

PORTLAND FIRE & RES-

Report on Implementation Success of the Strategic Plan 2005-2010

*A Five-Year Road Map
For Excellence*



TABLE OF CONTENTS

Report on Implementation Success

| | |
|---|-------------------|
| <i>MESSAGE FROM CHIEF KLUM</i> | <i>3-4</i> |
| <i>PF&R's APPROACH TO STRATEGIC PLANNING</i> | <i>5-6</i> |
| Why Do Strategic Planning | 5 |
| PF&R's Three-Tiered Approach | 5 |
| Monitoring Progress | 6 |
| How the 2005-2010 Strategic Plan Was Developed | 6 |
| <i>SUCSESSES OF THE 2005-2010 STRATEGIC PLAN</i> | <i>7-9</i> |
| 2005-2010 Strategic Plan Completion Success | 7 |
| PF&R Has Been Successful Linking Budget Decision Packages to the Strategic Plan | 9 |
| Strategic Plan Linked to National Accreditation | 9 |
| <i>LESSONS LEARNED</i> | |
| <i>10-11</i> | |
| <i>CHANGES TO THE 2010-2015 STRATEGIC PLAN BASED ON LESSONS LEARNED</i> | |
| <i>11</i> | |
| <i>CONCLUSIONS</i> | <i>12</i> |

MESSAGE FROM CHIEF KLUM

Report on Implementation Success



This report officially closes-out Portland Fire & Rescue's (PF&R) Strategic Plan for the period 2005-2010. I am happy to confirm the strategic plan did exactly what it was designed to do, as stated on the front cover of the document – provide a five-year road map for excellence.

The 2005-2010 Strategic Plan contained a total of 98 strategies within four strategic themes: Operational Effectiveness, Customer Service, Workforce Development and Financial Resource Management. During the five-year period, PF&R was able to implement 88% or 86 of the 98 total strategies; PF&R can be proud of this success rate.

Several key organizational accomplishments resulted from implementation of the 2005-2010 Strategic Plan. These significant accomplishments resulted from the completion of a combination of goals within the strategic plan. Described below are some of the key organizational accomplishments.

- PF&R made significant progress in preparing itself and the City for low frequency/ high consequence events. Enhanced training in hazmat, dive and marine operations, and urban search and rescue has prepared PF&R for both natural hazards and man-caused events such as terrorism. Training for these events was facilitated at all levels of the organization and specialized equipment was procured through the Federal grant process. This training and equipment was tested and validated during TOPOFF 4, one of the nation's premier preparedness exercises. Portland hosted the exercise in 2007 and PF&R was a major planner and player in the process. Additionally, PF&R administered and implemented multiple Urban Areas Security Initiative and Metropolitan Medical Response System grants. Participating in these processes allowed PF&R to build a high level of collaboration and cooperation among its regional, state and federal response partners.
- PF&R has made progress to improve dispatch effectiveness, however, there is still much work to be done. Efforts completed include development of quality assurance procedures to measure the effectiveness of fire-related triaging and dispatching processes. New call-taking software is also being reviewed to aid in this process. Additionally, PF&R has been integrally involved in the design, configuration and implementation of a new 9-1-1 computer aided dispatch system. This state-of-the-art dispatch system will provide enhancements and new capabilities for managing and deploying PF&R resources. In addition to this new technology, a new station alerting system is being implemented to modernize the aging hardware currently in use in PF&R stations. Once these new technologies are fully implemented, their capabilities will be further exploited to streamline and advance PF&R operations.

MESSAGE FROM CHIEF KLUM

Report on Implementation Success

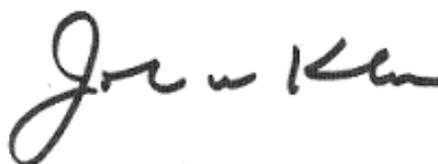
- PF&R is moving towards a major overhaul of its records management systems (RMS). Significant research and reporting has been completed to identify the bureau's needs and requirements for enhancing RMS. Through a partnership with the Public Safety Systems Revitalization Project, funding has been secured and PF&R is in the final stages of approval for this project. Completion of this process will assure PF&R's critical applications reside on stable, modern platforms with the components and capabilities necessary to meet the bureau's current and future needs.
- Establishment of Historic Belmont Firehouse and Learning Center. This facility, developed over the past 5 years, with its innovative and creative exhibits, provides a solid base for ongoing public education efforts for many years to come.
- Residential Sprinklers. Although residential sprinklers are not mandatory, PF&R has been very successful in negotiating their installation in many residential occupancies, particularly those with difficult fire access. PF&R has also provided leadership and technical expertise at the local, state and federal level to increase residential sprinklers in new construction.

