

# Moreno Valley Fire Department Strategic Plan 2012-2022



**December 2011**



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## CHIEF'S MESSAGE

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**Steve Curley**  
**Fire Chief**

As the City's former Fire Chief and current Western Operations Deputy Chief for Riverside County Fire, I am pleased to present the Moreno Valley Fire Department's Strategic Plan 2012-2022. This plan clearly defines the mission and goals of the Moreno Valley Fire Department while providing a guide for continuing the excellent services that we provide to the community for the next ten years.

The Moreno Valley Fire Department has seen an 11.1% increase in emergency calls for service over the last five years and it is anticipated that the total calls for service for 2011 will exceed 14,000 calls. We are expecting to open our seventh fire station, the Morrison Park Fire Station, in the Fall of 2012 to help meet the growing needs of the community. This will also help us continue to meet one of our goals for Fire Operations which is to arrive on scene within 5 minutes of dispatch 90% of the time. The funding for this station was made possible through the issuance of redevelopment agency bonds.

Furthermore, I am excited to announce that in October 2011 we hired four part time Fire Prevention Technicians for the Fire Prevention Bureau for the new Multi-Family Residential Inspection Program. This program will enhance our ability to safe guard the community from fire and environmental hazards by ensuring that each multi-family residential unit is inspected on an annual basis. We are also looking forward to hiring two additional part time Fire Prevention Technicians in 2012 to help ensure that all vacant lots in the City receive an annual hazard abatement inspection. By hiring these six Fire Prevention Technicians, the City's Fire Prevention Bureau will be better able to achieve one of their goals, which is to ensure all business and commercial occupancies receive annual fire and life safety inspections. It also provides the beginning steps to ensuring a second goal is met within the next ten years which is to perform hazard abatement inspections biannually.

Additionally, our Office of Emergency Management (OEM) Program coordinates the City's prevention, preparedness, response, recovery, and mitigation efforts for all natural and man-made disasters. Most recently the City Council adopted a local hazard mitigation plan written by the OEM Program Manager. The goals of the plan are to protect life, property and the environment; provide public awareness; protect the continuity of government; and to improve emergency management, preparedness, collaboration and outreach. The plan contains a profile of the City, a detailed assessment of disasters that could occur in Moreno Valley and the mitigation goals of the City to reduce long-term vulnerabilities. The plan can be found on our City website at [www.moval.org](http://www.moval.org).

Finally, once the strategic plan is implemented it will be modified periodically for priority changes, budgetary constraints, and planning refinements. This plan provides an overview of anticipated Fire Department activities as related to the goals contained within this plan. General economic conditions and the capability to fund projects will play a crucial role in determining the actual time that resources are secured and projects completed, however, I strongly feel that the goals, and the strategies to reach those goals, are well within our reach.

## **EXECUTIVE SUMMARY**

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The Moreno Valley Fire Department is the primary response agency for fires, emergency medical service, hazardous materials incidents, traffic accidents, terrorist acts, catastrophic weather events, and technical rescues for the City of Moreno Valley. The Fire Department also provides a full range of fire prevention services including public education, code enforcement, plan check and inspection services for new and existing construction, and fire investigation. Additionally, the City's Office of Emergency Management is located within the Fire Department allowing for a well-coordinated response to both natural and man-made disasters.

Anticipating the future, in terms of building a flexible organization, is an important facet of this strategic plan. The Fire Department must be able to react to change, resolve problems, and work together with other departments and agencies on issues that might arise. It must assess the needs of the community and develop resources to meet those needs. As such, any strategic plan must be adaptable enough to accommodate the needs of the community as they arise.

This plan identifies five goals for Fire Operations, Fire Prevention, and the Office of Emergency Management for a total of fifteen goals which are listed below. The strategies for accomplishing these goals can be found on pages 14-22.

### **FIRE OPERATION GOALS**

- ◆ **Goal 1:** Financial Management and Accountability
- ◆ **Goal 2:** Arrive On Scene within 5 Minutes of Dispatch 90% of the Time
- ◆ **Goal 3:** Reduce the Risk of Fire to Residents through Prevention Campaigns and Mitigation Efforts
- ◆ **Goal 4:** Maintain a Strong Partnership with Riverside County Fire Department
- ◆ **Goal 5:** Ensure Fire Administration Staffing is Sufficient for the Needs of the Department

### **FIRE PREVENTION GOALS**

- ◆ **Goal 1:** Fiscal Sustainability
- ◆ **Goal 2:** Ensure All Business and Commercial Occupancies Receive Annual Fire and Life Safety Inspections
- ◆ **Goal 3:** Perform Hazard Abatement Inspections Bi-Annually
- ◆ **Goal 4:** Provide Efficient Plan Review
- ◆ **Goal 5:** Evaluate Management Structure and Career Advancement within the Bureau

### **OFFICE OF EMERGENCY MANAGEMENT**

- ◆ **Goal 1:** Provide Training to Employees and Citizens
- ◆ **Goal 2:** Incorporate Federal and State Legal Mandates and Standards into City Emergency Management Strategies
- ◆ **Goal 3:** Continually Improve Emergency Operations Center Functions and

Capabilities Based on a Comprehensive Assessment

- ◆ **Goal 4:** Manage FEMA and State Disaster Recovery Projects to Ensure Timely Completion of Required Documentation
- ◆ **Goal 5:** Maintain Effective Coordination and Partnerships with Local, Regional, and State Agencies

This strategic plan is a living document and will be a continuous work in progress. The plan will guide the Fire Department's development over the next ten years and will inform the public and its Fire Department members of the goals and strategies that the Fire Department has for the future. It will also serve as the foundation document for informing City Council as to the direction the Fire Department is headed in order to ensure the community receives outstanding fire protection services. The Fire Department will review this plan biennially to ensure the goals outlined in this plan are being met.

## **MISSION STATEMENT AND VALUES**

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The mission of the Moreno Valley Fire Department is:

*The Moreno Valley Fire Department serves the community with pride, integrity, and professionalism while providing quality emergency services to protect and preserve life and property of its citizens when exposed to fires, medical emergencies, natural or man-made disasters, hazardous materials incidents, and rescue emergencies in a safe, efficient and cost effective manner as a result of a cooperative, regionalized fire and rescue delivery system with the Riverside County Fire Department. To minimize the impact of natural or man-made disasters by identifying and mitigating known hazards and to enhance our response to these disasters by providing quality training to the community on disaster preparedness, response, and recovery.*

The core values for the Moreno Valley Fire Department are:

*Safety – Leadership – Integrity – Competence – Customer Service*

## **ORGANIZATIONAL HISTORY**

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On December 3, 1984, the City of Moreno Valley officially incorporated as a California general law municipality. The residents of Edgemont, Sunnymead, and Moreno recognized there was a need for managed growth as the population in Moreno Valley had more than doubled from 18,871 residents in 1970 to 49,702 in 1984 and therefore approved the measure to incorporate.

Prior to incorporation, the areas of Edgemont, Sunnymead, and Moreno were serviced by the Riverside County Fire Department which has contracted with the California Department of Forestry and Fire Protection (CAL Fire) since 1921. The initial contracts with CAL Fire augmented the level of wild land fire protection to Riverside County and then evolved as the area grew in population.

Since its incorporation in 1984, the City of Moreno Valley has contracted for fire protection services with the Riverside County Fire Department which contracts with CAL Fire. CAL Fire provides full-service fire protection to many jurisdictions in California through the administration of 145 cooperative fire protection agreements in over 30 counties, including cities, fire districts as well as special districts and service areas. As a full-service fire department CAL Fire responds to wildland fires, structure fires, floods, hazardous material spills, swift water rescues, civil disturbances, earthquakes, and medical emergencies. Local governments, such as Riverside County, are able to utilize this diversity through their agreements with CAL Fire.

The City's Fire Department has grown significantly since 1984, expanding from three fire stations in 1984 to six fire stations in 2002 with a seventh fire station slated to open in the Fall of 2012. The six fire stations currently house a total of six fire engines, two aerial ladder trucks, one brush engine, three reserve fire engines, one reserve fire truck, and two fire rescue squads. The primary fire engines are staffed with one Fire Captain, one Fire Apparatus Engineer, and one Firefighter II Paramedic. The two aerial ladder trucks are staffed with one Fire Captain, one Fire Apparatus Engineer, and two Firefighter II's. Staffing for both the fire engines and trucks is continuous, 24 hours a day, seven days a week. Two Battalion Chiefs supervise 69 firefighting personnel with a Riverside County Fire/CAL Fire Division Chief supervising the two Battalion Chiefs. These two Battalion Chiefs also supervise a reserve firefighters program of up to 50 Reserves and a Fire Explorer Program of up to 25 Explorers.

The Riverside County Fire/CAL Fire Division Chief is also appointed as the City's Fire Chief and oversees the City's Fire Prevention Bureau and Office of Emergency Management. The City's Fire Prevention Bureau provides planning and engineering services to the City; conducts fire and life safety inspections, and oversees the City's hazard abatement program. The Office of Emergency Management program provides a wide variety of training, such as Community Emergency Response Team training and Terrorism Awareness, to both employees and residents. Additionally, this program is tasked with preparing the City for any emergency situation through prevention, mitigation, preparedness, response, and recovery for a variety of natural or man made disasters that may occur in the community.

## **COOPERATIVE FIRE PROTECTION AGREEMENT**

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CAL Fire's mission, as directed and authorized by the State Legislature and statutes, is to provide contractual emergency service to local governments throughout California when requested. CAL Fire has provided cooperative fire protection services for over 100 years to various jurisdictions throughout the state including contracts with more than 140 cities, special districts, and counties. Locally CAL Fire, through Riverside County Fire, provides cooperative fire protection services to 21 of the 28 cities in Riverside County as well as to the Rubidoux Community Services District.

Riverside County Fire is a modern, full-service fire protection and emergency management agency that provides comprehensive fire protection services to its contract city partners. As part

of the contract with Riverside County Fire, the City receives the benefit of a cost effective regionalized cooperative fire protection system which includes:

- ◆ Consolidated dispatch center for emergency medical and fire dispatch
- ◆ Regionalized training program
- ◆ Hazardous materials response team
- ◆ Fire arson investigation
- ◆ Immediate use of fire hand crews, bulldozers, and aircraft
- ◆ Public information and education
- ◆ Assistance from the Riverside County Fire Office of Emergency Services

Riverside County Fire is committed to quality fire protection services to its contract partners. The County Fire Department strives to make the most effective use of limited emergency protection resources by efficiently sharing valuable personnel and equipment as part of the Riverside County Fire Department cooperative, integrated, regional fire protection system which includes all the resources from the 21 contract cities and Riverside County.

