TO: HONORABLE MAYOR AND COUNCIL MEMBERS/ BOARD OF FIRE WARDENS

FROM: O. PAUL SHEW, CITY MANAGER

SUBJECT: MMA STUDY

DATE: MAY 14, 2004

The attached report was commissioned at the request of the City Council and Board of Wardens. The study was undertaken out of a belief that there was a need to examine the policies, practices and procedures of the fire department so that they could be improved. Many have been in place for several decades.

The work of the consulting group was overseen by a Fire Management Study Committee composed of the Assistance Fire Chief Peter Donahue, Career Firefighter Kurt Tietjan, City Manager O. Paul Shew, Comptroller Michael Genito, Assistant to the City Manager Julie Schmitter and former City Manager Frank Culross.

An important next step is for the City Manager, in consultation with other, to appoint a Fire Study Review and Implementation Committee. It is my intention to ask the current members of the Fire Management Study Committee to serve as the core of the new committee. Its membership would be expanded to include Fire Chief Peter Cotter, IAFF President John Castellano and an active Fire Department Volunteer member.

Additional working groups may be formed to assist the review and implementation committee as needed. The Committee will report on the progress of its work through the City Manager to the City Council.

The MMA Study will be available for public review and comment effective May 17th. A formal presentation of the report by the MMA Consulting Group, Inc. to the City Council and Board of Fire Wardens is planned for Tuesday evening June 15 at 8:00pm in the City Council Chambers. All interested persons are invited to attend.

We have an excellent opportunity at this time in history to undertake this work. We have one new facility and one that will be renovated this next year. We have new leadership with the department. We have a will to revitalize the spirit of volunteer services.

To be successful will require your joint leadership and the help of many people. This advance copy to you will be followed next week with copies to the public in general. We would ask that you review this, consider the many opportunities that it raises, and channel any media questions to this office or to the public session that will be held with MMA on this document on Tuesday evening, June 15th, at 7:00pm.

Thank you.

RYE, NEW YORK

FIRE DEPARTMENT STRATEGIC SERVICE PLAN AND MANAGEMENT STUDY

MAY 2004

MMA CONSULTING GROUP, INC.
41 WEST STREET
BOSTON, MASSACHUSETTS 02111

CONTENTS

I. EXECUTIVE SUMMARY 1

II. THE CITY OF RYE AND FIRE AND RESCUE SERVICES 10
THE RYE FIRE DEPARTMENT 10
VOLUNTEER AND CAREER OPERATIONS 12

III. ORGANIZATION OF THE FIRE DEPARTMENT 15
GOVERNANCE OF THE FIRE DEPARTMENT 15
FULL-TIME ADMINISTRATIVE AND FIELD/INCIDENT COMMAND SUPPORT 17
INTERNAL ORGANIZATION OF THE FIRE DEPARTMENT 22
ADMINISTRATIVE RELATIONSHIP BETWEEN THE POLICE DEPARTMENT AND THE FIRE DEPARTMENT 31
SUMMARY OF PREFERRED GOVERNANCE AND ORGANIZATIONAL CHANGES 32

IV. APPLICATION OF RESPONSE PRINCIPLES, BENCHMARKS, AND STANDARDS TO RYE 33
STANDARDS, BENCHMARKS AND RESPONSE MEASURES 33
STANDARDS AND GUIDELINES 35
EMS RESPONSE CONSIDERATIONS 39
APPLICATION OF STANDARDS, BENCHMARKS AND RESPONSE MEASURES 40

V. COMMUNICATIONS, TRAINING, SAFETY, ADMINISTRATION, AND VOLUNTEER RECRUITMENT AND RETENTION 45
EMERGENCY COMMUNICATIONS 45
TRAINING OF PERSONNEL 47
FIREFIGHTER SAFETY 50
STANDARD OPERATING GUIDELINES 50
GENERAL ADMINISTRATION 51
VOLUNTEER RESPONSE IMPROVEMENT 52
FACILITIES IMPROVEMENT 55

VI. PLAN OF IMPLEMENTATION 56
CITY AND FIRE DEPARTMENT REPORT IMPLEMENTATION COMMITTEE 57
INITIAL IMPLEMENTATION ACTIONS 59
PRIORITY OF RECOMMENDATIONS 61

I. EXECUTIVE SUMMARY

MMA Consulting Group, Inc. was employed by the City of Rye to conduct a *Fire Department Strategic Service Plan and Management Study*. The study reviews the current organization framework, service delivery parameters, training, equipment and staffing levels, and approach to developing an improved plan of services. To conduct this review, consultants conducted site visits to examine operations, conduct interviews, attend meetings and visit facilities. The consultants reviewed services provided by the Fire Department, analyzed data provided by the Department, reviewed planning documents and various other documents.

During the course of this study, it became apparent that there are many motivated volunteers and career personnel concerned with the future of the Fire Department. However, there does not appear to be a clear vision for the future of the Fire Department. Many firefighters and officers specified areas requiring improvements and expressed opinions about how to improve operations.

The City is clearly committed to the concept of a combination fire department, a department composed of volunteers supported by a group of career firefighters, and our recommendations reflect that commitment. The combination Fire Department in the City of Rye has been, and can continue to be, effective. Some members of the Fire Department may be concerned by recommendations made in this report, but it is important to recognize that the recommendations are designed to strengthen the Fire Department by enhancing the leadership, planning and the organization of the Department.

Planning requires leadership and an organization which can develop reasonable goals and objectives and implement them over the course of several years. The consultants are concerned that the Fire Department in Rye is not organized to plan for the future. The current organization does not ensure accountability and limits the ability of the Department's officers and leaders to achieve the mission of the Fire Department. In addition, there appear to be critical differences of opinion between volunteer and career members.

The City of Rye, the leadership of the Fire Department and its volunteer and career members must address a series of important administrative and policy questions. Currently, the Board of Fire Wardens governs the operation of the Fire Department. This type of organization, in an incorporated City such as Rye, does not ensure adequate communication with City officials or accountability. In addition, the Fire Department lacks the administrative structure needed to manage a modern combination fire department. Several primary concerns which must be addressed include:

- *Type of fire department governance arrangement which should be in place* - The Board of Fire Wardens, as currently constituted, does not meet the needs of the City of Rye.

- *Type of leadership required to ensure effective fire department operations* - There is a lack of full-time management and leadership support, as well as full-time field capability, especially during weekdays.

- *Reorganization of the Fire Department* - The current organization of the Department requires adjustment to ensure appropriate service delivery.

- *Supervision and management of career firefighters* - Career personnel are not fully integrated into department operations.

- *Terms of office for chief officers* - The current leadership arrangement in the Fire Department does not foster continuity.

- *Qualifications for officers* - The qualifications to serve as an officer are not sufficient to ensure effective operations and safety of personnel.

Some of the major recommendations presented in this report are listed below. Several of the most important recommendations relate to the establishment of a new governance framework for the Fire Department. While several alternative governance arrangements are presented in this report, we have described in this *Executive Summary* the arrangement which seems most reasonable, given the views and concerns presented to us.

Restructure the Board of Fire Wardens -The Board of Fire Wardens should be composed of five to seven members appointed by the City Council. Members of the Board of Fire Wardens should not be elected by the fire companies, nor should the chief officers serve on the Board. The Board of Fire Wardens should be accountable to the City Council and the City Manager, who is the Council's Chief Executive Officer. The City Council has the legal and moral responsibility for the safety of the City.

- *Continue the Volunteer Fire Chief position* - The Fire Department should continue to have a volunteer Fire Chief.

- *Establish a Department Captain position (new full-time position)* - The Captain would have administrative support and incident command responsibilities during Monday to Friday daytime hours. The Department Captain would have several important responsibilities including:

  - *Incident command responsibilities* - The Department Captain would remain in charge of an incident until the arrival of a volunteer chief officer.
  - *Supervision of career personnel* - Career firefighters would report to the Department Captain.
  - *Supervision of the Fire Inspector* - The Fire Lieutenant/Inspector would become an inspector reporting to the Department Captain or the Fire Chief.

The following exhibit displays the roles of the Assistant Chiefs and Department Captain under the reorganization plan described above. For illustration purposes, we have assigned specific functions to Assistant Chiefs.

EXHIBIT I-1

PROPOSED ORGANIZATION MODEL
VOLUNTEER FIRE CHIEF AND FULL-TIME DEPARTMENT CAPTAIN *
RESPONSIBILITIES OF ASSISTANT FIRE CHIEFS AND DEPARTMENT CAPTAIN

DEPARTMENT CAPTAIN (NEW CAREER POSITION)	ASST. CHIEF FOR OPERATIONS (VOLUNTEER ASST. CHIEF)	ASSISTANT CHIEF FOR TRAINING, VOLUNTEER RECRUITMENT & RETENTION (VOLUNTEER ASST. CHIEF)	ASSISTANT CHIEF FOR FACILITIES, APPARATUS & EQUIPMENT
Daytime shift supervisor Administrative support & daytime incident command leadership * Apparatus, equipment & stations Emergency response duty Supervise Fire Inspector	Operational preparedness Directs fire operations & special operations Emergency response duty	Safety Departmental training Integration of volunteer & career training Recruitment & retention Emergency response duty	Condition of facilities and equipment Safety of equipment & apparatus Acquiring new equipment & apparatus

* *Department Captain provides incident command leadership until relieved by a volunteer Assistant Chief.*

In addition to the organizational changes described above, the City administration and the Fire Department should consider an alteration in administrative relationships:

- *Assign the Police Commissioner as the administrator of the Fire Department* - The Police Commissioner should be responsible for personnel management, grievances and labor relations issues, budget oversight, and other administrative duties.

There are a number of other recommendations in this report relating to training, communications, and safety.

- Consideration should be given to creating an additional volunteer Assistant Chief. Appointment of an additional Assistant Fire Chief should be considered to allow for the distribution of administrative functions and emergency response rotation duty.

- The Volunteer Chief and the Assistant Chiefs should rotate duty officer assignments on weekends and week nights. The rotation arrangement requires the chief officers to distribute the duty

assignments so that each serves as duty officer every third or fourth week. The Volunteer Chief and the Assistant Chiefs would rotate duty officer assignments on weekends and week nights, when the Department Captain is not on duty. Under this rotation arrangement, the Fire Chief and Assistant Chiefs would be assigned to serve as the duty officer every third or fourth week.

- Assign the career aerial ladder driver to the Locust Avenue Station (Headquarters) engine company. The aerial ladders should be driven and staffed by qualified volunteers.

- The Rye Fire Department should develop and adopt fire response performance standards in order to evaluate its services.

- The Fire Department should develop a more aggressive recruitment and retention program. An Assistant Chief should be responsible for coordinating this effort.

- The Rye Fire Department should develop training, certification and experience standards for company and chief officers which must be obtained before assignment to rank. Standards should be developed in accordance with NFPA guidelines.

- The Fire Department should develop a Standard Operating Procedure or Guideline Manual for all firefighters (career and volunteer).

- The Fire Department should establish a comprehensive Safety Officer program.

- The Fire Department's training program should integrate volunteers and career personnel into one system of operation. The development of this program would be the responsibility of an Assistant Chief.

- Full-time career firefighters should be more involved in the fire inspection process and should conduct company inspections.

- Volunteer firefighters should participate in target hazard planning and preplanning work.

- Develop an automatic mutual aid agreement and response system with neighboring fire departments.

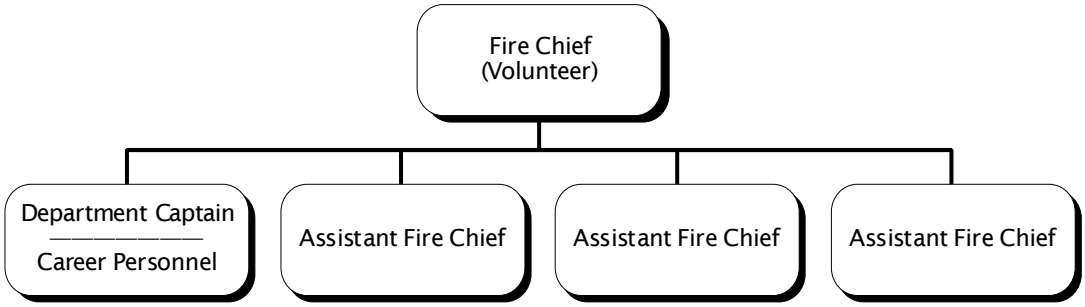
- Adjust emergency communication practices. Consider transferring dispatch responsibilities to the County. Alternatively, the Police Department could be responsible for dispatch.

- Worn and unsafe bunker gear should be replaced and portable radio capability should be provided to all firefighters operating at the scene of an emergency incident.

The following exhibit presents a proposed organization model. The chart presents an organization in which the three Assistant Chiefs and a Department Captain report to the Fire Chief.

