

Public Safety Consolidation

Operations and Data Report

Cities of Grosse Pointe and Grosse Pointe Park, Michigan



POLICE AND FIRE/EMS OPERATIONS

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C E N T E R F O R P U B L I C S A F E T Y M A N A G E M E N T

Submitted by and reply to:
ICMA Center for Public Safety Management
International City/County Management Association
777 North Capitol Street NE, Suite 500
Washington, DC 20002

202-962-3607



Leaders at the Core of Better Communities

Background

About ICMA

The International City/County Management Association (ICMA) is a 100-year-old, nonprofit professional association of local government administrators and managers, with approximately 9,000 members located in 28 countries.

Since its inception in 1914, ICMA has been dedicated to assisting local governments in providing services to its citizens in an efficient and effective manner. Our work spans all of the activities of local government: parks, libraries, recreation, public works, economic development, code enforcement, brownfields, public safety, and a host of other critical areas.

ICMA advances the knowledge of local government best practices across a wide range of platforms including publications, research, training, and technical assistance. Our work includes both domestic and international activities in partnership with local, state and federal governments as well as private foundations. For example, we are involved in a major library research project funded by the Bill and Melinda Gates Foundation and we are providing community policing training in El Salvador, Mexico, and Panama with funding from the United States Agency for International Development. We have personnel in Afghanistan assisting with building wastewater treatment plants and have teams in Central America conducting assessments and developing training programs for disaster preparedness working with SOUTHCOM.

ICMA Center for Public Safety Management

The ICMA *Center for Public Safety Management (ICMA/CPSM)* is one of four Centers within the ICMA's U.S. Programs Division, providing support to local governments in the areas of police, fire, emergency medical services (EMS), emergency management, and homeland security. In addition to providing technical assistance in these areas, we also represent local governments at the federal level and are involved in numerous projects with the U.S. Department of Justice and the U.S. Department of Homeland Security.

ICMA/CPSM is also involved in police and fire chief selection, assisting local governments in identifying these critical managers through original research and the identification of core competencies of police and fire managers and by providing assessment center resources.

Our local government technical assistance includes workload and deployment analysis, using operations research techniques and credentialed experts to identify workload and staffing needs as well as best practices. We have conducted approximately 140 such studies in 90 communities ranging in size from 8,000 population (Boone, Iowa), to 800,000 population (Indianapolis, Indiana).

Thomas Wiczorek is the Director of the Center for Public Safety Management. Leonard Matarese is the Director of Research & Project Development.

Methodology

The ICMA Center for Public Safety Management team follows a standardized approach to conducting analyses of fire, police, EMS and public safety departments involved in providing services to the public. We have developed this standardized approach by combining the experience sets of dozens of subject matter experts in the areas of police, fire, and EMS. Our collective team has more than one hundred years of conducting research in these areas for cities in and beyond the United States.

The reports generated by the operations and data analysis team are based upon key performance indicators that have been identified in standards and safety regulations and by special interest groups such as the International Association of Fire Chiefs, International Association of Chiefs of Police, Commission on Law Enforcement Accreditation, International Association of Fire Fighters, Association of Public Safety Communication Officials International, and through the Center for Performance Measurement of ICMA. These performance measures have developed following decades of research and are applicable in all communities. For that reason, comparison of reports will yield similar reporting formats, but each community's data are analyzed on an individual basis by the ICMA specialists and represent the unique information for that community.

The Public Safety Management team begins most projects by extracting calls for service and raw data from a public safety agency's computer aided dispatch system. The data are sorted and analyzed for comparison to nationally developed performance indicators. These performance indicators (e.g., response times, workload by time, multiple-unit dispatching) are valuable measures of agency performance regardless of departmental size. The findings are shown in tables and graphs organized in a logistical format. Due to the size and complexity of the documents, a consistent approach to structuring the findings allows for simple, clean reporting. While the categories for the performance indicators and the overall structure of the data and documents follow a standard format, however, the data and recommendations are unique to the organization under scrutiny.

The team conducts an operational review in conjunction with the data analysis. The performance indicators serve as the basis for the operational review. The review process follows a standardized approach comparable to that of national accreditation agencies. Prior to the arrival of an on-site team, agencies are asked to provide the team with key operational documents (e.g., policies and procedures, asset lists, etc.). The team visits each city on-site to interview agency management and supervisory personnel, rank-and-file officers, and local government staff.

The information collected during the site visits and through data analysis results in a set of observations and recommendations that highlight strengths, weaknesses, opportunities, and threats of the organizations and operations under review. To generate recommendations, the team reviews operational documents, interviews key stakeholders and observes physical facilities, reviews relevant literature, statutes and regulations, industry standards, and other information and/or materials specifically included in a project's scope of work.

The standardized approach ensures that the ICMA Center for Public Safety Management measures and observes all of the critical components of an agency, which in turn provides substance to

benchmark against localities with similar profiles. Although agencies may vary in size, priorities, and challenges, there are basic commonalities that enable comparison. The approach also enables the team to identify best practices and innovative approaches.

In general, the standardized approach adopts the principles of the scientific method: We ask questions and request documentation upon project start up; confirm accuracy of information received; deploy operations and data analysis teams to research each unique environment; perform data modeling; share preliminary findings with the jurisdiction; assess inconsistencies reported by client jurisdictions; follow up on areas of concern; and communicate our results in a formal, written report.

ICMA Project Contributors

Thomas J. Wiczorek, Director, ICMA Center for Public Safety

Leonard A. Matarese, Director of Research and Project Development, ICMA Center for Public Safety

Joseph E. Pozzo, Senior Manager, Fire and EMS, ICMA Center for Public Safety

Dov N. Chelst, Ph.D., Senior Quantitative Analyst, ICMA Center for Public Safety

Gang Wang, Ph.D., Senior Quantitative Analyst

Sarita Vasudevan, Quantitative Analyst

Priscila Monachesi Kale, Quantitative Analyst

Lydia Bjornlund, Editor

Dennis Kouba, Editor

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Executive Summary

In July 2012, the ICMA Center for Public Safety Management (CPSM) was retained by the cities of Grosse Pointe Park and Grosse Pointe to conduct a comprehensive analysis of their public safety departments to determine the feasibility of merging the agencies into one department.

This analysis is designed to provide the cities with a thorough and unbiased review of all



emergency services provided by the two departments (hereinafter, GPPSD – Grosse Pointe Public Safety Department, and GPPDPS – Grosse Pointe Park Department of Public Safety). This report identifies best practices already in place in the departments and is accompanied by recommendations and alternatives for ways to improve current services both operationally and fiscally. This report also provides a benchmark of the two departments' existing service delivery performance. Benchmark performance information can be found in the data

analysis section of this report.

From our on-site visits and analysis, it is apparent that the two cities are unique in many ways. First, they are surrounded by the city of Detroit or water, creating an island affect. When driving into or out of the city limits of the Pointes, one is immediately aware that a boundary line has been crossed. For more than six blocks north and west of the boundary streets of Mack Avenue and Alter Road, few occupied homes exist. Abandoned structures, many stripped of all valuables (including wiring and doors), sit side-by-side or surrounded by mounds of trash and debris.

The preponderance of abandoned properties near the border was noted by nearly all elected officials who were interviewed as a reason to maintain a higher staffing and deployment level. This complicates recommendations on rightsizing a combined department based solely on actual workload demands.



Patrolling the two streets that form the borders for the Pointes is regularly discussed by staff as “patrolling the border.” This complicates the decision on how change may be viewed by the public, particularly with “perception of safety.” ICMA has seen many communities with low crime rates and which have citizens who “feel” they are unsafe and had very serious

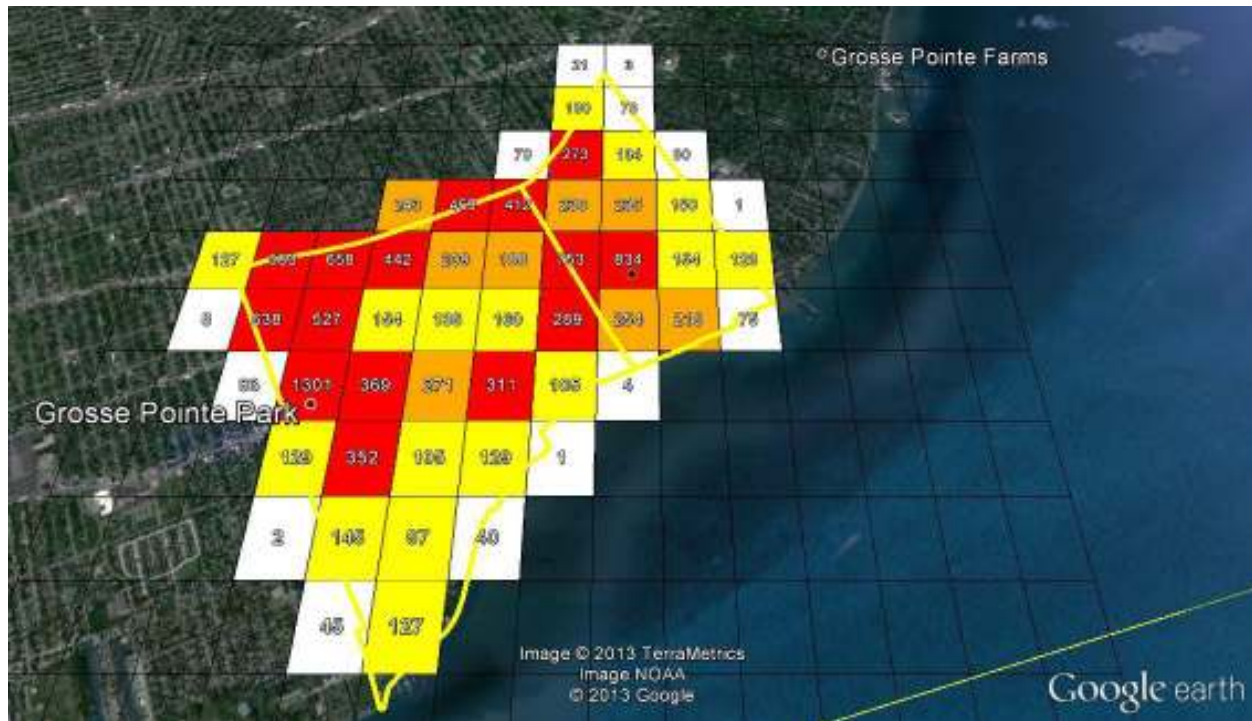
public perception issues. On the other hand, several communities with very high crime rates had no perception issues; the public thought they had communities among the safest in the country.