Through the City's cooperative agreement with Riverside County Fire, the City's Fire Chief is appointed by the Riverside County Fire Chief, John Hawkins. The Fire Chief acts as the City's liaison to Riverside County Fire, relaying information from City Council or the City Manager's Office directly to the Riverside County Fire/CAL Fire Western Deputy Chief who in turn reports to the Riverside County Fire Chief. Furthermore, the City's Fire Chief oversees the City's Fire Prevention Bureau, Office of Emergency Management, and handles all Fire Department related administrative issues.

The City of Moreno Valley is able to determine its staffing levels for various fire apparatus as long as those levels meet the minimum safe and acceptable levels for the Riverside County Fire Department. For example, the City could increase the daily staffing on fire engines from three firefighters to four, however, the City is unable to decrease from three personnel to two due to the minimum standard staffing level that has been established by the Riverside County Fire Department. The City ultimately retains control of the budget for the Fire Department as well as determining fire station locations. The City has worked in conjunction with the Riverside County Fire Strategic Planning Bureau in order to determine fire station locations. A discussion of the methodology for determining fire station locations is located on page 9.

## **CLIMATE AND TOPOGRAPHY**

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The City of Moreno Valley encompasses 51.5 square miles and is located in the northwestern portion of Riverside County with a population of 193,365. Moreno Valley is a mixture of residential, commercial, industrial properties with wildland urban interface areas on the north, east, and south sides of the City which includes Box Springs Mountain and San Timoteo Canyon to the north, the "Badlands" to the east, and Lake Perris State Park to the south.

The elevation in Moreno Valley ranges from 1,450 feet in the south to over 2,700 feet in the north. The slopes of the Box Spring Mountain, Reche Canyon, San Timoteo Canyon, the

“Badlands”, and Lake Perris State Park are covered with volatile chaparral fuels and grass ground cover which are susceptible to fires and rapid growth. Once a fire starts, it can spread quickly to the surrounding vegetation and threaten homes located in the wildland urban interface.

Moreno Valley has a semi-arid climate that is similar to the climate found in many Mediterranean regions. The City experiences an average of 10 inches of rainfall a year with minimal threats of frost in the winter months. A majority of the rainfall in Moreno Valley occurs from December to March.

Moreno Valley can also experience strong wind conditions, known as the Santa Ana Winds, from late October through March. These winds can be extremely strong and blow from the north and northeast. These winds will greatly increase the intensity of any wildland fire should a fire occur during Santa Ana Wind conditions.

Summers in Moreno Valley are generally sunny with very warm to hot days. While average temperatures in July and August are in the mid 90’s, it is not unusual to experience numerous days of 100 degree heat prior to a slight cooling off period. Monsoonal moisture can occur during the summer when moist air from the tropical regions of the Pacific and Gulf of Mexico bring higher humidity to the area, causing afternoon and evening thunderstorms.



## **BUDGET**

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The City of Moreno Valley continues to reel from the impacts of the Great Recession which is the worst economic crisis faced by this nation since the Great Depression of the 1930’s. City operations rely heavily on revenue that is generated through economic stability, activity, and



growth. During this recession, Moreno Valley's General Fund revenue base has declined from a high of \$97.8 million in Fiscal Year (FY) 2007-08 to a low of \$68.0 million in FY 2010-11. This represents a reduction of \$29.8 million or 30.4% in just three years.

Furthermore, the number of General Fund employees in Moreno Valley has declined from 283 employees in Fiscal Year 2007-08 to a low of 147 in FY 2011-12. Additional staffing reductions are planned for the next two fiscal years which will result in a workforce of 138 employees by FY 2013-14. This represents a 51.2% reduction in general fund employees over the course of five years.

To further exasperate the financial situation in Moreno Valley, the unemployment rate has ranged from 16.3% to a high of 17.6% over the last three years. Most recently, the unemployment rate decreased from 16.9% in August 2011 to 16.1% in September 2011. While the unemployment rate is improving, it is still well above the current nation unemployment average of 9% as reported in October 2011. This means that City residents have less discretionary income available to spend which results in less sales tax revenue for Moreno Valley. As sales tax revenue is second only to property tax revenue for the City's General Fund, any decrease in spending by consumers greatly affects the revenue for Moreno Valley.

Property values have also declined sharply since the beginning of the recession. Home values peaked at an average price of \$400,678 in 2006 and sharply declined to a low of \$137,748, a decrease of 65%. Property values are beginning to recover and as of the second quarter of 2011 the median home price in Moreno Valley was \$266,000.

Similarly, property tax revenue for the City has declined over this period of time causing a major decrease in general fund revenue. A portion of the property tax revenue is designated as a structural fire tax and is utilized to help offset the cost for the City's fire protection services, however, these services have never been fully funded by the structural fire tax revenue. In FY 2007-06 the City collected a high of \$6,858,622 in structural fire tax revenue which funded 54.8% of the fire services contract cost. By FY 2009-10, the revenue had declined to a low of \$4,701,647 and only funded 36.3% of the contract costs. The City has had to cover this decline in revenue with other general fund revenue which has impacted the availability of funds to other City Departments.

While the City Council has tried to keep staffing levels in public safety at the same levels as FY 2007-08, the deep fiscal crisis facing Moreno Valley has forced City Council to decrease the number of public safety employees. As part of a 3-year deficit elimination plan, police department staffing levels are scheduled to be reduced by 12.7% by FY 2013-14 and the fire department was scheduled for a 15.5% reduction in staffing, which included the defunding of a truck company. However, this reduction will only be 8.2% when the Morrison Park Fire Station opens in the Fall of 2012 as the Fire Department will minimally increase staffing by seven firefighter personnel.

There are some signs that the economy in the Inland Empire, including Moreno Valley, is stabilizing. According to the November 2011 Beacon Economics report the combined Riverside and San Bernardino counties are stabilizing and can expect slow growth in employment for at

least the next five years. This strategic plan is formulated with the idea that the economic recovery for Moreno Valley will occur over the course of five to ten years.

## **ORGANIZATION OF THE MORENO VALLEY FIRE DEPARTMENT**

The Moreno Valley Fire Chief oversees the City’s Fire Operations, Fire Prevention, and the Office of Emergency Management programs. The structure of the City of Moreno Valley Fire Department can be seen below.

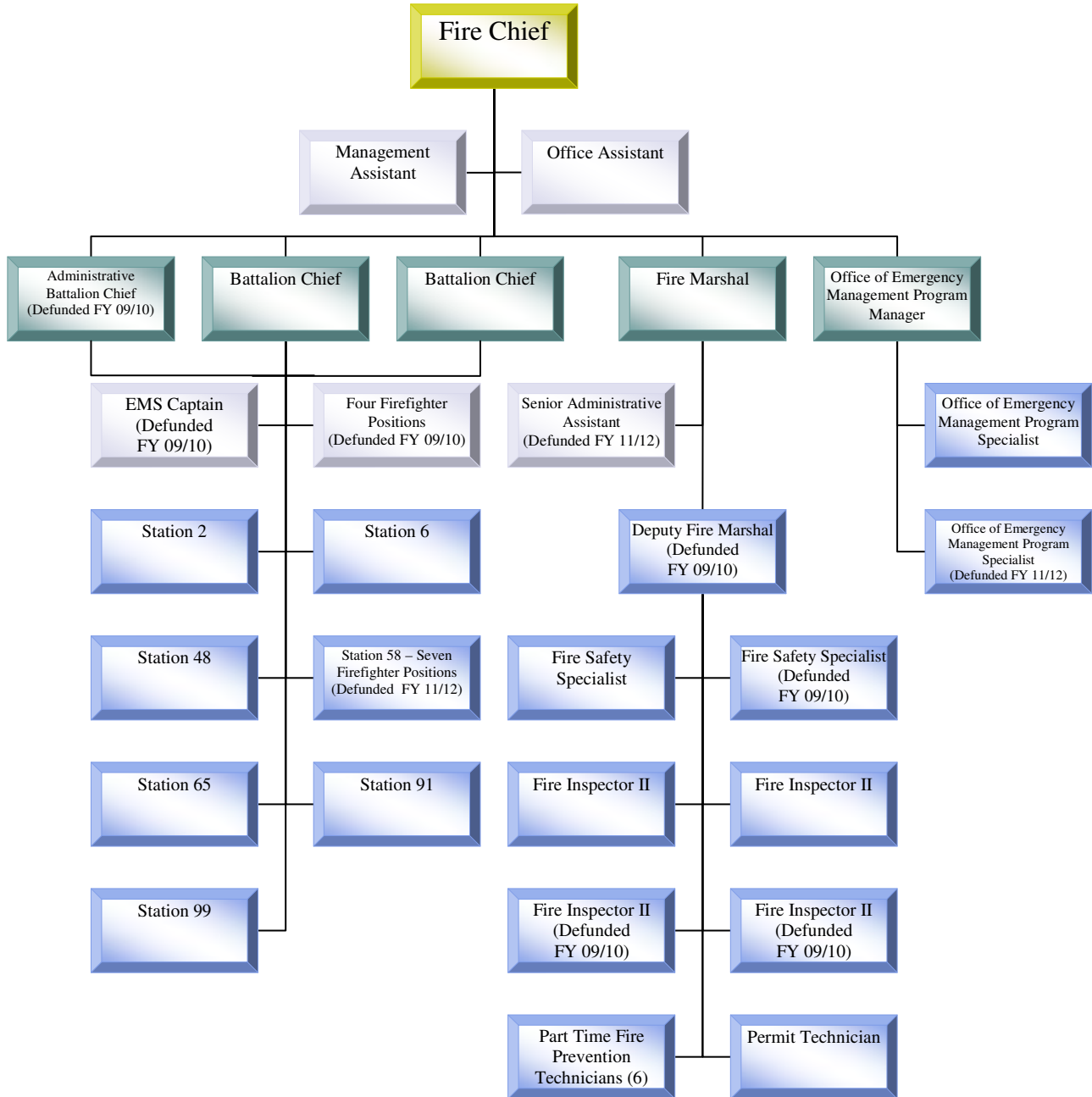


Chart 1: Moreno Valley Fire Department Organizational Chart

The Fire Chief for the Moreno Valley Fire Department is a Division Chief within Riverside County Fire/CAL Fire. Below is an overview of the Riverside County Fire Department organizational chart for Western Operations.