EXHIBIT I-2

VOLUNTEER FIRE CHIEF AND DEPARTMENT CAPTAIN ORGANIZATION



In this report, the phrases *"governance model"* and *"internal organization model"* are used. *Governance model* refers to the primary policy/administrative leadership of the Department. *Internal organization model* refers to the organization below the level of Fire Chief.

On the following pages, the major recommendations are listed in the order they are presented in this report, along with assigned priorities. The recommendations have been categorized as follows:

Priority 1: Recommendations which should be implemented without delay since they may bear directly on safety of personnel and efficient operation of fire, rescue or emergency medical services in the City of Rye.

Priority 2: Recommendations which are important to safety and the efficient provision of fire, rescue or emergency medical services in Rye and which should be implemented as soon as reasonable and practical.

Priority 3: Recommendations which can contribute to the continued improvement of fire, rescue or emergency medical services in Rye and should be implemented as soon as resources and operating conditions permit.

EXHIBIT I-3
PRIORITY OF RECOMMENDATIONS

	RECOMMENDATION	PRIORITY
III-1	Restructure the Board of Fire Wardens.	1
Alt. III-1	Reorganize the governance structure of the Fire Department and alter the method of selection and role of the Board of Fire Wardens.	1
III-2	The Fire Department should be under the leadership of a volunteer Fire Chief assisted by a full-time Department Fire Captain.	1
Alt. III-2	The Fire Department should be under the leadership of a volunteer Fire Chief assisted by a full-time Fire Administrator.	1
Alt. III-2	The Fire Department should be under the leadership of a full-time Fire Chief.	1
III-3	Qualifications and standards should be established for full-time positions (full-time Fire Chief, Department Captain, or Fire Administrator).	1
III-4	Reorganize the Fire Department and realign the command structure of the Department.	2
III-5	Consider establishing an additional Assistant Fire Chief position (Third Assistant Chief).	2
III-6	Volunteer chief officers should have longer terms of office. Officers should be able to serve more than one term of office consecutively.	2
III-7	Establish a new supervisory structure for the career firefighting personnel.	1
III-8	Under Organization Model 1, employ a daytime Department Fire Captain to supervise career personnel.	2

	RECOMMENDATION	PRIORITY
III-9	Under Organization Models 2 and 3, establish four company officer positions to supervise each shift.	2
III-10	Career firefighters should be part of the process for the development of a unified training plan and the development of standard operating procedures and guidelines.	2
III-11	Volunteer and career firefighters should be organized to allow for integrated operations.	1
III-12	Assign the Police Commissioner as the administrator of the Fire Department.	3
IV-1	The Rye Fire Department should ensure that career and volunteer firefighters work as an integrated response team.	1
IV-2	The Rye Fire Department should develop an automatic mutual aid agreement with adjacent jurisdictions.	3
IV-3	The automatic mutual aid plans should identify target hazards within the City and include major highway response on Route 287 and Route 95.	3
IV-4	Both career and volunteer firefighters should be involved in the identification of target hazards and preplanning efforts.	3
IV-5	The Fire Department should develop a systematic company inspection program.	2
IV-6	The Rye Fire Department should develop performance standards.	3
IV-7	The Fire Chief should monitor the achievement of performance standards.	3
V-1	The Fire Department should work with the Police Department to transfer page-out responsibilities to the Rye Police Department Communication Center.	2
V-2	The Fire Department should have sufficient portable radios for each firefighter operating at the scene of an incident.	1
V-3	The City and the Rye Police Department should explore emergency medical dispatching and implement an emergency medical dispatch (EMD) system.	2
V-4	The Fire Department should explore the transfer of fire communications to the County.	2
V-5	Volunteers and career personnel should participate in joint training exercises.	1
V-6	The Assistant Chief for Training, Safety, and Recruitment and Retention should work with a committee of volunteer and career firefighters to develop a Department-wide training plan.	1
V-7	The Department should establish an officer qualification committee that would develop the requirements for personnel seeking to be company and chief officers.	2
V-8	The officer qualification committee should review NFPA Standard 1021, *Standard for Fire Officer Professional Qualifications*.	2

	RECOMMENDATION	PRIORITY
V-9	Career firefighters should be trained in swift water rescue.	2
V-10	The Fire Department should develop a safety officer program.	1
V-11	The Fire Department should participate in the development of a dedicated regional Rapid Intervention Crew.	2
V-12	The Fire Department should continue with the process of developing standard operating guidelines.	2
V-13	Assign the career aerial ladder driver to the Locust Avenue (Headquarters) engine company. The aerial ladders should be driven and staffed by qualified volunteers.	1
V-14	The Fire Department should provide a stipend to the Fire Chief.	3
V-15	The Fire Department should employ a half-time office or department assistant to perform administrative support work.	2
V-16	The Fire Chief should aggressively pursue the implementation of regional service delivery programs.	3
V-17	The Fire Department chief officers should identify sources of conflict between volunteer and career personnel and develop strategies to mitigate the conflict.	1
V-18	The Fire Department should develop an action plan to increase the number of volunteers.	1
V-19	The Fire Department should have a small budget for recruitment.	1
V-20	Examine the possibility of developing an incentive package of benefits to encourage an increase in the number of members and the retention of personnel.	2

The report is organized into several chapters. This *Executive Summary* presents the major findings and recommendations. Chapter II, *The City of Rye and Fire and Rescue Services*, provides a description of the City, the Fire Department and services provided. Chapter III, *Organization of the Fire Department,* describes several important organizational changes which should be accomplished. Chapter IV, *Application of Response Principles, Benchmarks, and Standards to Rye,* describes the standards and benchmarks used to evaluate fire and rescue systems. Chapter V, *Plan of Implementation*, lists each recommendation with an assigned priority and presents an approach to implementing recommendations.

II. THE CITY OF RYE AND FIRE AND RESCUE SERVICES

THE RYE FIRE DEPARTMENT

The City of Rye is served by a combination fire department, which is organized as a volunteer fire department, augmented by full-time career personnel to support fire and rescue operations. The Fire Department has approximately 120 volunteers with approximately 30 to 35 active firefighting volunteers. The Department employs 17 career firefighters. The policy of the City is based on the underlying principle that as a primarily residential community (no high rise structures, manufacturing facilities, etc.), the City can operate safely and efficiently with a combination fire department.

The structure of the City of Rye Fire Department (RFD) is presented in the City Charter, Article 13, which 13 calls for the Fire Department to be directed by a Board of Fire Wardens. The Wardens are selected by the fire companies. Article 13 of the City Charter is reproduced in the following exhibit.

EXHIBIT II-1
CITY CHARTER ARTICLE 13, FIRE DEPARTMENT

§C13-1. Head of Department; Board of Fire Wardens.
The members of the several fire companies of the city shall constitute the Fire Department of the City of Rye, the head of which shall be the Board of Fire Wardens. The maximum number of members of each company shall be fixed by the Council. The Fire Chief, the First and Second Assistant Fire Chiefs and the Wardens of such companies shall constitute the Board of Fire Wardens.

§C13-2. Election of officers.
A. The members of the Fire Department shall elect annually by ballot from their members a Fire Chief, a First Assistant Fire Chief and a Second Assistant Fire Chief and their election shall be subject to the approval of the Council.

B. Each of the several fire companies shall elect annually by ballot from their own members a Warden for a term of two years.

§C13-3. Powers and duties of the Board.
A. The Board of Fire Wardens shall have control and supervision of the Fire Department and of all equipment and apparatus thereof, subject to the authority and control of the Council.

B. The Board shall make recommendations with respect to the employment of such persons as the Council may deem necessary and proper in the Department within budgetary limitations.

C. The Board shall fill any vacancies in the offices of Fire Chief and First and Second Assistant Fire Chiefs, subject to the approval of the Council.

D. The Board shall, subject to the approval of the Council, adopt and enforce rules and regulations, not inconsistent with the provisions of the Civil Service Law or any other law, for the control, disposition and discipline of the officers, members and employees of the Department, for their training and efficiency, and for the use and care of equipment and apparatus of the Department.

E. The Board shall approve the by-laws adopted by the several fire companies for the government and discipline of their members.

F. The Fire Department shall comply with city regulations, practices and procedures relating to administration, employees, purchasing and accountability of city property, except as otherwise provided by the Council.

§C13-4. Powers of Fire Chief.
A. The Fire Chief shall be Chairman of the Board of Fire Wardens and preside at meetings of the Board and Fire Department.

B. He shall, under the direction and control of the Board, have supervision of the officers, members and employees, and the equipment and apparatus of the Fire Department and also, shall have exclusive control of the officers, members and employees of the Department at all fires, inspections and reviews.

C. He may appoint from members of the Department "call men" on a part-time basis when necessary, subject to the approval by the Board of Fire Wardens, and their compensation shall be fixed by the Council.

§§C13-5. City Manager
The City Manager shall act in an advisory capacity with respect to the Fire Department, except as otherwise provided herein.

The Fire Chief, the First and Second Assistant Fire Chiefs and the Wardens of each company constitute the Board of Fire Wardens. Thus, the Board of Wardens is composed of eight wardens from the four fire companies (two fire wardens elected from each fire company and the three fire chiefs of the Department). Total membership of the Board is 11. The Fire Chief is designated as the Chair of the Board of Wardens.

The Board of Wardens is responsible for the overall administration of the Department, but the Fire Chief serves as the administrative officer and generally has control over the personnel and operations of the Fire Department. Thus, while the Board of Fire Wardens is a part of City government, the Board and

members of the Fire Department are independent of City supervision and control. The Board of Fire Wardens' relationship to the City Manager is defined by section C13-5 of the City Charter.

Rye Fire Department chief officers are elected to two-year terms by the fire companies. One chief officer is elected from each fire company (excluding the fire police patrol). Chief officers serve two-year terms in an ascending order and ultimately attain the rank of Chief of Department after serving terms as the Second Assistant Chief, the First Assistant Chief and finally the Fire Chief. To be a candidate for Chief officer a second time, the candidate must have served as company lieutenant and captain. However, volunteer chief officers may serve additional terms as chief officers by following the same ascending chief officer process again.

VOLUNTEER AND CAREER OPERATIONS

VOLUNTEER FIRE COMPANIES

There are four components of the volunteer segment of the Rye Fire Department:

- Poningoe Engine and Hose Company - Locust Avenue Station
- Poningoe Hook and Ladder Company - Locust Avenue Station
- Milton Point Engine and Hose Company - Milton Point Station
- Rye Fire Police Patrol - Milton Point Station

Each company is organized with a Captain, First Lieutenant and Second Lieutenant. Among the four fire companies, there are approximately 120 volunteers; approximately 30 volunteers are active firefighters.

CAREER FIRE DEPARTMENT

The career component of the Fire Department is composed of 17 full-time firefighters. Sixteen firefighters are assigned to four groups/shifts with four assigned to each shift. One member of the career Fire Department is a Lieutenant/Inspector with responsibility for fire inspections. The Lieutenant/Inspector is assigned supervisory responsibilities for career personnel.

Career firefighters are assigned as drivers of specific Department apparatus. Two career firefighters are assigned to drive Engine 191 and Ladder

25 which is housed at the Locust Avenue Station. These apparatus are assigned to the Poningoe Engine and Hose Company and the Poningoe Hook and Ladder Company. One career firefighter is assigned to drive Engine 192, which is assigned to the Milton Point Engine and Hose Company. One firefighter is designated as the relief firefighter for a group. This firefighter rotates among the various driving assignments substituting for personnel on leave time. Other Department apparatus is driven as required by volunteer firefighters.

Career firefighters work a 24/72 schedule which calls for 24 hours on-duty and 72 hours off-duty, or a 42-hour weekly schedule. Additional days off (Kelly days) are granted to personnel in order to reduce the total yearly work schedule to 40 hours a week according to New York state law.

Under the current deployment strategy, a minimum of three career firefighters are required to work on each shift. Under the current shift arrangement, firefighters are scheduled to work 91 24-hour tours per year. On approximately 21 tours per group, per year, there are four firefighters on duty. If a shift has four firefighters on duty, the fourth firefighter is assigned to ride Engine 191.

All career firefighters are trained and certified as Firefighter II in accordance with New York State guidelines. Two career firefighters have been certified to the New York state EMS Emergency Medical Technician Basic (EMT) level. All other career firefighters have been certified as New York state medical first responders. Career firefighters are not required to be certified to the EMT-B level as a condition of employment.

The career RFD has limited involvement with EMS responses. All RFD apparatus are equipped with Automatic External Defibrillators (AEDs) along with a first aid kit and oxygen capability. Generally, the RFD responds to EMS responses only when the Rye Police Department, which is responsible for EMS in Rye, is not available to respond. In this case, the RFD apparatus will be dispatched to the EMS request; this is an infrequent event.

Career shifts do not have an assigned officer to manage each shift. Theoretically, career firefighters are supervised by the Lieutenant/Fire Inspector

position. As a practical matter, the Lieutenant is not in a position to fully supervise shifts. Normally, the Lieutenant/Fire Inspector does not respond to fires unless requested. The Lieutenant may, however, perform cause and origin of a fire investigation at the scene of an incident. This position performs no supervisory function at an emergency incident. The Lieutenant/Fire Inspector position is also designated as the Department Training Officer. There is no RFD safety officer, although the Lieutenant/Fire Inspector position has been designated to serve on the City's safety committee.