Public perception can be difficult (and expensive) to change.

The project management team conducted two site visits between July 31 and November 1, 2012, and expects to follow-up with a third visit to advise on more closely aligning equipment should a merger take place. The purpose of the visits was to observe department and agency-related support operations, interview department and city staff (elected and appointed), and review preliminary data and operations.

The ICMA team analyzed performance data and the administrative documents that were provided and examined firsthand the department's operations. The ICMA team found operations to be in more of a reactive mode than a proactive style of police service and firefighting. The two directors and departmental senior staff were open to the discussions with and fact gathering by the ICMA team, and were helpful in providing transparent information that potentially will bring about improvement and result in a more effective and efficient agency(ies).

FIGURE:1 Calls for Service Locations and Density of Service Delivery



The information provided by the cities was used in conjunction with raw performance data that was collected. The raw data helped to measure the existing performance of the departments and compare that performance to national benchmarks that have been developed by the National Fire Protection Association (NFPA), Center for Public Safety Excellence, Inc., the ICMA Center for Performance Measurement, and other national organizations.

Both Grosse Pointe and Grosse Pointe Park have utilized the public safety concept for decades. The functions associated with a public safety department are well ingrained in all levels of the two departments, as well as with other city operations. The system serves both cities well in that there are few fires and few police calls for service. Patrols are highly visible, response times are extremely low, and follow-up is well coordinated, which results in cases being closed by arrest or perpetrators often being captured when crimes are in progress.

While the public safety process is well established, there are things that should be improved whether the two departments merge or remain separate. There is not a robust prevention or



education program in either department, mainly because of their smaller size. For instance, one person in GPPSD is charged with detective work, education, plan review, arson investigation, and a host of other tasks. A larger, combined department would allow for diversification. ICMA's work and other national research have shown that prevention is far cheaper and more effective than response, particularly in medical and fire situations. Research from the United Kingdom has demonstrated that a robust prevention and planning system reduces the risk and

likelihood of events occurring, with substantial numbers of fires and other incidents being avoided because of aggressive prevention programs.

Fortunately, the geographic area covered by the two departments is small and this can help facilitate a merger. With a merger, staffing can be better utilized and deployed while saving resources for both communities. It is suggested that both existing departments register and follow the police, fire, and ambulance accreditation programs. Departments should not become involved with accreditation simply to place a plaque on the wall; rather, they should use the underlying research for guidance on how to mitigate system shortcomings. Following the self-assessment processes and recommendations for policy and procedure from the accreditation models ensures community elected and appointed officials that nothing is being overlooked in the day-to-day operations of the department(s).

In reviewing information and discussing operations with department members, the ICMA team always seeks first to understand how the department operates and then to identify ways the department can improve efficiency, effectiveness, and safety for both its members and the community it serves. To this end, the ICMA team has identified where improvements in service deliverables can be made, with a goal of the departments becoming more efficient fiscally and operationally.

Recommendations and best practices are listed below. The recommendations are based on best practices derived from the National Fire Protection Association, Center for Public Safety Excellence, ICMA, U.S. Fire Administration, International Association of Chiefs of Police, Commission on Accreditation of Law Enforcement Agencies, International Association of Emergency Managers, and

the Federal Emergency Management Agency (FEMA) to name a few, as well as the knowledge of ICMA reviewers. Supporting information for these recommendations is detailed within the report.

Recommendations

The recommendations contained herein may be adopted in whole, in part, or rejected. However, ICMA recommends that specific objectives that are undertaken be assigned to individuals with a reporting/score card process to deliver input to the city administrations.

1. Fine-tune the merger of the existing dispatch operations into a combined center. Concern was expressed that the new dispatch center must maintain the high level of service that has come to be expected from elected officials and citizens. In the early stages of such a combination, ICMA recommends daytime front desk operations should be staffed in Grosse Pointe for administrative purposes only; emergency calls should be answered at all times by the combined dispatch center at Grosse Pointe Park. The success of any merger may hinge on the perception that service delivery is not being impacted. During interviews conducted by ICMA, there may have been an expectation that a merger would be quick and easy; mergers (if done correctly) should be well planned and enacted with great care so as to avoid failures. The merger of the two departments will take time so that nothing is overlooked.
2. Form a joint committee to align and update all department rules, regulations, policies and procedures, Standard Operating Policies, and Standard Operating Guidelines. Whether the two departments remain separate or combine, the joint operational policies will advance the recent automatic aid agreements signed by all of the Pointes. It should be noted that a fire committee has been established through an intergovernmental agreement with the goal of aligning operations across all the Grosse Pointes.
3. Remodel (if necessary) the existing Grosse Pointe public safety facility to house a rapid-response, lightweight compressed air foam vehicle. If a merger does not occur, determine financing needed for a new or upgraded public safety building to house the department. The city has a grant application pending and which would be more than sufficient to fund a lightweight CAFS-equipped vehicle (price quotes have been \$311,000 or higher).
4. Update the fire equipment in both cities, including the acquisition of a new lightweight, CAFS-equipped engine located in Grosse Pointe. Standardize all other equipment across both fleets. Conduct regular joint training of all staff using the combined fleet.
5. Standardize all decals on equipment and uniforms, with a specialized designation that represents Grosse Pointe City and Grosse Pointe Park.
6. Amend city codes in both communities to allow for the formation of an authority to provide public safety services. The city codes currently outline the duties of the departments of public safety, and provide for appointment of a director who reports to the individual city managers. If a merger is to take place, this language will need to be amended to allow for the hiring of the director by the authority board with the director responsible to the authority and not the individual cities.

7. Conduct an actuarial study of the two pension plans to determine how current plans will work vis-avis the merger. Grosse Pointe's plan is self-funded while Grosse Pointe Park utilizes the Michigan Employees Retirement System (MERS). Careful consideration should be given by an actuarial firm when looking at the effects of merging the departments. While Grosse Pointe is fully funded at this time, that is less likely with the lack of continued participation from new members to balance the retirement of older workers.
8. Negotiate the ability to utilize part-time and temporary employees for filling shift vacancies caused by planned vacation or by injury or other absence. Because both cities are operating at the minimum staffing levels established for operations, any vacancy creates the need for overtime. With the development of automatic staffing, it may be possible to drop below the minimums now established during the winter night months.
9. Balance the percent of operational staff granted vacation leave against the percent of staff allowed for staffing the "power shifts," with a focus on staffing efficiency utilizing FTEs in lieu of overtime. The power shifts may have to flex hours in order to minimize overtime.
10. Perform a comprehensive review of all Standard Operating Procedures and update as required. Create an SOP that requires periodic departmental review of each SOP for the purpose of necessary revisions.
11. Develop a decision-tree/protocol for EMS transport when the private hospital ambulance company is on scene with Grosse Pointe Park rescue units and which has a focus on efficient patient care and transport. Included in this protocol should be a maximum amount of time a unit from either city will wait for a private ambulance unit regardless of the level of the patient's condition. This protocol could be specified in a franchise agreement between the cities and hospital.
12. Create a current strategic business plan to ensure program activities are maintained within the parameters of the agreed-upon strategic goals and objectives; to ensure program activities remain consistent with the organizational mission and values; and to ensure internal and external changes that may affect the ability of the organization to achieve its objectives are considered.
13. Establish a separate Fire Department Risk Management Plan document in compliance with NFPA 1500 (Standard on Fire Department Occupational Safety and Health Program) and NFPA 1250 (Recommended Emergency Service Organization Risk Management).
14. Develop and implement a succession planning process that identifies and develops future organizational leadership.
15. Ensure a reliable and accurate system is constructed for the tracking and retrieval of all department-level training and certification recording and status of all members.
16. As part of the consolidation, increase staffing in the fire prevention division; it is understaffed, especially in the plan review and inspection functions.

Organizational Analysis

Governance and Administration

City Governance

Both cities operate under a council-manager form of government, as established in their charters. Each city had, at one time, separate police and fire departments. Those departments were merged in the 1980s into public safety departments, with staff cross-trained in both police and fire functions.