These accomplishments are examples of what we as a bureau can do and what we must do to continue to provide a high level of service to the citizens of Portland.

This report will also outline why strategic planning is important to PF&R, how the 2005-2010 Strategic Plan was developed, our three-tiered approach to accomplishing organizational strategic planning, and how we monitor progress. Finally, the report documents PF&R's success rate in implementing the 2005-2010 Strategic Plan, how the strategic plan has been linked to budget decision packages, and national accreditation.

PF&R spent most of 2010 developing its next five-year strategic plan, which was adopted by the Portland City Council on November 17, 2010. As an organization, PF&R was able to take lessons learned in the development and implementation of the 2005-2010 Strategic Plan to make improvements to the 2010-2015 Strategic Plan development process and is making changes to improve implementation tracking and communication to ensure results reach all levels of the organization.

Thank you to all the citizens, stakeholders, partners, and PF&R employees who worked so diligently to implement the 2005-2010 Strategic Plan.



PF&R'S APPROACH TO STRATEGIC PLANNING

Report on Implementation Success

WHY DO STRATEGIC PLANNING

Strategic planning is defined as the process of determining an organization's long-term goals and then identifying the best approach for achieving those goals. As founding father Benjamin Franklin said, "By failing to prepare, you are preparing to fail."

There are many reasons why organizations conduct strategic planning. For PF&R, the following three reasons are the most significant:

1. In order for an organization to be successful, there needs to be a roadmap for success.
2. A strategic plan helps provide direction and focus for all employees. It points to specific results that are to be achieved and establishes a course of action for achieving them.
3. A strategic plan helps the various work units within an organization to align themselves with the organization's mission.

PF&R'S THREE-TIERED APPROACH

PF&R uses a three-tiered approach to accomplishing organizational strategic planning. This three-tiered approach ensures that plan implementation is realistic, attainable and successful. The strategic plan is the first tier in our strategic planning approach.

1. **2005-2010 Strategic Plan:** Elements of the 5-year Strategic Plan include: mission, vision & principles; strategic themes; goals; performance measures; objectives; and strategies. The strategic plan provides direction and focus for all employees and helps the organization's various work units align with PF&R's mission.
2. **Annual Business Plan:** The second tier in our strategic planning approach is our Annual Business Plan that is linked to the strategic plan. The strategic plan is successful through the implementation of the Annual Business Plans in that they ensure that all of the strategies from the strategic plan are implemented.

A new Annual Business Plan is developed each fiscal year and is linked to the strategic plan. The Annual Business Plan may also include items that, while not strategic in nature, are significant from an operational standpoint. These additional items are Business Items (BIs) or Major Initiatives (MIs).

PF&R'S APPROACH TO STRATEGIC PLANNING

Report on Implementation Success

PF&R'S THREE-TIERED APPROACH

BIs are division-specific tasks that a division feels are significant to track performance throughout a fiscal year. MIs are significant large-scale projects requiring multiple years for implementation and impacting several divisional areas. The Annual Business Plan is successful through implementation of the Annual Division Work Plans, which are the third tier in our strategic planning approach.

3. ***Annual Division Work Plans***: Each of PF&R's four divisions (EOPS, MSD, Prevention, Training & Safety) plus the Chief's Office has its own Work Plan. Each division creates a new Work Plan every fiscal year. The Work Plans include BIs and MIs along with strategies, assigned to the division from the Annual Business Plan. Completing the Work Plans will lead to completing the Annual Business Plan.

To summarize PF&R's three-tiered approach, completion of the Work Plans by the Divisions and the Chief's Office will lead to completion of the Annual Business Plan leading to completion of the Strategic Plan over a five-year period.

MONITORING PROGRESS

PF&R uses a reporting process to monitor progress of our Annual Business Plan. Each quarter's progress on the Annual Business Plan is outlined in a Quarterly Report. Divisions and the Chief's Office, through their Work Plan, provide status information about strategies, Business Items and Major Initiatives. This status information from the five Work Plans is compiled to form one Quarterly Report. The Quarterly Report helps PF&R monitor progress. The current year's Quarterly Reports are posted on PF&R's website at <http://www.portlandonline.com/fire/10-15plan>.