Department clerical duties are performed by four career firefighters who are assigned specific clerical functions. These firefighters receive a stipend of $3,000 per year. Prior to these duties being distributed to career firefighters, one career full-time firefighter served as the Department clerk until his retirement. Assigned clerical duties are:

- Inventory of all Department equipment and data entry
- Computer data input, including the enhanced Fire Inspection "Red Alert" program
- Equipment purchasing and budgeting
- Record keeping for personnel, training and scheduling

III. ORGANIZATION OF THE FIRE DEPARTMENT

GOVERNANCE OF THE FIRE DEPARTMENT

The City should attempt to achieve the following goals when restructuring the governance and organization of the Fire Department. Moreover, in a New York city, as opposed to a fire district or a fire protection district, elected city officials and the city manager have responsibility for fire protection services.

Goal #1 - Enable elected officials, through the City Manager, to set fire protection policy, service delivery performance standards, safety standards and expenditure levels.

Goal #2 - Provide adequate and competent supervision and management of Fire Department line operations.

Goal #3 - Provide adequate and competent staff and administrative support to the Department leadership.

Goal #4 - Provide adequate and comprehensive fire prevention services.

The organization of the Rye Fire Department has a number of weaknesses. The Board of Fire Wardens is a framework which no longer serves the interests of the City. The governance arrangement has several significant drawbacks. First, the Board of Fire Wardens, while part of City government, is independent. Members of the Board are selected by the fire companies; as a result, the Board is self perpetuating, i.e., only those within the Department select Board members. While the Council can exercise influence from its position as the City's legislative body, members of the Board are not accountable to City officials. Additionally, the Fire Chief serves as a member of the Board, which generally means that the Chief serves as both a policy-maker and an administrator/manager of the Fire Department.

The role of the City Manager is limited to serving in an advisory capacity to the Board of Fire Wardens. However, it should be noted that, as a result of the collective bargaining process, the City Manager has a great deal of influence on working conditions of the full-time personnel.

POLICY OBJECTIVES OF GOVERNANCE AND ORGANIZATION MODELS

In developing the alternative governance models for the Rye Fire Department, several specific objectives were considered in each model.

- *Maintain the combination fire department system.* Ensure that the Fire Department is an effective combination fire department by developing procedures and systems that guarantee that volunteers and career personnel operate as one firefighting team.
- *Ensure firefighter safety.* Fire and rescue procedures must be conducted in a safe manner, and appropriate leadership must exist to ensure that safety is a primary concern during operations.
- *Increase accountability.* Provide more accountability to the elected and appointed City officials.
- *Develop a more effective administrative structure.* Provide a more effective administrative structure to allow the Fire Chief to direct and manage the Department.
- *Develop a more effective daytime field command situation.* Provide a system which ensures that there is full-time field command capability during weekday hours when there are fewer volunteers available.

ALTERNATIVE GOVERNANCE MODELS

The Board of Fire Wardens has the primary responsibility to provide oversight and governance of the Fire Department. However, under the current structure of the Board, effective governance is not guaranteed. There are two fundamental approaches to consider. The Board of Fire Wardens can be discontinued or the Board of Wardens can be restructured to provide for more effective governance.

- *Alternative Governance Model 1: Discontinue the Board.* Under this approach, the Board of Fire Wardens is discontinued. Responsibility for management of the Fire Department is transferred to the City Manager. The City Manager would appoint the Fire Chief.

- *Alternative Governance Model 2: Restructure the Board of Wardens.* Under this approach, the Board of Wardens is restructured. The Board would be appointed by the City Council. The Board would be composed of five to nine members. The City Manager, or a designee of the City Manager and the Fire Chief, would serve *ex officio* on the Board. A representative of the career component of the Fire Department would be invited to meetings of the Board.

  Under this approach, companies would no longer select members to serve on the Board of Fire Wardens. Rather, the consultants suggest that the companies have the opportunity to recommend persons to serve on the Board. However, chief officers and active fire personnel would not be permitted to serve on the Board.

RECOMMENDATION III-1: *Restructure the Board of Fire Wardens.*

ALTERNATIVE RECOMMENDATION III-1: *Reorganize the governance structure of the Fire Department and alter the method of selection and role of the Board of Fire Wardens.*

The consultants suggest that a reorganized Board of Fire Wardens selected by the City Council would assist in strengthening the Fire Department and establish a new method of planning.

There are several alternative approaches to organizing the Fire Department which would correct some of the current structural weaknesses within the Department. The alternatives suggested could be effective under either governance model (with or without a Board of Fire Wardens). Changes in the City Charter may be required to achieve the desired organization.

FULL-TIME ADMINISTRATIVE AND FIELD/INCIDENT COMMAND SUPPORT

The Rye Fire Department is managed by a volunteer Fire Chief. The Chief manages the Department through the First Assistant Chief and the Second Assistant Chief. Given the amount of time required to manage a combination fire department, and the resulting complex relationships among personnel as well as operational complexity, City policy leaders should consider lengthening

the Fire Chief's term of office. Alternatively, the Fire Chief should be allowed and encouraged to serve consecutive terms of office. Moreover, one of the weaknesses in the Department is field supervision, or incident command capability, during the weekday work hours. To address the administrative and field support needs, the City should consider three approaches.

- Establish a full-time Fire Administrator to provide support to the Fire Chief.
- Establish a full-time Fire Chief position.
- Establish a full-time Department Captain to work the weekday daytime hours.

Maintaining the Fire Chief as a volunteer position clearly indicates that the City is supportive of volunteers and that it is committed to the combination fire department framework. However, careful consideration should be given to establishing the full-time position of Fire Chief.

In considering the creation of a full-time Fire Chief position, it is important to recognize that the management of volunteers and career personnel at the same time is a complex and often challenging exercise. In addition to the typical management concerns of a fire department, or any municipal department, a Fire Chief of a combination department has responsibility for ensuring that volunteers are motivated, appropriately trained, and that sufficient personnel are available for emergencies. An important function of a Fire Chief is to be fully appraised of the concerns of volunteers and to address these concerns, as appropriate.

A full-time Fire Chief would have a number of key responsibilities:

- Managing the daily business of the department
- Overseeing the budget
- Overseeing the work of subordinate chiefs
- Communicating with the rank and file volunteers
- Keeping abreast of the problems of volunteers
- Ensuring the effective implementation of Standard Operating Guidelines and Department Rules and Regulations

A viable alternative to the full-time Fire Chief is to have a volunteer Fire Chief with administrative support provided by a Fire Administrator. The Fire Administrator's primary function is to ensure that business and administrative operations of the Fire Department are managed effectively. The Fire Administrator would not have supervisory or command responsibilities at an emergency incident, but would have supervision of daily functions in accordance with the Chief's instructions. In Rye, the Fire Administrator could have the following responsibilities, under the general supervision of the Chief.

- Keeping the Fire Chief informed of the administrative affairs of the Department
- Managing the daily business of the Department
- Overseeing the budget
- Coordinating work with chief officers
- Keeping volunteers aware of Departmental business, as necessary
- Keeping abreast of the problems of volunteers
- Overseeing the daily work of the career firefighters
- Supervising the Lieutenant/Inspector

The Fire Administrator would not be within the chain of command for emergency incidents. The Fire Administrator would respond to major incidents or complex incidents to perform general staff support functions as part of the incident management team, such as planning and logistics functions.

A third alternative, which in may ways is the strongest of the three alternatives, is to establish a Department Fire Captain position. This Department Fire Captain would work the weekday daytime hours, oversee the career firefighters, and act as the incident commander. The Fire Captain would also perform administrative support duties for the Fire Chief. In the event of an incident during the Department Captain's duty shift, the Captain would remain in command until replaced by the Fire Chief or an Assistant Chief. The Captain would have authority over other company volunteers at the emergency scene. It should be noted that we are using the term "Department Fire Captain." Company captains would be subordinate to this position.

During the absence of the Department Captain due to vacation or illness, one of the volunteer officers would be assigned the responsibility ("duty") to serve as the daytime duty commander. It is important to organize chief officers (the Chief and Assistant Chiefs) into a duty rotation for emergency incidents so that a chief officer is available to respond to major incidents.

RECOMMENDATION III-2: *The Fire Department should be under the leadership of a volunteer Fire Chief assisted by a full-time Department Fire Captain.*

ALTERNATIVE RECOMMENDATION III-2: *The Fire Department should be under the leadership of a volunteer Fire Chief assisted by a full-time Fire Administrator.*

ALTERNATIVE RECOMMENDATION III-2: *The Fire Department should be under the leadership of a full-time Fire Chief.*

RECOMMENDATION III-3: *Qualifications and standards should be established for full-time positions (full-time Fire Chief, Department Captain, or Fire Administrator).*

The qualifications for the Chief or Fire Administrator should be developed by the City Manager or the Board of Fire Wardens, if any. To ensure that the qualifications are appropriate, there should be a committee composed of both volunteer and career members of the Department and the City Manager. In the following two exhibits, general qualifications for a full-time Fire Chief, a Fire Administrator and a Department Captain are presented.

EXHIBIT III-1

GENERAL QUALIFICATIONS FOR THE FIRE CHIEF

- *General experience* - The Chief should have substantial experience as a firefighter, company officer and a chief officer and have incident command experience.
- *Volunteer experience* - The Chief should have experience as a volunteer and working with volunteers.
- *Training and education* - The Chief should have formal, well documented training in fire and rescue services, first responder training and extensive

incident command training. Training to Fire Officer I level should be required and Fire Officer 2 level training is desirable.

- *Chief officer standard qualifications* - The Chief would be required to meet chief officer standards developed by the Fire Department. (See Chapter IV of this report.)
- *Administrative and management experience* - The Chief should have prior experience managing a fire and rescue organization.
- *Personal qualities* - The Chief should have strong communication skills and the ability to integrate diverse interests into an effective firefighting force.

EXHIBIT III-2

GENERAL QUALIFICATIONS FOR THE FIRE ADMINISTRATOR

- *General experience* - The Fire Administrator should have experience as a firefighter, company officer and chief officer.
- *Volunteer experience* - The Fire Administrator should have some experience as a volunteer and working with volunteers.
- *Training and education* - The Fire Administrator should have training in fire and rescue services and first responder training.
- *Administrative and management experience* - The Fire Administrator should have prior experience with local government and fire department management. Business related experience is desirable.
- *Personal qualities* - The Fire Administrator should have strong organizational skills, strong communication skills, and the ability to oversee administrative operations.

EXHIBIT III-3

GENERAL QUALIFICATIONS FOR THE DEPARTMENT CAPTAIN

- *General experience* - The Department Captain should have substantial experience as a firefighter, company officer and have incident command experience.
- *Volunteer experience* - Ideally, The Department Captain should have experience as a volunteer and working with volunteers.
- *Training and education* - The Department Captain should have formal, well-documented training in fire and rescue services, first responder training and extensive incident command training. Training to Fire Officer I level should be required and Fire Officer 2 level training is desirable.
- *Operational qualifications* - The Department Captain should be required to have demonstrated strong operational experience.
- *Administrative experience* - The Department Captain should have prior experience involving company administration and supervision.
- *Personal qualities* - The Department Captain should have strong communication skills and organizational skills.

INTERNAL ORGANIZATION OF THE FIRE DEPARTMENT

The Rye Fire Department currently has three chief officers, the Fire Chief, First Assistant Fire Chief, and Second Assistant Fire Chief. Each company has company officers including a Captain, a First Lieutenant and a Second Lieutenant. There is only one career fire officer, a Lieutenant.

The career and volunteer elements of the Fire Department operate independently, rather than as members of the same team of responders. Moreover, current operational practices and draft Standard Operation Procedures treat these personnel as independent from the rest of the organization.

ORGANIZATIONAL PRINCIPLES

A combination fire department must have a clear chain of command, make effective use of all volunteers and career personnel and observe certain fundamental principles.

EXHIBIT III-4

APPLICATION OF PRINCIPLES OF ORGANIZATION TO THE RYE FIRE DEPARTMENT

SPAN OF CONTROL	The principle of span of control dictates that there is a limit to the number of persons that one supervisor or manager can successfully supervise or manage, and that the ability of that supervisor or manager to discharge his or her obligations will be limited by the number of persons he or she is expected to supervise. While there is no set number in a fire organization, fire lieutenants typically supervise three or four firefighters and fire captains typically supervise several officers and other firefighters indirectly. In the RFD, the Fire Chief is directly responsible for supervision of the Assistant Chiefs, the Prevention Bureau, and fire station response personnel. Too many personnel report to the Fire Chief. The career Fire Lieutenant/Inspector is expected to supervise 16 firefighters assigned to shifts; as a result, supervision is limited.