The city manager in each city appoints the director of public safety, who reports to the manager. Should a merger take place, first the city codes will need to be amended to allow for the provision and appointment of a director of public safety by the board of a separate authority. In order to prepare for such a merger, optional language could be created to allow appointment by an authority in lieu of appointment by the city manager. If the merger of the two departments does not occur, the language could remain as an option should conditions change.

In a council-manager form of government the powers of the elected and appointed officials are segregated for the purpose of providing a fair balance between the political leaders—who set the policy for the city— and the apolitical managerial leadership of an appointed official, educated in public management, and who carries out this policy and manages the city’s day-to-day operations. In this form of government, the effectiveness of the city’s executive team should never be undermined as a result of direct staff communication with the political leadership. Thereby, the balance between the political leadership and the managerial leadership is maintained.

There were concerns expressed during interviews of elected officials with creating another layer of government. However, ICMA recommends an authority be created to hire the director of public safety and from which services can be contracted for both communities. Ideally both communities would be represented by equal numbers of appointees to the authority board, with an added appointee from some other interest outside the two cities, and who would thereby be empowered to vote to break any ties that might arise.

Decision points on whether to go or not go ahead with a merger thereby occur first, with a change in city code, and then again with formation of the authority under applicable Michigan statutes.

Department Governance

Both departments operate as combined police and fire departments within the title of “Department of Public Safety.” In the case of Grosse Pointe Park, the department also transports patients as part of a “rapid response” emergency medical service. In Grosse Pointe, response and transport is handled by the hospital that is located within the city limits (Beaumont Hospital). While Grosse Pointe Park provides the service and bills for response, Grosse Pointe receives the service at no charge from the local hospital.

In setting up the proposed authority, this will be one of the first sticking points that will need to be resolved. During interviews of elected officials, both cities felt strongly about retaining their current

transport services. Grosse Pointe, prior to joining with Beaumont, received transport services from Grosse Pointe Park until cost discussions resulted in the city moving to the free option. Adding transport to serve Grosse Pointe should not result in any staffing changes, as sufficient capacity exists within the current Grosse Pointe Park department. The question that might arise would be location of transport ambulances, but the distance between the two communities is so minimal that this should not be a factor. Medical First Responders should arrive and begin assessment/critical treatment (stopping bleeding, starting breathing, or heart beating).

The response times for Grosse Pointe Park are outstanding. If an agreement on EMS cannot be reached, the authority may look at a contract with Beaumont to provide transport, but staff both departments with trained Medical First Responders and EMTs who could be dispatched to EMS calls for service. The first responders would provide immediate care to patients until the arrival of the transport vehicle, and costs could be minimized through negotiation with the transport provider to reimburse the cities. ICMA has found this system works well but does require critical oversight to ensure that the transport system meets established time and performance measures. Penalties for failing to meet the established protocols should be sufficient to discourage noncompliance. Many transport firms are reluctant to cover the costs of first responders because the question arises as to how many are actually needed.

One difficulty that ICMA identified when trying to analyze whether EMS could be maintained in a merged department was the possibility of retirement of existing staff during the merger. Both departments have a number of long-serving employees who expressed a desire to retire if such an opportunity were offered. ICMA would recommend new hires have at least Medical First Responder Training (which is a component of Firefighter I and II training in the state of Michigan). Ideally, some would have EMT training.

There is a national effort underway to standardize training for emergency medical operations. Procedures that used to be limited to paramedics can now be done by citizens (defibrillation, CPR). The national review found that maintaining skills of paramedics is a serious problem because of the limited opportunities to perform procedures on patients. In smaller communities, paramedics are even more challenged because of a limited number of patients and short distances to treatment facilities. With a rapid-response strategy in Grosse Pointe Park, coupled with close proximity of hospital care, there is likely little opportunity to develop paramedic patient skills. Paramedic training not only requires nearly 1,000 hours of training; it also requires considerable yearly maintenance education.

There is a sufficient number of medical staff on the Grosse Pointe Park department to maintain service in a merged department. However, staff in Grosse Pointe would require certification as Medical First Responders, which requires 60 to 80 hours of training plus the cost of the class. Class costs range from \$430 by Life Ambulance in West Michigan to \$600 at nearby community colleges; often, classes can be conducted in-house by medical personnel to better accommodate shift schedules. This needed training translates into a cost of approximately \$4,600 per public safety officer (using a loaded hourly rate) to achieve certification. If all existing Grosse Pointe staff (24) remained with a merged department, approximately \$111,000 would be required for training,

assuming no overtime would be required. If staff retire, replacements should already have the MFR status, which is delivered as part of the base firefighter training program.

Because there are other hospitals and medical providers in the greater Detroit Metropolitan area (one in Grosse Pointe), contracting for transport or using the free service offered through Beaumont Hospital could help to minimize the amount of time that staff is tied up on EMS calls for service. With recent mergers and acquisitions in the Detroit medical community, it is possible that patients may need transport across a larger area in order to receive proper treatment, and this will draw resources from the Pointes. Initial response and treatment would be performed by public safety officers; transport would be the responsibility of the hospital service.

The enactment of the Affordable Care Act will place new demands upon health care systems, particularly those facilities that have emergency rooms. Patients who must return for treatment will result in penalties being levied against the health care system (hospital). ICMA has been meeting with the American Hospital Association and health care providers to determine if after-care may be a source of revenue for communities with trained medical staffs. Should the Grosse Pointe Park and Grosse Pointe departments merge and decide to offer only first response to hospital-based transport, the existing staff could maintain competencies by offering health care services at each station to residents of each community.

ICMA would recommend that public safety staff be trained as Medical First Responders and transport be provided by the hospital, with specific performance protocols agreed upon by the new authority and the hospital to minimize how long authority staff is tied up on medical calls. In cases where time limits are exceeded, the existing ambulances in Grosse Pointe Park could be used to transport.

Merger Consideration

Administratively, each of the existing public safety departments is led by a director of public safety. Should a merger take place, ICMA recommends that a deputy director position be created to assist the director and serve in his/her absence. The director could be responsible for administration of the organization, with the deputy tasked to oversee the operations of the combined department.

Internal Governance

The rules, regulations, policies and procedures, standard operating policies, and standard operating guidelines of both departments are dated. At present, the GPPSD is engaged in an effort to update all of its policies and procedures.

ICMA recommends that in the interest of pursuing merger, a joint management team consisting of members of each department, union officials, and perhaps an outside facilitator engage in rewriting joint documents. Should the two departments merge, the coordinated rules and policies could be quickly adopted by the authority. Should the two departments remain separate, they would enjoy the most current benefits afforded by such updated documents.

Creation of the documents could be facilitated using ICMA's CPSM team. We estimate that it would require more than 200 hours of assistance to create mirror documents, at a cost of not to exceed \$10,200 (plus two trips of \$1,500 each, for a total of \$13,200).

The contract for Grosse Pointe PSOs is in arbitration and the command contract expires in June 2013. Grosse Pointe Park's labor contract runs through June 2014. ICMA did note (and this was confirmed in meetings with staff) that overtime is an issue in the Grosse Pointe department. The director has been making efforts to reign in the level of overtime paid, but with a limited staff and minimum staffing limits, vacancies create immediate need for fill-in staffing and, thus, overtime. Consideration should be given in any authority that is created to hire part-time or temporary, qualified staff to cover for vacations, planned leave, and worker's comp lost time. The current practice of pulling detectives to cover vacancies is inefficient.

Projected Growth

ICMA looked at options should additional mergers occur within the Pointes.

One issue that affects the policing side of the public safety functions is that each city has its own municipal court. In Michigan, municipal courts have been phased out in lieu of "district" courts; in several areas of the state, the district and probate court functions have even been joined. However, the Pointes are exempt from the state legislation that created district courts, and each has a judge elected and seated for the community. Prisoners must be held until arraigned by the local court; civil infractions and misdemeanor cases are handled in each of the Pointes. Only after being bound over to circuit court are cases transferred and only in felonies.

Merging the courts should be a consideration in the process of public safety merger. Should a merger take place, traffic and other offenses will have to be carefully reviewed to ensure the charging and court designations are met. The interviews conducted with court officials identified this as an issue, but not an insurmountable one.

Annexation of any area to the Pointes is unlikely, since contiguous areas are part of Detroit, and annexation/detachment is difficult in the state of Michigan. There is little vacant land in the Pointes for growth, but redevelopment of parcels may occur.

In a merger of Grosse Pointe Park and Grosse Pointe departments, there would be little reason to substantially update or expand the current Grosse Pointe station. The station is cramped, and would need considerable work if a merger does not happen. If the Pointes merged public safety services, the station in Grosse Pointe would not be needed. The station in Grosse Pointe Park can accommodate continued expansion. If equipment were to be placed in Grosse Pointe as part of a merger, ICMA recommends that it be a lightweight vehicle equipped with a compressed air foam system (CAFS). Such a vehicle could fit in the existing station, which would not have to be staffed 24/7. Responders could be assigned to go to the station for the vehicle should an incident occur in Grosse Pointe, with support and additional vehicles responding from Grosse Pointe Park. The response time increase if all equipment responded from Grosse Pointe Park would be approximately one minute.

