

TAB 2C

BEST MANAGEMENT PRACTICES: FIRE SERVICES

As a principal analytical element of the regional service study, the MAXIMUS project team conducted a comparison of the Cities of Moline and Rock Island against generally accepted industry norms.

The practices have been developed over the last several years by various professional and regulatory agencies. These include, but are not necessarily limited to, organizations such as the American Public Works Association, the Government Finance Officers Association, the International City/County Management Association, the International Association of Chiefs of Police, the Police Executive Research Forum, the International Association of Fire Chiefs, the Governmental Accounting Standards Board, the Insurance Service Office, the National Fire Protection Association, the U.S. Fire Administration, the National Institute of Justice, and the various accrediting agencies. Over time, MAXIMUS has supplemented these standards with our own professional observations of well-running local governments.

It is important to understand the context of the best management practice analysis. The standards which we report in this document are both quantitative and qualitative. That is, they can either be numerical standards of work output or response, such as work cycles, or volumes of activity; or, they can be standards relating to the presence of good business practices, such as training procedures or work process standards. They are not intended to be definitive judgments of how well an organization performs; rather, they are guidelines which provide an overall view of an organization. They are not minimum standards; rather, they are what is usually expected to be found in a well-performing organization.

Prior to undertaking the analysis, we selected a limited number of performance standards to be used in the study from our large database of such standards. We selected those standards which relate specifically to questions relating to service regionalization and for which the Cities of Rock Island and Moline were mostly able to provide work volume and performance data.

Typically, in conducting this analysis, we find that a normally operating government is distributed around those standards. We usually to see about a third of the standards being exceed by the client, about a third being met, and about a third are below those standards. We have never encountered a situation in which a client exceeds every guide or fails to achieve every guide.

The most important observation of this analysis is that both cities generally met or exceeded the standards in a vast majority of the guides. This indicates that both cities are achieving high levels of performance with minimal resources. Where the cities were below the accepted guide, it appears that most of those instances related to the availability of resources and not work performance.

The following table presents the best management practice analysis for the Rock Island and Moline Fire Departments:

INDUSTRY BEST MANAGEMENT PRACTICE	PERFORMANCE OF CITY OF MOLINE	PERFORMANCE OF CITY OF ROCK ISLAND
General Management		
<ul style="list-style-type: none"> Does the Department use regular meetings to formalize management? 	<p>Weekly staff meetings are held with Company officers.</p>	<p>Weekly staff meetings are held with Company officers.</p>
<ul style="list-style-type: none"> Is long range planning accomplished in the Department? Are managers using information to assess operational issues? 	<p>This appears to be performed, albeit on a relatively informal basis, primarily during routine staff meetings. A more formal long-range planning process would consist of a series of end-of-year meetings of Department officers to plan and schedule such events and activities as:</p> <ul style="list-style-type: none"> - Weeks for which major training is scheduled, as well as specific staff member involvement - Fire prevention activities - Pre-incident plan scheduling, by location, station, and shift - Company training at the training institute 	<p>This appears to be performed, albeit on a relatively informal basis, primarily during routine staff meetings. A more formal long-range planning process would consist of a series of end-of-year meetings of Department officers to plan and schedule such events and activities as:</p> <ul style="list-style-type: none"> - Weeks for which major training is scheduled, as well as specific staff member involvement - Fire prevention activities - Pre-incident plan scheduling, by location, station, and shift - Company training at the training institute

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	<ul style="list-style-type: none"> - Engine company inspections - Hose testing and pump tests - Public education - Other as identified. 	<ul style="list-style-type: none"> - Engine company inspections - Hose testing and pump tests - Public education - Other as identified.
<ul style="list-style-type: none"> • The Department's missions, goals, and values known throughout the organization. 	<p>SOG's are available to staff, who are required to sign off on any changes, updates or additions. However, the project team's scope of services did not allow thorough interviews of staff at lower levels to assess the degree to which staff share "ownership" of these goals and missions.</p>	<p>SOG's are available to staff, who are required to sign off on any changes, updates or additions. However, the project team's scope of services did not allow thorough interviews of staff at lower levels to assess the degree to which staff share "ownership" of these goals and missions.</p>
<ul style="list-style-type: none"> • The Department's policy and procedure manuals/documents are complete. Major gaps do not exist relating to operations. 	<p>SOG's are available to staff, who are required to sign off on any changes, updates or additions. These SOG's are reportedly complete and are continuously updated.</p>	<p>SOG's are available to staff, who are required to sign off on any changes, updates or additions. These SOG's are reportedly complete and are continuously updated.</p>
<ul style="list-style-type: none"> • Does the Department utilize an automated system for the input and analysis of incident history? 	<p>Although the Department utilizes the FireHouse software package for the input of incidents, the project team was unable to obtain meaningful data through requests for information regarding average response times by type of incident, numbers of runs by piece of apparatus, locations of incidents, and other pertinent data.</p>	<p>The RIFD utilizes EMS tracker II, a software system designed by personnel in Moline's Fire Department. The department implemented FireHouse software in March of 2003, an automated information system for the input, analysis and retrieval of incidents by type.</p> <p>It should be noted that the data utilized by the project team in completing the</p>