UNITY OF COMMAND

The principle of unity of command states that, in any given situation, a person should have one and only one immediate superior to whom he or she is accountable. This principle is important in fire department and emergency work in those common situations in which members of different organizational units (e.g., fire companies) are working together at one time and the issue of "who is in charge" is raised. Written policies and procedures usually state how such situations should be handled. In their absence, confusion and duplication of effort will often occur.

In Rye, career personnel are not supervised, other than at an incident. Operations functions are divided by company.

RANK AND POSITION COMMENSURATE WITH AUTHORITY

The purpose of rank is to designate authority and formal status within the organization. Fire departments typically rely on a rank structure similar to the military.

In Rye, the career Lieutenant/Inspector has less authority than company Lieutenants.

CHAIN OF COMMAND

This principle is derived from the military practice of ensuring that information is communicated upward and downward through the organization by means of ascending and descending levels of authority. In a quasi-military organization, where reliance on order and discipline is important, it is imperative that the chain of command be followed closely so that each level of authority is informed of actions that are occurring.

In Rye, the chain of command should be strengthened.

FUNCTIONAL ARRANGEMENT

This principle states that it is in the interest of efficiency to have similar functions performed by the same, or related, units and to group similar functions under a single point of command, or supervision. For example, certain administrative functions should be under a single point of command to ensure comparability and coordination and minimize redundancy. Similarly, different operations activities, such as fire suppression, should be grouped together in a single division, commanded by a single person.

In the RFD, there is a need to consider the functional arrangement of activities.

The Rye Fire Department should redesign the organization. The following matters need to be addressed.

- There is a need for full-time leadership.
- The chain of command is not appropriate.

- Reporting relationships require adjustment.
- There is a need for better supervision of career personnel.
- The career Lieutenant/Fire Inspector position requires redefinition.
- Terms of office of the Volunteer Chief and chief officers are too short.

RECOMMENDATION III-4: *Reorganize the Fire Department and realign the command structure of the Department.*

The consultants have identified three internal organization models which are designed to improve operations. The first organization model, which the consultants view as the most viable option at the current time, is intended to be operational if the Fire Chief reports to the Board of Wardens or the City Manager. The second two organization models can be used under the Board of Fire Wardens governance approach or with a direct reporting relationship to the City Manager.

- *Internal Organization Model 1* - Volunteer Fire Chief and Full-Time Department Captain (weekday daytime duty)
- *Internal Organization Model 2* - Full-Time Fire Chief
- *Internal Organization Model 3* - Volunteer Fire Chief and Fire Administrator

Under any of these models, the roles of the Assistant Fire Chiefs would remain similar; however, Assistant Chiefs should be assigned additional Department-wide duties.

INTERNAL ORGANIZATION MODEL 1 - VOLUNTEER FIRE CHIEF AND FULL-TIME DEPARTMENT CAPTAIN

This organization model assumes that there is a volunteer Fire Chief who is able to serve more than one consecutive term. There would be one additional career firefighter, a Department Captain. The Captain would work weekdays and provide administrative support to the Chief and serve as the daytime incident response commander until relieved by a chief officer. “Company Captains” would be subordinate to this “Department Captain.”

When the daytime Department Captain is not working due to vacation, illness, or other leave, an officer would be assigned to work as the daytime officer-in-charge. The daytime Captain would supervise the career firefighters. The career firefighters would continue to serve as firefighters/engineers. The Fire Inspector/Lieutenant would report to the Department Captain or, alternatively, the Fire Chief.

This model ensures that there will be four full-time personnel to respond to an incident, the Department Captain and the three firefighters who are working. (On some days, four firefighters will be on duty.) This internal organizational arrangement appears to the consultants to be a very viable option for the Fire Department and the City. Assistant Fire Chiefs should be assigned other Department-wide duties, such as training and safety. (See below.) As shown below, an additional Assistant Fire Chief position should be considered to allow sharing of the workload.

EXHIBIT III-5

INTERNAL ORGANIZATION MODEL 1

VOLUNTEER FIRE CHIEF AND FULL-TIME DEPARTMENT CAPTAIN *

RESPONSIBILITIES OF ASSISTANT FIRE CHIEFS AND DEPARTMENT CAPTAIN

DEPARTMENT CAPTAIN (NEW CAREER POSITION)	ASST. CHIEF FOR OPERATIONS (VOLUNTEER ASST. CHIEF)	ASSISTANT CHIEF FOR TRAINING, VOLUNTEER RECRUITMENT & RETENTION (VOLUNTEER ASST. CHIEF)	ASSISTANT CHIEF FOR FACILITIES, APPARATUS & EQUIPMENT
Daytime shift supervisor Administrative support & daytime incident command leadership * Emergency response duty Supervise Fire Inspector	Operational preparedness Directs fire operations & special operations Emergency response duty	Safety Departmental training Integration of volunteer & career training Recruitment & retention Emergency response duty	Condition of facilities and equipment Safety of equipment & apparatus Acquiring new equipment & apparatus

* *Department Captain provides incident command leadership until relieved by a volunteer Assistant Chief.*

INTERNAL ORGANIZATION MODEL 2 - FULL-TIME FIRE CHIEF

Under this approach, a full-time Fire Chief is appointed to serve an indefinite term of office. The Fire Chief would oversee the Department by directly managing and supervising Assistant Fire Chiefs, the Fire Lieutenant/Inspector, and career personnel.

It is also recommended that each shift of four firefighters have a shift supervisor. Three shifts should have a Lieutenant assigned; one shift should have a Captain assigned. The Captain would directly supervise a shift and manage the administrative operations of each shift. In effect, the Captain, while working a shift, would perform additional administrative duties.

Under this approach, the Fire Chief would oversee all operations and directly manage finance and administration, coordinate with City government, and manage, through subordinates, all volunteer and career personnel. Assistant Fire Chiefs would have additional Department-wide responsibilities. The Assistant Chief for Operations would be responsible for operation of fire companies and associated functions. The Assistant Chief for Training and Volunteer Recruitment and Retention would be responsible for the development and implementation of a Department-wide training program which integrates volunteer and career training. The Assistant Chief would also be responsible for safety and developing and implementing an aggressive recruitment and retention program for volunteers. An additional Assistant Fire Chief position should be considered to allow for sharing of workload.

Under this model, the only new full-time position would be the Fire Chief. The Fire Captain would be a career firefighter promoted to the rank of Captain to assist the Chief. The responsibilities of personnel subordinate to the Fire Chief are illustrated below.

EXHIBIT III-6

INTERNAL ORGANIZATION MODEL 2 (FULL-TIME FIRE CHIEF)
RESPONSIBILITIES OF ASSISTANT FIRE CHIEFS

FIRE CAPTAIN (CAREER FIREFIGHTER)	ASSISTANT CHIEF FOR OPERATIONS (VOLUNTEER ASST. CHIEF)	ASSISTANT CHIEF FOR TRAINING, VOLUNTEER RECRUITMENT & RETENTION (VOLUNTEER ASST. CHIEF)	ASSISTANT CHIEF FOR FACILITIES, APPARATUS AND EQUIPMENT
Administrative support Coordinate administration Fire Captain shift supervision Emergency response duty	Operational preparedness Directs fire operations & special operations Emergency response duty	Safety Departmental training Integration of volunteer & career training Recruitment & retention Emergency response duty	Condition of facilities and equipment Safety of equipment & apparatus Acquiring new equipment & apparatus

INTERNAL ORGANIZATION MODEL 3 - VOLUNTEER FIRE CHIEF AND FIRE ADMINISTRATOR

Under Model 3, there would be a volunteer Fire Chief and a full-time Fire Administrator (new position). The Fire Chief would direct the operations of the Fire Department but rely on the administrative and management support provided by the Fire Administrator. Assistant Fire Chiefs would have specific assigned responsibilities. For example, there would be an Assistant Fire Chief for Operations and an Assistant Fire Chief for Training, Recruitment and Retention, as well as an Assistant Chief for Facilities, Apparatus and Equipment.

The Fire Administrator would have a range of administrative and management duties, including financial oversight and the supervision of daily administrative functions relating to career firefighters. Each shift of four firefighters would be supervised by a Lieutenant. The Fire Administrator would also supervise the Lieutenant/Inspector.

The Fire Administrator would not be within the chain of command for emergency incidents. The Fire Administrator would respond to major incidents or complex incidents to perform general staff support functions as part of the incident management team, such as planning and logistics functions.

EXHIBIT III-7

INTERNAL ORGANIZATION MODEL 3
(VOLUNTEER FIRE CHIEF AND FULL-TIME FIRE ADMINISTRATOR)
RESPONSIBILITIES OF ASSISTANT FIRE CHIEFS AND FIRE ADMINISTRATOR

FIRE ADMINISTRATOR (NEW POSITION WITH RANK EQUIVALENT TO ASST. CHIEF)	ASSISTANT CHIEF FOR FIRE OPERATIONS (VOLUNTEER ASST. CHIEF)	ASSISTANT CHIEF FOR TRAINING, VOLUNTEER RECRUITMENT & RETENTION (VOLUNTEER ASST. CHIEF)	ASSISTANT CHIEF FOR FACILITIES, APPARATUS AND EQUIPMENT
Administrative support Coordinate administration Coordination with City officials	Operational preparedness Directs fire operations & special operations Emergency response duty	Safety Departmental training Integration of volunteer & career training Recruitment & retention Emergency response duty	Condition of facilities & equipment Safety of equipment & apparatus Acquiring new equipment & apparatus

There are several elements common to the three organizational models shown above; one important element relates to the number of Assistant Fire Chiefs. It is suggested that the Department establish an additional position of Assistant Fire Chief to facilitate sharing of the workload. The consultants suggest that the Assistant Chief be assigned responsibility for facilities, apparatus and equipment.

RECOMMENDATION III-5: *Consider establishing an additional Assistant Fire Chief Position (Third Assistant Chief).*

Chief officers (Fire Chief, First Assistant Chief, and Second Assistant Chief) are elected for two-year terms of office and are not able succeed themselves. These terms of office are rather short, and do not allow enough time for the officers who have established goals to carry out those goals. To be effective, volunteer chief officers should be in office for a longer period of time. Additionally, selection processes should allow officers to serve more than one consecutive term of office.

RECOMMENDATION III-6: *Volunteer chief officers should have longer terms of office. Officers should be able to serve more than one term of office consecutively.*

CAREER PERSONNEL MANAGEMENT AND RESPONSIBILITIES

There are 17 career firefighters. Sixteen firefighters are assigned to four groups/shifts with four assigned to each shift. One member of the career department is a Lieutenant/Inspector with responsibility for fire inspections and, in theory, supervisory responsibilities. The current responsibilities of the Fire Lieutenant/Inspector and the lack of a supervisor on each shift results in limited supervision and management of the shifts.

The primary role of career firefighters is to function as drivers (firefighters/engineers) of specific Department apparatus. It is proposed that firefighters continue to have the major responsibility for driving apparatus. However, in two of the models above, each group of firefighters would be organized with a company officer in charge to oversee administration and shift supervision. The Lieutenant would continue to drive apparatus. The shift Lieutenants would function as officers at the scene of an incident and would remain in command until a volunteer officer arrives at the scene.

Under the full-time Fire Chief model, one career firefighter would be promoted to Captain and assume duties similar to those of the Fire Administrator and supervise his or her own shift, as well as oversee the administration of the entire career component of the Fire Department. Under the full-time Fire Administrator model, there would be four career Lieutenants who would report to the Fire Administrator for administrative purposes. At the scene of an incident, career personnel would report through the chain of command established for operations.

RECOMMENDATION III-7: *Establish a new supervisory structure for the career firefighting personnel.*

RECOMMENDATION III-8: *Under Organization Model 1, employ a daytime Department Fire Captain to supervise career personnel.*

ALTERNATIVE RECOMMENDATION III-9: *Under organization Models 2 and 3, establish four company officer positions to supervise each shift.*

Career fire officers should be responsible for assisting in the development and implementation of a training plan and standard operating guidelines which would apply to both volunteer and career personnel.

In the following exhibit, the full-time employees of the Fire Department are identified.

EXHIBIT III-8
CURRENT AND PROPOSED FULL-TIME STAFFING (BY ORGANIZATION MODEL)

RANK	CURRENT ORGANIZATION	ORGANIZATION WITH FULL-TIME DAYTIME DEPARTMENT CAPTAIN	ORGANIZATION WITH FULL-TIME FIRE ADMINISTRATOR	ORGANIZATION WITH FULL-TIME FIRE CHIEF
Firefighter	16	17	12	12
Lieutenant/Inspector	1	rank altered	5 or 4	4
Captain		1	0 or 1	1
Fire Administrator			1	
Fire Chief				1
Total	17	18	18	18

RECOMMENDATION III-10: *Career firefighters should be part of the process for the development of a unified training plan and the development of standard operating procedures and guidelines.*

Some Fire Department personnel have expressed the opinion that career firefighters should operate from one fire station. Under this approach, the career personnel would operate as a company. While we understand this approach, it is our view that such a practice does not serve the best interest of the Rye Fire Department. The combination nature of the Fire Department requires the development of a unified department, not independent functioning units. Thus, it is recommended that the Fire Department leadership develop procedures and policies to ensure the full integration of volunteer and career personnel.