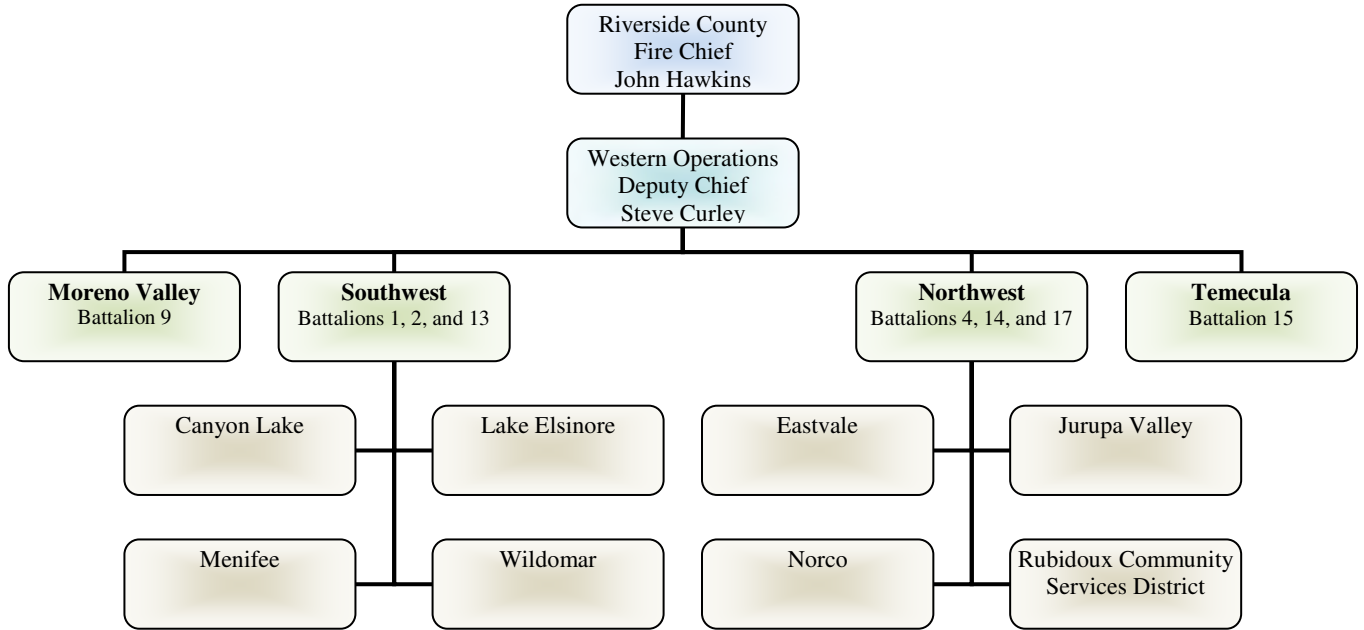


Chart 2: Riverside County Fire Department Organizational Chart Western Operations

## **FIRE STATION LOCATION METHODOLOGY**

The Moreno Valley Fire Department, through their contract with Riverside County Fire, works with the Riverside County Fire Strategic Planning Bureau to determine fire station locations utilizing an established fire station location methodology. The purpose of having an objective fire station location methodology is to ensure that emergency services are delivered efficiently and effectively throughout the City.

The guiding principles for fire station locations are found in the National Fire Protection Association (NFPA) Fire Protection Handbook, Volume II, 20<sup>th</sup> edition. They include:

- ◆ Consideration of the criteria established by the Insurance Services Offices, Inc. (ISO) regarding the distribution of fire companies within a community
- ◆ Consideration of the NFPA Standard 1710 which calls for an engine company to arrive on scene within 4 minutes of travel time to fire incident and emergency medical aid calls 90% of the time. Additionally, this standard calls for a full first alarm assignment within 8 minutes of travel time 90% of the time
- ◆ Consideration of the proximity of travel time to other fire station protection zones for timely inclusion in the full first alarm assignment
- ◆ Consideration of rapid and safe access to multi-directional major response routes
- ◆ Consideration of appropriate locations, given the land use issues in the surrounding environment

- ◆ Consideration of utility availability, plot size, land availability, and surrounding traffic control issues
- ◆ Consideration of historical and projected call volume (response workload) in the area under consideration using risk versus cost analysis

The process that the City of Moreno Valley utilizes when working with the Riverside County Fire Strategic Planning Bureau for determining future fire station locations include:

1. Identifying the geographic area of concern on a regional map
2. Utilizing computer response mapping software, locate a hypothetical station at or near the center of the geographic area of concern or near a major response route
3. Utilizing a realistic, safe response speed or appropriately varied response speeds, plot color-coded two-minute timed distances on all street and roads emanating from the hypothetical station spreading out from two minutes to ten minutes
4. Determine the number of responders and types of apparatus that would respond from that station for various types of calls and compare with department standards of cover for that type of area and its hazards
5. Evaluate the response time and resources that would be dispatched to fire and emergency medical aid calls for services from other stations to make-up the first alarm assignment standards of cover set by policy for that area
6. Adjust hypothetical station location, if necessary, while maintaining the station location as close to the center of that geographical area as possible to maintain equity of response times
7. Utilization of existing specific plan agreements that identify when a fire station will be built based on the development of a specific area reaching a set number of residential units or commercial/industrial square footage.

## **FIRE STATION LOCATIONS**

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The City of Moreno Valley has six fire stations with a seventh currently under construction. The locations for all seven fire stations are listed below. A map is located on the next page that identifies their locations. Additionally, a second map has been included that shows the locations where the City is in the process of acquiring land or has completed land acquisitions for future fire station locations.

**Fire Station 2  
(Sunnymead)**  
24935 Hemlock Street

**Fire Station 6  
(Towngate)**  
22250 Eucalyptus Avenue

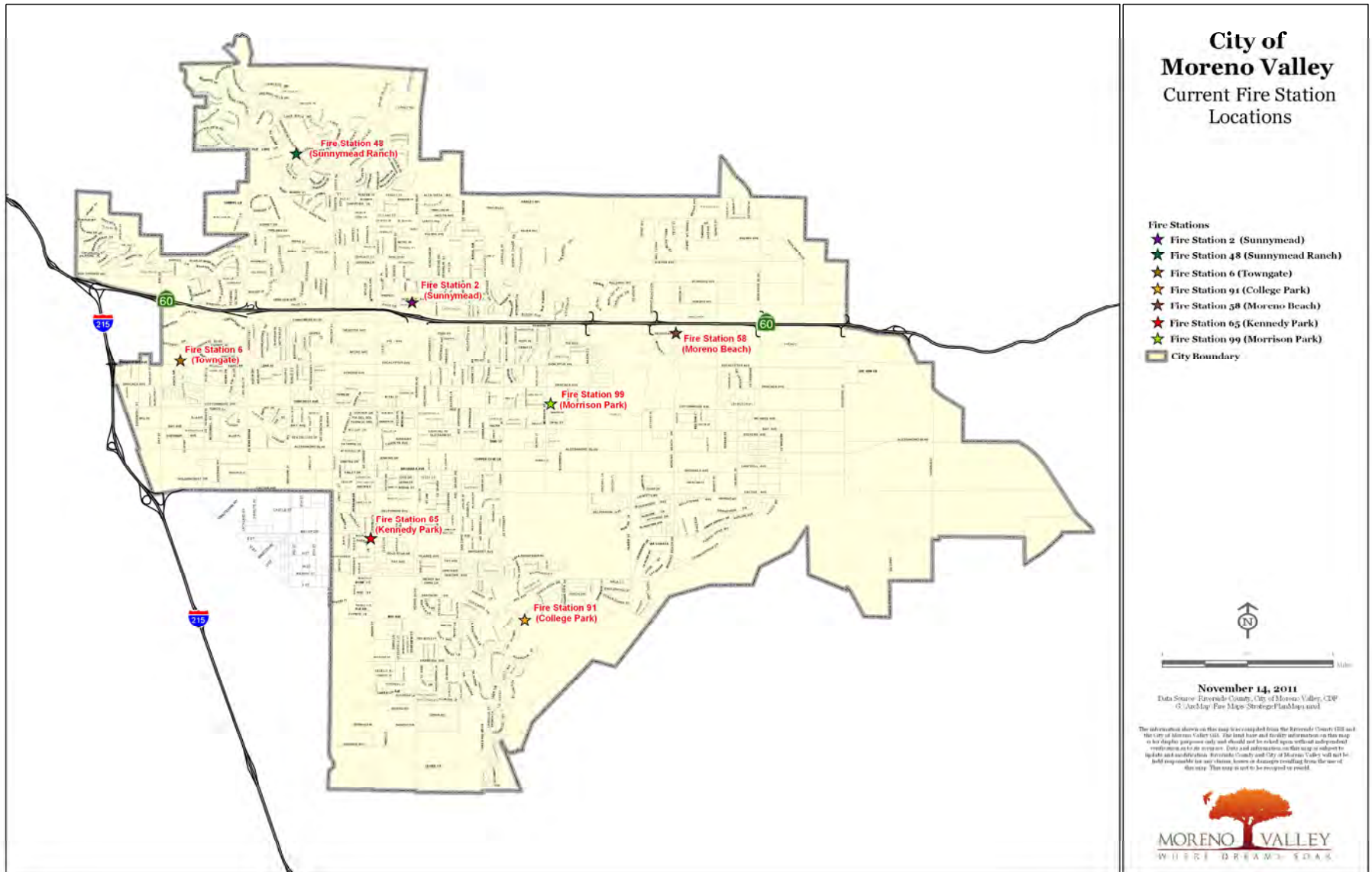
**Fire Station 48  
(Sunnymead Ranch)**  
10511 Village Road