If the merger does not occur, an addition/renovation will be needed for the Grosse Pointe Station so it could house larger, standard-size fire trucks. Modern fire equipment is taller and longer than the two old, existing trucks in Grosse Pointe. Both are well beyond the age recommended by a number of entities (NFPA, ISO) for use as frontline vehicles; both are approaching obsolescence even for use as back-up vehicles. The city may wish to consider purchase of CAFS vehicles regardless of whether a merger occurs; the automatic aid agreement would provide larger equipment if necessary and the lightweight vehicles could be rapidly deployed.

Our review of the needs of the existing facility used standards from the Department of Defense Fire Service; an engine normally requires a space of 12 feet by 38 feet (medium duty engine) to as much as 12 feet by 50 feet (larger vehicles). An EMS vehicle requires a space of 12 by 20 feet (minimum). Using research from the Michigan Department of Treasury guidelines for construction cost parameters for schools, an approximate construction cost of \$182 to \$200 per square foot was obtained. Therefore, Grosse Pointe would be looking at building/adding to a facility 24 feet by 50 feet (enough to accommodate two existing engines, a newer engine, or one existing and one new). The cost estimate to build such a facility would be \$240,000. These costs are also specified in a space study done by the city with exact costs. On top of the construction cost, there would be costs for engineering, design, possible demolition of the existing structure, and remodeling of some portion of the existing building. In total, this would likely run the cost as high as \$1.5 million (using the Department of Treasury number times 7,500 square feet of space). If the two departments merged, the Grosse Pointe space could be limited to an office that would accommodate a clerk and a typing area. It is suggested, however, that all reports be prepared in-vehicle to keep as many units on the road as possible. Thus, a merger would save the cost of additions and remodeling, which might also require building on a driveway near an adjacent residential property.

Systems Integration

The cities participate in a new automatic and mutual aid system for fire deployment. For structure fires, the individual communities do not have sufficient on-duty staff to conduct necessary tasks. The new system document has just been signed and the system is operational.

Moving forward, ICMA recommends that as more cities than just the Pointes are added, the model of the MABAS (Mutual Aid Box Alarm System) in southeast Michigan and Illinois may be appropriate to handle the expanded service area. The MABAS was created in Chicago in 1968, following several large fire events that drained city resources. Each property is reviewed with a determination of the risks it may face. The population and hazards are also reviewed, with a plan for all-hazard response created for each parcel. When an event takes place, a list of predetermined units are activated automatically to answer the call for service.

In Chicago, one of the largest activations drew response from as far away as Michigan and Wisconsin when a downtown skyscraper caught fire. The MABAS system can now draw response from Illinois, Wisconsin, Iowa, Michigan, and Indiana. The Pointes could lead in bringing this effort to Michigan which would be a good fit given the proximity to a large metropolitan city (Detroit).

Other areas that will need to be addressed following the creation of an authority:

- All rolling stock and personal protective equipment must be standardized. Of particular concern is universal placement of critical tools and tools on each apparatus. For Grosse Pointe Park and Grosse Pointe, this is likely to cost upwards of \$5,800 per staff member. Because of possible identity changes required by a merger of the two departments, this estimate includes \$400 for uniforms, \$2,000 for turn-out gear, and \$1,000 for SCBA upgrades (individual mask, microphone, etc.). The numbers used were obtained from several agencies that ICMA has worked with recently, and which involved bulk purchases. With 42 staff, the cost for conversion or upgrade is estimated to be \$243,600.
- All policies and procedures must be standardized, which would blend with the efforts to create a joint authority or merged department.
- Joint training should take place so that both staffs are familiar with the capabilities and equipment of the other community as envisioned in the now-implemented automatic aid agreement. As other communities join the agreement, training should be conducted and at least twice per year, a joint training effort should occur.
- Unified command should be created through the joint policies and should be practiced regularly.

Organizational Planning and Benchmarking

Comprehensive Planning

Both departments need updated strategic plans and both could benefit from a strategic planning process involving the community. The direction and example start at the highest levels of city government through the councils, which provide the departments with the vision and basic template to improve the organization. Planning is a process, not a product. Planning tools utilized by management should be used in such a manner that everyone in the organization can easily understand; they should contain benchmarks for success; and they should facilitate action-oriented steps to achieve goals. The command staff should meet regularly and jointly (at least quarterly) to discuss the departments' progress and to strategize across divisions to ensure overall departmental success. Planning efforts should be conducted throughout the organization and should include command staff, first-line supervisors, and union members.

Strategic Planning

Strategic planning is a disciplined effort with a goal of producing fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does it.¹ This process helps to ensure that an adequate and appropriate level of resources, including staffing and equipment, is allocated to meet the community's needs for the services delivered by the department as efficiently as possible.

Defining clear goals and objectives for any organization establishes the structure that ensures success and failure. Each program area must (1) define its goals; (2) translate the goals into measurable indicators of goal achievement; (3) collect data on the indicators for those who have utilized the program; and (4) compare the data on program participants and controls in terms of goal criteria.² Objectives should be SMART: specific, measurable, ambitious/attainable, realistic, and time-bound. This statement is an example: "To increase the number of working smoking detectors in homes by 5 percent within the next fiscal year." Goals and some stated objectives within the departments' annual reports are not time-bound and in some cases, are loosely defined.

ICMA found during interviews with local elected officials that there were serious suspicions as to what else might occur after the merger of the departments. The fear most commonly expressed was that all resources would be deployed in Grosse Pointe Park at the expense of Grosse Pointe. A well-articulated strategic plan with current policy and procedures guiding management and staff would minimize any conflicts going forward. Even if a merger does not occur, this exercise and findings would be beneficial to each department. Strategic plans usually begin at a very basic level for about \$17,000, so for EVIP planning purposes, a \$35,000 figure should be used. The Center for Public Safety Management can assist if the communities desire.

¹ John M. Bryson, *Creating and Implementing Your Strategic Plan: A Workbook for Public and Nonprofit Organizations*, 2nd edition, (Jossey-Bass, 2004), 3.

² Grover Starling, *Managing the Public Sector*, (Cengage Learning) 287.

Prevention, Inspection and Education

ICMA noted that there is no depth to inspection, education, and prevention efforts. One individual in Grosse Pointe was performing multiple duties as well as also serving as a detective and shift officer. Neither department currently has a developed education and prevention program.

One strategic decision that has been studied and found to impact the outcome of public safety deployment is a robust prevention, inspection, and education effort. Even if the two departments do not fully merge, this may be one area in which they could join efforts to provide economical programs to their communities. Because of the differing service demands, ICMA recommends more than one person be assigned to this unit. The public must also be engaged. All staff does not have to be full-time sworn personnel from the public safety department. ICMA has seen examples of communities that tapped retired teachers and safety engineers who felt they could still give back to the community. In the case of Lake Havasu, Ariz., these individuals created a robust program that conducts daily education outreach, helps inspect properties, and staffs and delivers a canteen at major events using the umbrella of a CERT (Community Emergency Response Team).

The ultimate result of prevention, inspection, and education efforts is the improvement of service to citizens by preventing incidents and protection, particularly of life, when events do occur. Areas that would be likely targets, including those mentioned above, are:

- Joint fire plan review with fees charged to the applicant to help defray the cost of providing such services.
- Creation of a yearly fire protection inspection program, with fees for service on a sliding scale. All fire protection systems are required to be inspected; results and violations need to be communicated across both departments.
- All commercial property should be inspected yearly, with high-risk and high-hazard properties inspected more frequently. The Pointes do not have heavy industrial sites within their boundaries, but new commercial, remodeled commercial, and high-hazard residential properties should be inspected to at least familiarize staff in the event of an incident. Pre-plans, part of the automatic aid process, and should be computerized and accessible via MDTs and VDTs in all emergency vehicles. The pre-plans should integrate with GIS records of utilities and other infrastructure.
- A robust smoke detector campaign should be conducted to ensure all structures have detectors. Staff should provide free smoke detectors and properly install them. The alarms are usually funded by large box retailers at no cost to departments.
- ICMA recommends that the cities require installation of fire sprinklers in properties remodeled or repurposed for other uses, Michigan has not adopted the latest iteration of the International Code Council Building Code that would require sprinklers, but the Pointes should position themselves to be the first to engage the new code and encourage installation of sprinklers in all buildings, particularly commercial or those that are occupied by at-risk populations.

Performance goals and objectives should be created for each individual department and for any merged department. ICMA has found that mergers most frequently fail when established

performance is not defined or monitored. The result is that performance is then often measured through rumor or failure on an event, which drives public suspicion. Examples of strategic performance would be:

- 90 percent of fire and life safety plan reviews provided within ten business days.
- 90 percent of Building Department plan reviews provided within five business days.
- 80 percent of confirmed residential structure fires within populated areas of the city confined to room of origin.
- 90 percent of high-risk structure fire responses within populated areas of the city for which emergency responders were en route within 1:00 minute or less.
- 90 percent of high-risk structure fire responses within populated areas of the city for which the first unit arrived on scene within 5:36 minutes or less after going en route.
- 30 percent of cardiac arrest patients survived to hospital discharge.
- 90 percent of high-risk, life-threatening medical responses within populated areas of the city for which emergency responders were en route within 1:00 minute or less.
- 90 percent of high-risk, life-threatening medical responses within populated areas of the city for which the first unit arrived on scene within 6:26 minutes or less after going en route.
- 90 percent of high-risk, life-threatening medical calls in populated areas of the city were processed within 1:58 minutes or less.
- 90 percent of high-risk, life-threatening medical calls handled by the Combined Communication Center were processed within 1:59 minutes or less.
- 90 percent of high-risk structure fire calls in populated areas of the city were processed in 2:20 minutes or less.
- 90 percent of high-risk structure fire calls handled by the Combined Communication Center were processed within 2:20 minutes or less.

