



Alva Fire Control & Rescue District Performance Review

Final Report

June 2023

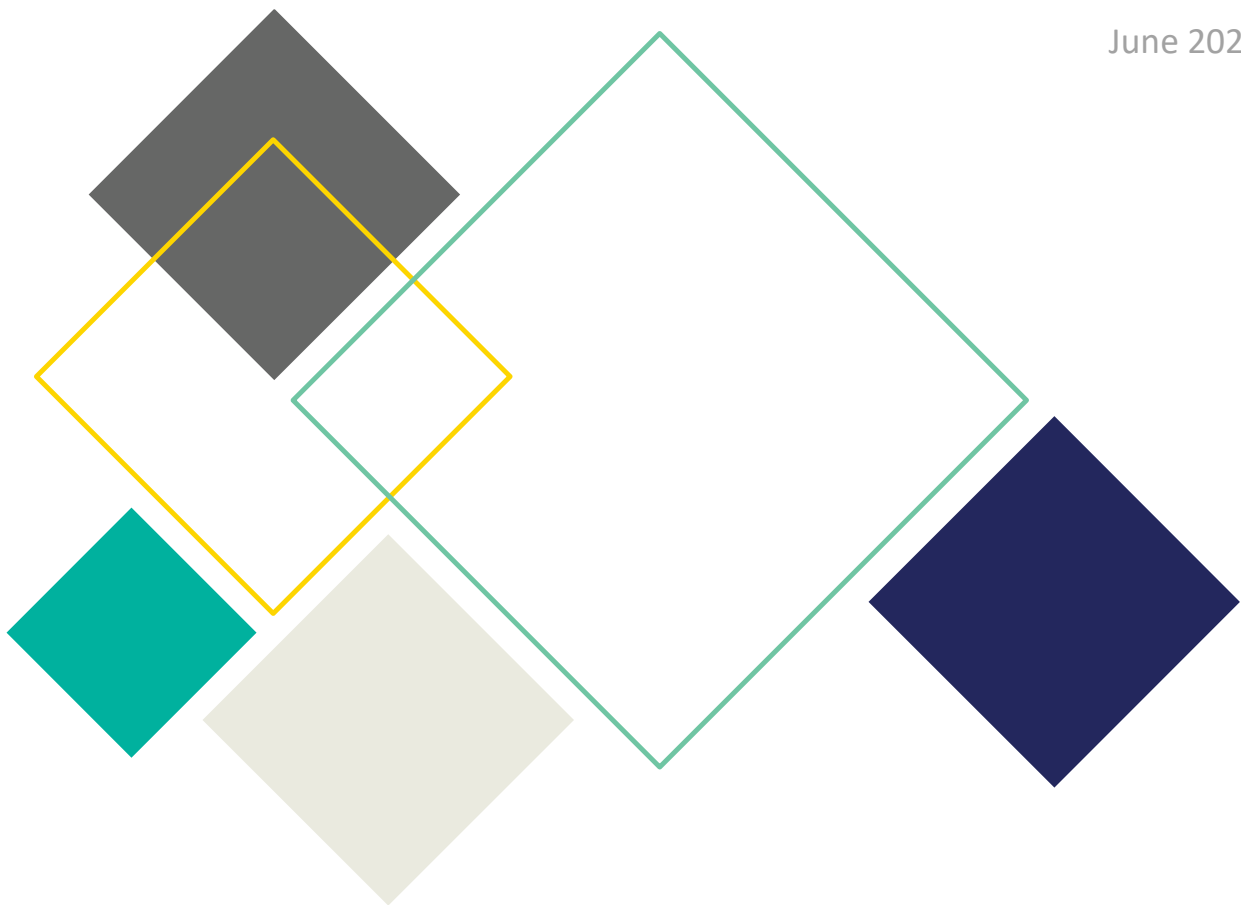


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COVER LETTER

June 21, 2023

Brandon S. Kuhn, Chief
Alva Fire Control & Rescue Service District
2660 Styles Road
Alva, FL 33920

Dear Chief Kuhn:

MGT of America Consulting, LLC (MGT) is pleased to submit our report of the Alva Fire Control & Rescue Service District (District) performance review. Pursuant to the requirements of Section 189.0695, Florida Statutes, the District contracted with MGT to conduct a performance review. The performance review included an evaluation of the District and its programs, activities, and functions, including:

- ♦ The District's purpose and goals as stated in its charter.
- ♦ The District's goals and objectives for each program and activity, the problem or need that the program or activity was designed to address, the expected benefits of each program and activity, and the performance measures and standards used by the District to determine if the program or activity achieves the District's goals and objectives.
- ♦ The delivery of services by the District, including alternative methods of providing those services that would reduce costs and improve performance, including whether revisions to the organization or administration will improve the efficiency, effectiveness, or economical operation of the District.
- ♦ A comparison of similar services provided by the county and municipal governments located wholly or partially within the boundaries of the District, including similarities and differences in services, relative costs and efficiencies, and possible service consolidations.
- ♦ The revenues and costs of programs and activities of the District, using data from the current year and the previous three (3) fiscal years.
- ♦ The extent to which the District's goals and objectives have been achieved, including whether the goals and objectives are clearly stated, measurable, adequately address the statutory purpose of the District, provide sufficient direction for the District's programs and activities, and may be achieved within the District's adopted budget.
- ♦ Any performance measures and standards of the District's programs and activities using data from the current year and the previous three (3) fiscal years, including whether the performance measures and standards:
 - Are relevant, useful, and sufficient to evaluate the costs of the programs and activities.
 - Are being met.

- Should be revised.
- ◆ Factors that have contributed to any failure to meet the District's performance measures and standards or achieve the District's goals and objectives, including a description of efforts taken by the District to prevent such failure in the future.
- ◆ Recommendations for statutory or budgetary changes to improve the District's program operations, reduce costs, or reduce duplication, including the potential benefits to be achieved and the potential adverse consequences of the proposed changes.

This report provides the District with an independent and objective analysis that presents information concerning the activities reviewed. Although MGT exercised due professional care in the performance of this review, this should not be construed to mean that unreported noncompliance or irregularities do not exist. Procedures alone, even when carried out with professional care, do not guarantee that fraud or abuse will be detected.

MGT appreciates the cooperation and professional courtesies extended to the team.