HOW THE 2005-2010 STRATEGIC PLAN WAS DEVELOPED

The 2005-2010 Strategic Plan was created to address the community, City of Portland, and PF&R issues and opportunities. The strategic plan development process was guided by a Steering Committee that reviewed the process and provided input at key stages of plan development. Input and feedback was solicited from many internal and external stakeholder groups and targeted individuals, such as the Portland City Council, Chief Administrative Officer, Planning Director, neighboring fire jurisdictions, and health services representatives. In addition, many PF&R employees participated in the process including sworn, non-sworn, management, and labor. A cross-divisional task force attended several work sessions to dissect and address the results of data and information collected from interviews, focus group sessions, trend research, demographic analysis, and industry research. The work of the Task Force and the Steering Committee resulted in the 2005-2010 Strategic Plan.

SUCCESSSES OF THE 2005-2010 STRATEGIC PLAN

Report on Implementation Success

2005-2010 STRATEGIC PLAN COMPLETION SUCCESS

Over the five-year life span of the Strategic Plan, PF&R was able to implement 86 of the 2005-2010 Strategic Plan's 98 strategies or 88%. In addition, PF&R completed 184 of 209 or 88% of Business Items and 17 of 22 or 77% of Major Initiatives created during the 2005-2010 period.

The implementation of 88% of the strategic plan's strategies has assisted PF&R in achieving positive change, significant organizational accomplishments, and effecting lasting organizational change. Some of the positive results from implementing the 2005-2010 Strategic Plan are highlighted below:

- ***Strategy 3.2 – Establish an improved apparatus and facility work order information system.***
Completed in FY 2006-07, the Work & Supply Request System is used for requesting both facility and apparatus repair/maintenance and supplies. Using one system creates a straightforward process for stations for both facility and apparatus requests. The Work & Supply Request System is easily accessible on PF&R's intranet website, and utilizes PortlandOnline's TrackIt feature. The Work & Supply Request System was so successful, stations now have the added ability to request equipment associated with uniforms (gloves, helmet shields, ice shields, spanners, etc.).
- ***Strategy 3.12 – Increase the data connection speeds for data lines at all fire stations and other satellite facilities to improve productivity.***
Data connection speeds at all fire stations and other satellite facilities were upgraded from 56K to T-1 lines in FY 2005-06. The upgrade to T-1 lines was a joint effort of PF&R and the Bureau of Technology Services (BTS). Since the upgrade, the T-1 lines have been extremely reliable, increasing staff productivity and reducing staff frustration.
- ***Strategy 4.6 – Obtain Commission on Fire Accreditation International (CFAI) accreditation.***
PF&R became an accredited fire agency of the Commission on Fire Accreditation International (CFAI) in August, 2006. Part of the accreditation process includes submittal of a self-assessment document, a strategic plan, and a Standard of Emergency Response Coverage (SERC) report. A 2nd Edition SERC was published in June, 2008, and is used by PF&R to evaluate and make decisions about the distribution and concentration of resources. The SERC has proved to be one of the most useful and beneficial documents the bureau has ever developed. (More information about CFAI and linkage to the strategic plan is found later on page 9).

SUCCESSSES OF THE 2005-2010 STRATEGIC PLAN

Report on Implementation Success

2005-2010 STRATEGIC PLAN COMPLETION SUCCESS

- ***Strategy 9.6 – Train all uniformed members and other EOC responders in the federally mandated National Incident Management System (NIMS).***

In preparation for the TOPOFF 4 exercise, improve PF&R training for low frequency/high consequence events, and train chief officers in event incident command, PF&R personnel completed federally mandated NIMS training courses. All PF&R Chief officers and most company officers completed the following Incident Command System courses: IS-100, IS-200, IS-300, IS-400, IS-700, and IS-800. Personnel designated as responders to the Emergency Operations Center (EOC) were required to complete IS-700 and IS-800. All fire fighters completed IS-100 and IS-200. Course completion was tracked and recorded in PF&R's Personnel RMS.

- ***Strategy 11.3 – Using the Cultural Assessment survey as a baseline, conduct periodic surveys to determine the level of improvement in the work environment.***

PF&R completed a cultural assessment of the organization in the summer of 2002. The goal of that assessment was to improve PF&R's work environment by reviewing and assessing the current work environment as it related to working relationships among multi-cultural, gender, sworn and non-sworn personnel. In 2008, PF&R contracted with Nesby & Associates to conduct a cultural reassessment to evaluate progress since 2002. The reassessment included a survey of all PF&R employees. A Cultural Reassessment Survey Report was completed in October, 2008.