RECOMMENDATION III-11: *Volunteer and career firefighters should be organized to allow for integrated operations.*

Organization charts displaying alternative approaches .are presented below.

EXHIBIT III-9

VOLUNTEER FIRE CHIEF AND DEPARTMENT CAPTAIN ORGANIZATION

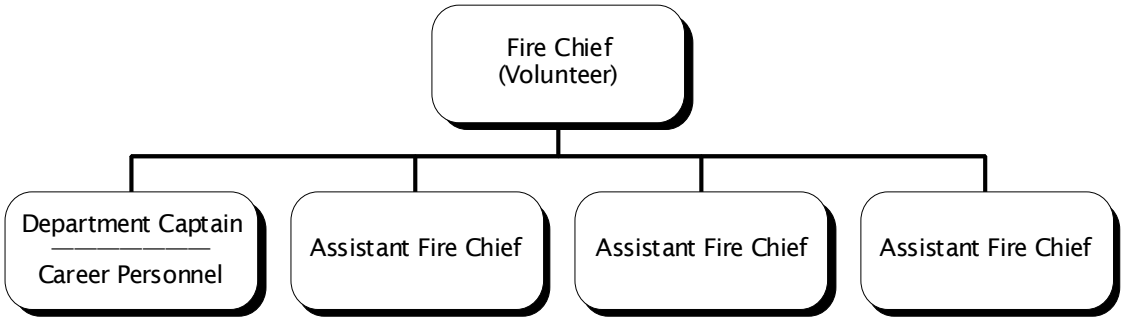


EXHIBIT III-10

FULL-TIME FIRE CHIEF ORGANIZATION

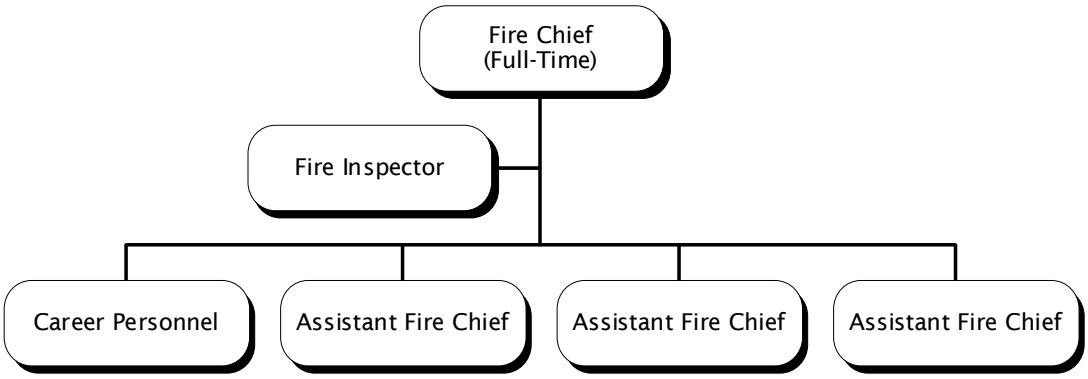
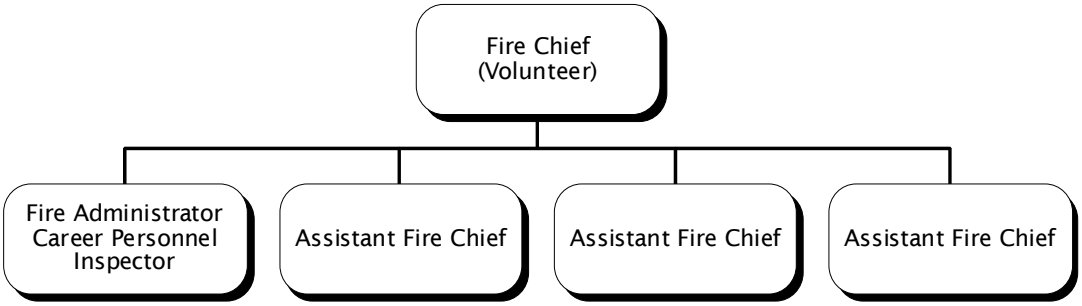


EXHIBIT III-11

FIRE ADMINISTRATOR ORGANIZATION



ADMINISTRATIVE RELATIONSHIP BETWEEN THE POLICE DEPARTMENT AND THE FIRE DEPARTMENT

The administrative control and direction of the Fire Department is one of its weaknesses. The administrative demands of the Department are difficult for a volunteer Fire Chief to address. The employment of a Department Captain should assist with some operational and administrative concerns. However,

more administrative support is required, as well as a closer formal relationship with the City Manager's office. A stronger management system can be established by establishing a formal administrative relationship between the Fire Department and the Police Department.

The Police Commissioner should be responsible for personnel management, grievances and labor relations issues, budget oversight, and other administrative duties. For example, the Police Commissioner could work with the Fire Chief on budget development and preparation, or other administrative matters. The full-time Department Captain, when confronted with an administrative or personnel problem, could contact the Police Commissioner for assistance.

> ***RECOMMENDATION III-12:*** *Assign the Police Commissioner as the administrator of the Fire Department.*

SUMMARY OF PREFERRED GOVERNANCE AND ORGANIZATIONAL CHANGES

The consultants have identified two governance alternatives and several organization models for the Fire Department to consider. Our judgment is that, given the practical constraints and concerns of City and Fire Department officials, the most appropriate approach to follow in developing a more effective Fire Department is to accomplish the following changes:

- Reorganize the Board of Fire Wardens reducing its size and having the Board appointed by the City Council.
- Continue to operate with a volunteer Fire Chief.
- Create the position of Department Captain to oversee daytime response operations.
- Assign administrative responsibilities to the Police Commissioner.

IV. APPLICATION OF RESPONSE PRINCIPLES, BENCHMARKS, AND STANDARDS TO RYE

Evaluation of a City's fire and rescue services is achieved in several different manners. In this analysis, the organization and management framework of the Rye Fire Department has been reviewed in the context of benchmarks and standards. It is important for public policy leaders to understand the basic response principles which influence fire and emergency medical responses.

STANDARDS, BENCHMARKS AND RESPONSE MEASURES

There are two underlying concepts to consider when evaluating fire and rescue services. The first is *capability,* the ability of a department to respond to an incident in a timely manner, and with sufficient responders and equipment to constitute an effective and safe initial attack. The second concept is *capacity*, the ability of the department to respond to a multiple alarm incident and handle simultaneous incidents.

Since the City's department is a combination fire department, the applicable national standard is NFPA 1720, *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments, 2001 Edition.*

EXHIBIT IV-1
SELECTED SECTIONS OF NFPA 1720 RELATED TO CAPABILITY AND CAPACITY

4.1 FIRE SUPPRESSION ORGANIZATION

4.1.5 The fire department shall identify minimum staffing requirements to ensure that a sufficient number of members are available to operate safely and effectively.

4.1.7 * Standard response assignments and procedures, including mutual aid response and mutual aid agreements pre-determined by the location, and nature of the reported incident, shall regulate the dispatch of companies, response groups, and command officers to fires and other emergency incidents.

4.1.8 * The number and type of units assigned to respond to a reported incident shall be determined by either risk analysis and/or pre-fire planning.

4.2 FIRE SUPPRESSION OPERATIONS

4.2.1 * Incident Commander. One individual shall be assigned as the incident commander.

4.2.1.1 * The assumption and identification of command shall be communicated to all units responding to or involved at the incident scene.

4.2.1.2 The incident commander shall be responsible for the overall coordination and direction of all activities for the duration of the incident.

4.2.1.3 The incident commander shall ensure that a personnel accountability system is immediately utilized to rapidly account for all personnel at the incident scene.

4.2.1.4 The company officer/crew leader shall at all times be aware of the identity, location, and activity of each member assigned to the company.

4.2.1.5 Each member of the company shall be aware of the identity of the company officer/crew leader.

4.2.1.6 Orders addressed to individual members, particularly verbal orders and orders at incident scenes, shall be transmitted through the company officer.

4.2.2 INITIAL ATTACK

4.2.2.1 Upon assembling the necessary resources at the emergency scene, the fire department shall have the capability to safely initiate an initial attack within two minutes 90 percent of the time.

4.2.2.2 * Initial attack operations shall be organized to ensure that at least four members shall be assembled before initiating interior fire suppression operations at a working structural fire.

4.2.2.2.1 In the hazardous area, two individuals shall work as a team.

4.2.2.2.2 Outside the hazardous area, two individuals shall be present for assistance or rescue of the team operating in the hazardous area. One of the two individuals assigned outside the hazardous area shall be permitted to be engaged in other activities.

4.2.2.4 The fire department shall have the capability for sustained operations, including fire suppression; engagement in search and rescue, forcible entry, ventilation, and preservation of property; accountability for personnel; a dedicated rapid intervention crew (RIC); and provisions of support activities for those situations that are beyond the capability of the initial attack.

4.6 * SPECIAL OPERATIONS RESPONSE

4.6.1 Special operations shall b organized to ensure that the fire department's special operations capability includes sufficient personnel, equipment, and resources to efficiently, effectively, and safely deploy the initial arriving company and additional alarm assignments providing such services. The fire department shall be permitted to use established automatic mutual aid or mutual aid agreement to comply with the requirements of Section 4.6.

4.6.1.1 The provisions of this chapter shall apply to fire departments that are involved in the delivery of special operations response.

4.6.2 The fire department shall adopt a special operations response plan and standard operating procedures that specify the role and responsibilities of the fire department and the authorized functions of members responding to hazardous materials emergency incidents.

** Indicates that additional information may be found in the NFPA 1720 Standards Appendix.*

NFPA Standard 1720 applies to fire departments that are predominately volunteer, and is less specific than NFPA Standard 1710, which applies to career fire departments. NFPA Standard 1710 states that the first-due engine should arrive at an incident within 240 seconds travel time and/or the entire first alarm assignment of a minimum of 15 firefighters should arrive on scene within 480 seconds travel time.

STANDARDS AND GUIDELINES

To evaluate the level of service (for initial and subsequent response), it is important for fire service providers to balance the standards with practical and financial constraints. While containing costs is an important objective, the necessity to be able to save lives and property and the safety of emergency response personnel must be factored into the equation. This is a technical, as well as a political, task.

Emergency response requires a rapid initial response, then timely assembly of a full complement of personnel and equipment to attack the fire, and finally, sufficient reserve or additional resources to deal with any other emergencies that might arise at the same time, or subsequent to the initial emergency. In developing response capability objectives, there are many factors to consider.

Containment. Structure fires usually operate within a confined space. The risks associated with this can vary in different parts of the City. In closely-developed, built-up areas with older structures, containment of the fire within the compartment of origin (that area separated from the remainder of the structure by construction) is critical. This means that the fire department must make every reasonable effort to interrupt the growth of fire before a condition

called *flashover* occurs. At flashover, there is a rapid transition in fire behavior from localized burning to involvement of all the combustibles in the enclosure. At that time, the fire typically expands in six different directions: vertically through the ceiling, horizontally through the four walls, and even through openings in the floor. By then, all barriers to fire growth beyond the original compartment are under attack by extremely hot flame, smoke and gasses. These elements expand at approximately 50 times their volume per minute. At flashover, the probability of death or serious injury to occupants of the structure is significant. Obviously, life safety within the structure is a basic concern and when there are nearby properties involved, the control of flashover becomes even more paramount as additional lives and property are jeopardized.

Comprehensive testing by the United States Institute of Standards and Technology has generally established that a fire within a typically furnished room will evolve into flashover within four to ten minutes of the event of open flame. At that time, temperatures at ceiling level will reach 1,500 degrees. Thus, fire department planning in the United States generally assumes approximately an eight-minute period before flashover.

Adding to the need to avoid flashover and contain the fire within the compartment of origin, there can also be a requirement to locate and remove threatened persons. Ideally, a fire department must receive notification of the fire, notify volunteers, don appropriate safety gear, mount the apparatus, travel to the scene of the fire, accomplish sufficient firefighting tasks to inhibit fire growth, and rescue occupants within approximately eight minutes of the event of flame. The tasks to be accomplished at the scene by the initial arriving units include search, rescue, ventilation, ladder placement, hose line deployment and other actions, all requiring immediate and simultaneous execution. Rapid and effective actions during the response are essential. Time constraints make achieving control of flashover extremely difficult in most volunteer fire departments.

Local Characteristics. Obviously, fire risks vary by neighborhood and need to be taken into account. Efforts to reduce risks through fire prevention, public education, automatic detection and reporting systems or suppression systems should always receive vigorous support. In newer construction (particularly commercial, industrial and institutional structures), where

buildings may be required to have automatic detection and suppression systems, the fire risk can be less. The latter usually have suppression systems which reduce the unmeasured time between the start of a fire and when the fire is detected and reported, and automatically retard fire development.