**Fire Station 58  
(Moreno Beach)**  
28040 Eucalyptus Avenue

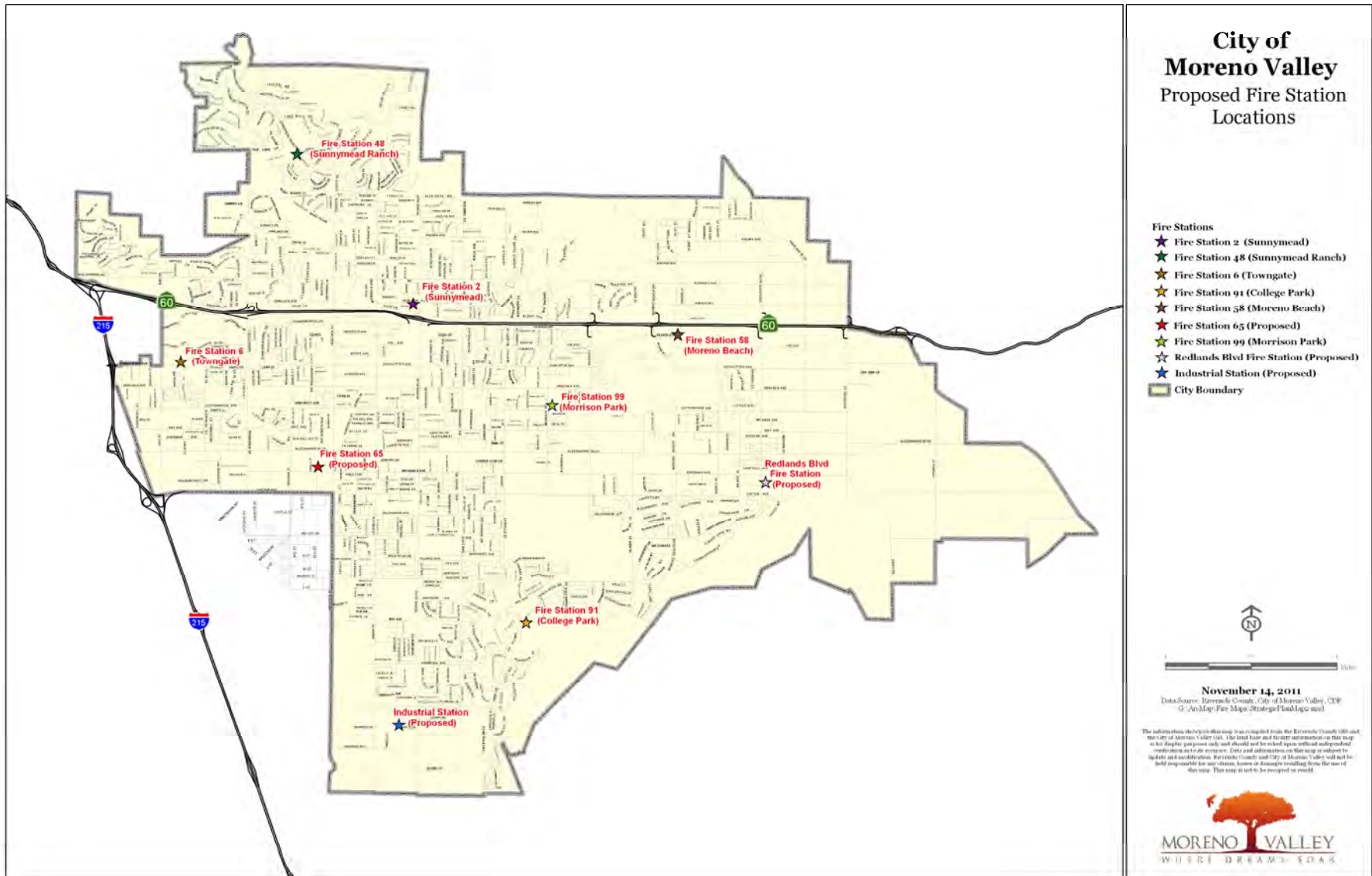
**Fire Station 65  
(Kennedy Park)**  
15111 Indian Avenue

**Fire Station 91  
(College Park)**  
16110 Laselle Street

**Fire Station 99 – Fall of 2012  
(Morrison Park)**  
13400 Morrison Street



Map 1: Current Fire Station Locations



Map 2: Proposed Fire Station Locations with Land Acquisition in Progress or Completed

## **ANNUAL CALLS FOR SERVICE**

Over the last five years the Moreno Valley Fire Department has seen an 11.1% increase in calls for service (Table 1). Through October of 2011, the City has seen a 6% increase over the same period of time for 2010 and it is anticipated that the total calls for service in 2011 will exceed 14,000.

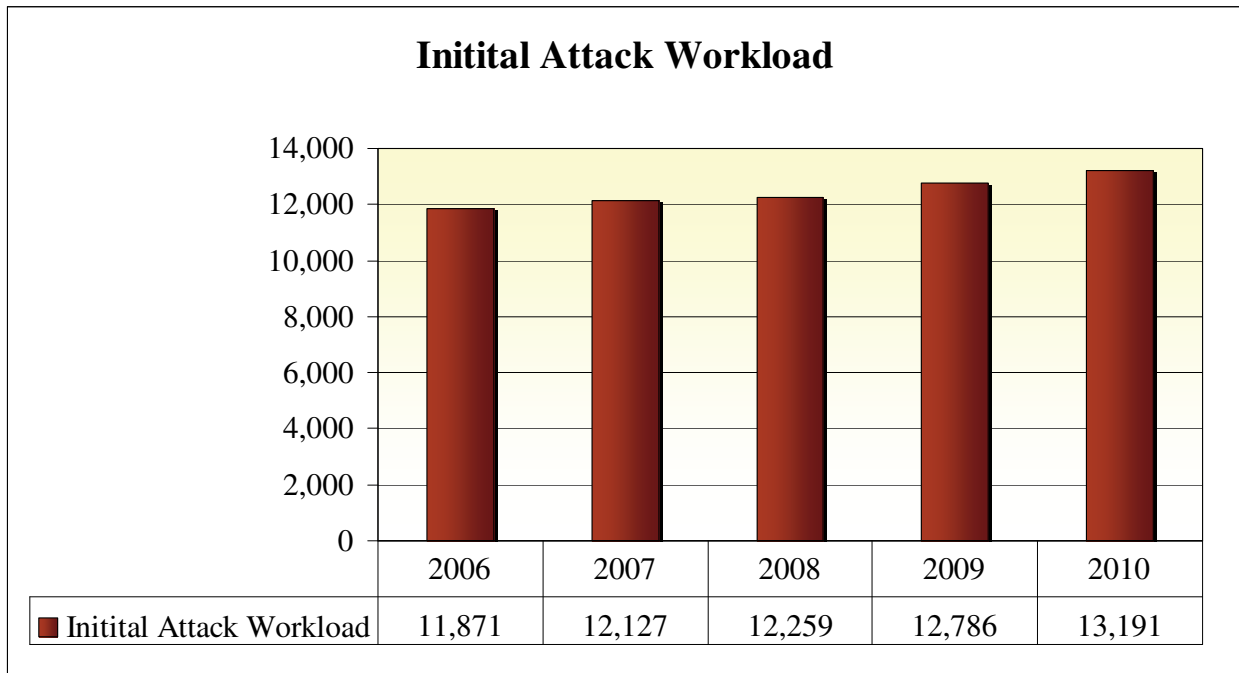


Table 1: Five Year History of Initial Attack Workload

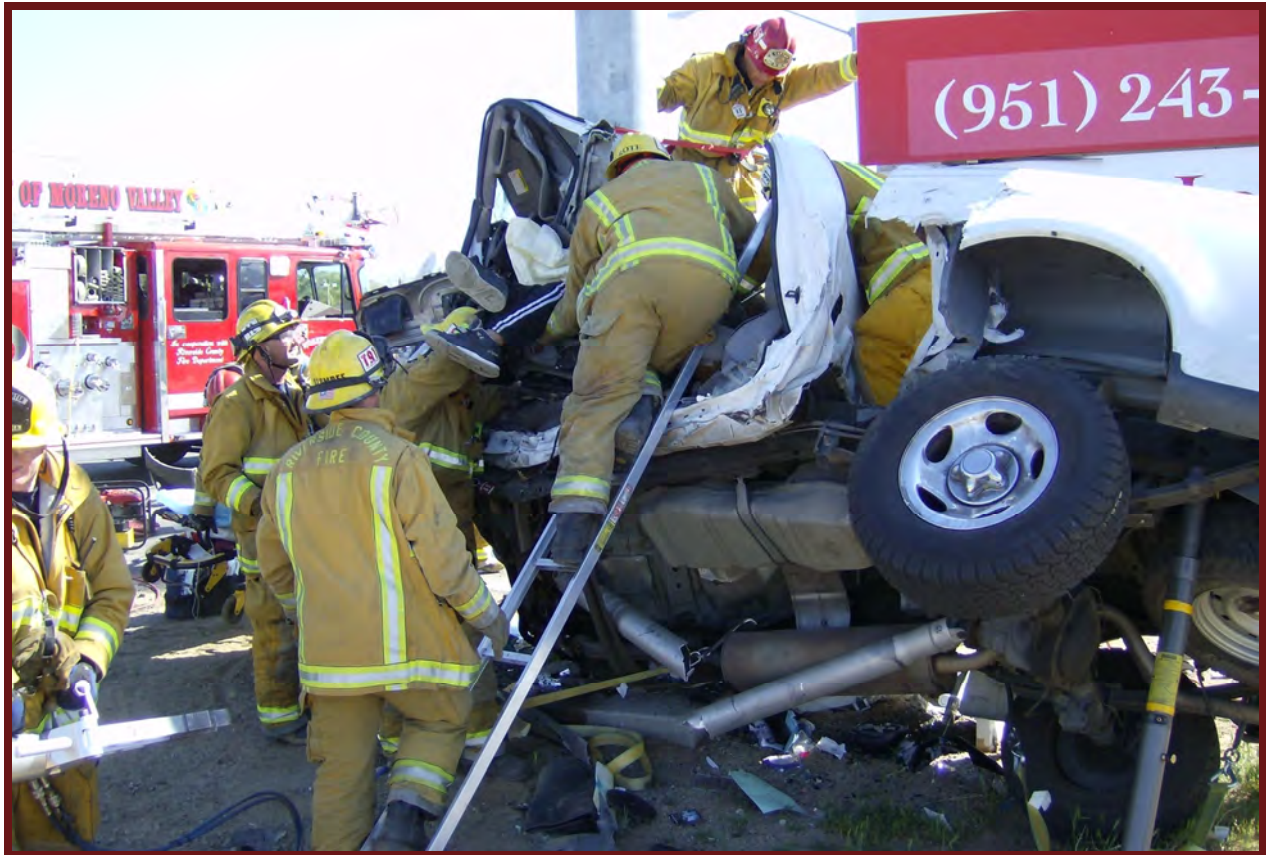
## **ORGANIZATIONAL GOALS AND OBJECTIVES**

The strategic plan for the Moreno Valley Fire Department establishes goals and objectives for Fire Operations, Fire Prevention, and the Office of Emergency Management. The Fire Chief directly oversees each division and these divisions have their own set of goals and objectives outlined below.