Sincerely,

MGT of America Consulting LLC

MGT
TAMPA, FLORIDA

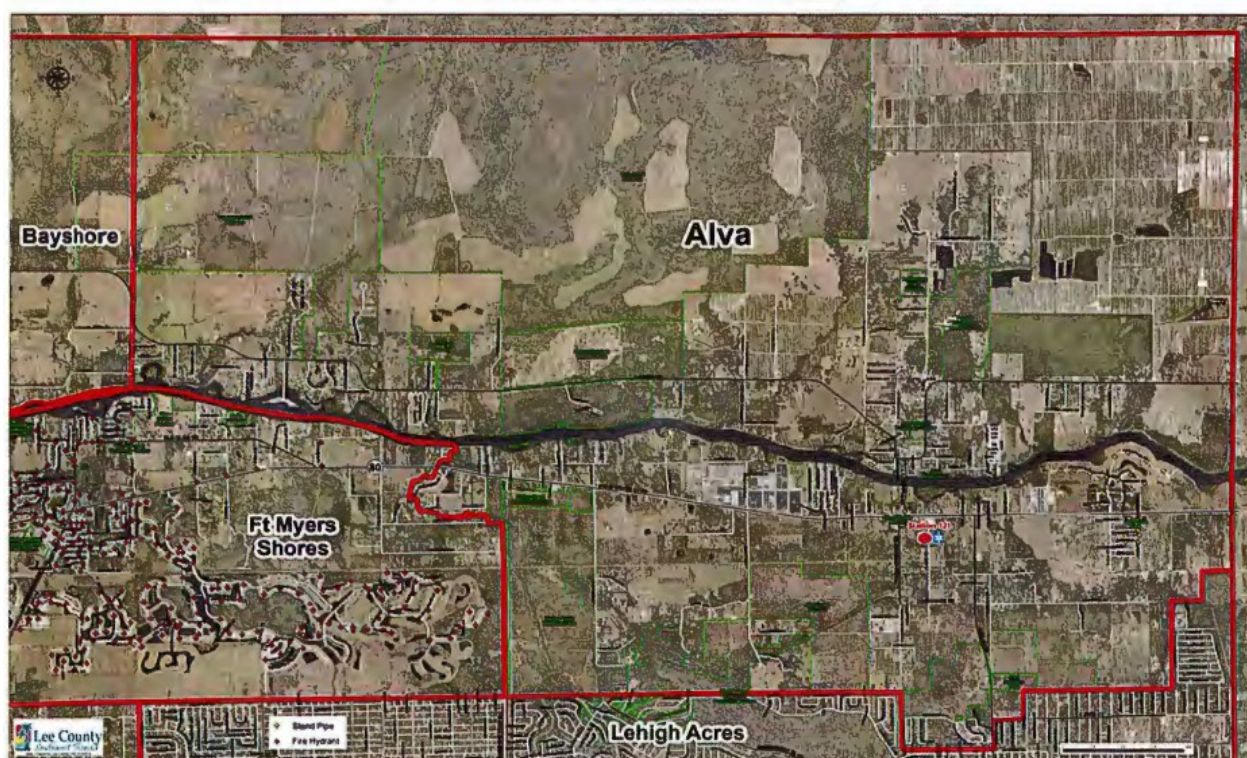
EXECUTIVE SUMMARY

BACKGROUND INFORMATION

The Alva Fire Control and Rescue Service District was created by the voters of the Alva District in 1976. Prior to its creation, the Alva Fire Department was funded primarily through donations and various fund-raising efforts. During 1976, the Department became an independent district that serviced 39-square miles with most of that area being "rural" in nature.

The Alva Fire Control and Rescue Service District's boundary lines stretch East to West, South of the Caloosahatchee River, from the center of Hickey's Creek Bridge on State Road 80 to the Hendry County line and North of Greenbrier Community. North of the Caloosahatchee River, the District boundaries fall from the center line of North Olga Drive located on Highway 78 to the Hendry County line and South of the Charlotte County line. Exhibit 1 presents the District's map.

Exhibit 1 – District Map

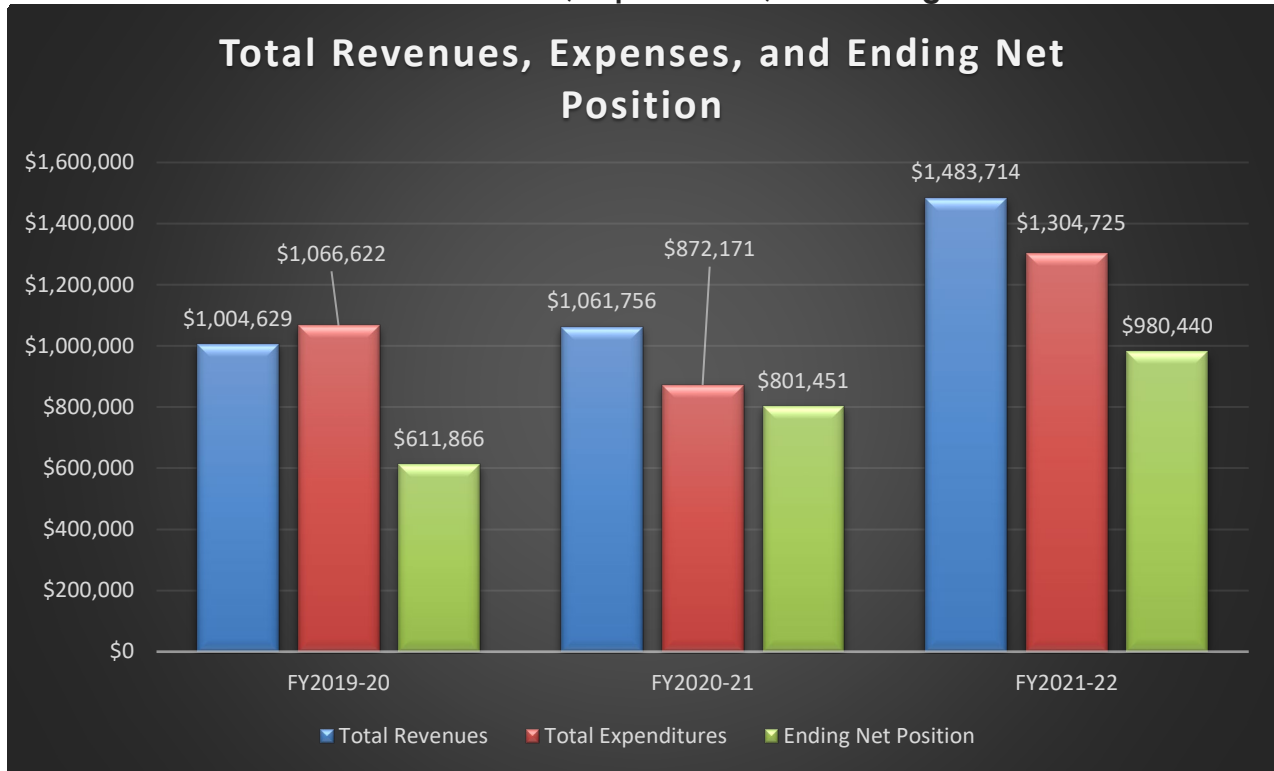


Source: 5-Year Comprehensive Plan (October 2022).

