of County Commissioners in June. This report confirmed many challenges we knew we faced looking forward. This report has been used as CFD1 plots out our future service model. As always, we ask ourselves how we can best serve our community in the face of many challenges while being responsible stewards.

Department personnel were instrumental as CFD1 instituted changes in annual training, recruit training, leadership training, health and safety, and master planning of air packs, fire hose, protective gear, and other response critical equipment.

CFD1 successfully responded to several major incidents in 2025. One was a working fire in an 8000s.f. residence. Firefighters were able to limit fire damage to where it was found, allowing the owners to restore it for habitation. Firefighters endured 6+” of snow on the ground and temperatures in the teens during the incident.

On a day that has been described as one of the worst fire days in memory by 20-year firefighters, CFD1 contained a 200 acre - 300-acre wildland fire north of Clinton Lake. In the face of near hurricane force winds, endangered structures were successfully defended, and no injuries were suffered during this fire. Mutual aid responders from multiple agencies in and outside of Douglas County were present on scene. 38 additional incidents also occurred within our district on that day as well.

The residents of CFD1 can be proud of the members of CFD1 that serve the district day in and day out. They are truly dedicated, professional public servants.

Thank you,

John Mathis

Introduction

Consolidated Fire District #1 (CFD1) was established in 2020, with its first full operational year in 2021, as an integration of Douglas County Fire departments from Wakarusa, Eudora, Kanwaka, Lecompton, and Clinton Townships. CFD1 response area covers 228 square miles of rural Douglas County, KS with 10 fire stations and 40 fire apparatus to serve and protect the jurisdiction.



CFD1 Vision

The Consolidated Fire District #1 aspires to be recognized by its community as a model of excellence.

CFD1 Mission

The Consolidated Fire District #1 will strive to maintain and improve the quality of life of all who live, visit, work, or invest in the communities in which it responds.

CFD1 Motto

NON SIBI SED OMNIBUS - "Not for oneself, but for all"

CFD1 Core Values

Professionalism- Consistently demonstrate a high standard.

Integrity- Partnerships based on trust, respect, and accountability through service.

Leadership- Providing guidance and support throughout the community and department.

Tradition- Preserving and carrying forward the legacy of those who served before us.

Commitment- Achieve a standard of excellence in every endeavor.



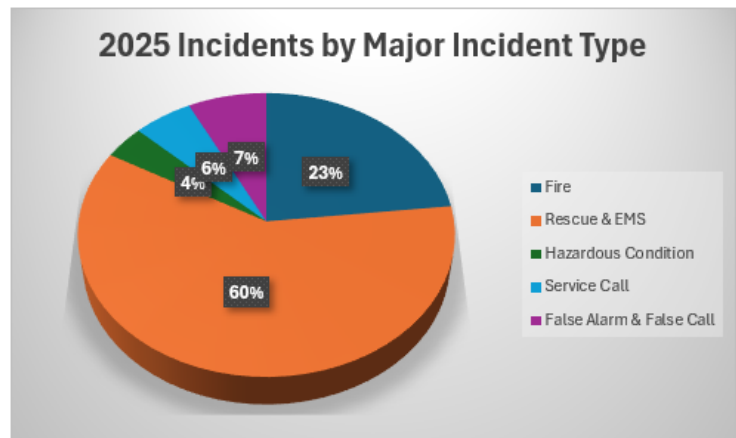
Incident Response

The response district for CFD1 covers 228 square miles of Douglas County, including Clinton Lake, Lone Star Lake, Sections of the Kansas and Wakarusa Rivers, as well as portions of K-10, U.S. Highway 40 and I-70. The district is described by five Divisions that correspond to the townships that were consolidated.



CFD#1 personnel responded to 989 calls for service in 2025 which represents a 1.9% decrease compared to 2024. Volunteers and staff contributed more than 2800 hours for special activities, training, and public service events in 2025.

Major Incident Type	# Incidents	% of Total
Fire	230	23.3%
Rescue & EMS	593	60.0%
Hazardous Condition	38	3.8%
Service Call	55	5.6%
False Alarm & False Call	73	7.4%
Total	989	100.0%



Response Zone	Fire	EMS	2025 Total
Div 13	40	75	115
Div 11	94	216	310
Div 14	78	93	171
Div 15	74	139	213
Div 16	26	79	105
Mutual Aid	47	28	75
Total	359	630	989

In 2024, Consolidated Fire District #1 responded to:

- 96 Brush or Vegetation Fires
- 33 Vehicle Fires

- 19 Building Fires
- 96 Motor Vehicle Accidents with Injuries
- 14 Hazardous Materials/Odor Incidents
- 7 Water Rescues

External Review

In the Spring of 2025, CFD#1 contracted with Emergency Services Consulting International (ESCI), the consulting firm of the International Association of Fire Chiefs (IAFC) to review department operations. The goal was to develop an objective foundation and scaffold to map CFD1’s future. ESCI conducted an in-depth analysis of the department’s strengths, weaknesses, and needs through meetings with internal and external stakeholders, county partners, and onsite visits to evaluate all CFD1’s resources. The ESCI final report and recommendations are being used as a guide for department stabilization and growth.