### **FIRE OPERATIONS**

Fire Operations is the largest division within the Moreno Valley Fire Department, consisting of 72 sworn staff and 2 non sworn staff as of December 2011. The main mission of Fire Operations is to respond to emergency calls for service from the community and provide quality emergency services while protecting the life and property of the citizens of Moreno Valley. Although responding to emergencies is the primary mission of Fire Operations, there are several support activities conducted by both the sworn and non sworn staff that are vital to the operation of the division including:

- ◆ Fire company annual business/commercial fire inspections
- ◆ Development and management of the Department budget
- ◆ Coordinating and responding to non emergency requests for Fire Department services from both the City Council Office as well as the public
- ◆ Long range planning for the Fire Department
- ◆ Applying for Assistance to Firefighters grant and other grant opportunities



### **Goal 1: Financial Management and Accountability**

Over the last several fiscal years the City of Moreno Valley has seen a reduction of \$29.8 million in General Fund revenue. As public safety is funded out of the City's General Fund, staffing reductions have been made to both the Police Department and Fire Department by City Council. As the economy slowly begins to recover in Moreno Valley it is critical that the Fire Department continues to provide the best possible service to the community while maintaining a fiscally conservative mindset.

#### **Strategies**

1. Annually review the Fire Department false alarm fee to ensure all costs are being recovered for responses to commercial and residential fire alarm calls



- a. This fee has not increased since the ordinance was initially established in 1997. Currently the fee is set at \$100 per residential fire false alarm and \$200 for a commercial fire false alarm
  - b. Propose a fee increase in FY 2012-13 to cover actual costs utilizing the Riverside County Fire model
2. Provide a five year forecast for expenditures and revenues for the Fire Department based on the current economic climate
3. Be an active, cooperative partner with Riverside County Fire/CAL Fire Cost Recovery Unit for recovering the costs associated with hazardous materials spills, negligent fire starts, and traffic accidents with an identified negligent driver
4. Review and revise staffing assumptions to provide the maximum coverage for all fire apparatus while minimizing the overall contract costs to the City
5. Apply for Assistance to Firefighters Grants for staffing, equipment, and fire safety items

### **Goal 2: Arrive On Scene within 5 Minutes of Dispatch 90% of the Time**

The Moreno Valley Fire Department strives to meet the National Fire Protection Association (NFPA) 1710 guideline for fire department responses which allows firefighters one minute to don their turnouts once an emergency call for service is received from dispatch and four minutes of drive time. A fire department is to meet this 5 minute response standard 90% of the time (see Figure 1 on page 16). By maintaining this standard response time, the Moreno Valley Fire Department can minimize deaths and injuries associated with fires; minimize the direct and indirect losses due to fires; and minimize deaths for people experiencing sudden illness, accidents, or injuries.

Response times in Moreno Valley, until January of 2008, were tracked manually by fire station personnel and were reported to fire administration. Overall, response time statistics varied from 85% to 99% compliance with this goal depending on the time of year and the fire station. The manual process of tracking response times was discontinued when Riverside County Fire began a transition process in 2008 to track response times utilizing mobile data computers. This has been part of the Public Safety Enterprise Communication Project, also known as PSEC, which should be completed in early 2012. PSEC will enhance communication capabilities, data transmissions, and radio interoperability for both Riverside County Fire and the Riverside County Sheriff's Department. Information on response times will once again be available to the City when the system becomes fully operational.

### **Strategies**

1. Review response times on a monthly basis beginning in 2012 to ensure this goal is being met
2. Evaluate current and future fire station locations with Riverside County Strategic Planning to ensure proper locations are selected for new fire stations so the NFPA 1710 response time standard can be met

3. Review staffing assumptions to ensure the appropriate amount of equipment is adequately staffed to respond to emergency calls for service, including a potential shift to paramedic rescue squads as discussed on page 29.
4. Support Riverside County Fire’s efforts as they perform system upgrades to an emergency fire dispatch system that will allow them to dispatch and/or reroute the closest available unit for an emergency call for service
5. Support the City’s Public Works Department with traffic mitigation efforts during peak hours of travel



Figure 1: NFPA Response Timeline Recommendations for Career Firefighters

**Goal 3: Reduce the Risk of Fire to Residents through Prevention Campaigns and Mitigation Efforts**

The best method for reducing fire fatalities and property loss is through fire prevention and public education initiatives. Public fire safety education initiatives play a major role in the prevention of fires. Public fire safety education through educational programs for schools, businesses, and civic associations have significantly reduced the numbers of fires in the community and have reduced the number of deaths and injuries associated with home fires.

### **Strategies**

1. Coordinate with Riverside County Fire Department's Public Information Officers to:
  - a. Continue to provide educational programs, such as the 9-1-1 for Kids program, to the community
  - b. Submit articles on fire safety, flood safety, and disaster preparedness for inclusion in the City's monthly "e-newsletter" *City Link*
  - c. Coordinate with the City's Media and Communication Division to post press releases from Riverside County Fire on the City's website when they contain information pertinent to City residents
2. Coordinate with Riverside County Fire Department's Public Information Officers and the City's Media and Communication Division to have public service announcements air on the City's government access channel MVTV-3 and develop new program content to address specific fire safety and disaster preparedness needs in the community
3. Continue to support fire personnel participation in fire safety education for school age children
4. Enhance the Moreno Valley Fire Department website with more fire safety and disaster preparedness information

### **Goal 4: Maintain a Strong Partnership with Riverside County Fire Department**

The City of Moreno Valley has contracted with Riverside County Fire for fire protection services since 1984. Through open dialogue with the County, the City has expanded its services since incorporation to include municipal staffing and the addition of paramedic firefighters to all fire engine companies. It is important that the City maintains an open relationship to ensure that the City is receiving cost effective, quality fire protection services. The contract the City maintains with the County allows the City to provide excellent fire protection services and advance life support care at a cost savings to the City.

### **Strategies**

1. Actively participate in all quarterly Contract Partners meetings with Riverside County Fire
2. Participate in subcommittees associated with cost allocation planning for fire protection services
3. Provide feedback on services, costs and other issues of concerns to the Riverside County Fire Chief and his staff
4. Review cost allocation plan and quarterly billing statements for transparency

### **Goal 5: Ensure Fire Administration Staffing is Sufficient for the Needs of the Department**

To properly oversee Fire Operations it is important to both increase and enhance staffing in Fire Administration to ensure there is quality assurance oversight for the paramedic program as well as sufficient administrative staff to support the Fire Chief, two Battalion Chiefs, and in the future an Administrative Battalion Chief. The Fire Department, which consists of Fire Operations, Fire

Prevention, and the Office of Emergency Management, consists of 69 firefighter personnel, three chief officers, and nine City personnel for a total of 81 employees. The increase and enhancement of administrative staffing is necessary in order to ensure appropriate span of control is maintained, workloads are manageable, and job titles/descriptions are in line with the type of work being performed.

### Strategies

1. Reestablish the Administrative Battalion Chief position to oversee personnel issues, schedule training, and provide leadership when the Fire Chief is unavailable
2. Reestablish the Emergency Medical Services (EMS) Captain to directly oversee the QA/QI of the City's paramedic program
3. Reclassify the Office Assistant position in Fire Administration to a Senior Administrative Assistant to provide improved administrative support for the Fire Chief, Battalion Chiefs, and EMS Captain
4. Reclassify the Management Assistant position to a Management Analyst position due to the type of work being performed in support of the Fire Chief
5. Consider adding two Battalion Chiefs when the City begins construction on an 8<sup>th</sup> fire station

## FIRE PREVENTION

The Fire Marshal, under direction of the Fire Chief, manages the Fire Prevention Bureau. The Fire Prevention Bureau conducts fire and life safety inspections as well as plan reviews for new construction, existing buildings, and special events. The Bureau also oversees the City's Hazard Abatement Program and Multi-Family Residential Inspection Program to ensure multi-housing units receive state mandated annual inspections.

Fire Prevention is the second largest division of the Fire Department consisting of five non-sworn full time personnel and six non-sworn part time personnel. The division also has five defunded positions due to budget constraints.

### Goal 1: Fiscal Sustainability

A brief overview of the fees charged for plan review and inspection of new development, existing construction, and hazard abatement shows that the City does not recover 100% of the costs associated with providing the staff and materials for these programs. As state legislation allows the City to recover all costs associated with providing these services, the Fire Department will continue to review the costs associated with performing these services and increase fees where appropriate.

### Strategies

1. Examine cost recovery options that would lead to a cost neutral business model
2. Review fire fees to ensure appropriate cost recovery for services provided

3. Establish an appropriate fee schedule for the Multi-Family Residential Inspection Program

### **Goal 2: Ensure All Business and Commercial Occupancies Receive Annual Fire and Life Safety Inspections**

Both Fire Prevention and Fire Operations perform annual fire and life safety inspections on business and commercial occupancies in Moreno Valley, however, not all of these occupancies receive an annual inspection. Currently, Fire Prevention is conducting a windshield survey to capture 100% of the businesses in Moreno Valley that are required to have annual fire and life safety inspections, including multi-family residential complexes.