Assuming the shortest possible response time for these processes, in most structure fires, the first-due company has very limited time to travel to the incident location and accomplish interruption of fire growth, perhaps no more than four to six minutes. Ideally, the location of stations, thus, should ensure that travel times of four to six minutes can be accomplished in most of the response area surrounding the station so that the initial response can arrive in time to prevent flashover.

In summary, emerging planning standards suggest that an eight-minute, perhaps no more than ten-minute, total response time (dispatch, turn-out, and travel time) should be the technical goal for arrival at the scene of a structure fire. Each district, however, must evaluate the risks within its jurisdiction, and decide on the appropriate response standard.

ISO Rating Standards. The Insurance Services Office (ISO) has established some general station location standards, based on road-travel distances. The ISO Fire Suppression Rating Schedule states, in item #560, "Distribution of Companies: The built-upon area of the community should have a first-due engine company within 1.5 miles and a ladder-service company within 2.5 miles." In Rye, engine company coverage and ladder coverage is provided within the distance parameters in most of the City.

Under the ISO "Grading Schedule," evaluation of a community is enhanced by an effective automatic mutual aid system. In fact, the schedule allows credit to the community being rated for engine companies and ladder-service companies (coming from another political jurisdiction) that respond to the jurisdiction being rated. Engine and ladder companies will be credited and provide an offset, if there is a lack of needed companies within a jurisdiction. The credit earned for automatic-mutual aid companies depends on the communications facility and the dispatch of units to a city in a planned manner. Additionally, interdepartmental training is required several times a year. Other standards with respect to fireground communications are also required. In Rye

and its surrounding jurisdictions, the implementation of an effective automatic mutual aid system could make it possible for each jurisdiction to receive ISO credit for automatic aid companies equivalent to 90 percent of the credit that a city would earn with its own companies. (See F*ire Suppression Rating Schedule Handbook,* 2002.)

National Fire Protection Association (NFPA). The *National Fire Protection Association (NFPA) Handbook* indicates that first-due apparatus should be located within two miles of residential areas, within one and one-half miles of commercial areas, and within one mile of locations where the required fire flow exceeds 5,000 gallons per minute (g.p.m.).

Distribution of Capacity. The basic principle for allocation of fire suppression forces is to distribute units throughout the service area to achieve approximately equal travel distances and response times to all locations. However, factors other than distance will influence response. For instance, weather conditions, the configuration of the roadway network, or traffic patterns may delay response. Taking these factors into account, each protection area must set its own realistic goal, such as reaching 80 or 90 percent of the incidents within an identified number of minutes.

Personnel and Apparatus Deployment Factors. For a working fire, the minimum apparatus should be two engines and one ladder. The *NFPA Handbook* recommends a minimum of 13 personnel, an incident commander, a rapid intervention team and a safety officer for a residential structure working fire. This is supported by studies in Louisville, Phoenix and other areas, and is a commonly accepted, industry-wide standard.

OSHA Guideline. It is also important to consider the so-called "two in, two out" OSHA guideline that, except in extreme life-threatening situations to the occupants, four firefighters will be required at the scene of a structure fire before any two may enter.

In summary, the four emerging standards, or benchmarks which affect crew size desired for a fire call are:

- *OSHA requirements* for a minimum of four equipped personnel to be present before entry in a structure fire incident

- *OSHA requirements* for a rapid intervention team (RIT) to be present for safety reasons at working structure fires

- *OSHA and NFPA requirements* for a qualified incident commander and a qualified safety officer to be present at working incidents

- *Industry standards* to have a minimum number of firefighters and an incident commander present for a low-hazard structure fire, and at least two pumpers and a ladder truck, or similar vehicle.

EMS RESPONSE CONSIDERATIONS

While the Rye Fire Department provides limited emergency medical services, it is important to understand the nature of EMS response. For a volunteer ambulance organization, an ambulance company, or fire department that provides EMS first responder or ambulance support, there are important considerations, guidelines and standards. The survivability of a non-breathing person is a function of application of CPR, defibrillation, and advanced life support. Models exist to predict survivability. One commonly applied model is the Eisenberg Model, which estimates the probability of survival based on a system's ability to deliver the critical links in a timely manner. The functional equation is:

Survival rate = 67% minus 2.3% per minute without CPR
minus 1.1% without necessary defibrillation
minus 2.1% per minute without necessary Advanced Cardiac Life Support

The model suggests that one-third of all non breathing and/or cardiac arrest patients may die immediately, and that the remaining individuals' probability of survival decreases by up to 5.5 percent for each subsequent minute; however, the decrease can be slowed by the application of various procedures (CPR, defibrillation, ACLS).

AHA Standard. Based on this equation, and their own observations and experiences, the American Heart Association recommends a maximum response time of four minutes for initiation of Basic Life Support (BLS) and eight minutes (eight minutes and 59 seconds) for initiation of ALS.

APPLICATION OF STANDARDS, BENCHMARKS AND RESPONSE MEASURES

Application of these standards to any City requires the exercise of judgment and should be made in the context of the policies of a particular City. Applying standards and benchmarks to the City of Rye allows us to draw several conclusions.

- NFPA Standard 1720 is applicable to the City of Rye because the Fire Department is predominantly volunteer. (There are more volunteers than career personnel.)
- The combination fire department in Rye is based on the concept of using drivers (firefighters/engineers) to deliver apparatus to the scene of an incident rapidly. However, this must be supported with the arrival of sufficient personnel at the scene of an incident within reasonable times.
- The Rye Fire Department should ensure that volunteers and career personnel operate jointly.
- The implementation of an effective automatic mutual aid plan should be an essential part of service delivery in Rye.
- The benchmarks and standards emphasize the need for prompt arrival of personnel at the scene of an incident. With limited volunteer and career staffing resources, the Rye Fire Department should emphasize prevention, preplanning and inspections.
- The Rye Fire Department does not have any performance standards by which it measures its emergency response.

RECOMMENDATION IV-1: *The Rye Fire Department should ensure that career and volunteer firefighters work as an integrated response team.*

The Rye Fire Department does not have automatic mutual aid agreements for target hazards. In addition, the Department does not have automatic mutual aid agreements for major highway responses (e.g., Route 287 and Route 95). The development of these agreements requires the development of a defined list of target hazards for participating jurisdictions, the development of response protocols and development of written agreements regarding the mutual nature of automatic response. Automatic mutual aid is an essential response approach for jurisdictions with limited staffing resources to adopt, since it provides rapid augmentation of resources.

RECOMMENDATION IV-2: *The Rye Fire Department should develop an automatic mutual aid agreement with adjacent jurisdictions.*

RECOMMENDATION IV-3: *The automatic mutual aid plans should identify target hazards within the City and include major highway response on Route 287 and Route 95.*

The identification of target hazards should be a comprehensive effort which should be conducted jointly by career and volunteer firefighters. The target hazard planning and preplanning work requires the input of both segments of the Department.

RECOMMENDATION IV-4: *Both career and volunteer firefighters should be involved in the identification of target hazards and preplanning efforts.*

Full-time career firefighters should be more involved in the fire inspection process and should conduct company inspections. Currently, there is limited participation in company inspection processes. The Fire Department should develop a systematic company inspection program which includes a weekly program of inspections for the Fire Department.

RECOMMENDATION IV-5: *The Fire Department should develop a systematic company inspection program.*

The Fire Chief, working with a committee of chief officers, company officers and firefighters, should establish a series of performance standards. The goal of the performance standards is to provide the City of Rye with the timely response of a sufficient number of certified volunteer firefighters to conduct safe and effective rescue and fire suppression at a residential fire. Note that NFPA Standard 1710 (for career departments) calls for the arrival of a "full first alarm assignment" of 15 personnel within nine minutes of sounding the station alarm to at least 90 percent of annual incidents. For the City of Rye, the consultants recommend that this time be extended to 10 minutes from the pager alert for the arrival of a full volunteer first-alarm assignment, day or night. NFPA 1710 also calls for the arrival of four personnel and a pumper within four minutes travel time to at least 90 percent of the incidents.

Department performance standards relating to response capability may be set for structure fire calls, vehicle fire calls, technical rescue calls, hazardous materials incidents, and emergency medical calls. Typically, a 90 percent annual compliance rate is set.

The following factors are elements of a response capability performance standard:

- turn-out time (pager alert to first fire/rescue vehicle departing station)
- travel time (first unit out to arrival at the scene)
- minimum number of crew on first unit out for:
  - pumper to a structure fire
  - aerial to a structure fire
  - technical rescue
  - heavy rescue to a structure fire
  - EMS
- minimum number to be on-scene within a specified number of minutes (e.g., 10 minutes) of pager alert (first-alarm assignment)
- maximum time for qualified Incident Commander to arrive on scene

The Fire Chief and the committee would establish the times and crew numbers which would then constitute the response capability performance standard. If deemed necessary by the Fire Chief, performance goals may be stated in more detail, outlining the build-up of suppression or technical rescue

or hazardous materials mitigation resources within a time frame which recognizes travel distances and the volunteer response parameters. In summary, response standards are intended to recognize:

- various response distances
- automatic mutual aid
- safe operational practices (including the "two in-two out" rule)
- incident command needs
- sufficient initial attack personnel
- interior certified firefighters

The following exhibit provides an example of a performance standard that the Rye Fire Department should consider. This example is intended to illustrate structure fire attack performance targets.

EXHIBIT IV-3
EXAMPLE OF A PERFORMANCE STANDARD: STRUCTURE FIRE

- one and one-half-minute maximum time frame between call and first-due pumper exiting station, day or night
- minimum of four qualified firefighters/officers responding on, or arriving at the incident at the same time as the first-due pumper (five-minute maximum)
- maximum of five minutes total response time from alarm receipt to curb-side arrival of first-due pumper at the incident in the built-up areas of the town
- arrival at the scene of a qualified incident commander within ten minutes of pager alert in a built-up area
- arrival at the scene of an appropriate second-due vehicle with driver operator within five minutes. Arrival of a minimum of four additional personnel within 10 minutes of pager alert
- arrival at the scene of at least five additional qualified firefighters and a third appropriate vehicle (if needed) within 15 minutes of the initial pager alert

These targets equate to a five-minute "arrival time" time for at least three volunteers and a pumper with driver/operator, five minutes total elapsed response time to the scene, 10 minutes elapsed time for an incident commander, 12 minutes elapsed time for a second vehicle and two additional personnel, and 15 minutes elapsed time for five additional personnel and a third vehicle. Total minimum response at 15 minutes post initial page alert is 12 personnel and three appropriate vehicles, some of which may be mutual aid assets.

RECOMMENDATION IV-6: *The Rye Fire Department should develop performance standards.*

RECOMMENDATION IV-7: *The Fire Chief should monitor the achievement of performance standards.*

The value of these performance standards is that they measure operational response and capability. These measures identify areas requiring improvement.

V. COMMUNICATIONS, TRAINING, SAFETY, ADMINISTRATION, AND VOLUNTEER RECRUITMENT AND RETENTION

This chapter presents recommendations regarding emergency communications, training, standard operating procedures, automatic mutual aid and related operations and support matters.

EMERGENCY COMMUNICATIONS

One of the most important features of an emergency response system is to have an efficient communications system. The more efficient and rapid the communication, the more rapid the response from personnel. In Rye, all requests for emergency assistance are initially received by the Rye Police Department Dispatch Center that serves as the Public Service Answering Point (PSAP) for 911 calls for assistance in the City. Upon receiving a request for emergency fire services, the following actions occur:

- *Request forwarded to the Fire Department* - The request is sent by phone line to the RFD at the Fire Station.

- *Pager system activated* - Upon receipt of a request, one on-duty career firefighter activates a page-out system for all volunteers indicating the location of the emergency response and any incidental information that is available. Two career personnel respond immediately to the incident and the firefighter who activates the page responds after the paging process is complete. This paging process takes more than one minute of the career firefighter's time.

- *Career firefighters deploy* - Upon completing the page-out procedures for volunteers, the career firefighters then deploy to drive their assigned apparatus to the emergency scene.

- *Deployment of all companies* - If the three Rye fire companies are required to respond to the reported emergency, career firefighters notify the Westchester County 60 Control (County Emergency Dispatch Center) and inform the dispatch center that any additional requests

for emergency assistance will be routed directly to 60 Control and that they will be the official dispatching center for any subsequent requests for emergency assistance in the City of Rye until the current emergency incident has been resolved. Generally, four unanswered rings on the RFD dispatch phone system automatically revert the call to 60 Control for disposition.

- If a simultaneous fire emergency request was received in Rye, 60 Control would receive the request and act in accordance with the Chief's instructions.

While this dispatch process appears to be reasonablely effective, it can be improved by working with the Police Department to transfer the page-out system from the on-duty career firefighters to the Rye Police Department dispatch personnel. The Rye Police Department Dispatch Center would be responsible for the primary page-out for volunteers. This process would increase the response time of the initial fire units and deliver the apparatus to the scene of an incident more rapidly. (See Recommendation V-4, below.)