The metrics above are indicative of a high-performing organization that is continually seeking to improve and one that takes pride in its ability to provide fast and efficient service to the public. Departmental success in meeting expectations is tied to integrated processes of a strategic plan, capital improvement plan, and the Performance Plus system.³

Community Risk Analysis

As a best practice, public safety departments should conduct a needs assessment and community risk analysis within their communities for use in the comprehensive strategic planning process. This assessment process assists in determining the necessary resources and assets needed to accomplish the department's core mission functions. The assessment will also assist the

³ Commission on Fire Accreditation International, Fire and Emergency Services Self-Assessment Manual, Las Vegas Fire & Rescue, December, 2011.

department in its planning process, providing nontraditional methods for the proper deployment of resources.

Recent active violent incidents (AVI) in Connecticut and New York added to the list of incidents that should be analyzed prior to a call for service. Interviews with responders indicated that risk analysis, planning, and exercising of plans is critical.

Deciding how many emergency response resources to deploy, and where, is not an exact science. The final decision on a deployment model is based on a combination of risk analysis, professional judgment, demand for and on services, an appropriate service delivery model, and the cities' ability to sustain current and future public safety risk based on available revenues. It is important to note that deploying more resources or deploying resources within a geographically smaller area to reduce response times will not always guarantee that loss will be less, especially in the short term. In any case, matching available revenues to expenditures and the proper deployment model for the identified risk generally is the greatest driver for deploying fire and EMS resources.

Community risk and vulnerability assessment are essential elements in a fire department's planning process. According to a National Fire Protection Association (NFPA) paper on assessing community vulnerability, fire department operational performance is a function of three considerations: resource availability/reliability, department capability, and operational effectiveness.⁴ These elements can be further defined as:

- **Resource availability/reliability:** The degree to which the resources are ready and available to respond.
- **Department capability:** The ability of the resources deployed to manage an incident.
- **Operational effectiveness:** The product of availability and capability. It is the outcome achieved by the deployed resources or a measure of the ability to match resources deployed to the risk level to which they are responding.⁵

The community risk and vulnerability assessment evaluates the community as a whole, and with regard to property, measures all property and the risk associated with that property and then segregates the property as either a high-, medium-, or low-hazard. According to the NFPA *Fire Protection Handbook*, these hazards are defined as:

- **High-hazard occupancies:** Schools, hospitals, nursing homes, explosive plants, refineries, high-rise buildings, and other high life-hazard or large fire-potential occupancies.
- **Medium-hazard occupancies:** Apartments, offices, and mercantile and industrial occupancies not normally requiring extensive rescue by firefighting forces.
- **Low-hazard occupancies:** One-, two-, or three-family dwellings and scattered small business and industrial occupancies.⁶

⁴ Fire Service Deployment, Assessing Community Vulnerability: From <http://www.nfpa.org/assets/files/pdf/urbanfirevulnerability.pdf>.

⁵ National Fire Service Data Summit Proceedings, U.S. Department of Commerce, NIST Tech Note 1698, May 2011.

Linking a fire department's operational performance functionality to the community risk and vulnerability assessment further assists fire personnel in the planning process by increasing their understanding of the community risk with regard to property and life-hazard potential. Plotting the rated properties on a map can help planners better understand how current and future fire station locations and resource capabilities relate to specific risks and vulnerabilities, and can identify potential gaps. In combination with response times, run cards, and resource deployments, the analysis can help the department shift resources from areas at less risk, to concentrate more resources where there is a greater likelihood of incidents and to prepare for worst-case scenarios.⁷ The community risk assessment may also include determining and defining the differences in risk between a detached single-family dwelling, a multifamily dwelling, an industrial building, and a high-rise building by placing each in a separate category. A public safety department takes on the added challenge of identifying risk and planning from both the police and fire viewpoint.

To justify funding for various deployment strategies, it is essential that department management conduct a needs assessment and community risk analysis within the community. This process will help determine the necessary resources and assets needed to accomplish the department's core mission functions.

Figure 2 illustrates the components of a comprehensive needs assessment; Figure 3 illustrates a risk assessment model that focuses on the identification of hazards and the potential impact reduction through mitigation.

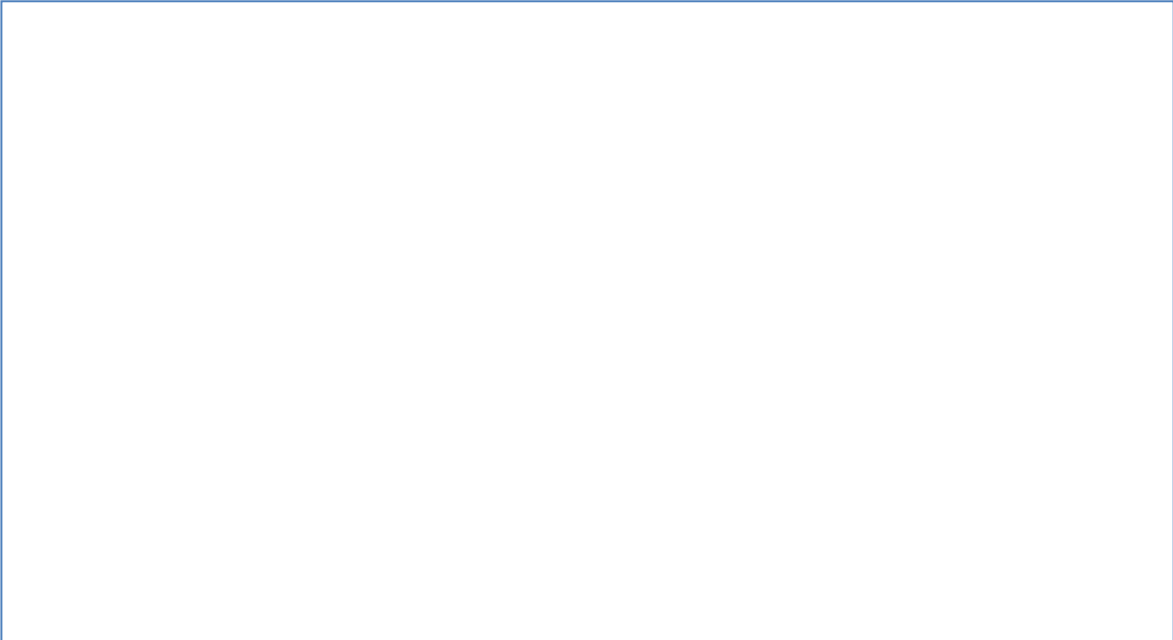
This process would be a new area for both departments and positions them as leaders in Michigan. Only those resources necessary for the successful mitigation of an incident are deployed.

⁶ Cote, Grant, Hall & Solomon, eds., *Fire Protection Handbook* (Quincy, MA: NFPA 2008), 12.

⁷ *Fire and Emergency Service Self-Assessment Manual*, Eighth Edition, (Center for Public Safety Excellence, 2009), 49.

FIGURE 2: Comprehensive Needs Assessment

FIGURE 3: Risk Assessment Model



Accreditation and Standards of Cover

An available tool and best practice that involves a comprehensive assessment of a fire department is the accreditation program managed by the Center for Public Safety Excellence (CPSE). This program provides an analytical self-assessment process to evaluate ten categories of the agency's performance. During this process, the department examines more than 240 separate performance indicators, 98 of which are considered core or required competencies.

Included within the ten accreditation categories is an expectation for the fire department to analyze itself by planning zones, to identify the hazards posed within each planning zone, to rank hazards by potential severity, and to ensure that the appropriate resources are available to manage the hazards.

Internal Risk Management

ICMA has noted that an external risk management model should be completed for the separate departments or a combined operation; similarly, an internal risk management system should be created to minimize the potential for losses caused by improper employee actions or accidents. Internal risk management planning should be jointly facilitated by union, management, and city leadership.

The Safety and Health Advisory Committee is a joint labor/management effort that addresses safety and health issues posed by the inherent nature of the profession of firefighting. The committee meets a minimum of once every thirty days for the purpose of inspecting, investigating, and reviewing health and safety conditions concerning bargaining unit employees. The committee, or any of its representatives, can submit to the public safety director and the union president, reports concerning safety and health conditions of the bargaining unit employees. The director is responsible to correct any life or health hazard.

NFPA 1500, Standard for a Fire Department Occupational Safety and Health Program, requires the development of separate risk management planning for fire departments aside from the risk management plan in a local government plan.⁸

In order for this process to be effective, the following components must be included in the risk management planning:

- **Risk identification:** Actual or potential hazards.
- **Risk evaluation:** The potential for occurrence of a given hazard and the severity of its consequences.
- **Prioritizing risk:** The degree of hazard based upon the frequency and severity of occurrence.
- **Risk control:** Solutions for eliminating or reducing real or potential hazards by implementing an effective control measure.