#### **Strategies**

1. Complete the windshield survey to create a database that captures every business and commercial occupancy in the City
2. Ensure each occupancy that is required to have an annual fire and life safety inspection is assigned to a Fire Prevention Technician, Fire Prevention Inspector, or Fire Engine Company each year
3. Examine the use of new technology applications, such as iPad based inspection software, in order to automate inspection process, scheduling, and data entry

### **Goal 3: Perform Hazard Abatement Inspections Bi-Annually**

The Fire Prevention Bureau conducts a hazard abatement inspection program on all vacant parcels of land in Moreno Valley on an annual basis. This process begins in the spring and concludes in the early summer. Typically, due to the climate conditions that exist in Moreno Valley, regrowth of grasses and tumbleweeds occur in early fall. Due to budget constraints, the Fire Prevention Bureau addresses the fall hazard abatement program on a case by case basis rather than performing a comprehensive, proactive city wide inspection program.

#### **Strategies**

1. Establish a Fall season hazard abatement program to address the accumulation of tumbleweeds and regrowth of vegetation from the Spring hazard mitigation efforts

### **Goal 4: Provide Efficient Plan Review**

The Fire Prevention Bureau currently utilizes a 3<sup>rd</sup> party consultant to review all technical plans submitted to the City. All non-technical site review plans are reviewed by the City's Fire Safety Specialist. The Fire Prevention Bureau is examining a variety of measures to improve customer service including decreasing the turn-around times for initial review as well as evaluating the current fee schedule. The Fire Prevention Bureau is also investigating the utilization of electronic plan check submittal as an avenue for improving customer service.

### **Strategies**

1. Examine methods for improving the Bureau's efficiency in reviewing building plans, such as electronic plan review and web based plan submittals
2. Develop an "Over the Counter" plan review pilot program for reviewing non-technical plans in order to reduce plan check turnaround times and decrease the cost to the customer

### **Goal 5: Evaluate Management Structure and Career Advancement within the Bureau**

The Fire Marshal oversees five full time staff members and six part time staff. Over the last three years the Fire Prevention Bureau has been assigned the City's Hazard Abatement program and has recently implemented an inspection program to ensure every multi-family residential housing unit is inspected annually in accordance with state law. In order to improve supervision of field staff, the Fire Prevention Bureau has identified the need to re-establish the Deputy Fire Marshal position. Additionally, in order to promote staff from within the Bureau, the Fire Marshal will identify training opportunities for staff to improve their qualifications for career advancement.

### **Strategies**

1. Identify a revenue stream to re-establish funding for the Deputy Fire Marshal position
2. Develop a level of succession to meet the needs of the Bureau

## **OFFICE OF EMERGENCY MANAGEMENT**

The Fire Department's Office of Emergency Management is responsible for minimizing the impact of natural and man-made disasters by establishing readiness through city-wide prevention, preparedness, response, recovery and mitigation. This includes coordinating and conducting drills for the City's Emergency Operations Center (EOC) as well as providing a wide variety of training to both employees including Community Emergency Response Team (CERT) training, Terrorism Awareness training, and emergency preparedness training.

As part of the Moreno Valley Fire Department, and hence the Riverside County Fire Department, it is critical that the City's Office of Emergency Management collaborates projects, emergency management grants, emergency management exercises, and the management of declared local disasters with the Riverside County Fire Department Office of Emergency Services. Having an integrated, cooperative approach for addressing regional disasters benefits the community as resources can be allocated to areas where they are most critically needed during a major incident.

### **Goal 1: Provide Training to Employees and Citizens**

Unfortunately, disasters take place all the time around the United States and the world. These can be naturally occurring disasters such as hurricanes, floods, wildfires, and tornados, or they can be man-made events such as terrorism attacks. It is very important that all City employees are

trained in their roles and responsibilities as disaster service workers and, even more importantly, that the citizens of Moreno Valley are trained so they are better able to provide for themselves and their families after a major event.

### Strategies

1. Continue to conduct 2 ½ day Federal Emergency Management Agency (FEMA) CERT training a minimum of four times a year
2. Continue to provide emergency preparedness outreach activities to the community and utilize Riverside County Fire Office of Emergency Services as an additional training resource
3. Evaluate reinstating the City's CPR and First Aid program as cost neutral, alternative funding sources are identified
4. Work with the Riverside County Fire Public Information Officer and the City's Media & Community Division to have Earthquake Preparedness videos presented on the City's Government Access Channel, MVTV-3, as well as to place relevant emergency preparedness information on the City's website
5. Define priorities, develop and implement a five year emergency management exercise program
6. Utilize resources from the Riverside County Fire Office of Emergency Services to provide National Incident Management System (NIMS) training requirements
7. Continue NIMS training of City employees
8. Coordinate and manage citizen sworn disaster service workers

### Goal 2: Incorporate Federal and State Legal Mandates and Standards into City Emergency Management Strategies

The Robert T. Stafford Disaster Relief and Emergency Assistance Act is a federal law designed to bring an orderly and systemic means of federal disaster assistance to state and local governments to assist them in carrying out their responsibilities to aid citizens. Congress' intention was to encourage states and local governments to develop comprehensive disaster preparedness plans, prepare for better intergovernmental coordination, and provide federal assistance programs for losses due to a disaster. There are several other pieces of legislation, such as the Emergency Services Act of 2006, that place mandates on local governments to ensure that local areas are prepared to respond to an emergency effectively and proficiently.

### Strategies

1. Utilize the NIMS Capability Assessment Tool (NIMSCAST) process in developing NIMS compliance
2. In coordination with the Riverside County Fire Office of Emergency Services and the California Emergency Management Agency (Cal EMA), complete NIMS resource typing and credentialing requirements
3. Update the City's Emergency Action Plan
4. Update the City's Local Hazard Mitigation Plan for submittal to FEMA by October 2016

5. Maintain an effective Emergency Operations Plan (EOP) consistent with local needs as well as state and national requirements

### **Goal 3: Continually Improve Emergency Operations Center (EOC) Functions and Capabilities Based on a Comprehensive Assessment**

In order for the City to quickly and effectively manage any disaster it is essential to continually evaluate and improve the EOC to ensure it is in a constant state of readiness and to provide appropriate training to City staff.

#### **Strategies**

1. Improve and test EOC Standard Operating Procedures
2. Train EOC staff on updated protocols
3. Build personnel depth in EOC functional areas
4. Maintain and test City emergency management equipment and supplies to ensure the City remains in a constant state of readiness

### **Goal 4: Manage FEMA and State Disaster Recovery Projects to Ensure Timely Completion of Required Documentation**

Large disasters such as Hurricane Katrina, the Loma Prieta Earthquake and the Northridge Earthquake have a major impact on local residents, the government, and the impacted areas' economic activity and base. The City of Moreno Valley expends resources in preparing for, responding to, and recovering from a disaster event. As an event progresses from preparatory activities to response activities to post event recovery, it is critical that the City maintains appropriate records to ensure that Moreno Valley can successfully recover costs associated with the disaster from federal and state disaster assistance programs. Appropriate documentation will also prepare the City to apply for future Hazard Mitigation Grants from the federal government.

#### **Strategies**

1. Coordinate with departments to provide accurate information for Preliminary Damage Assessment and appropriate documentation for Project Worksheets
2. Complete close out documentation and coordinate a FEMA review of completed projects

### **Goal 5: Maintain Effective Coordination and Partnerships with Local, Regional, and State Agencies**

Maintaining and strengthening the City's relationships with various local, regional, and state agencies is vital to effectively coordinating emergency responses during disasters. The ability to interact with other jurisdictions, jointly perform emergency management exercises, and discuss regional response scenarios is vital to ensuring that not only do the citizens of Moreno Valley



receive assistance during a major disaster but also that the region receives assistance where it is most critically needed. More importantly, the City's Office of Emergency Management will need to work closely with the Riverside County Fire Office of Emergency Services to ensure preparedness activities as well as disaster responses are more regional in concept and in application.

### Strategies

1. Participate in operational area, regional, and strategic planning activities
2. Provide feedback and participate in coordinated multi-jurisdictional/multi-agency exercises
3. Coordinate emergency response preparedness, exercises, and other activities with Riverside County Fire Office of Emergency Services, Riverside County operational area agencies, Cal EMA, and other local and regional stakeholders such as the school districts, hospitals, and March Air Reserve Base

## **FIRE FACILITY AND EQUIPMENT MASTER PLAN**

Evaluating the existing and future infrastructure requirements for the Moreno Valley Fire Department is vital to ensuring the safety and protection of lives and property for the citizens of Moreno Valley. Having the appropriate facilities and equipment available are critical to the effective operation of the Moreno Valley Fire Department. As part of this strategic plan, the Fire Department is providing a ten year master plan for fire department facilities, equipment needs, and the importance of traffic mitigation.

### **FIRE FACILITIES**

The Moreno Valley Fire Department participates in the City's Capital Improvement Project (CIP) budget each fiscal year. This budget identifies the fire facilities that are to be constructed in the next five fiscal years as well as future fire station locations and CIP needs (see Table 2 on page 24). Due to the size of Moreno Valley and the projected population at build out it is estimated that the City will need to plan for the construction of a total of 12-13 fire stations with a possible 14<sup>th</sup> fire station as an in fill fire station. The exact locations for all the necessary fire stations to provide adequate fire and medical aid responses to Moreno Valley residents and businesses will be determined utilizing the fire station methodology on page 8. The Fire Department has already identified the exact locations for the eighth and ninth fire stations which are located on the map on page 11.

In addition to building new facilities in accordance with the fire station methodology illustrated on page 8, the Fire Department needs to maintain its existing facilities as each fire station is expected to have a 50 year life span. This requires fire station personnel to continue to maintain these facilities at their current levels and to work with the Facilities & Maintenance Division to ensure the appropriate preventive maintenance work is being performed on the buildings.

The two oldest fire stations in Moreno Valley, Fire Station 48 and Fire Station 65, were built in the mid 1980's. Fire Station 65 is slated to be relocated in the next five to ten years as the southern area of the City continues to grow. Due to the construction of warehousing and distribution centers in that region of Moreno Valley, the Fire Department will need to build the Industrial Fire Station to provide adequate fire and emergency medical response coverage to that area. In order to maintain appropriate response times and emergency response coverage in the City, Fire Station 65 will need to be relocated northwest from its current location to accommodate the emergency response area of the Industrial Fire Station.