The District's programs include the Fire Suppression (Firefighting); the Rescue & EMS – BLS First Responder programs; and the Fire Prevention Public Education and All Hazard Response, Recovery and Mitigation. The District generates revenue from multiple sources, including advalorem taxes, impact fees, interest, grants, etc. Personnel related costs are the District's biggest expense and accounted for approximately 74 percent of total expenses during the last three fiscal years (FY2019-20, FY2020-21, and FY2021-22). Exhibit 2 presents a summary of total revenues, expenses, and ending net position over the last

three fiscal years.

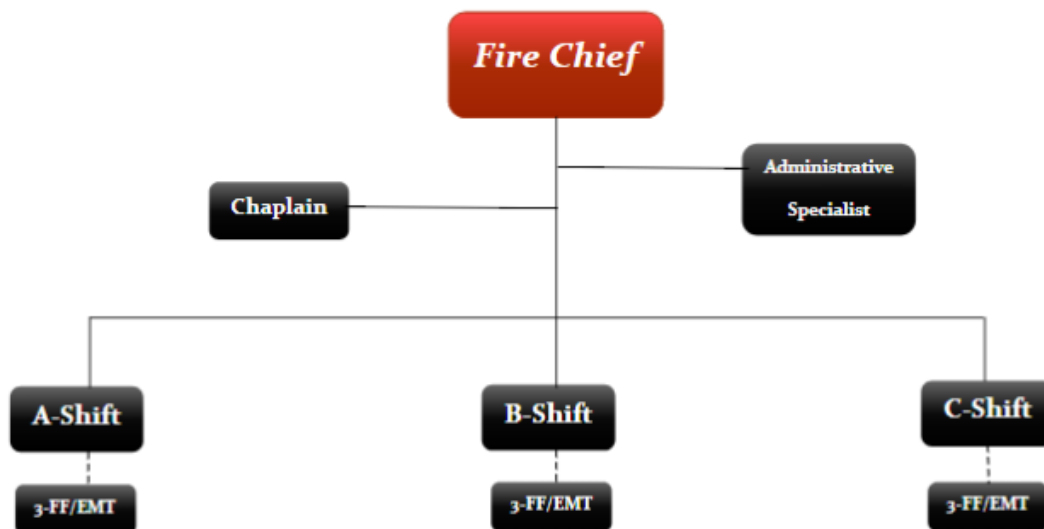
Exhibit 2 – Total Revenues, Expenditures, and Ending Net Position



Source: Created by MGT from information extracted from the District's Annual Financial Audits

The District's serves a population of approximately 3,500 and its resources include 10 firefighters, 5 vehicles, and 1 marine unit. Exhibit 3 presents the District's organizational chart.

Exhibit 3 – Org. Chart



Source: Administrative Specialist, Alva Fire Control & Rescue District

REVIEW OBSERVATIONS

The observations associated with each review objective are presented in Exhibit 4 below, specific details and recommendations are included in the applicable section of the report.

TASK	CONCLUSION		
	Met	Partially Met	Did Not Meet
A. Determine if the District's purpose and goals as stated in its charter are clearly stated.	✓		
B. Determine if the program or activity achieves the District's goals and objectives.		✓	
C. Assess the delivery of services by the District, including alternative methods of providing those services that would reduce costs and improve performance.	✓		
D. A comparison of similar services provided by the county and municipal governments located wholly or partially within the boundaries of the District, including similarities and differences in services, relative costs and efficiencies, and possible service consolidations.	✓		
E. Review the revenues and costs of programs and activities of the District, using data from the current year and the previous three (3) fiscal years.	✓		
F. The extent to which the District's goals and objectives have been achieved, including whether the goals and objectives are clearly stated, measurable, adequately address the statutory purpose of the District, provide sufficient direction for the District's programs and activities, and may be achieved within the District's adopted budget.		✓	

TASK	CONCLUSION		
	Met	Partially Met	Did Not Meet
<p>G. Any performance measures and standards of the District's programs and activities using data from the current year and the previous three (3) fiscal years, including whether the performance measures and standards:</p> <ul style="list-style-type: none"> a. Are relevant, useful, and sufficient to evaluate the costs of the programs and activities. b. Are being met. c. Should be revised. 		✓	
H. Factors that have contributed to any failure to meet the District's performance measures and standards or achieve the District's goals and objectives, including a description of efforts taken by the District to prevent such failure in the future.	✓		
I. Recommendations for statutory or budgetary changes to improve the District's program operations, reduce costs, or reduce duplication, including the potential benefits to be achieved and the potential adverse consequences of the proposed changes.	✓		

Source: Created by MGT

REPORT DETAILS

TASK A - PURPOSE & GOALS

The District's operations are governed by Chapter 191, Florida Statutes, Independent Special Fire Control Districts. This section gives the Board of Commissioners the authority to employ such personnel as deemed necessary for the proper function operation of the District. In October 2022, the District completed a 5-Year Comprehensive Plan that details its mission, vision, and strategic goals over the next five years. Exhibit 4 presents the District's mission and vision as stated in the 5-Year Comprehensive Plan.

Exhibit 4 – District Mission and Vision

Mission Statement

Our duty is to protect the lives and property of residents and visitors through fire prevention and education, fire and rescue response and quality emergency medical service.

Vision Statement

Alva Fire Control & Rescue Service District will always strive to be leaders in public safety services through our commitment to innovation, excellence and professionalism.