⁸ Barr and Eversole, eds., *The Fire Chief's Handbook, Sixth Edition*, 270.

- **Risk monitoring:** Evaluation of effectiveness of risk control measures.⁹

The risk management planning establishes a standard of safety for the daily operations of the separate or merged departments. This standard of safety establishes the parameters within which the department should conduct all activities during emergency and nonemergency operations. The intent is for all members to operate within this standard or plan of safety and not deviate from this process.

As noted previously in this report, Grosse Pointe Park and Grosse Pointe have inter-local agreements with contiguous jurisdictions and units thus cross jurisdictional boundaries on a daily basis, many times entering two and three jurisdictions on a single response. It is critical on these responses that all jurisdictions operate in concert with one another. Recognizing this, the directors of these departments must believe that unifying efforts for consistent operational plans is in the best interest in the safety of firefighters and the communities that the jurisdictions serve. An example of those procedures that focus specifically on safe operations include:

- Two-in-two-out, Initial Rapid Intervention Team (IRIT) and Rapid Intervention Team (RIT) procedures
- Personnel accountability procedures
- Mayday procedures
- Rehabilitation procedures
- Abandon the building/withdrawal from building procedures
- In-transit, on-deck, and recycle procedures.

Maintaining a safe working environment, conducting work in a safe manner, and protecting the safety of other employees and the public should be conditions of employment. Procedures include, but are not limited to: safety rules and procedures, emergency incident accountability, physical and medical requirements, protective clothing, personal protective equipment, SCBA, operation of fire department vehicles, and incident reviews.

⁹ NFPA 1500 (2007). Standard for a Fire Department Occupational Safety and Health Program, Annex D.

Buildings and Equipment

Fixed Facilities and Equipment

As mentioned earlier, a station upgrade would be necessary in Grosse Pointe if a merger does not occur. If the merger takes place, existing space may be sufficient to accommodate a lightweight fire vehicle and administration answering point.

In addition to fixed facilities, the fleet in Grosse Pointe is seriously aged. NFPA and the Insurance Services Office (ISO) recommend that vehicles more than 20 years of age be retired from a fleet or placed as reserve apparatus. The reason is that fire equipment rarely ages well, particularly older units built in the 1980s or 1990s. Equipment from that era lacks many of the safety devices found on newer apparatus. In Grosse Pointe, the equipment has sat with little actual use for lengthy periods of time. In addition to sitting, it has usually been in high humidity or environmentally uncontrolled environments filled with water and other fluids.

For serving both cities, the location of Grosse Pointe Park's fixed fire facility is not ideal, as it is located on the border with Detroit, opposite of the border with Grosse Pointe. Grosse Pointe's city campus is closer to the central point of that city. Ideally, a public safety building in a combined department would be on the border shared by the two cities, but this is highly unlikely. For policing purposes, the location of the public safety building is not critical because reports should be taken and data input electronically from patrol vehicles and laptop computers in the field. In public safety departments, staff is mobile and will respond to fires quickly while heavy equipment is dispatched. The factor to be considered when looking at fixed facilities is the amount of time that is required to drive heavy equipment to a fire scene and begin to put product (water or ideally foam) on the fire.

The automatic aid agreement eliminates much of the time and distance concern because fire equipment will be responding to Grosse Pointe from multiple points. By locating a lightweight fire vehicle equipped with a Compressed Air Foam System in Grosse Pointe, response will not be affected substantially. Figures 4, 5, and 6 indicate that complete closure and relocation of equipment to Grosse Pointe Park would affect response time to Grosse Pointe by adding a minute to travel time. Response times would still be within all recommended limits by various standards; however, the placement of a lightweight CAFS vehicle maintains the existing capability of both cities and would actually improve Grosse Pointe's effectiveness from its current aged equipment. The new lightweight vehicle could be located within the existing facilities with a minimum of modifications.

The new engine being recommended for Grosse Pointe should incorporate the features and equipment design of Grosse Pointe Park. Should the departments merge, the combined department would be well positioned with equipment. ICMA also recommends that a regular replacement plan be created as part of the strategic plan, so that the cities can plan for the finance and purchase of replacement apparatus whether or not a consolidation takes place.

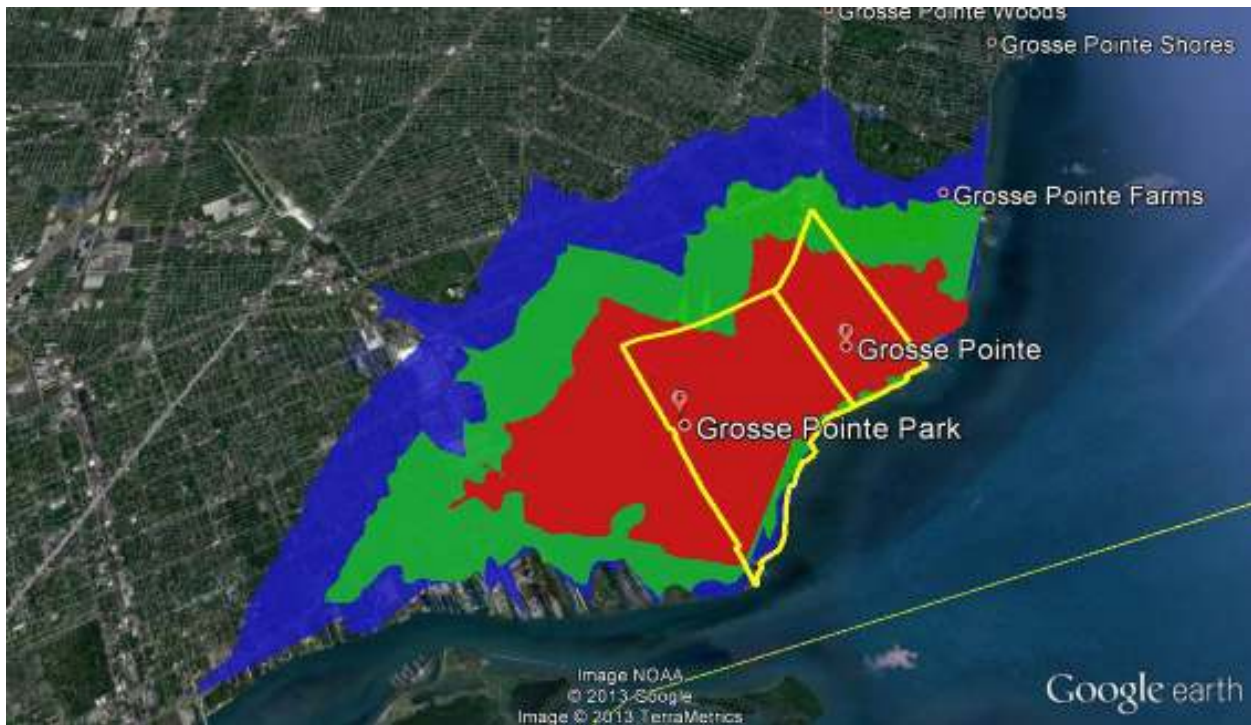
FIGURE 4: Four-minute Response Time without Grosse Pointe station (all equipment dispatched from Grosse Pointe Park)



FIGURE 5: Four-, Six-, and Eight-minute Response Times from Grosse Pointe Park Station



FIGURE 6: Four-, Six-, and Eight-minute Response Times with Equipment from both Stations



Technology

The departments should consider greater use of video and camera technology to bolster staffing. ICMA has worked with iXP Corporation on several efforts, one that involved face-activation technology for preventing sexual attacks on a college campus. Technology has advanced to allow computers to screen and alert responders rather than being monitored by human staff. Technology can also be used to identify perpetrators after crimes have occurred; use of any such technology should be loudly promoted and advertised for a deterrence effect.

The communities should lobby the Governor's Office to fund upgrades to the State Police 800 MHz radio system. Smart cameras capable of reading license plates at a rate not possible by PSOs could be installed in patrol vehicles. This eliminates the need for designated patrol units and instead makes every deployed vehicle capable of efficient and effective patrol. However, the state system is not capable of using this new technology which has proven to enhance the productivity of road patrols in communities where it has been deployed.

Given the issues related to stolen cars coming into the Pointes from nearby Metropolitan areas, this technology would be seem to be a logical improvement but yet cannot under the current system limitations.

Human Resources

Staffing

In the recent past, both departments have reduced staffing through attrition to meet funding constraints. In any other circumstance, the workload of each city would require about one to two officers per hour in each department for policing purposes (see attached data analysis). However, the prevention aspect of multiple units was commonly brought up by elected officials and this factor must be considered when deciding on a merged department. Instead of one or two officers serving the combined cities, it is acknowledged that more staffing than that must be deployed to eliminate any perception issues from developing. ICMA did note that this area may be one of the challenges to merging the departments, as a number of elected officials and staff felt there could be no staff reductions.