<b>Description of Project</b>	<b>Projected Fiscal Year to Begin</b>	<b>Estimated Cost</b>
Morrison Park Fire Station, Fire Station #99	FY 2010-11	\$5,925,460
Remodel Fire Station 48	FY 2013-14	\$4,173,000*
Relocation of Fire Station 65 (Note land acquisition occurred in FY 2011-12)	FY 2015-16 and Beyond	\$7,540,000
Redlands Boulevard Fire Station (Note land acquisition occurred in FY 2011-12)	FY 2015-16 and Beyond	\$7,640,000
Industrial Fire Station with Training Tower (Note land acquisition occurred in FY 2011-12)	FY 2015-16 and Beyond	\$8,350,000
Public Safety Conversion – Includes Expansion of Fire Administration	FY 2015-16 and Beyond	\$107,639,939
Cottonwood Park Fire Station – Infill Fire Station	FY 2015-16 and Beyond	\$6,760,000
Fire Station (Future) Land Acquisition	FY 2015-16 and Beyond	\$739,000
Gilman Station (Future)	FY 2015-16 and Beyond	\$6,500,000
Northeast Station (Future)	FY 2015-16 and Beyond	\$6,500,000
Fire Station 6 Storage Shed	FY 2015-16 and Beyond	\$150,000
<b>Total Estimated CIP Costs</b>		<b>\$161,917,399</b>

Table 2: Fire Department Capital Improvement Projects as Listed in the FY 2011-12 CIP Book

\*Cost for the Fire Station 48 remodel is being reevaluated for the FY 2012-13 CIP

The current CIP proposes a major remodel/renovation of Fire Station 48 in FY 2013-2014 to extend the life span of the current facility. This remodel would include bathroom renovations to comply with ADA requirements; semi-privatization of sleeping quarters for privacy and modesty; kitchen renovations; and construction of an exercise room. A funding source for this project has yet to be identified.

## **FIRE APPARATUS**

The Moreno Valley Fire Department currently has six fire stations staffed by six fire engines and two aerial apparatus (also known as truck companies) that respond to emergency calls for service

such as fires, medical emergencies, traffic accidents natural and manmade disasters, hazardous materials incidents, and rescue emergencies. A seventh fire station is slated to open in October of 2012 and will minimally be staffed with a fire engine.

Fire engines provide the initial response to any request for emergency service. These fire apparatus are staffed with paramedic firefighters to provide advance life support care for any medical emergency. Additionally, when responding to a fire, their primary responsibilities include laying water supply lines; locating, accessing, and extinguishing the fire; search and rescue if no truck company is available; and assisting in the overhaul and salvage. Truck companies provide search and rescue; forcible entry; a rapid intervention crew (RIC) in case of a building collapse; ventilation of smoke and hot gases; aerial water application; staffing to augment the engine company compliment; and provide backup response to emergency calls for service when engine companies are committed elsewhere.

Truck company personnel are trained to a higher level than fire engine personnel due to the nature of the calls they respond to. These incidents include swift water rescue, low angle rescue, high rise incidents, wide rise incidents, confined space rescue, and trench rescues. Truck companies also carry equipment not normally located on a fire engine. This equipment includes heavy rescue equipment, confined space rescue equipment, low angle rescue equipment, auto extrication equipment (Jaws of Life), a variety of ground ladders, smoke removal fans, and large water delivery appliances.

On an initial report of a fire there is an automatic dispatch of three fire engines, one truck company, and one Battalion Chief for a total of 13 personnel. When the fire is confirmed to be a working fire, there are two additional units dispatched providing a minimum of 19 fire personnel on scene per Riverside County Fire Department Policy which results in a total of 6 fire apparatus and one Chief Officer committed to the incident. This leaves a total of two fire apparatus available for dispatch in the City until Riverside County Fire is able to move up additional fire apparatus from neighboring jurisdictions to cover the City's vacant stations. This process could take up to 30 minutes, and not every vacant station in the City would be covered by the County or other local agencies.

The City participates in a cooperative, regionalized fire and rescue delivery system with the Riverside County Fire Department through the fire services contract the City has with the County. As part of this regionalized system, additional resources are available from the County and surrounding jurisdictions to Moreno Valley when there is an emergency in the City that is utilizing a majority of the City's resources. This allows some of the City's vacant fire stations to be staffed with fire apparatus from surrounding cities or from the County. Conversely, the City provides fire apparatus to local jurisdictions when they are experiencing either a major incident, or a series of incidents, that has left very few, if any, fire resources available for dispatch in that area. Through the Master Mutual Aid Agreement, the City is obligated to provide fire apparatus to other jurisdictions to assist in handling emergency calls for service, just as those jurisdictions are obligated to provide resources to the City.

As future fire stations are constructed to address new residential, commercial, and industrial development the Fire Chief will need to evaluate what existing fire stations and apparatus can

service the newly developed areas. This includes considering the ability to provide an emergency response into the new planning area within 5 minutes of receiving a dispatch from the Emergency Command Center and the ability to have an aerial apparatus on scene within 8 minutes of dispatch for any reported fires.

As new specific plans are submitted for the developing areas on the east end of Moreno Valley the Fire Department will need to consider what types of occupancies will be built; square footage of any commercial or industrial complexes, the number of new residential complexes that will be built; development of the roads servicing the area; and population increases in that area in order to appropriately staff any existing fire station or new fire station. This information will be utilized to determine what type(s) of fire apparatus will need to be purchased in order to provide adequate fire protection and emergency medical services to the new development area. The table below shows recommended first alarm responses for fires at high-hazard, medium-hazard, and low-hazard occupancies.

### **TRAFFIC MITIGATION**

Traffic is, and will continue to be, an issue in the City of Moreno Valley. Traffic affects the safety of both firefighters and citizens in the community as well as response times to emergency calls for service and increases equipment wear. A recently published study by the United States Fire Administration, and the Department of Homeland Security, reported that since 1984 the percent of firefighter fatalities attributable to vehicle accidents has ranged annually from 20% to 25%. The same study discussed the importance of controlling traffic flow through an intersection to ensure the safety of the emergency responders as this is when emergency vehicles are most likely to be involved in an accident.

The City currently has 172 active traffic signals. Forty-two of these traffic signals have an emergency vehicle preemption system installed on them so that when an emergency vehicle equipped with a transponder can trigger a traffic signal to either remain green or turn a red light to green so that an emergency vehicle can traverse a signalized intersection with the right of way.

On December 6, 2011 the City's Public Works Department began the process to retrofit 115 intersections with an emergency vehicle preemption system, known as Opticom. It is estimated that this project will be completed in June 2012. Once the installation is complete, the Public Works Department will then budget funding to install Opticom at the remaining 15 intersections. At the direction of City Council, all new signalized intersections will have Opticom installed so that the City will have 100% of its signalized intersections covered by an emergency vehicle preemption system. This will vastly increase the safety to firefighters, the community, and reduce response times.

### **EMERGENCY MEDICAL DISPATCH**

Emergency medical dispatch (EMD) is a recognized structured system used to determine the nature and severity of a medical problem, prioritize it so the appropriate level of Emergency Medical Services is dispatched safely, and provides the caller with instructions on how to assist

the patient until emergency medical services arrive. The system also allows dispatchers, based on a set of protocol and answers obtained from the caller, to triage emergency calls for service and dispatch a tiered level of emergency response. This reduces the risk to firefighters when responding to emergencies and also keeps units available for more urgent calls for service.

Dispatchers are the primary link between the public, who are in need of emergency medical care, and firefighters/ambulance personnel who can provide the required level of medical care. Dispatchers who utilize emergency medical dispatch protocols can assist with the immediate implementation of CPR, airway maintenance, hemorrhage control, emergency birthing instructions for women in labor, c-spine precautions, treatments for heat related or cold related emergencies, and auto injectors (Epi-pens) for allergic reactions.

Not all Public Safety Answering Points (PSAP) provide this service. In Riverside County only the cities of Riverside and Corona provide this service. In 2012, the Riverside County Fire Department Emergency Command Center will begin instituting several of the protocols associated with EMD. Riverside County will then look at utilizing EMD as a way to triage calls for service in order to dispatch the appropriate level of medical care, allowing fire apparatus to remain ready for emergency calls that may be more serious in nature. This system may also be used for coordinating a tiered level of response to fires.

## **FUTURE CONSIDERATIONS**

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The goal of any strategic plan is to map out the future direction for the Fire Department. Over the next ten years there will be items that will need to be discussed with the Riverside County Fire Department and with City Council in order to better serve the needs of the community and the needs of firefighting personnel. These items include:

- ◆ Construction of a training/drill tower
- ◆ Four person staffing
- ◆ Paramedic squads
- ◆ Dividing the City into two battalions
- ◆ Riverside County Fire Department fire apparatus lease program

## **CONSTRUCTION OF A TRAINING/DRILL TOWER**

The Ben Clark Training Center, located at 16791 Davis Avenue in Riverside, is a regional training center for both law enforcement agencies and fire departments. The drill tower at this location is a regional training tower serving not only the Riverside County Fire Department but also the students at Moreno Valley College.

When utilizing the training tower, three fire apparatus are out of service in the City due to the distance they would need to travel from the Ben Clark Training Center back to Moreno Valley to respond to an emergency call for service. A local training tower would allow fire apparatus to stay within the city limits of Moreno Valley for multi-company training and be available to respond to emergencies.

Furthermore, training could be scheduled more frequently for City personnel. Being able to drill on a daily or weekly basis is an important component of building an effective and efficient fire ground operation for when a fire emergency occurs. The main benefit to being able to train more frequently for high rise emergencies is that it raises the level of safety for fire personnel. Additionally, they are able to provide a more organized response to high hazard incidents which can ultimately affect the outcome of the emergency situation.

Having a training tower located in Moreno Valley has been recognized in the City's Capital Improvement Project (CIP) budget since 1992 when the Fire Chief at the time requested its construction as part of the ten year CIP with construction to begin in Fiscal Year 1998-99. Due to financial considerations, and the size of property that would need to be purchased to accommodate a joint fire station and drill tower, the fire department has continuously deferred this project. However, with the pending land acquisition in the south end of the City of 4.78 acres, there is now not only the appropriate land size available but also the location is ideal as it is not near a residential development. The fire station and drill tower will be constructed shortly after Fiscal Year 2015-16.