Source: 5-Year Comprehensive Plan

To accomplish its mission and vision, the District has implemented overarching goals and expected benefits for each of its three programs Fire Suppression, Rescue & EMS – BLS First Responder, and Fire Prevention, which includes public education and all hazard response, recovery, and mitigation. The table below displays the District's programs, overarching goals, and expected benefits.

Table 1 – Program Goals and Expected Benefits

Program	Overarching Goal	Expected Benefits
Fire Suppression	To provide firefighting services to prevent the spread of and extinguish significant unwanted fire in buildings, vehicles, and woodlands. This is provided to satisfy the need to protect lives, property, and the environment.	To reduce life and property loss and minimize damage to the environment when a fire occurs through providing fire protection 24/7 with sufficient qualified full-time and volunteer firefighters.

Program	Overarching Goal	Expected Benefits
Rescue & EMS – BLS First Responder	To provide emergency care for sick and injured persons in a timely manner. In medical and traumatic emergencies minutes matter so a rapid first response is essential.	To provide lifesaving interventions that include an evaluation of the patient's condition, maintaining airway, breathing, and circulation; controlling external bleeding, preventing shock; and preventing further injury by immobilizing potential spinal or other bone fractures.
Fire Prevention, Public Education and All Hazard Response, Recovery and Mitigation	To implement techniques to minimize the effects of unwanted fires through measures and practices directed toward the prevention and suppression of fires and to be prepared to handle any high hazard incidents. Also, to provide various educational resources to the public to inform the public of the risks associated with their community and the mitigation measures the public can take.	To prevent future fires, injuries, and reduce the effects of property loss, both residential and commercial, and to provide fire and life safety education to the public to help establish fire safe behavior among people of all ages and abilities. Also, to be fully prepared for response to disaster emergencies and hazards, supported by prevention, protection, mitigation, response, and recover plans.

Source: Created by MGT from information provided by the Fire Chief

Conclusion(s)

The District's purpose and goals are clearly stated.

Recommendation(s)

Not Applicable

TASK B - GOALS AND OBJECTIVES

To protect the lives of residents and visitors, the District has established three programs, see Task A above for a description of each program's overarching goals and expected benefits. Table 2 presents the District's stated goals within its Five-Year Plan for 2022 – 2027. These goals have been set by the District's management to enhance each of the District's programs and help the District better service the public. Each goal has been tied to the benefiting program, the problem designed to address, the expected benefits, and the performance measures and/or standards used by the District to determine if the District achieves its goals.

Table 2 – Program Benefits and Performance Measures

Goals	Program	Designed to Address	Expected Benefit	Performance measures and Standards
Focus on apparatus and equipment to ensure proper replacements and enhancements are completed when needed.	Fire Prevention, Public Education and All Hazard Response, Recovery and Mitigation	Replace the E-122 by year 2027 – 2029 and replace B-123 with a newer and more maneuverable brush truck.	To ensure the District has the equipment needed to provide consistent and reliable services.	NFPA 1911
Lowering the District's ISO rating	Fire Prevention, Public Education and All Hazard Response, Recovery and Mitigation	Lowering the District's ISO rating from nine to eight.	To help citizens lower their insurance premiums	ISO rating
Develop a functional and unified personnel structure for the Alva Fire Department	All programs	Developing a rank and structure for the District.	To help all employees prepare for possible leadership rolls within the organization.	None noted
Continue to develop and implement District policies and procedures.	All programs	Lack of District policies and procedures.	Clear and precise policies and procedures for employees to follow.	None noted

Goals	Program	Designed to Address	Expected Benefit	Performance measures and Standards
Continue working with neighboring District to develop, implement, and improve effective mutual aid agreements.	Fire Prevention, Public Education and All Hazard Response, Recovery and Mitigation	Gaining efficiencies through working with neighboring Districts.	Improved services to the community and surrounding areas.	NFPA 1710
Hiring of additional firefighters	Fire Suppression	The need to comply with mandated "two-in/two-out" rule.	To more easily comply with the mandated "two-in/two-out" rule.	Hire one or two firefighters
New facilities on the North side of the Caloosahatchee River	Fire Suppression and Rescue and EMS	The response time to emergency calls in the Northwest region.	Reduced response times for an area that has opportunity for major future development.	None noted
Expanding current facilities	All programs	The District outgrowing the current Station-121.	To ensure the District has the facilities necessary to meet the needs of the District.	None noted
Implement a formal hiring process	All programs	The need for a formal hiring process.	Streamlined and efficient hiring process.	None noted
Implement a Training Division	All programs	The need for record keeping and keeping personnel fresh on their level of skill.	To ensure the District has a formal training plan and guide to increase "hands-on" and online training.	None noted
Implement a Prevention Division	Fire Prevention, Public Education and All Hazard Response, Recovery	Ensure proper code enforcement.	Increase code enforcement, citizen involvement, and public education.	None noted

Goals	Program	Designed to Address	Expected Benefit	Performance measures and Standards
	and Mitigation			
Continue firefighter training	All programs	Ensure personnel are trained and certified.	All personnel are trained and certified.	None noted
Purchase gear for volunteers	Fire Suppression	Purchase gear for volunteers through applying grant funding.	Enhance the gear used by volunteers.	None noted
Use division of labor for efficiency	All programs	Ensure proper record keeping of the maintenance of apparatus, gear, training, and needed equipment.	Enhanced recorded keeping at the District.	None noted
Continue to encourage the expansion of the volunteer program	All programs	Need for more volunteers	More volunteers work for the District.	None noted

Source: Created by MGT from information provided by the Fire Chief

In addition to the above-listed goals and objectives, MGT was provided with additional goals that cover many aspects of the District's overarching program goals. Included in this additional list are community-based goals such as developing a "Sharps" program to enable the District to be a community collection point for sharps disposal, provide blood pressure checks to the community, provide guidance to the community on the utilization of fire extinguishers, and annually bring awareness to drivers with a presence in school zones during back-to-school events. The listing also provided specific goals related to maintenance and properly maintaining many of the District's apparatus and equipment such as managing fleet maintenance, quarterly air quality analysis of the cascade system for SCBA breathing air and replacing and maintaining various items on set schedules. The remaining goals can be included as part of one of the goals listed above with most being focused on ensuring all personnel have the necessary training and certifications to be compliant with various regulatory entities.

Conclusion(s)

The District has multiple goals and objectives for each program and activity it performs. However, only three (20%) of the 15 stated goals and objectives have performance measures and standards which can be used to determine if the District is meeting its goals and objectives.