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		incident response time analyses below were obtained through the Communications Division of the RI Police Department.
<ul style="list-style-type: none"> Do the City Manager and City Council receive the information that they need to provide an on-going assessment of the performance of the Fire Department? 	<p>The City Manager and City Council reportedly receive quarterly reports of activity in the Fire Department. However, the project team was unable to document many basic items, as were noted above, leading to the observation that City management reports may not contain the most useful data to enable the evaluation of Department performance.</p>	<p>Department staff believe reporting to be adequate to meet the needs of City management.</p>
<i>Suppression</i>		
<ul style="list-style-type: none"> Average roll out time (from station to scene) less than 30 seconds. 	<p>These data are reportedly unavailable due to difficulties in retrieving information in FireHouse.</p>	<p>Average response time is 3:30 minutes</p>
<ul style="list-style-type: none"> Percent of arrivals (first in) at emergency scene within 4, 5, 6, 7 minutes, and greater. 	<p>These data are reportedly unavailable due to difficulties in retrieving information in FireHouse.</p>	<p>Within 4 minutes-730 (71%) 5 minutes-80 (7%) 6 minutes-43 (4%) 7 minutes-21 (2%) 8 minutes-34 (3%) Greater than 8 minutes-34 (3%) Insufficient data for 103 calls</p>
<ul style="list-style-type: none"> Percent of responses for which water is placed on fire within 4 minutes, 5, 6, 7 and greater. 	<p>These data are reportedly unavailable due to difficulties in retrieving information in FireHouse.</p>	<p>Unknown</p>

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<ul style="list-style-type: none"> Percent of structure fires contained within building of origin. 	<p>These data are reportedly unavailable due to difficulties in retrieving information in FireHouse.</p>	<p>Unknown</p>
<ul style="list-style-type: none"> Conduct pre-incident plans for all commercial structures in City on annual basis. 	<p>This is not currently done, however the Department reports that a pre-incident planning program is under development currently.</p> <p>The Department has, however, set a target service level of inspecting all businesses in the City once annually to ensure conformance with the Fire Safety Code. With over 3,000 businesses, this service level is not being achieved, however.</p>	<p>Although there is not currently a formal pre-incident planning program, the RIFD completed pre-incident plans for each of its 16 hi-rise structures in the City.</p> <p>The Department reports that each commercial building is re-inspected for conformance to fire safety codes. This is accomplished by delegation of specific geographical regions to each station.</p>
<i>Emergency Medical</i>		
<ul style="list-style-type: none"> Average time till patient stabilized 	<p>This is reportedly approximately 4.26 minutes.</p>	<p>Unknown</p> <p>Response times are: Less Than 4 minutes- 2796 (87%) 5 minutes- 139 (4%) 6 minutes- 60 (1%) 7 minutes- 24 (<1%) 8 minutes- 21 (<1%) Greater than 8 minutes- 38 (1%) Insufficient data for 123 calls</p>
<ul style="list-style-type: none"> Percent of full cost recovered through fees 	<p>74%</p>	<p>62%</p>

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<ul style="list-style-type: none"> Percent of incidents upgraded in priority at scene 	None	None
<ul style="list-style-type: none"> Percent of incidents downgraded in priority at scene. 	None	None
<ul style="list-style-type: none"> Number of EMS responses per capita 	Reported data does not appear to be accurate.	With a population of 39,684 and 3201 emergency medical responses last year, this equates to a rate of 12.39 responses per capita.
Training		
<ul style="list-style-type: none"> Does the Department's training program design conform to national suppression guidelines? <ul style="list-style-type: none"> Conform to ISO guidelines? Use of multi-company drills; training tower, etc.? Annual training programmed and scheduled in advance? 	The Department is currently formulating its training program content, schedule and goals. It reports that it is working toward conformance to guidelines, and utilizes multi-company drills. There is no training tower available. Annual training is, however, programmed and scheduled in advance with a published manual of courses.	The training program in RIFD has been evolving in recent years. There was reportedly little formal training conducted in prior years, however this has been changing recently. RIFD has focused most of its attention in this area on basic firefighting skills such as in controlled burns, hose skills, etc. Unlike Moline, there is no published schedule of training courses, although it is known by all stations and officers that each Tuesday, Wednesday and Thursday is dedicated to the accomplishment of some training, with the 3 rd week of the month scheduled for HazMat training. this is done in concert with MFD, as well as with other communities. There is no access to a training tower.
<ul style="list-style-type: none"> Is training consistent between stations and shifts? 	There is reportedly some inconsistency between stations and shifts, however this is being addressed currently.	The RIFD reports that it strives for consistency of training content and methods between shifts.

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<ul style="list-style-type: none"> Are quantifiable measures in place to determine the impact that training has on performance? 	<p>Performance evaluations are based upon objectives for each firefighter, and are based on performance levels which are themselves based on conformance to practices learned in training exercises. However, there is no formal quantitative method for assessing the overall impact of training upon Departmental performance.</p>	<p>Performance evaluations are based upon objectives for each firefighter, and are based on performance levels which are themselves based on conformance to practices learned in training exercises. However, there is no formal quantitative method for assessing the overall impact of training upon Departmental performance.</p>
<ul style="list-style-type: none"> Is the training provided based upon a thorough assessment of skill improvement needs? 	<p>The Department reports that in the reconstruction of the training office and programs, it has started from “ground zero” and has not yet progressed to addressing this facet of training.</p>	<p>Each firefighter is evaluated upon basic skills, which are taught during training events. However, there is no specific programmatic design for individual firefighters.</p>