- ***Strategy 13.3 – Implement incentive/reward program for those that reduce costs.***

MSD Finance and Logistics sections identified utility spending as an area for cost control and efficiency improvement. In June, 2008, MSD staff presented the station-based utility budgeting proposal to CORE and obtained approval for implementation in FY 2008-09. The FY 2008-09 utility spending targets for the stations were set at their FY 2007-08 actual levels minus 10%. A Chief's Memorandum was issued to all PF&R employees explaining the station-based utility budgeting initiative, including the possibility that six fire stations realizing the highest cost reduction would be rewarded with funding for station items up to \$1,000 each depending on savings levels. The Logistics Staff Captain also sent out a memorandum to stations offering tips for utility cost reduction. MSD Finance tracked detailed utility billing by station, and monthly utility consumption reports were provided to the stations as an ongoing activity. The results of station-based budgeting were reported to CORE at their July, 2009 Work Session. The FY 2008-09 utility expenses for all Stations was \$15,000 or 3.1% less than the aggregate target. Six stations achieving the biggest percentage savings earned a reward equal to 50% of the utility savings, up to \$1,000 that could be used to purchase house items approved by the Logistics Chief.

SUCCESSSES OF THE 2005-2010 STRATEGIC PLAN

Report on Implementation Success

- ***Strategy 14.1 – Develop a rolling five-year financial forecast to address capital expenditures, personnel needs, retirements, special projects, resource allocation, and apparatus replacement.***

In FY 2006-07, MSD staff developed a five year financial forecast for the bureau. The rolling forecast is presented to CORE semi-annually at their work sessions held every July and December. The forecast predicts resources, expenditures, budget challenges, budget challenges funded with PF&R's general fund discretionary monies, recommendations to mitigate the challenges, and balances over the five-year period.

PF&R HAS BEEN SUCCESSFUL LINKING BUDGET DECISION PACKAGES TO THE STRATEGIC PLAN

The 2005-2010 Strategic Plan has been used by PF&R in budget development. Beginning in FY 07-08, PF&R began aggressively linking the Strategic Plan to its requested budget. This linkage has provided a better understanding of PF&R's strategic direction and how PF&R uses resources in support of its mission.

The Strategic Plan has been used to support requests for additional funding, justify maintaining current spending levels, and reduce the magnitude of budget reductions. By linking budget enhancements and reductions to the Strategic Plan, PF&R has achieved positive results. A PowerPoint presentation detailing specific examples of 2005-2010 Strategic Plan budget linkage can be viewed on PF&R's 2010-2015 Strategic Planning Information webpage at: <http://www.portlandonline.com/fire/10-15plan/budget>.

STRATEGIC PLAN LINKED TO NATIONAL ACCREDITATION

The Commission on Fire Accreditation International (CFAI) is a comprehensive self-assessment and evaluation model for fire and emergency service organizations. The intent of the accreditation model is to evaluate community fire risks using state-of-the-art practices in order to develop policies that reduce fire/Emergency Medical Services (EMS) risks and results in improved delivery of services to those communities that voluntarily use the self assessment process. The self assessment model includes a peer review component in order to verify and validate that the agency is doing what it says its doing and what the agency is doing is within industry best practices.

One of the major requirements of CFAI is that fire agencies have a strategic plan and process in place to implement the plan. There are four strategic planning criteria that all fire agencies are evaluated on as part of the accreditation process. The four criteria are comprised of having a strategic or long-term master plan in place, the plan contains goals & objectives, there is a management process in place to implement the goals & objectives, and processes are in place to measure and evaluate progress towards completion.

SUCCESSSES OF THE 2005-2010 STRATEGIC PLAN

Report on Implementation Success

STRATEGIC PLAN LINKED TO NATIONAL ACCREDITATION

PF&R's three-tiered approach and monitoring of progress in implementing its 2005-2010 Strategic Plan was key to the organization successfully achieving the four criterion related to strategic planning. PF&R became a CFAI accredited agency in August, 2006.