The lack of stated performance measures and/or standards could increase the risk of the District not being able to identify, in a timely manner, that it will not be able to meet its stated goals and objective. With stated performance measures and/or standards, the District could potentially identify and address any issues timely and allow the District to develop a plan to meet its stated goals within the expected timeframe.

Recommendation(s)

MGT recommends the District implement goals and objectives for each program and activity that are clear and measurable to enable the District to determine if it is achieving its stated goals and objectives using data and statistics.

TASK C – DELIVERY OF SERVICES

The District currently provides Fire Suppression, Rescue & EMS – BLS First Responder, Marine Response, Fire Prevention, Public Education, Fire Extinguisher training, Blood Pressure checks, Sharps program. These services are provided via a combination of employees and volunteers. During the last three fiscal years, the District averaged approximately 37 fire and 368 EMS related calls for incidents that occurred within the District's jurisdiction. For the current fiscal year, as of April 30, 2023, the District has received 14 fire and 216 EMS calls for incidents that occurred within the District's jurisdiction.

Mutual and automatic aid are provided by other agencies via agreements to provide sufficient personnel and apparatus fire all types of emergency calls for service. Additionally, Lee County provides the communications dispatch for all calls received by the District. Another service provided by Lee County's Inspection Division is plan review of residential and commercial construction. Plan review is an important aspect to minimize the effects of unwanted fire and ensure fire protection and code requirements are included in the design of the building. The District's agency will communicate with plan reviewers to determine what would be the proper type of system design that the authorities having jurisdiction (AHJ) would accept.

Although the District provides for initial investigation of fires, they can also call for assistance for the determination of fire origin and cause from the Lee County Fire Arson Task Force and Florida Bureau of Fire, Arson, and Explosives Investigations.

The District also has an operating plan with the Florida Forest Service (FFS) to outline and clarify the operation procedures between agencies. This agency helps mitigate wildland emergencies, burn authorization and enforcement. As a Cooperative Agreement between Lee County and the Department of Agriculture and Consumer Services, the District also has vehicles on loan from FFS to help supplement the fleet of brush units.

For operations or technician level hazardous response, mutual aid units can respond with a special hazmat team to provide mitigation measures beyond our expertise.

All these mutual aid agreements do not attribute any additional expenses to the District, outside of their normal operating costs. The District is not held responsible for other districts' costs or liabilities when responding to mutual aid requests.

MGT also researched other fire districts located around Alva Fire Control to identify their square miles covered, number of stations occupied, annual operating budgets (which do not include capital and debt expenses) and identified the number of programs and or activities each district offers its citizens. Table 3 below displays MGT's findings.

Table 3 – Alva Fire Compared to Other Surrounding Districts

Fire Department	Alva Fire (Mostly Career)	Fort Myers Shores (Mostly Career)	Tice Fire (Career)	Fort Myers Beach (Career)
Square Miles Covered	39	16	44	10

Fire Department	Alva Fire (Mostly Career)	Fort Myers Shores (Mostly Career)	Tice Fire (Career)	Fort Myers Beach (Career)
Population Data (2020 Census)	2,725	5,774	4,853	5,582
Number of Stations	1	1	2	3 + 1 administrative headquarters
FY 21 Budgeted Operation Expenses	\$950,557	\$5,462,800	\$3,649,482	\$13,827,479
FY 22 Budget Operation Expenses	\$1,219,709	\$5,636,300	\$3,859,470	\$14,596,060
FY 23 Budgeted Operation Expenses	\$1,498,544	\$6,164,900	\$4,210,300	\$15,223,310
Number of Programs/Activities	6 Fire suppression, Emergency medical services, special operations, building inspections, training and education, public education	6 Fire suppression, Emergency medical services, special operations, building inspections, training and education, public education	6 Fire suppression, Emergency medical services, Special operations, building inspections, training and education, public education	6 Fire suppression, Emergency medical services, Special operations, building inspections, training and education, public education

Source: Created by MGT

As displayed in the table above, the District is a mostly volunteer supported district and operates on a relatively low operating budget when compared to its surrounding district.

Conclusion(s)

The delivery of services provided by the District to its citizens and surrounding areas appears to be performed in a fiscally responsible manner. Given the many mutual aid agreements with other fire districts in Lee County, the District does not appear to have any reasonable alternative methods to provide its services that would reduce costs without negatively affecting performance or improving performance without increasing its costs.

Recommendation(s)

Not Applicable

TASK D – COMPARSION OF SERVICES

The District currently provides multiple services within its jurisdiction including but not limited to Fire Suppression, Rescue & EMS – BLS First Responder, Marine Response, Fire Prevention, and Public Education.

MGT performed interviews with the District to gain an understanding of similar services provided by the county and municipal governments located wholly or partially within the boundaries of the District, including similarities and differences in services, relative costs and efficiencies, and possible service consolidations. In response to inquiries, the Fire Chief indicated that he is not aware of other entities that provide the same service within the boundaries of the District. The Fire Chief indicated Lee County EMS will place one qualified personnel on Alva Fire Engine when the County's operational staffing affords them the ability to do so. The County EMS personnel can provide Advance Life Support (ALS) and patient care transport. Fire District personnel provide Basic Life Support EMS; therefore, the County EMS personnel supplement the services provided by the District. Any costs associated with the County EMS personnel are not the responsibility of the District.

Lee County does provide emergency services through operating an Emergency Medical Services (EMS), Emergency Dispatch, Emergency Management, and a County Police Department. However, emergency fire services, such as those provided by Alva Fire District, are not provided by the County.

The District and Lee County do provide similar services as it relates to EMS; however, Lee County's services act as a supplement to the District's EMS services and the County is also capable of providing a higher level of emergency services. Being the District is not responsible for costs related to the County EMS providing services, the efficiencies found through the supplement of EMS services provide citizens with access to better emergency services at no additional cost to the District.

Conclusion(s)

The emergency services provided by the District and Lee County have no overlap as it relates to fire services. The services provided by Lee County are different than those provided by the District or act as a supplement to the District's services. It appears service consolidation with Lee County would not reduce costs or increase efficiencies.

Recommendation(s)

Not Applicable

TASK E – REVENUES & COSTS

The District's financial statements categorize its revenues into General Revenues or Program Revenues. Program Revenues derive directly from the program or from parties outside the reporting the District's taxpayers. General Revenues are all revenues not required to be reported as program revenues.