ICMA recommends:

- Should a combined department be created, a director and deputy director are necessary to manage the overall operations and provide back-up during absences.
- ICMA recommends that whether or not the full merger of the two departments occurs, consideration be given to combination of the detective bureau. Four detectives are more than is necessary to serve the two cities. Ideally, two would be assigned, with additional positions possible if funded through grants or other mechanisms.
- Based on workload demands, ICMA would recommend for a combined department one lieutenant, one sergeant and five PSOs assigned to each shift. One PSO would be stationed at the Grosse Pointe Park station for fire/EMS. This is approximately 20 percent fewer staff than the current separate departments deploy together, for a savings of approximately \$1,260,000 or more.
- ICMA recommends a floating squad of six PSOs assigned on the basis of call demand and days of week/season. This squad would fill vacancies caused by vacations and/or sick time use. In lieu of three full-time PSOs, ICMA would further recommend the authority negotiate the ability to use part-time trained personnel to fill scheduled vacancies.
- The detective bureau should be reduced to two detectives.
- Three PSOs should be assigned full-time to a prevention/education bureau, with the intent of attracting community volunteers capable of training and education and perhaps organized through CERT and the Department of Homeland Security.

FIGURE 7: Proposed Organization and Staffing for a Combined Department

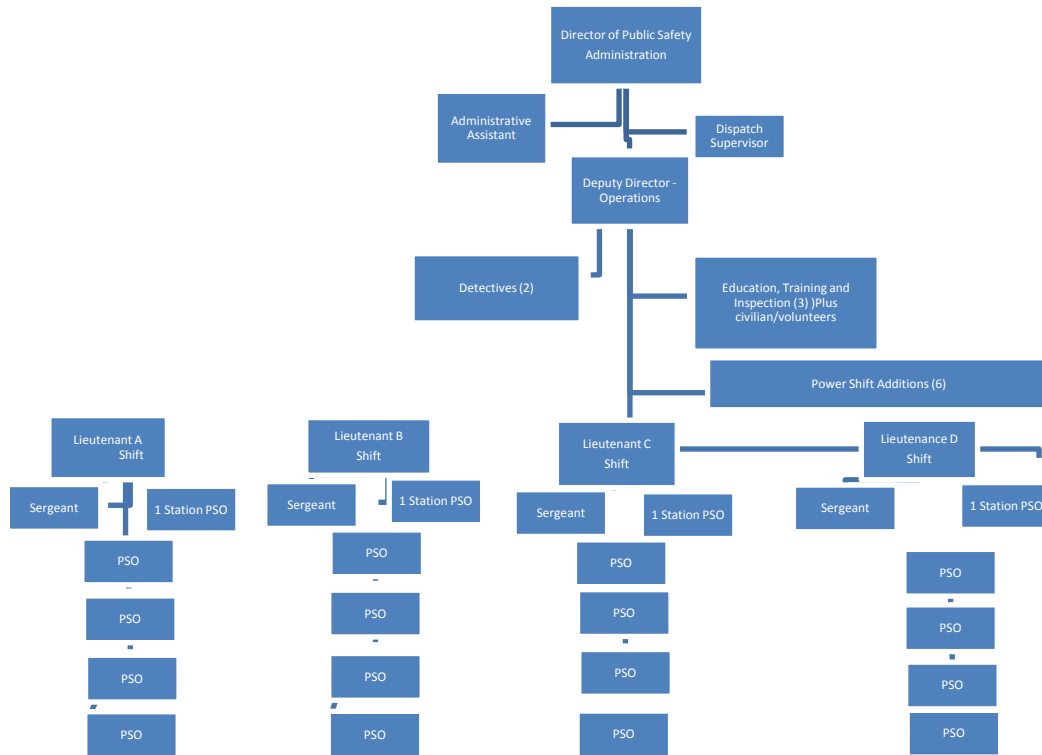


FIGURE 8: Grosse Pointe Public Safety Workload Demand (Required Staff in Blue)

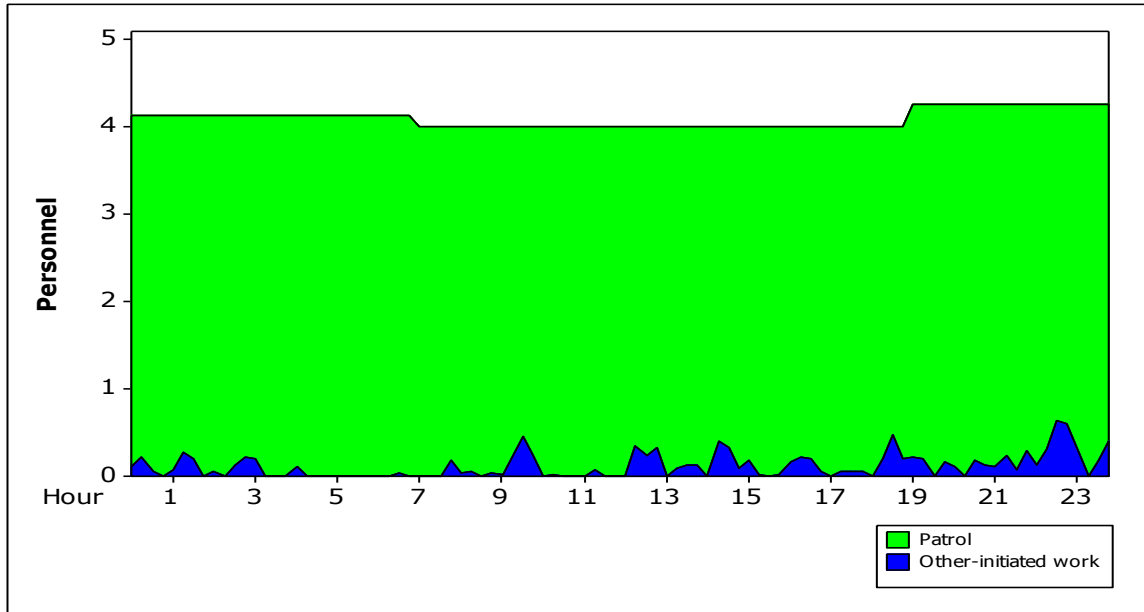
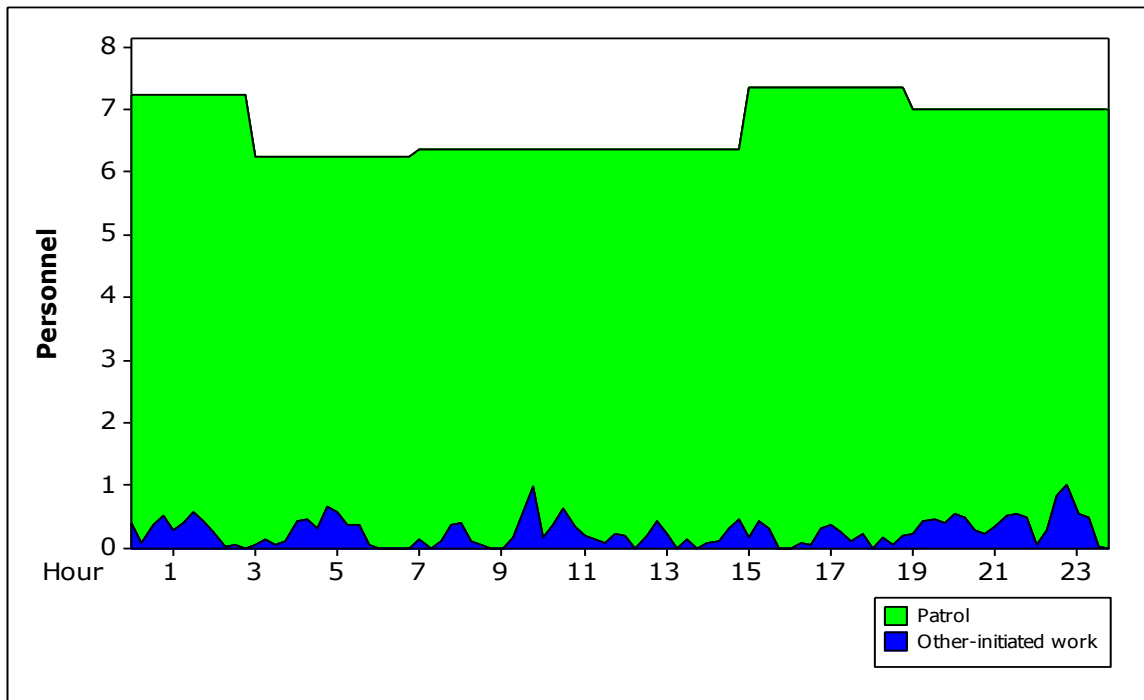


FIGURE 9: Grosse Pointe Park Public Safety Workload Demand (Required Staff in Blue)



The most critical element to a consolidation would be having strong command on each shift to ensure patrols do not stray outside assigned zones or beats. Back-up would be one case when more than one unit would be assigned to the same area, but otherwise cars should remain in scheduled and identified areas to avoid grouping and draining one city or the other from coverage. This situation is a significant concern of the elected officials interviewed.

The proposed staffing would require approximately 41 to 42 personnel with additional savings possible if non-sworn positions are created in prevention/education as well as using part-time seasonal staff for the power shifts. The existing separate departments have a funded level of 54 to 60 personnel (some positions are vacant). With a cost per public safety officer of approximately \$105,000 (fringe, benefits, stipends, education allowances, salary and wages, etc.), the savings from a consolidation could approach \$1.8 million. Interviews with elected officials indicated that unless there were substantial savings, they would not be interested in pursuing a merger. The savings identified exceed 20 percent of the current combined budget (due to needing 10.8 to 12 fewer personnel).