LESSONS LEARNED

PF&R developed its first strategic plan in 1994. PF&R has continually built on each subsequent plan's foundation, resulting in a succession of plans more mature and comprehensive than the previous plan. Nonetheless, PF&R identified opportunities for improvement in the 2005-2010 Strategic Plan that it wanted to address when the next five year plan was developed. Those opportunities for improvement were:

- **More Focus on Strategic Issues in the Development of Goals.** In the 2005-2010 Strategic Plan, issues were not fully developed for each goal. Issues are significant concerns or constraints that may affect the ability to achieve the strategic plan. Issues set the stage for development of the goals, performance measures, objectives and strategies. Since every issue should result in the development of its own goal, it is important that strategic issue development in the 2010-2015 Strategic Plan development process is a priority.
- **Goals in the Strategic Plan Need to be "Smart Goals".** A goal is a statement of the expectations of what is to be achieved. Smart goals clearly state the "what" – what it is and what needs to be accomplished. Many of the 2005-2010 Strategic Plan's goals did not clearly state the "what". As a result, as personnel changed over time (retirements, promotion, new hires, etc), the expectation of what the organization was trying to accomplish faded.
- **Performance Measures should be Quantifiable.** Performance measures are indicators that measure the degree of accomplishment of a goal. Performance measures should be outcome specific and quantifiable. Many of the performance measures in the 2005-2010 Strategic Plan were not quantifiable, making it difficult to tie completion of a goal to achievement of its performance measure.

The following opportunities for improvement in monitoring progress were identified:

- The process of monitoring the progress of completing the Work Plans and reporting progress in the Quarterly Reports was not results oriented. PF&R was not always effective in highlighting the linkage between the completed strategy back to the goal or performance measure.
- The format of the Quarterly Reports was not user or reader-friendly. In particular, it was difficult to decipher what had actually changed or had been accomplished from one quarterly reporting period to the next quarterly reporting period.

LESSONS LEARNED

Report on Implementation Success

The following opportunities for improvement in communication were identified:

- PF&R implementation results – and successes – did not filter down the organization to the station level.

CHANGES TO THE 2010-2015 STRATEGIC PLAN BASED ON LESSONS LEARNED

Improvements made in the development of the 2010-2015 Strategic Plan:

- More focus was placed on strategic issues, resulting in better goal development.
- Each goal is written as a “smart goal” based on the strategic issue.
- Performance measures are quantifiable and outcome specific.

The following improvements in monitoring progress have been initiated:

- The process of monitoring the progress of completing the Work Plans and reporting progress in the Quarterly Reports will now focus on results. Individuals reporting on status will now be asked to provide the following results-based information:
 1. Describe what activities you completed or worked on this reporting period.
 2. Describe how completion of activities listed in question #1 has or will result in completion of the strategy and move PF&R closer to achieving the associated goal as defined by the performance measure.
 3. Describe your future plans and timeline for completing this strategy
- The goal of the new reporting questions is to ultimately tie completed strategies back to the relevant goal to determine if the goal has been achieved as defined by the performance measure.
- Improved format of the five Work Plans so completion progression is easily identified from reporting period to reporting period. The format of the Annual Business Plan is also being redesigned.

The following improvements in communications are under development:

- A specific strategic planning communications plan is being developed using several communication modes in order to ensure all PF&R personnel are aware of.
 - ◇ Organizational accomplishments implementing the 2010-2015 Strategic Plan
 - ◇ How 2010-2015 Strategic Plan accomplishments affect overall organizational operations and efficiencies
 - ◇ How 2010-2015 Strategic Plan accomplishments affect front-line fire service personnel

CONCLUSIONS

Report on Implementation Success

PF&R has had a strategic plan in place continuously since 1994. Each new strategic plan has enabled the organization to build upon the last, leading to great strides in the Bureau's development to provide excellent public safety services to the citizens of Portland.

The 2005-2010 Strategic Plan is not a document that sat on a shelf. Using its three-tiered approach to implementation and monitoring progress with Quarterly Reports, PF&R was able to implement 88% of the strategic plan's 98 strategies. Furthermore, the three-tiered approach helped PF&R meet national accreditation requirements. Also, PF&R has been successful linking budget decisions packages to the strategic plan.

Not content to sit on its laurels, PF&R took lessons learned from the 2005-2010 Strategic Plan and made changes. For the new 2010-2015 Strategic Plan, PF&R made improvements in the development process of the strategic plan, initiated improvements in monitoring progress, and is developing improvements to enhance communications both to PF&R employees and the citizens of Portland.

As the 2005-2010 Strategic Plan is formally closed, PF&R looks forward to the new challenges and opportunities presented by the 2010-2015 Strategic Plan. PF&R thanks all of the citizens, stakeholders, partners, and PF&R employees who worked so hard to develop the 2005-2010 Strategic Plan. And a special acknowledgement to all the PF&R employees who worked so diligently implementing the 2005-2010 Strategic Plan.



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