- ♦ General Revenues – Ad Valorem taxes, impact fees, interest, insurance proceeds, donations, gain(loss) on disposition of capital assets.
- ♦ Program Revenues – Inspection fees, supplemental income, capital grants & contributions.

Table 4 presents an overview of the District's General and Program Revenues for the past three fiscal years.

Table 4 – Revenue Over the Past Three Fiscal Years

Revenue Category	FY2019-20	FY2020-21	FY2021-22
General Revenue	\$1,000,732	\$1,053,253	\$1,469,603
Program Revenue	\$3,897	\$8,503	\$14,111
Total Revenue	\$1,004,629	\$1,061,756	\$1,483,741

Source: Created by MGT from information extracted from the District's Annual Financial Audits

As illustrated above, the District's total revenue increased approximately 39.7 percent in the fiscal year 2021-22. The change was caused by an increase of approximately \$400K in ad valorem taxes. The proceeds from the various revenue types fund all services provided by the District.

The cost to provide these services are categorized into the Public Safety-Fire & Protection and Interest and Fiscal Charges. Public Safety-Fire & Protection is broken down into Personnel Services, Operating Services, and Depreciation. Personnel services accounted for approximately 73.5 percent of total expenses over the past three years. Table 5 presents an overview of the District expenses over the past three fiscal years.

Table 5 – Cost of Providing Services Over the Past Three Fiscal Years

Exp. Category	FY2019-20	FY2020-21	FY2021-22
Personnel Services	\$822,271	\$626,057	\$934,180
Operating	\$197,148	\$182,302	\$305,321
Depreciation	\$47,203	\$54,561	\$56,583
Interest and Fiscal Charges	\$0	\$9,251	\$8,641
Total	\$1,066,622	\$872,171	\$1,304,725

Source: Created by MGT from information extracted from the District's Annual Financial Audits

The District received calls from residents and visitors to assist in incidents, including fires, emergency medical services (EMS), etc. During the past three fiscal years, the District responded to 1,677 incidents. Table 6 below shows the total number of incident calls responded to by the District during the past three fiscal years.

Table 5 – Incidents Over the Past Three Fiscal Years

Service	FY2019-20	FY2020-21	FY2021-22
Fire	51	44	35
Overpressure Rupture	1	0	0
Emergency Medical Service (EMS)	337	353	396
Hazmat	52	55	22
Service Calls	47	62	24
Dispatched and Cancelled En Route	55	48	53
False Alarm	7	5	4
Natural Disaster	1	0	0
Special Incident	15	10	10
Total	556	577	544

Source: Created by MGT from information provided by the Fire Chief

MGT performed an analysis to determine the cost per incident. The analysis disclosed that over fiscal years 2019-20, 2020-21, and 2021-22, the cost per incident were approximately \$1,918, \$1,512, and \$2,398 respectively. MGT inquired with District management to gain an understanding of the factors causing the fluctuations in the cost per incident over the past three fiscal years. In response to MGT's inquiries, District management indicated the following:

- ♦ District Employees – Increase in overall employee expenses from previous fiscal year. Union negotiations, Florida Retirement Systems (FRS) rates and an increase in health insurance premiums attributed to this result.
- ♦ Life & Health Insurance – Increase in plan rates versus previous fiscal year as well as additional employee participation.
- ♦ Overtime – Increase due to higher hourly rates and Firefighter “move-up” to fill the Engineer position for absent employees.
- ♦ Retirement – Increase in expenditures due to rate changes per FRS and increase in Fire Fighter pay per Union Contract.
- ♦ Professional Fees- Increase in attorney fees due to Union negotiations and Actuarial mid-term evaluation.
- ♦ Hurricane Damage Repair – Increase in repair expenditures due to pole barn construction, building painting and property land clearing.
- ♦ Repair & Maintenance – Increase in expenditures attributed to vehicle and equipment repairs.
- ♦ Bunker Gear – Increase due to continual outfitting of new FF/EMT's.
- ♦ Supply/Operate – Increase mainly attributed to higher fuel prices, new station mattresses and pre-employment physicals.
- ♦ Firefighter Education Fund Forward – Education cost increased.
- ♦ Capital Outlay/ Equipment – Increase mainly attributed to station generator and air pack purchases.
- ♦ Capital Outlay/Other- Property fencing and gear storage shed.
- ♦ Increase in overall Employee expenditures mainly due to additional overtime required to fill positions and new full-time Clerical position.
- ♦ Supply/Operate – Increase in fuel expenses with increase in fuel prices.

Conclusion(s)

Overall, the District's appears to be in a good financial position as its net position as of June 30, 2022, was approximately \$127,592 more than as of June 30, 2020. The District has experienced an increase in revenue of approximately 47 percent over the past three years. The increase was primarily due to an increase in ad valorem taxes of approximately 42 percent. The differences in expenditures over the last three were mostly caused by remodeling costs and the purchase of a new engine.

Recommendation(s)

None

TASK F – ACHIEVEMENT OF GOALS & OBJECTIVES

Using the goals and objectives noted in Task B of this report, MGT inquired with management as to the extent to which the District has achieved its goals. Also, MGT evaluated if the goals and objectives of the District were clearly stated, measurable, adequately addressed the statutory purpose of the special district, provided sufficient direction for the District's programs and activities, and if the goals and objectives may be achieved within the District's adopted budget. As noted in Table 6 below and in Task B many of the goals and objectives set by the District are not measurable. Table 6 notes the findings of MGT as it related to the different criteria for each goal and objectives.