RECOMMENDATION V-1: *The Fire Department should work with the Police Department to transfer page-out responsibilities to the Rye Police Department Communication Center.*

As we understand it, not all firefighters have the use of portable radios when operating at an emergency incident. The policy of the City should be to provide all firefighters operating at an emergency incident with a portable radio.

RECOMMENDATION V-2: *The Fire Department should have sufficient portable radios for each firefighter operating at the scene of an incident.*

The Rye Police Department provides emergency medical first responder service. All police officers have been trained and certified as first responders under the New York State first responder program. Several Rye police officers have been trained and certified to the New York State EMT-B level.

Generally, when a request for EMS assistance is received, two police cruisers are deployed by the dispatch center to the EMS incident along with a Port Chester/Rye volunteer ambulance. Generally, a volunteer ambulance is staffed with one EMT-B and one EMT-P. All police cruisers are equipped with AED devices, first aid kits, and oxygen capability. The Rye Fire Department is not deployed to an initial EMS request unless there are no police units available to respond.

Rye police dispatchers are not Emergency Medical Dispatch (EMD) trained. Emergency Medical Dispatching procedures are designed to prioritize requests for service in a systematic manner. It is recommended that the City consider adopting an EMD system.

> ***RECOMMENDATION V-3:*** *The City and the Rye Police Department should explore emergency medical dispatching and implement an emergency medical dispatch (EMD) system.*

In addition to the emergency medical dispatch system, the City should consider expansion of the Fire Department's response to life-threatening emergency medical incidents to support the response of the Police Department and the volunteer ambulance operations.

> ***RECOMMENDATION V-4:*** *The Fire Department should explore the transfer of transferring fire communications to the County.*

One approach to improving the time-consuming dispatch procedure is to transfer fire communications to the County. This will allow for rapid dispatch and the rapid deployment of automatic mutual aid for structure fires.

TRAINING OF PERSONNEL

The effectiveness of a fire department is partly a function of the skills and teamwork of its personnel. In Rye, the training of career and volunteer personnel are viewed as separate functions and are not integrated. The career Fire Lieutenant/Inspector is designated as the Department training officer and two career firefighters have been designated as assistant training officers. In addition, in the proposed Standard Operating Procedures, a training process has been presented which includes training officers from each volunteer company

but does not appear to include participation by career personnel. Training is organized at the company level.

Career firefighters and volunteers do not jointly participate in training evolutions. If in-service training is scheduled by the volunteer companies and the training requires the presence of engine or ladder apparatus to facilitate the training, an on-duty career firefighter takes the apparatus to the training site, but the career firefighter does not participate in the training evolutions. No other on-duty career firefighters attend the training sessions.

With limited personnel resources, all career and volunteer firefighters must train together to ensure that all personnel operate in the same manner. In this report, it is recommended that one of the Assistant Chiefs be assigned responsibility for Training, Safety, and Recruitment and Retention. This Assistant Chief would have responsibility for the development of a Department-wide training program. In developing this program, the Assistant Chief should work with a committee of career and volunteer personnel.

RECOMMENDATION V-5: *Volunteers and career personnel should participate in joint training exercises.*

RECOMMENDATION V-6: *The Assistant Chief for Training, Safety, and Recruitment and Retention should work with a committee of volunteer and career firefighters to develop a Department-wide training plan.*

The Fire Department should also develop training standards for its officers. There are no mandatory training requirements to hold a chief officer position. The current officer selection requirements only require that a candidate has served as a fire company officer and has been a member of a company in good standing for 10 years.

Fire company officers are elected for two-year terms. Company officers serve as Second Lieutenant, First Lieutenant, and Captain, in ascending order. There are no pre-requisite certifications required to become a company officer, except to be a member in good standing of a fire company for two years.

In addition to membership requirements, the Fire Department should develop training standards which are a prerequisite for selection as an officer. To develop these standards, the Fire Department should establish an officer qualification committee which has as one of its tasks the development of experience and training qualifications for chief and company officers. The committee should include volunteer officers and career and volunteer firefighters. In developing these standards, the committee should review NFPA Standard 1021, *Standard for Fire Officer Professional Qualifications*. In addition to the NFPA Standards, we suggest that the Fire Department review materials prepared by the International Fire Service Training Association (IFSTA). IFSTA has valuable publications, such as *Fire Department Company Officer* and *Chief Officer*, along with companion study guides.

Some of the qualifications for chief officers should include:

- at least 10 years of fire experience
- five years experience as a fire officer
- achievement of training equivalent to NFPA Fire Officer 1 and possibly Fire Officer 2 designation
- extensive incident command training
- management experience

RECOMMENDATION V-7: *The Department should establish an officer qualification committee that would develop the requirements for personnel seeking to be company and chief officers.*

RECOMMENDATION V-8: *The officer qualification committee should review NFPA Standard 1021, Standard for Fire Officer Professional Qualifications.*

Career firefighters are trained to the Hazardous Material Operations Level and have received training in Confined Space Operations. They have also received Blood Borne Pathogens training. However, career firefighters have not been trained in swift water rescue and are not issued personal floatation devices.

RECOMMENDATION V-9: *Career firefighters should be trained in swift water rescue.*

FIREFIGHTER SAFETY

There is no RFD safety officer. Retired volunteer chief officers are often designated as the scene Safety Officer, but they have not received formal training for that position. The Department should develop a formal safety officer program as soon as possible.

In addition, the Rye Fire Department should work with other fire departments to develop a dedicated regional Rapid Intervention Crew (RIC) and an automatic mutual aid program. Personnel should be appropriately trained to function as rapid intervention crew members.

> ***RECOMMENDATION V-10:*** *The Fire Department should develop a safety officer program.*

> ***RECOMMENDATION V-11:*** *The Fire Department should participate in the development of a dedicated regional Rapid Intervention Crew.*

STANDARD OPERATING GUIDELINES

The Fire Department does not have a standard operating procedure manual or written standard operating guidelines (SOGs) which are applicable to volunteer and career personnel. However, a draft version of Standard Operating Guidelines has recently been developed. These guidelines have not been approved by the Board of Wardens and have not been implemented. It is essential that SOGs be developed and that all personnel fully understand the guidelines and receive appropriate training.

> ***RECOMMENDATION V-12:*** *The Fire Department should continue with the process of developing standard operating guidelines.*

> ***RECOMMENDATION IV-13:*** Assign the career aerial ladder driver to the Locust Avenue (Headquarters) engine company. The aerial ladders should be driven and staffed by qualified volunteers

Operationally, a career firefighter/driver is assigned to drive the aerial ladder. The Department should reassign the driver to the Locust Avenue (Headquarters) engine company and assign qualified volunteers to drive and

staff the aerial ladder. Generally, the aerial ladder is used infrequently and assignment of the career firefighter to the engine company maximizes limited resources.

GENERAL ADMINISTRATION

Managing the Rye Fire Department requires a substantial time commitment by the Fire Chief. The Chief must perform an array of administrative and management tasks to keep the Fire Department operating. Often the Fire Chief has difficult decisions to make and must deal with organizational conflict. It is recommended that the Fire Department adopt a policy of providing a stipend to the volunteer Fire Chief to recognize the commitment of energy and time devoted to the position. The stipend could be modest, but it should be provided annually to the Chief. A stipend of between $3,500 and $5,000 should be considered. The City should also consider providing stipends to Assistant Fire Chiefs.

> ***RECOMMENDATION V-14:*** *The Fire Department should provide a stipend to the Fire Chief.*

The Fire Department lacks office support. The Fire Chief and other department personnel require administrative support. A half-time office assistant should be employed to work for the Chief and other administrative personnel.

> ***RECOMMENDATION V-15:*** *The Fire Department should employ a half-time office or department assistant to perform administrative support work.*

Implementation of recommendations relating to automatic mutual aid and regional efforts is necessary to ensure safe and effective operations and safety of personnel. The Fire Chief should aggressively pursue the implementation of these programs. The Rye Fire Department and fire departments from surrounding jurisdictions would mutually benefit from these efforts.

> ***RECOMMENDATION V-16:*** *The Fire Chief should aggressively pursue the implementation of regional service delivery programs.*

There is conflict between companies and between volunteer and career personnel. While some conflict is inevitable, there are several approaches to mitigate conflict. First, the development of integrated operating practices and joint training unify operations, enhance safety and give confidence to all parties that both volunteers and career personnel are capable of accomplishing work in a safe and effective matter. Moreover, improvement in the current organization will help minimize conflict. The current organization, with limited supervision of career firefighters, limits the ability of those personnel to communicate concerns, receive direction and participate in important Fire Department decision-making.

> ***RECOMMENDATION V-17:*** *The Fire Department chief officers should identify sources of conflict between volunteer and career personnel and develop strategies to mitigate the conflict.*

VOLUNTEER RESPONSE IMPROVEMENT

The members of the Fire Department and its leadership recognize that the success of the volunteer fire department is measured by its ability to attract and maintain a strong membership of volunteers. There have been some volunteer recruitment efforts, but a more systematic program should be developed. A key part of this effort would be the assignment of an Assistant Chief with direct responsibility to direct a recruitment and retention effort.

Part of the recruitment and retention effort should be to identify those factors which may inhibit volunteer response. For example, volunteers are summoned for needless automatic alarms; thus, an aggressive effort should be made to minimize needless alarms.

> ***RECOMMENDATION V-18:*** *The Fire Department develop an action plan to increase the number of volunteers. The Department should have a small budget for recruitment.*

> ***RECOMMENDATION V-19:*** *The Fire should have a small budget for recruitment.*

The Fire Department should make the development of a recruitment and retention plan a priority. The City could support efforts through a City-wide

outreach effort and the Department could target specific segments of the population. Additionally, some incentives for call personnel should be considered.

Part of the effort should be directed at identifying persons who would be valuable to the Department as volunteers and who may be available during the weekends and evenings, or Monday through Friday, 7:00 a.m. to 7:00 p.m. This plan should be developed within the next six months and should include:

A specific analysis of call staffing needs. This should include the type of skills needed and the number of personnel required.

- Identification of possible recruitment actions which can be taken in the short-term and long-term.

- A small budget for recruitment efforts should be provided. The City should be prepared to invest financial resources in a recruitment and retention effort. An initial budget of approximately $3,000 should be established to begin the program. Detailed examples of recruiting programs are available from the National Volunteer Fire Council and the National Fire Administration.

A recruitment program should be implemented with the following characteristics:

- committee of several member of the Department to help design the plan
- an Assistant Fire Chief with responsibility to ensure that a recruitment plan is implemented
- recruiting banners, posters, signs
- a telephone number for interested persons to call
- individual commitment of current call personnel, especially officers, to follow up on inquiries from potential call personnel
- document describing the Department, call personnel responsibilities, obligations, duties, and benefits

- orientation program for recruits and their families
- department mentor assigned to each recruit

Retention studies indicate that the following factors help to retain volunteers:

- fair, equitable, and task-oriented leadership
- a diverse membership
- reasonable expectations of member time and effort
- safe and healthy conditions
- pride in the department, vehicles, operating procedures and response record
- interesting and relevant training
- enjoyable activities for members' families
- a range of social activities, scheduled often and involving little or no work by members
- minimum of tasks involving fund raising, construction, and other "non-fire" related work
- station facilities (computers, tools, etc.) for member use
- a strong feeling of "family," respect, and noticeable mutual support
- minimum of sub-groups, gossip, hurtful behavior, and infighting
- frequent department and community recognition
- favorable media coverage
- a full range of tangible benefits

RECOMMENDATION V-20: *Examine the possibility of developing an incentive package of benefits to encourage an increase in the number of members and the retention of personnel.*

An effective recruitment and retention program should offer a range of benefits to meet the needs of a diverse base of call personnel. Each volunteer member may be motivated by different concerns; thus, a retention and recruitment effort which develops a range of benefits is often the most appropriate mechanism to put in place. Under a menu benefit structure, each person meeting appropriate activity and membership standards would be

entitled to a certain dollar level of benefits. Each person would select from an approved list of benefits.

In addition to a payment for response, other benefits could be selected from an approved "menu" list, with a stated total amount of dollars assigned to each member who has met the stated requirements the preceding year:

- allowances for gasoline, car mileage, etc.
- health club membership
- child day care
- education/training costs
- non-fire related education costs
- computer/Internet fees
- uniform allowance
- professional magazine subscriptions, text books
- professional development
- field trips
- instructor training
- exchange visits with other departments

While an actual list is best developed through a survey of call personnel, legal consultation is necessary in establishing any incentive program, to ensure compliance with tax laws.

FACILITIES IMPROVEMENT

The facilities at the Locust Avenue Station require improvement. The City has developed a series of plans to improve the condition of these facilities and is currently seeking funds to make those improvements.

VI. PLAN OF IMPLEMENTATION

This report provides several major recommendations which represent a plan for the future development of fire services in the City of Rye. Many of the recommendations relate to the governance of the Fire Department and the internal organization the Fire Department. An effective fire department requires an organization designed to meet service demands and policies of the community.