### **FOUR PERSON STAFFING**

A landmark study released by the National Institute of Standards and Technology (NIST) released in 2010 confirms that the size of fire fighting crews has a substantial effect on the fire service's ability to protect lives and property in residential fires. Conducted by a broad coalition in the scientific, fire fighting and public safety communities, the study results found that four person fire fighting crews were able to complete 22 essential fire fighting and rescue tasks in a typical residential structure 30% faster than two person crews and 25% faster than three person crews. This study was the first to quantify the effects of crew sizes and arrival times on the fire service's lifesaving and fire fighting operations.

Additionally, the Fire Department is subject to the Federal Regulation 1910.134 issued by the U.S. Department of Labor, Occupational Safety and Health Administration (OSHA) which requires two firefighters to enter a burning building together and two firefighters to be outside the building who are able to render immediate assistance should a rescue need to be made. This is commonly called the "two in/two out" rule. As the City staffs all fire engines with three fire personnel and the truck companies with four fire personnel, the engine is oftentimes waiting for the arrival of another fire apparatus in order to safely enter a burning building. The impact of not having essential equipment on scene in a timely manner could lead to an increase in the amount of property loss due to fires and potentially increase the loss of life should anyone be trapped inside. There is also an inherent risk to the firefighters the longer it takes to initiate an interior fire attack due to flashover conditions typically developing within 8 minutes of the start of a fire.

While the Fire Department desires to have four person staffing on all fire apparatus to increase the effectiveness of fire fighting operations it is unlikely that this will occur in the next five to ten years due to the economic situation in Moreno Valley and the cost associated with increasing staffing from three fire personnel on a fire engine to four. Utilizing information from the City's

contract with Riverside County Fire for Fiscal Year 2011-12, the cost per engine company per year would be \$419,972 to add an additional firefighter or a total of \$2,939,804 when accounting for the six fire engines the City currently staffs and the seventh fire engine that will be staffed when the Morrison Park Fire Station opens in 2012.

The City will need to consider the importance of increasing staffing to four person fire engine crews versus the importance of opening additional fire stations as calls for service increase due commercial and industrial buildings being constructed and population growth. With the approximate operating costs for a three person staffed engine company at \$1.1 million a year, in theory, the City could staff two fire engines at two new fire stations with the savings from having three person staffed engine companies versus four person staffed engine companies. The Fire Chief is estimating the City will need to build its next two fire stations within the next eight years given the projected population growth and increase in commercial development for Moreno Valley.

The Fire Chief does recommend that the City, and specifically City Council, be aware of the importance of staffing fire engines with four fire personnel versus three and consider upgrading to four person staffing as economic conditions permit. The Fire Chief will work with the City to determine a way to balance the need to increase staffing to four person fire engine companies with the need to open new fire stations. One possibility for meeting the need to increase staffing for safer fire ground operations is presented in the Paramedic Squad section below.

### **PARAMEDIC SQUADS**

The City's six fire engines are staffed with firefighter paramedics who provide advance medical care for medical emergencies and trauma. As calls for service continue to increase in the City of Moreno Valley, the Fire Chief will need to consider adding additional fire emergency response units to the existing fire stations in order to provide adequate personnel and equipment for emergency responses. As 84.4% of the Fire Department's emergency calls for service are for medical emergencies it is possible that the additional equipment would consist of a paramedic squad in lieu of a fire engine or fire truck.

One advantage to a paramedic squad is that it will allow for a tiered level of response for both medical and fire emergencies as discussed in the Emergency Medical Dispatch section of this strategic plan. The paramedic squads will also provide additional coverage at the busier fire stations for medical responses requiring advance life support and will provide more staffing for fire ground operations. Finally, there is a cost savings to both purchasing and staffing a paramedic squad. The cost for a paramedic rescue squad and its equipment is \$92,907, which is over \$400,000 less than the cost of a paramedic fire engine. Additionally, a squad is staffed with two Firefighter Paramedic personnel versus a fire engine that is staffed with one Fire Captain, one Fire Apparatus Engineer, and one Firefighter Paramedic. The cost for two Firefighter Paramedic personnel to cover the paramedic rescue squad seven days a week is estimated at \$625,000, which is a 52% savings in personnel costs versus a paramedic fire engine which is approximately \$1.2 million a year.

## **DIVIDING THE CITY INTO TWO BATTALIONS**

The Moreno Valley Fire Department's Battalion Chiefs are responsible for the management of the City's six fire stations and 69 firefighting personnel, with one Battalion Chief on duty at all times. With the level of emergency activity in a city as large and complex as Moreno Valley, when the Morrison Park Fire Station opens in October 2012, the Fire Department will be at its upper most limit for reasonable efficiency expectations for a single battalion with only two Battalion Chiefs supervising field staff.

In order to provide appropriate supervision to field staff, accomplish administrative tasks, and respond to emergency calls for service, the Fire Chief will need to consider splitting the City into two battalions and adding two additional Battalion Chiefs when construction begins on an 8<sup>th</sup> fire station as the span of control for two Battalion Chiefs will be exceeded when the fire station opens and additional personnel are added. Battalion Chiefs ensure that fire stations are maintained, schedule personnel for training, investigate complaints from the public, and a variety of other administrative tasks in addition to providing operational expertise on the fire grounds. As the number of personnel and fire stations are expanded, the Fire Department need to hire additional Battalion Chiefs to ensure that the myriad of administrative tasks assigned to Battalion Chiefs as well as supervision of employees can be accomplished in an efficient and effective manner.

## **RIVERSIDE COUNTY FIRE APPARATUS LEASE PROGRAM**

The City of Moreno Valley currently owns three of the six fire engines present in the City as well as the two 100' aerial ladder companies and one 75' quint that is a reserve ladder truck. The cost to purchase and equip a fire engine is estimated at \$545,000 and is depreciated over 10 years. In order to cover the replacement cost of the fire engine, the City's Finance department charges the Fire Department an amount equal to the purchase price of the fire engine and its equipment divided by ten each fiscal year. Currently, this would be \$54,500 per year for a new fire engine. The vehicle equipment replacement account allows the Fire Department to replace vehicles as needed once they have reached the end of their useful life span.

Three of the City's fire engines are leased from the County of Riverside at a cost of \$19,200 per year per vehicle and includes preventive maintenance as well as the cost of both minor and major vehicle repairs. If the City was to transfer the title of the City owned fire engines to the County, the City would save \$35,300 each year in vehicle replacement costs. Additionally, the City would save money on the repair of City owned fire engines as the City currently budgets money for any repair that exceeds \$5,000. Should an expensive item such as a transmission or axle break on a fire engine the City would need to pay for the cost of the repair. For any leased fire engine the County is responsible for the maintenance of the vehicle and all vehicle repair work. This is a major benefit to the City as the Fire Department would no longer need to budget for expensive vehicle repairs. Furthermore, while it would be a minor savings, the City would no longer need to insure the City owned fire engines. The total insurance cost savings to the City would be \$4,960 annually.



Under this program, the City would still need to make the initial purchase of the fire engine, and then transfer the title to the County. Once the title is transferred to the County it is then becomes the responsibility of the County to allocate the appropriate funding to replace the fire engines in the future and to budget for all vehicle repair costs. The County depreciates their vehicles over 20 years, however, when the fire engines reach a certain age, mileage, or condition it is placed into reserve status to extend its useful life to reach the full 20 years

Vehicles that are not covered by this program include the City's two 100' aerial ladder trucks and the 75' quint. The City will still be required to budget for any repair exceeding \$5,000 on these two vehicles as well as budget for their replacement.

## **SUMMARY**

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This strategic plan lays the foundation for the development of the Moreno Valley Fire Department over the next ten years by identifying five goals for Fire Operations as well as five goals each for Fire Prevention and Fire Operations. These goals are:

### **FIRE OPERATION GOALS**

- ◆ **Goal 1:** Financial Management and Accountability
- ◆ **Goal 2:** Arrive On Scene within 5 Minutes of Dispatch 90% of the Time
- ◆ **Goal 3:** Reduce the Risk of Fire to Residents through Prevention Campaigns and Mitigation Efforts
- ◆ **Goal 4:** Maintain a Strong Partnership with Riverside County Fire Department
- ◆ **Goal 5:** Ensure Fire Administration Staffing is Sufficient for the Needs of the Department

### **FIRE PREVENTION GOALS**

- ◆ **Goal 1:** Fiscal Sustainability
- ◆ **Goal 2:** Ensure All Business and Commercial Occupancies Receive Annual Fire and Life Safety Inspections
- ◆ **Goal 3:** Perform Hazard Abatement Inspections Bi-Annually
- ◆ **Goal 4:** Provide Efficient Plan Review
- ◆ **Goal 5:** Evaluate Management Structure and Career Advancement within the Bureau

### **OFFICE OF EMERGENCY MANAGEMENT**

- ◆ **Goal 1:** Provide Training to Employees and Citizens
- ◆ **Goal 2:** Incorporate Federal and State Legal Mandates and Standards into City Emergency Management Strategies
- ◆ **Goal 3:** Continually Improve Emergency Operations Center Functions and Capabilities Based on a Comprehensive Assessment
- ◆ **Goal 4:** Manage FEMA and State Disaster Recovery Projects to Ensure Timely Completion of Required Documentation

- ◆ **Goal 5:** Maintain Effective Coordination and Partnerships with Local, Regional, and State Agencies

This plan also identifies five key areas that need to be considered as the City continues to grow. These items will need to be assessed over the next decade and potentially implemented in order to provide quality services to Moreno Valley. These areas are:

- ◆ Construction of a training/drill tower
- ◆ Four person staffing
- ◆ Paramedic squads
- ◆ Dividing the City into two battalions
- ◆ Riverside County Fire Department fire apparatus lease program

Finally, the Moreno Valley Fire Department is a dynamic organization that must be able to react to change, resolve problems, and work together with other departments and agencies on issues that might arise. The intent of this plan is to serve as a guide for the Fire Department's development over the next ten year. It also serves as the foundation document for informing City Council as to the direction the Fire Department is headed in order to ensure the community continues to receive outstanding fire protection services. The Fire Department will review this plan biennially to ensure the goals outlined in this plan are being met.