Table 6 – District's Achievement of Goals and Other Criteria

Goal/ Objective	Clearly Stated (Y/N)	Measurable (Y/N)	Adequately Address the Statutory Purpose of the District (Y/N)	Provides Sufficient Direction for the District (Y/N)	Achievable within the District's Adopted Budget (Y/N)	Achieved/ In- Process/ On Hold
Focus on apparatus and equipment to ensure proper replacements and enhancements are completed when needed.	Yes	No Five-Year Plan E122 by 2027-2029	Yes	Yes	No, Not Replacing Yet	In Process
Lowering the District's ISO rating.	Yes	Yes	Yes	Yes	No	In Process
Develop a functional and unified personnel structure for the Alva Fire Department.	Yes	No	Yes	Yes	Yes, Engineers Positions have been filled	Achieved
Continue to develop and implement District policies and procedures.	Yes	No	Yes	Yes	On going	In Process
Continue working with neighboring District to develop, implement, and improve effective mutual aid agreements.	Yes	No	Yes	Yes	Yes	Achieved

Goal/ Objective	Clearly Stated (Y/N)	Measurable (Y/N)	Adequately Address the Statutory Purpose of the District (Y/N)	Provides Sufficient Direction for the District (Y/N)	Achievable within the District's Adopted Budget (Y/N)	Achieved/ In- Process/ On Hold
Hiring of additional firefighters (2 additional firefighters have been approved in the budget).	Yes	Yes	Yes	Yes	No	On Hold – Current budget doesn't allow for additional personnel.
New facilities on the North Side of the Caloosahatchee River.	Yes	No	Yes	Yes	No – Facility expenditures will be across multiple budget years.	In-Process – Currently looking for land.
Expanding current facilities.	No – No explanation for what needs to be expanded or how.	No	Yes	No – No explanation for what needs to be expended or how.	No	On Hold – Was not budgeted for in current year.
Implement a formal hiring process.	Yes	No	Yes	Yes	Yes	In-Process
Implement a Training Division.	Yes	No	Yes	Yes	No	In-Process – Additional staffing is necessary to create this division.
Implement a Prevention Division.	Yes	No	Yes	Yes	Yes	In-Process – The District has more certified inspectors for annual building inspections.
Continue firefighter training.	No – Very general statement. What specific training is needed to be continue?	No	Yes	No	Yes	In-Process – Annual plan is being developed.

Goal/ Objective	Clearly Stated (Y/N)	Measurable (Y/N)	Adequately Address the Statutory Purpose of the District (Y/N)	Provides Sufficient Direction for the District (Y/N)	Achievable within the District's Adopted Budget (Y/N)	Achieved/ In- Process/ On Hold
Purchase gear for volunteers.	No – What gear is needed to be purchased?	No	Yes	No	No	On Hold – Additional gear was not needed for the current year.
Use division of labor for efficiency.	No – What efficiency is the District trying to get?	No	Yes	No	Yes	In-Process
Continue to encourage the expansion of the volunteer program.	Yes	No	Yes	Yes	Yes	In-Process
Develop a "Sharps" Program.	Yes	No. Community members stop as needed.	Yes	Yes	Yes	Achieved
Provide blood pressure checks to the community.	Yes	No. We do this on the 4 th Saturday of the month	Yes	Yes	Yes	Achieved
Provide guidance to the community on the utilization of fire extinguishers.	Yes	No. As Requested	Yes	Yes	Yes	Achieved
Annually bring awareness to drivers with a presence in school zones during back-to-school events.	Yes	No. We do this once a year at the start of school	Yes	Yes	Yes	Achieved

Source: Created by MGT from information provided by the Fire Chief

Conclusion(s)

The above table lists out 19 goals and objectives the District has already achieved, are in-progress, or placed on hold. Many of these goals and objectives are set to be achieved across a multiyear period, such as the building of a new facility, expansion of current facilities and the development of certain programs and policies and procedures.

- ♦ 4 (21%) of 19 goals and objectives have been achieved by the District.
- ♦ 19 (100%) of 19 goals and objectives appear to adequately address the statutory purpose of the District.
- ♦ 15 (79%) of 19 goals and objectives are clearly stated.
- ♦ 2 (11%) of 19 goals and objectives are measurable.
- ♦ 16 (84%) of 19 goals and objectives provide sufficient direction for the District.
- ♦ 14 (74%) of 19 goals and objectives are achievable within the District's budget.

Recommendation(s)

MGT recommends the District continues to develop goals and objectives that are in line with the District's statutory purpose. However, as the District develops these goals and objectives the District should consider stating the purpose of the goal in a clear manner and in a manner that is measurable. Clearly stated and measurable goals will provide the District with sufficient direction on how to plan and achieve each goal. The District should also consider adjusting current goals and objectives to be stated in a clear manner and measurable. An example could be "Continue to encourage the expansion of the volunteer program through the addition of two new volunteer firefighters each fiscal year," or "Implement a formal hiring process by developing written policies and procedures to standardize the recruitment and hiring process by the end of fiscal year 2024."

TASK G – PERFORMANCE MEASURES

MGT inquired with District management to gain an understanding of the performance measures and standards by which the District measures its performance. District management noted that it looks to the performance measures and standards set by the National Fire Protection Association (NFPA), the Federal Emergency Management Administration (FEMA), and other regulatory agencies. The NFPA provides fire districts with more than three-hundred codes and standards that are intended to minimize the possibility and effects of fire and other risks. Based on MGT's inquiries, the District focuses on the performance measures set forth by NFPA 1710, NFPA 1072, and NFPA 1911. A summary of each code is below:

- ♦ NFPA 1710 – This standard establishes, among other things, an 80 second “turnout time” and a 480 second “travel time” (together, 560 seconds or 9 minutes and 20 seconds “response time”) benchmark goal for deployment of “an initial full alarm assignment at a fire suppression incident” for not less than 90% of dispatched incidents. For EMS incidents, a 60 second “turnout time” and 240 second “travel time” is expected for not less than 90% of dispatched incidents. These statistics do not include mutual aid calls for other jurisdictions.
 - Turnout Time – The time it takes from notification of dispatch to when the engine leaves the station.
 - Travel Time – The time it takes for the engine to get to the incident location.
 - Response Time – The total of turnout time and travel time.
- ♦ NFPA 1072 – This standard identifies the minimum job performance requirements (JRPs) for personnel at the scene of a hazardous materials/weapons of mass destruction (WMD) incident at the following levels: awareness, operations, operations mission-specifics, hazardous materials technician, and incident commander.
- ♦ NFPA 1911 – This standard defines the minimum requirements for establishing an inspection, maintenance, and testing program for in-service emergency vehicles. This standard also sets guidelines for refurbishing and retirement of emergency vehicles and identifies the systems and items on an emergency vehicle that are to be inspected and maintained, the frequency of such inspections and maintenance, and the requirements and procedures for conducting performance tests on components.

Also, there are other regulatory agencies, such as FEMA, which require specific training and education for each firefighter depending on their level or duties. These trainings include those for the National Incident Management System (NIMS) and the Incident Command System (ICS).