ESCI identified staffing levels, training and officer development, apparatus needs, and strategic long-term plan development as priorities. These areas are currently being addressed.

Staffing

CFD1 hired two full-time firefighters in 2025. The 24/7/365 model of fire department staffing requires 3 people to fill one full time position. This hiring allows for full-time staffing of one firefighter at Station 111 in Lawrence and now have one firefighter at Station 151 in Lecompton. The goal is to reduce response times for calls in the western portions of the fire district.

Training

CFD1 continued to evaluate our needs as the basis for developing our 2025 Training Plan. In 2025, Lt. Josh Kovisto became the Training Manager for CFD1. He brought his past fire and military leadership and experience to the role. He worked with Chiefs Snodgrass and Mathis to develop and improve our training program. This program includes training in firefighting, technical rescue, medical response, CPR, and water rescue.

The training program was developed to include both internal and external training opportunities and classes. Internal training was provided through hands-on exercises, classroom instruction, tabletop scenario exercises, and fire response drill exercises. Training priorities included: vehicle extrication, emergency vehicle operations, wildland firefighting, ice/water rescue, structure fire attack, search and rescue, and EMS training.



In 2025, CFD1 members participated in several external training opportunities including Heavy Vehicle Extrication in Wichita, Strategic Fire Training through Wheat State FOOLs, and several collaborations with Lawrence Douglas County Fire Medical (LDCFM) on Fire Attack training.

Leadership

Chief Mathis and Lt. Quigley completed the Leadership Douglas County program in the summer of

2025. This program focuses on understanding group dynamics and employing effective leadership strategies.

Medical Training

More than 50% of emergency calls for Consolidated Fire District #1 are medical incidents. In 2025, CFD1 continued a county-wide collaborative training approach that was initiated in 2024. This includes responders and resources from other fire departments in the county with EMS capabilities.



CFD1 maintained certification with the Kansas Board of Emergency Medical Services as a Long-Term Provider for medical responder continuing education. Training hours for responders have been provided via in-house direct delivery and skills-based instruction as well as online courses through an approved third-party provider and remote instruction with LDCFM. CFD1 continues to collaborate with other EMS providers in the county to develop a resource-sharing model for county-wide EMS training.



Recruit Academy

Consolidated Fire District #1 welcomed seven (7) recruits to orientation and Basic Recruit Academy in February 2025. As of the end of 2025, five (5) recruits from this class remain with the department. One of the recruits has been advanced to Apparatus Operator status, four others are in the process of completing the requirements for Fire Fighter I (FFI) Certification.



In July of 2025, CFD1 opened our first Accelerated Recruit Academy designed for applicants with a current FFI and/or EMS certification. Six (6) recruits were in this inaugural class, five (5) remain active; two have completed all orientation and CFD1 specific training and have been advanced to Firefighter status.

The Academy consists of training and orientation specific to Consolidated Fire District #1 as well as Fire Fighter I, Hazardous Materials Awareness and Operations, and Wildland Firefighting. It also includes requirements for vehicle operations and familiarization with Douglas County Road systems.

Apparatus & Equipment

CFD1 maintains a fleet of forty-two (42) emergency response and support apparatus, including engines, water tenders, medical response squad vehicles, a boat, and utility vehicles. This apparatus fleet is aging. Eight (8) apparatus are more than 20 years old and an additional 14 apparatus are more than 15 years old. Douglas County Fleet services has assisted with regular maintenance and basic repairs to extend the lifetime and keep the apparatus operational. However, as the apparatus age, downtime due to repairs and maintenance costs have increased.

CFD1 retired 3 apparatus in 2025 and have shifted apparatus to other stations to position reliable equipment in high demand areas. CFD1 also purchased a used Tahoe that was put in service as a medical response squad and Chief vehicle.

An additional significant equipment investment for fire departments is firefighter Personal Protective

Equipment (PPE - structural and wildland firefighting gear) and breathing equipment (SCBA -Self-Contained Breathing Apparatus). A large portion of this equipment for CFD1 is at or nearing the end of their safe serviceable lifetime.

Strategic plans have been developed to address these needs. In 2025 we continued budget contributions to the Equipment Fund for Capital Improvements. These plans and funds are intended to address the replacement and upgrade of apparatus, personal protective equipment, air packs, SCBA, and other capital needs. The Equipment Fund allows CFD#1 to budget for these needs and minimize extraneous costs that provide no benefit to the taxpayer.