ICMA does caution that the optimal staffing should be achieved over time as the merger progresses. This caution is given so that additional savings can be achieved when staff must undergo additional training (which can then be done on regular time so as to avoid overtime). It also allows policies, procedures, and other task force-type work to be done using the additional personnel and completed at a more rapid rate on regular time. ICMA found during interviews that reductions could occur should an early retirement program be created which would further reduce costs as any new hires would enter at a lower pay scale than senior PSO's. ICMA does caution that with two pension plans, a detailed analysis should be conducted to ensure savings continue into the future.

Cost/Benefit and Efficiencies in 24/7 Staffing Model

Traditionally, the fire service has staffed equipment at the same level for all hours of a 24-hour period regardless of the demand (uniform staffing). One consideration that was identified by staff in Grosse Pointe was the utilization of 24-hour shifts for all full-time public safety officers. There are a number of advantages to using a 24-hour shift schedule, such as that it is easy to administer (since it requires only one shift change); uniform staffing enhances team integrity; and, the schedule generally requires three platoons, which reduces the total number of FTEs needed to meet minimum shift staffing requirements. There are also a number of disadvantages, including potential fatigue levels and low incident productivity during evening and night hours. Finally, fire and EMS response data from a large number of municipalities (ICMA research studies) has conclusively found that about two-thirds of all calls for service take place during a 12-hour period during the day, with the remaining one-third of calls spread over a 12-hour nighttime period.

In addition, studies performed for the International Association of Fire Chiefs and the Police Officers Foundation found that hours worked in excess of 12 are likely to have a detrimental effect on the health and attention span of staff. The alternative would be to allow a portion of the staff to sleep while the other works but this would result in fewer cars on the street at any given point and, during busy times, may result in extreme fatigue for responders.

The recent downturn of the economy and subsequent fiscal issues for local governments have forced communities to look at alternative staffing options for their departments, including staffing

that is based on the demand for service as determined by how many calls for service are expected at different times of the day. Law enforcement agencies have used differential staffing for many years, in recognition of a far greater need for higher staffing levels on Friday at midnight than on Sunday morning at 10:00 a.m., for instance. Similar demand-based or dynamic staffing may be of great benefit to the Pointes. Other fire departments have found that staffing can be reduced during the nighttime period without a significant impact on response capability.

Personnel Enhancement

Interviews with staff indicated that there were issues with morale in both departments. There did not seem to be a common theme in this, other than contractual stress and the uncertainty that might come with any department merger.

ICMA recommends a formal employee awards and citation program be created by both communities to recognize individual efforts of staff following the merger (acknowledging some work has already been completed in this area). This can be created at virtually no cost, but can reap benefits of positive reward as well as community acknowledgement and familiarity with the two departments. In addition, staff should be assigned to attend neighborhood meetings and functions, fully embracing community-oriented policing concepts. ICMA can provide examples of departments within a short distance of the Pointes which have robust citizen engagement programs.

Succession Planning

The two departments—and this will be critical for any merged department—do not appear to have a clear organizational succession plan, career path training model, or expectations designed to help prepare middle and senior managers for advancement in the organization. Succession planning is a systematic approach to developing potential successors so as to ensure organizational leadership stability. Successful succession planning identifies, develops, and nurtures potential future leaders. Succession planning is critical to the long-term success of any organization, particularly a complex organization like the Pointes.

Critical to the success of succession planning is the engagement and commitment of the senior leaders to the program, as well as a commitment of other members of the organization to their own personal and professional development. To be a part of the succession plan, one must commit to one's own professional development process to be able to compete for and fill critical organizational leadership roles.

Training and Education

Training and education is provided to members of the departments at several levels and over a wide array of topics. Because of the small size of both communities and the limited opportunities to use taught skills, maintaining competency must be a critical focus of the departments, whether separate or combined. ICMA has found through discussions with national organizations that skills

such as fighting actual fires and providing advanced life support are at risk in a small department because employees do not regularly engage their learned skills.

ICMA recommends that a yearly competency test be developed and conducted for all members of the departments. The competency test should engage skills in the police, fire, and EMS area with Grosse Pointe employees upgraded, at a minimum, to a Medical First Responder level of training.

ICMA further recommends that specialty units not be created in the separate departments, but instead be developed across the two organizations. In the future, this could be expanded across the Pointes for skills such as detective, code review, fire inspection, stolen car units, drugs and narcotics, forfeiture, confined space, hazardous materials, education and training prevention, etc.

An additional program that could be piloted as a joint effort would be a Citizens Fire Academy, which could use a hands-on approach to teach citizens about the operations of the fire service and could thereby instill public confidence in the department. This could also be expanded to include police and EMS functions. Participants could learn basic first aid and cardiopulmonary resuscitation (CPR), have an opportunity to ride with firefighters during real emergencies, and dedicate one day at the training center to experience the use of the Jaws of Life and to wear firefighting protective clothing and handle a fire hose while going through a simulated building fire.

Steps for Consolidation

Initial Steps

1. **Merge Dispatch** - ICMA recommends that an office assistant and a nonemergency number be maintained and published for Grosse Pointe after the consolidation. This would assist the emergency dispatcher in Grosse Pointe Park as well as handle the citizens who are accustomed to walking into the department during business hours. The position could also assist the director and managers with operations. As the community accepts and becomes accustomed to the merged dispatch center, this position may be eliminated. Timeline: Immediate
2. **Amend Codes** - Amend the city codes of both Grosse Pointe Park and Grosse Pointe to allow the alternative of a Public Safety Authority to appoint a director of public safety. Timeline: This should be accomplished by the city councils of both communities within 60 days of the decision to move forward with the merger.
3. **Form Authority** – Legally form an authority to oversee a merged Department of Public Safety. In addition to the establishing the articles, etc., to for the authority, a director and deputy director should be appointed to manage the combined operations. Timeline: Concurrent with amending of codes.
4. **Take Initial Operational Steps** - Take initial steps for combined operations under the independent authority. First steps to begin the authority could be to operate specialty units such as detectives, administration, prevention, education, training, and plan review. There would be a cost to engage an attorney familiar with developing these authorities; ICMA's experience is that this cost would be approximately \$50,000. Timeline: Within 180 days.

Following Authority Creation

Once the authority is created, a number of actions must occur in order to form the most efficient and effective combined department. Those include:

1. Negotiate a common contract with the labor unions, with a particular emphasis on the differing retirement accounts. An in-depth actuarial study will likely be necessary to determine the funding necessary for the two systems and then negotiation must occur on which will be utilized moving forward.
2. Create a strategic plan for the combined department. Estimated cost is \$35,000. Timeline: 60 days.
3. Establish and create department rules, regulations, standard operating policies, and standard operating guides. Estimated cost \$13,500 plus staff time. Timeline: 180 days.

4. Develop specifications for a lightweight firefighting vehicle using a joint committee of administrators and staff; vehicle will be housed initially in Grosse Pointe. Order the vehicle (normal delivery in six months). Timeline: Immediate upon receipt of grant.
5. Conduct a comprehensive review of all equipment in both Grosse Pointe and Grosse Pointe Park and replace all noncompliant tools and personal protective equipment. Standardize locations on all apparatus. Timeline: 90 days
6. Design and implement a common look for public safety vehicles, patches, and uniforms. Timeline: 90 days
7. Conduct a risk assessment of the two communities and prepare an all-hazard risk management plan for the merged entity. Timeline: 18 months.
8. Implement and review expansion opportunities of the automatic aid agreement using the MABAS system as an example. Timeline: Ongoing.

TABLE 1: Summary of Estimated Savings and Expenditures for Department Merger

Description	Savings	Costs	GPC	GPP	Reference site
12 to 18 less FTE	\$1,260,000 to \$1,890,000		\$756,000 to \$831,600 ₁	\$428,400 to \$504,000	
Attorney Fees for creation of authority, charter, etc.		\$75,000			
Policy and Procedure; SOG's; Rules and Regulation Revisions		\$13,200			
Replacement Engine (light duty)		\$311,000 to \$600,000 ₂			http://www.spartanerv.com/uploadedFiles/Dealer_Po
MFR Training GPCPS		\$111,323.04 ₃			www.nhtsa.gov/people/injury/ems/pub/frnsc.pdf
Remodel existing GPC space		\$240,000 ₄			
Uniform and gear upgrades		\$243,600 ₅			
Strategic and plan upgrades		\$35,000 ₆			
Technology upgrades (both cities, four vehicles)		\$100,000 ₇			

₁ Price range based on proportion to staffing as well as recent dispatch formula

₂ Light duty, CAF equipped vehicle is considerably less than grant request submitted by city and would fit space currently available in GPCPS

₃ MFR Training (initial) requires approximately 80 hours of training. Using the loaded wage rate, that cost would be \$4038.46 @ officer. Training classes in Michigan run from \$430 (Life EMS) to \$600 at community colleges, for a total cost of \$4,638.46 @ PSO and that 24s PSOs would undergo training. This also assumes all training would be done outside of normal hours

₄ Based upon new construction cost; price should be less as existing facility appears solid. Space and cost analysis has been conducted by city.

₅ Cost based on 42 staff members and \$5,800 gear upgrades using recent purchase experiences and assuming individual mask purchases, etc.

₆ Based on recent bids and pricing

₇ Equipping four patrol vehicles with most recent Motorola plate recognition and automation equipment