The policy leaders in the City of Rye should determine the type of governance that is appropriate for the Fire Department. The consultants believe the current method of direction and control is not appropriate for the City, given the practical, service and human resource issues which the Fire Department must confront. Additionally, there is a clear policy within the City that a combination fire department needs to continue. Based on our assessment and the City's policy perspective, the following issues must be addressed:

- The City must determine whether the Board of Fire Wardens should be continued or discontinued. If the Board is continued, it should be selected in a different manner with enhanced accountability.

- The City must determine the most effective approach to addressing leadership and management issues within the Department. Several approaches are presented in the report.

The consultants believe that the most desirable approach at this time would be for the City to restructure the Board of Fire Wardens. The Board of Fire Wardens would be reduced in size and be appointed by the City Council. The Fire Chief and other company members would not be members of the Board of Fire Wardens. The Fire chief and the City Manager or a designee of the City Manager would serve on the Board of Fire Wardens *ex officio.*

In addition to the type of governance which the Fire Department should have, an important policy question concerning the nature of administrative support and leadership in the Department must be addressed. The consultants believe that the Fire Department should be under the command of a volunteer

Fire Chief at this time. The volunteer Fire Chief would be assisted by a Department Captain, who is responsible for managing weekday, daytime response and providing some administrative support to the Fire Chief. In addition, the Police Commissioner should be assigned to work with the Fire Department on personnel, labor relations and budget related matters.

Many of the recommendations in this report require specific City policy decisions by elected officials. Other recommendations require action by City administrative officials or Fire Department chief officers. To fully evaluate these recommendations and ensure that there is a systematic implementation of some of the primary recommendations in this report, a specific implementation strategy should be adopted.

CITY AND FIRE DEPARTMENT REPORT IMPLEMENTATION COMMITTEE

A critical part of this implementation process is to establish an implementation committee composed of several key members of the Fire Department and City administrative officials. The role of the committee should be to establish priorities, identify officials responsible for recommendation implementation, establish time lines and hold officials accountable for progress. The implementation committee should be instituted as soon as possible and meet regularly to monitor progress. The committee should include personnel, such as:

- the Fire Chief
- an Assistant Fire Chief
- an active volunteer
- a career firefighter
- a representative of the City Manager's Office
- other appropriate City officials

There are four issues which need to be considered immediately. Implementation of recommendations associated with these issues will result in substantial changes.

- *Governance model for the Fire Department* - Action on this item will define the future of the Fire Department. The decision to discontinue or reorganize the Board of Fire Wardens should be

discussed by the City Council and a decision should be made on the approach to follow.

- *Administrative and daytime response management* - In this report, it is recommended that the Fire Department consider the employment of one additional full-time employee. Depending on the policies adopted by the City, one of the following positions should be filled:

  - a full-time Fire Chief
  - a full-time daytime Department Captain
  - a full-time Fire Administrator

The consultants believe that the employment of a full-time daytime Department Captain to provide supervision to career personnel and support other activities of the Department is the best option, given the current circumstances faced by the Department.

In addition to governance and organizational changes, the Department has several critical areas which require attention.

- *Need to integrate career and volunteer operations* - The Department should immediately develop a process to ensure that career and volunteer fire personnel receive joint training. Standard operating guidelines should be written to ensure that volunteer and career operations are fully compatible and integrated.

- *Need to establish safety and officer standards* - The Fire Department should ensure that it has a safety officer program in place with appropriately trained personnel. Additionally, the Department should develop training standards to ensure that all officers are trained to the appropriate level.

- *Need to develop a more aggressive recruitment and retention program* - The Fire Department should develop an internal committee, chaired by an Assistant Fire Chief, with the mission of expanding the volunteer component of the Fire Department.

INITIAL IMPLEMENTATION ACTIONS

The following exhibit lists several major recommendations and a general time line for implementation. The exhibit provides some general guidance for implementation of recommendations. Some of the recommendations listed below need to be completed prior to implementing other recommendations. These recommendations establish the foundation for restructuring service delivery. The implementation of most recommendations requires action by the Fire Chief. The Fire Chief should ensure that both volunteer and career personnel participate in the development of the training processes, standard operating guidelines, safety standards, and officer qualifications.

EXHIBIT VI-1

TIMETABLE TO IMPLEMENT RECOMMENDATIONS

RECOMMENDATIONS OR TASKS TO BE COMPLETED	COMMENT	TIMETABLE
Establish a committee to review report recommendations.	The City Manager should begin this process by consulting with the Chief and others in selecting the committee.	30 days
Review recommendations relating to department governance and adopt one approach: discontinue the Board of Fire Wardens or restructure the Board.	The proposed governance models assume a new method of accountability. The approach taken will determine the type of full-time command system that is put in place.	60 days
Develop an integrated training program for volunteers and career personnel.	The Fire Chief should identify an internal committee to begin the development of this process. This should be started immediately.	30 days
Determine the administrative organization model to follow: Department Captain; full-time Fire Chief; or Fire Administrator.	Organization selected will be effective under a Board of Fire Wardens or under the City Manager.	60 days

Develop a job description for the position of Department Captain and begin the recruitment process.	Consultants view this as the most appropriate option at this time.	90 days
The Fire Department, Board of Wardens and the City Manager should agree on the process for selecting the Department Captain.	It is assumed that the Department would recruit a candidate with appropriate experience from the metropolitan area.	60 days
Begin the process of developing qualifications for chief and company officers. Qualifications should include experience and training elements.	The Fire Chief should designate an Assistant Fire Chief to begin the process of developing the qualifications for officers.	45 days
Prepare preliminary draft of the proposed qualifications for chief officers and company officers.	The Assistant Chief responsible for the qualifications development should prepare a draft for circulation throughout the Department.	75 days
Begin the development of performance standards.	The Chief should delegate the development of the standards to appropriate department officers.	60-75 days
Develop a safety officer program.	A safety program should be implemented as soon as possible. This will require training.	45 days
Work with the Police Department to redesign the paging process.	This will require an agreement with the Police Department, training of personnel and a process to monitor paging.	90 days

Begin working with other fire departments to develop an automatic mutual aid program.	The development of an automatic mutual aid program will take time to organize, but it should be a goal of the Fire Chief to have an agreement in place within the next 12 months.	12 months
Career and volunteer personnel should begin identifying target hazards in the City and building a database of hazards.	An Assistant Fire Chief should be assigned to start a working group to identify hazards. The process of identification should begin immediately but will take some months to complete.	45 days
Employ part-time office support.	The budget should provide for some resources to employ office support in the next fiscal year.	6 months
Employ a Department Captain.	The budget should assume approximately $100,000 for this position.	6 months
Begin the development of a company inspection program.	This requires coordination with the Inspector.	60 days
Begin conducting company inspections.	This program should become operational as soon as possible.	120 days
Consider providing stipends to volunteer chiefs.	The stipend is intended to recognize the time and effort expended by volunteer chief officers.	12 months

PRIORITY OF RECOMMENDATIONS

While we consider all the recommendations contained in this report to be important, this section is intended to place the recommendations into a framework which provides a sequential methodology of implementation. The recommendations contained in this report have been categorized as follows:

Priority 1: Recommendations which should be implemented without delay since they may bear directly on safety of personnel and efficient operation of fire, rescue or emergency medical services in the City of Rye.

Priority 2: Recommendations which are important to safety and the efficient provision of fire, rescue or emergency medical services in Rye and which should be implemented as soon as reasonable and practical.

Priority 3: Recommendations which can contribute to the continued improvement of fire, rescue or emergency medical services in Rye and which should be implemented as soon as resources and operating conditions permit.

EXHIBIT VI-2

PRIORITY OF RECOMMENDATIONS

	RECOMMENDATION	COMMENT	PRIORITY
III-1	Restructure the Board of Fire Wardens.	A decision on III-1 and III-2 will affect other decisions.	1
Alt. III-1	Reorganize the governance structure of the Fire Department and alter the method of selection and role of the Board of Fire Wardens.	A decision on III-1 and III-2 will affect other decisions.	1
III-2	The Fire Department should be under the leadership of a volunteer Fire Chief assisted by a full-time Department Fire Captain.	III-2 suggests three possible approaches.	1
Alt. III-2	The Fire Department should be under the leadership of a volunteer Fire Chief assisted by a full-time Fire Administrator.		1
Alt. III-2	The Fire Department should be under the leadership of a full-time Fire Chief.		1
III-3	Qualifications and standards should be established for full-time positions (full-time Fire Chief, Department Captain, or Fire Administrator).	Training and experience standards are essential.	1
III-4	Reorganize the Fire Department and realign the command structure of the Department.		2
III-5	Consider establishing an additional Assistant Fire Chief Position (Third Assistant Chief).		2
III-6	Volunteer chief officers should have longer terms of office. Officers should be able to serve more than one term of office consecutively.	This allows for greater continuity in decision-making.	2
III-7	Establish a new supervisory structure for the career firefighting personnel.	This is required to enhance effectiveness.	1

	RECOMMENDATION	COMMENT	PRIORITY
III-8	Under Organization Model 1, employ a daytime Department Fire Captain to supervise career personnel.		2
III-9	Under Organization Models 2 and 3, establish four company officer positions to supervise each shift.		2
III-10	Career firefighters should be part of the process for the development of a unified training plan and the development of standard operating procedures and guidelines.	This will help unify Department operations.	2
III-11	Volunteer and career firefighters should be organized to allow for integrated operations.	All policies should be designed to integrate operations.	1
III-12	Assign the Police Commissioner as the administrator of the Fire Department.	This is policy matter for City officials to consider.	3
IV-1	The Rye Fire Department should ensure that career and volunteer firefighters work as an integrated response team.		1
IV-2	The Rye Fire Department should develop an automatic mutual aid agreement with adjacent jurisdictions.	While very important, implementation of this will require discussion and take some time.	3
IV-3	The automatic mutual aid plans should identify target hazards within the City and include major highway response on Route 287 and Route 95.	While very important, implementation of this will require discussion and take some time.	3
IV-4	Both career and volunteer firefighters should be involved in the identification of target hazards and preplanning efforts.		3
IV-5	The Fire Department should develop a systematic company inspection program.	This is an important part of a comprehensive prevention program.	2
IV-6	The Rye Fire Department should develop performance standards.	This is a long-term project.	3
IV-7	The Fire Chief should monitor the achievement of performance standards.		3
V-1	The Fire Department should work with the Police Department to transfer page-out responsibilities to the Rye Police Department Communication Center.	While important, this will require planning.	2

	RECOMMENDATION	COMMENT	PRIORITY
V-2	The Fire Department should have sufficient portable radios for each firefighter operating at the scene of an incident.	Safety of operations dictates this recommendation.	1
V-3	The City and the Rye Police Department should explore emergency medical dispatching and implement an emergency medical dispatch (EMD) system.		2
V-4	The Fire Department should explore the transfer of fire communications to the County.		2
V-5	Volunteers and career personnel should participate in joint training exercises.	Effective operations require joint training.	1
V-6	The Assistant Chief for Training, Safety, and Recruitment and Retention should work with a committee of volunteer and career firefighters to develop a Department-wide training plan.		1
V-7	The Department should establish an officer qualification committee that would develop the requirements for personnel seeking to be company and chief officers.	This effort will require some research and discussion.	2
V-8	The officer qualification committee should review NFPA Standard 1021, *Standard for Fire Officer Professional Qualifications*.		2
V-9	Career firefighters should be trained in swift water rescue.		2
V-10	The Fire Department should develop a safety officer program.	This should be a priority of the Department.	1
V-11	The Fire Department should participate in the development of a dedicated regional Rapid Intervention Crew.	This is very important, but will require time to implement.	2
V-12	The Fire Department should continue with the process of developing standard operating guidelines.	This process has begun and should be encouraged.	2
V-13	Assign the career aerial ladder driver to the Locust Avenue (Headquarters) engine company. The aerial ladders should be driven and staffed by qualified volunteers.	Allows for more effective use of personnel.	1
V-14	The Fire Department should provide a stipend to the Fire Chief.		3
V-15	The Fire Department should employ a half-time office or department assistant to perform administrative support work.		2

	RECOMMENDATION	COMMENT	PRIORITY
V-16	The Fire Chief should aggressively pursue the implementation of regional service delivery programs.	Long-term planning requires the development of a regional support strategy.	3
V-17	The Fire Department chief officers should identify sources of conflict between volunteer and career personnel and develop strategies to mitigate the conflict.	Chief officers should be aware of all areas of conflict.	1
V-18	The Fire Department should develop an action plan to increase the number of volunteers.	An Assistant Chief should have responsibility for recruitment efforts.	1
V-19	The Fire should have a small budget for recruitment.		1
V-20	Examine the possibility of developing an incentive package of benefits to encourage an increase in the number of members and the retention of personnel.	This should be considered as part of the recruitment effort.	2