Health and Safety

Cardiac illnesses are a leading cause of firefighter death every year. As occupational athletes, physical fitness is a high priority for firefighters. CFD1 took several major steps to improve firefighter health and safety in 2025.

Industry standard (NFPA) physicals were performed for all paid firefighters for the first time. The physical for volunteers was expanded to include respiratory screening for the use of air packs. A physical fitness program was implemented with participation by full-time staff members as well as volunteers. New fitness equipment was purchased to meet the increased needs.

Cancer is also an increased risk for firefighters. An extractor washing machine was purchased for cleaning firefighter protective gear. This appliance is designed specifically for deep cleaning and removing possible carcinogens in gear after a fire. This is the second extractor available in the district. There is now one available at each of our staffed stations in Lawrence and Lecompton.

Douglas County Emergency Management (DCEM)

CFD1 worked closely with our Emergency Management partner agency in 2025 to ensure effective communications and operations for large scale incidents and weather events.

CFD1 participated in an exercise with DCEM to evaluate the Alternate Emergency Operations Center (Alt-EOC) and Resource Management (RM) operations for county-wide fire/medical events. Based on this exercise, adjustments were made to the Audio-Visual capabilities, communication pathways with Emergency Communications Center, Public Works, and DCEM were updated, and procedural improvements were made to the Resource Management policy.

Resource Management (RM)

CFD1 Resource Management capabilities were activated several times during 2025 for both weather and fire events. Each activation and the subsequent after-action review resulted in improvements and updates to procedures, equipment, operations, and policy.

Personnel and Apparatus resources are monitored and deployed from within the RM Command Center at Station 111. Resource Management initially coordinates CFD1 incidents and personnel but may be expanded county-wide depending on the extent and nature of incidents. A full-scale activation of CFD1RM may escalate operations to include a tactical dispatcher from ECC and activation of DCEM Emergency Operations Center.

One significant addition to the Resource Management process was development of procedures for requesting and working with heavy equipment operators from Douglas County Public Works on emergency scenes. Joint training sessions were conducted by Deputy Chief Snodgrass with

members of Douglas County Public Works and CFD1. This new collaboration provides a mechanism to safely work with heavy equipment and operators from Douglas County Public Works to effectively address terrain and heavy brush impediments on large wildland fire incidents.

Community Events

Consolidated Fire District #1 is a proud community partner for the residents and visitors to Douglas County. CFD1 membership devoted more than 450 hours to public education and service activities throughout the community in 2025.

Douglas County Discovery Day

CFD1 returned for the second year of Douglas County Discovery Day in 2025. We were excited to showcase our rescue boat as well as one of our specialized brush trucks for wildland firefighting. We shared home fire safety preparation and general fire safety information. Kids had the opportunity to explore the firetrucks and earn their own fire helmet and badge stickers.



Douglas County 4-H Fair & Demolition Derby

CFD1 is proud to be a continued partner for First Aid, Safety Information, and Fire Standby for the Douglas County 4-H Fair and Demolition Derby. This year, CFD1 welcomed volunteers from Douglas County Emergency Management CERT (Community Emergency Response Team) with first aid training to assist with the First Aid and Information tent. CFD1 coordinated with other county fire departments to provide fire and medical standby during the Demolition Derby event that is part of

the Fair. Firefighters from Palmyra Fire District 2, Willow Springs Fire District 3, and Eudora City Fire Department joined CFD1 to extinguish several small fires during the Derby and assist with medical response to several incidents involving participants and spectators.



Additional Public Education Events

Lecompton Territorial Days Parade
Touch-a-Truck Big Rig event @Central Bank
Lawrence Police Teen Academy
Heritage Church First Responder Day
Lecompton Santa Parade
Trunk or Treat – Langston Hughes, Stull Church
Douglas County Sheriff Department Junior Academy
Perry-Lecompton Elementary Red Ribbon Week

Challenges

CFD1's dedicated, passionate members serve approximately 13,000 residents, as well as approximately 50,000 people travelling through the district daily. CFD1 faces many of the same challenges that volunteer departments face across the country – increasing service demands, aging apparatus, equipment, and facilities, increased training requirements, and decreasing volunteer numbers.

Increased service demands include multi-incident days, overlapping incidents and high-risk/low frequency incidents such as structure fires, and low-risk/high frequency incidents such as fire alarms.

CFD1 had 989 calls for emergency response in 2025 on 340 days. There were two hundred sixty-eight (268) multi-incident days. Seventeen (17) days had 5 emergency calls, fifteen (15) days had 6 emergency calls, ten (10) days had 7 emergency calls, one day had 10 requests for service and one day had thirty-two (32) calls. Often, multiple incidents on a single day also result in overlapping call demands. This may result in delayed response if no volunteers or additional staff are available.