Over the last three fiscal years, the District has used the budget process to effectively anticipate costs and operated under the budgeted amount. However, no financial performance measures or standards are used to evaluate the costs of the District's programs and activities. The District's operational performance measures and standards are set by regulatory agencies and should not be revised.

MGT inquired with management for the relevant documentation to support if the District was meeting the performance measures and standards mentioned above. MGT was provided with documentation supporting each firefighters' training hours completed and

still needed for the fiscal year, maintenance records for various apparatus, and testing documentation for engine pumps and firefighters' masks. MGT was also provided with the District's response data for the prior three fiscal years and the current year through April 30, 2023. Table 7 below shows the results of the response data when considering the removal of mutual aid responses to other jurisdictions.

Table 7 – Turnout, Travel, and Response Time Analysis

Fire	FY 20	FY 21	FY 22	FY 23
Total Number of Incidents	39	41	32	14
Turnout Time Requirement Met*	69%	71%	72%	50%
Travel Time Requirement Met*	71%	78%	72%	79%
Response Time Requirement Met*	69%	73%	75%	86%
EMS	FY 20	FY 21	FY 22	FY 23
Total Number of Incidents	344	357	403	2016
Turnout Time Requirement Met*	61%	71%	72%	35%
Travel Time Requirement Met*	52%	50%	42%	40%
Response Time Requirement Met*	45%	45%	39%	35%

Source: Created by MGT from information provided by the Fire Chief

*The number of times the District met the requirement as a percentage of the total incidents.

Based on NFPA 1710, the District is supposed to meet the stated times for at least 90% of calls each fiscal year. From the data provided, the District does not meet the performance measures as outlined in NFPA 1710.

Conclusion(s)

Based on the information reviewed, the District meets most of its performance measures and standards. However, the District does not meet the performance measures as set by NFPA 1710. Management stated this is mostly due to the District only having one station and covering a large area of land. The District does have a goal within its Five-Year Plan to build a new station in order to address these response times.

Recommendation(s)

MGT recommends the District clearly sets, documents, and follows the steps necessary, from the aspect of budgeting, personnel, and equipment needs, to build and operate another station within Alva to ensure the District can comply with NFPA standards.

TASK H – FACTORS

MGT inquired with District management to gain an understanding of the factors that contributed to the District not meeting its turnout, travel, and response time performance measures and some of its goals and objectives. As discussed in Task G above, the District is aware that it does not meet its performance measure. The main factor that contributes to this is the fact that the District only has one station and covers a large area. Emergencies that happen on the opposite side of the District's jurisdiction from where the station is located are almost impossible for the District to get to within the required time frame. The District is currently looking at building a second station to mitigate this, however the District is early in the process as it is looking for land to purchase and will need to ask for the budget to build the new facility.

Goals and objectives that have been placed on hold, such as hiring additional firefighters and expanding current facilities are on hold due to the District's current budget not being able to support the additional expenditures. The District is actively looking to make changes to its budget to support these goals.

The goals and objectives the District is in progress of achieving are noted as in-progress. In-progress goals include implementing a formal hiring process, implementing a prevention division, and continuing firefighter trainings, all of which are being worked on by the District throughout the year.

Conclusions

The District achieved its performance measures as it related to maintenance for equipment and training for firefighters. However, the District failed to meet the turnout, travel, and response times as set by NFPA 1710 for 90% of its incidents. For goals and objectives that haven't already been achieved, the District is either looking for ways to fit the expenditures associated with the goal and objective into its budget or the District is working to achieve the goal and objective within its Five-Year Plan window.

Recommendation

MGT recommends the District continue to look to build a second station in order to assist the District in meeting its performance measures and to comply with NFPA 1710.

TASK I – RECOMMENDATIONS

MGT has included its recommendations for tasks in which the District partially met the stated criteria of the task. The table below provides a summary of MGT's recommendations. For more details, please see the relevant task section above.

Table 8 – Summary of Recommendations

Task	Recommendation
B	The District should implement goals and objectives that are stated clearly and measurable.
F	Like the recommendation above, the District should implement goals and objectives that are stated clearly, measurable, and provide sufficient direction for the District to meet each goal and objective.
G	The District should develop a plan to build another station to enable the District to comply with NFPA standards.

MANAGEMENT'S RESPONSE



June 09, 2023

Ricardo Cepin, CPA, CFE
MGT of America Consulting, LLC
4320 West Kennedy Boulevard, Suite 200
Tampa, Florida 33609

Re: Response to Management Letter – Performance Evaluation 2023

The Alva Fire Control and Rescue Service District is in receipt of the Performance Evaluation from MGT Consulting. This review was completed in order to remain compliant with Florida Statutes, Section 189.0695, which requires all independent special fire districts to complete a performance evaluation, every five years, conducted by an independent entity. Florida Statutes require this evaluation to be filed with the Independent Special Fire Control District's governing board, the Auditor General, the President of the Senate and the Speaker of the House of Representatives no later than July 1, 2023.

We have reviewed the draft report and have submitted comments as necessary. Our comments have been included in the final report in which we find to be accurate in describing the District's programs, activities and functional performance.

We understand that MGT Consulting will submit the Final Report to the State Auditor General, Florida Senate President and Florida House of Representatives Speaker no later than (7) days from the presentation to the Board of Fire Commissioners, if requested, or submission of the Final Report to the District, whichever is later.

Regards,
Alva Fire Control & Rescue Service District

Brandon S. Kuhn
Chief

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Recommendation Task B -

The district should implement goals and objectives that are stated clearly and measurable.

Management Response – The district has reviewed the recommendation and will work toward implementation.

Recommendation Task F – Like the recommendation above, the district should implement goals and objectives that are stated clearly, measurable, and provide sufficient direction for the district to meet each goal and objective.

Management Response - The district has reviewed the recommendation and will work toward implementation.

Recommendation Task G – The district should develop a plan to build another station to enable the district to comply with NFPA standards.

Management Response – As noted in the report, the district has a large rural response area to provide services while operating out of only one station. These factors make for a longer response time than standard recommendations. Our district also has the Caloosahatchee River separating our district with only one bridge crossing. One bridge crossing can add time to the response depending on where the unit is when the call comes in. Our apparatus could be far away from the bridge when a call is dispatched and then must travel a long distance to cross the river to get to the other parts of the district. A second station on the other side would be optimal to provide closer services, but the budget doesn't support the operations of another station. The lack of utilities (water and sewer) hinders growth, the budget, and limits expansion. The district does have reserves for building.