CFD1 saw 71 occurrences of overlapping calls in 2025. This impacted response and availability on 198 different incidents. This represents 20% of our call response.

High-risk/low-frequency incidents are often well supported through a combination of staff and volunteer response, and mutual aid. However, volunteer response varies greatly depending on day of the week and time of day. It may take extended time to have sufficient personnel on scene at large-scale incidents to adequately address fire attack, water supply, firefighter safety, and medical response. A minimum of sixteen (16) firefighters is recommended to have sufficient personnel to accomplish fireground tasks on a working structure fire. 4-6 additional people are required to staff water supply operations for a structure fire.

Low-risk/high-frequency calls also strain our resources. In general, there is lower volunteer response for these types of incidents. Approximately 75% of our calls for service occur on multi-incident days which often include a higher number of these low-risk call types. The time and distance to travel across the district impacts timely response when there are limited personnel. Improvements were made in 2025 to move toward staffing a station in the western part of the district to alleviate some of this strain.

The increased call demands result in a strain, both physical and mental, on responders. The current limited full-time staffing model and reliance on volunteer response that is not guaranteed is not a sustainable model to provide excellent service to residents and visitors to Douglas County.

Eighteen (18) new members joined Consolidated Fire District #1 in 2025 and nineteen (19) members resigned or retired. It takes up to a year for a recruit to complete fire and EMS training to become a fully trained volunteer responder.

2026 Outlook

As Consolidated Fire District #1 looks forward to 2026, department leadership has identified specific goals for stabilization and growth while maintaining safe, effective, and efficient emergency response

Multi-Incident Days	
Number of Incidents	Number of Days
3	67
4	57
5	17
6	15
7	10
10	1
32	1

in Douglas County.

Staffing

Staffing levels are our highest priority for initial response stabilization and future department growth. Appropriate staffing numbers are critical to maintaining timely emergency response across the district. CFD#1 references the National Fire Protection Association (NFPA) 1720 document which establishes structure fire response guidelines for volunteer/combination fire departments. The primary objective is to meet the recommended staffing goals and improve overall response time.

An additional component of staffing is the retention of staff, and recruitment and retention of volunteers. In 2025, CFD#1 had a net change of -1 volunteer serving the department. Plans are underway to enhance outreach, recruiting, and public awareness of CFD#1 and the opportunities for serving the community.

Capital Improvement

CFD#1 is currently developing a strategic Capital Improvement Plan for the next 5-8 years of department stabilization and growth. This plan includes apparatus replacement, personal protective equipment replacement, firefighting equipment needs, and advance planning for new facilities as well as several other major capital needs. CFD#1 continues to coordinate with Douglas County Administrators and Board of County Commissioners to sustainably fund and implement these plans. The first phase of this plan will be implemented in 2026 with the purchase of a new fire engine to replace a current apparatus that was placed in service over 20 years ago.

Personal Protective Equipment for structure and wildland firefighting is being replaced as it passes its ten-year life span.

Training

CFD#1 training continues to emphasize firefighter skills and firefighter safety. Department leadership will continue to review department-wide training procedures to ensure effective firefighter and officer development. Recruit Orientation and Academy will be restructured to encourage and ensure successful completion of CFD#1 requirements for firefighters. CFD#1 will continue to offer training opportunities both internally and externally to make certain firefighter knowledge and skills meet a high standard.

Standard Operating Guidelines and Procedures

CFD#1 continues to review and update standard operating procedures and guidelines in 2026. Our objective is to implement current best practices for emergency response, effective department operations, and incorporate new equipment capabilities into our responses.

Partner Agency Collaboration

CFD#1 continues to collaborate with a range of partner agencies which include local law enforcement, Lawrence-Douglas County Fire Medical, Douglas County fire departments, Out-of-County mutual aid fire departments, and Douglas County Emergency Management. CFD#1 is also a proud participant in the Local Emergency Planning Commission (LEPC). Collaboration efforts include joint exercises and event pre-planning, mutual aid incident response, coordinated training resources and staff, and shared best practice information for firefighter safety and emergency response.

Summary

In its fifth operational year, CFD#1 met its goals to establish an improved process for Recruit Orientation and Academies, expand district-wide training opportunities, enhance motor vehicle extrication capabilities, and grow partner agency collaborations. CFD#1 continued its commitment to community through participation in community outreach and education programs. CFD#1 reinforced its partnership with Lawrence-Douglas County Fire Medical and surrounding fire districts through shared training initiatives and learning opportunities.

As CFD#1 enters its sixth operational year, the district mission and values remain the driving force to provide the residents and visitors to Douglas County with professional, efficient, effective fire and medical response.