



## ~ Scope of Work ~

### Cooperative Services Feasibility

#### ***Phase I: Project Initiation***

##### **Task 1-A: Project Initiation & Development of Work Plan**

ESCI will converse with the management teams of the various governments and organizations involved in the study or their project liaisons to gain a comprehensive understanding of the communities' backgrounds, goals, and expectations for the project. ESCI's project manager will develop and refine a proposed work plan that will guide the project team. This work plan will be developed identifying:

- Primary tasks to be performed
- Person(s) responsible for each task
- Time table for each objective to be completed
- Method of evaluating results
- Resources to be utilized
- Possible obstacles or problem areas associated with the accomplishment of each task

This meeting will also help to establish working relationships, make logistical arrangements, determine an appropriate line of communications, and finalize contractual arrangements.

##### **Task 1-B: Acquisition & Review of Background Information**

ESCI will request pertinent information and data from each organization's assigned project manager. This data will be used extensively in the analysis and development of the report document. The documents and information relevant to this project will include, but not be limited to, the following:

- Past or current emergency service studies or research
- Community Comprehensive Plan documents, including current and future land use information
- Local census and demographics data
- Zoning maps and zoning codes
- Financial data, including debt information, long-range financial plans and projections
- Department administrative policies and procedures
- Standard Operating Guidelines (SOGs) and service delivery practices
- Current service delivery objectives and targets for each community
- Facilities and apparatus inventories
- Local collective bargaining agreements, if applicable
- Automatic and mutual aid agreements
- Records management data, including National Fire Incident Reporting System (NFIRS) incident data
- Computer-Aided Dispatch (CAD) incident records
- Local Geographic Information Systems (GIS) data, where available



### **Task 1-C: Stakeholder Input**

The ESCI project team will conduct site visits in each community and department for the purpose of conducting interviews with, and gathering information from, key personnel including:

- Elected or appointed officials
- Fire department managers and other key staff
- Finance function managers
- Community planning staff
- Human resource function coordinators
- Medical Director for regional or community EMS, where applicable
- Employee and volunteer groups
- Others as they may contribute to this project

The project team will interview key stakeholders of any organization associated with this study. At a minimum, members of the project team will interview appropriate community officials, fire department officials, volunteer association leaders, labor organization representatives and others that the project team deems necessary.

From these interviews, ESCI will obtain additional perspective on operational, economic, and policy issues facing the agency. In addition, the project team will learn more about availability of data necessary to meet projected goals.

### ***Phase II: Baseline Agency Evaluations***

The initial phases of the study focus on a baseline assessment of the current organizational conditions of each agency and current service performance of the departments and the study area as a whole. ESCI will conduct an organizational review of these departments based on the elements included in the following tasks. The purpose of this evaluation is to assess the agencies' operations in comparison to industry standards and best practices, as well as to create a benchmark against which the options for future service delivery can be measured.

#### **Task 2-A: Organization Overview**

An overview of each organization and community will be developed discussing:

- Service area population and demographics
- History, formation, and general description of the fire agencies
- Description of the current service delivery infrastructure
- Governance and lines of authority
- Foundational policy documents
- Organizational design
- Operating budget, funding, fees, taxation, and financial resources

#### **Task 2-B: Management Components**

Each organization's basic management processes will be reviewed, including:

- Mission, vision, strategic planning, goals, and objectives



- Internal assessment of critical issues
- Internal assessment of future challenges
- Internal and external communications processes
- Document control and security
- Reporting and recordkeeping
- Information technology systems

#### **Task 2-C: Capital Assets and Capital Improvement Programs**

ESCI will review status of current major capital assets (facilities and apparatus) and analyze needs relative to the existing condition of those assets and their viability for continued use in future service delivery, including:

**Facilities** – Tour and make observations in areas related to station efficiency and functionality. Items to be contained in the report include:

- Design
- Construction
- Safety
- Environmental issues
- Code compliance
- Staff facilities
- Efficiency
- Future viability

**Apparatus / Vehicles** - Review and make observations regarding inventory of apparatus and equipment. Items to be reviewed include:

- Age, condition, and serviceability
- Distribution and deployment
- Maintenance
- Regulations compliance
- Future needs

#### **Task 2-D: Staffing and Personnel Management**

ESCI will review each department's staffing levels. Areas to be considered include:

- Review and evaluate administration and support staffing levels
- Review and evaluate operational staffing levels
- Review staff allocation to various functions and divisions
- Review staff scheduling methodology
- Analyze current standard of coverage and staffing performance for incidents
- Review firefighter/EMS staff distribution
- Review utilization of career and volunteer companies, where applicable
- Review responsibilities and activity levels of personnel

Personnel management systems of the departments will also be reviewed, focusing on:

- Human resources policies and handbooks
- Quality and status of job descriptions
- Personnel reports and recordkeeping
- Compensation systems
- Disciplinary process



- Counseling services
- Application and recruitment processes
- Testing, measuring, and promotion processes
- Member retention efforts and programs
- Health and wellness programs

#### **Task 2-E: Service Delivery and Performance**

ESCI will review and make observations in areas specifically involved in, or affecting, service levels and performance of the departments, either individually or when operating in concert with one another in the study area (the collective jurisdiction of all organizations included in the study). Areas to be reviewed shall include, but not necessarily be limited to:

- Demand Study –
  - Analysis of current service demand by incident type and temporal variation for each individual organization
  - Analysis and geographic display of current service demand density within the overall study area
- Distribution Study –
  - Overview of the current facility and apparatus deployment strategy, analyzed through Geographical Information Systems software, with identification of service gaps and redundancies. This distribution study will be conducted for the study area as a whole, with all existing facilities included in the analysis.
- Concentration Study –
  - Analysis of geographic display of the response time necessary to achieve full effective response force arrival in the study area using existing distribution of all organizational resources
  - Analysis of company and staff distribution as related to effective response force assembly in the study area
- Reliability Study –
  - Analysis of current workload, including unit hour utilization of individual companies (to the extent data is complete)
  - Review of actual or estimated failure rates of individual companies (to the extent data is complete)
  - Analysis of call concurrency and impact on effective response force assembly
- Performance Summary –
  - Analysis of actual system response time performance, analyzed by individual companies (to the extent data is available). Performance analysis will be conducted for each jurisdiction individually and for the study area as a whole.
- Incident control and management methods
- Mutual and automatic aid systems

#### **Task 2-F: Support Programs**

ESCI will review and make overall observations involving support programs within each organization for the critical areas of training, life safety services, and communications. Items to be reviewed include:

##### ***Training***



- General training competencies
- Training administration
- Training schedules
- Training facilities
- Training procedures, manuals, and protocols
- Training recordkeeping

***Life Safety Services (Fire Prevention)***

- Code enforcement activities
- New construction inspection and involvement
- General inspection program
- Fire and Life-Safety public education programs
- Fire investigation programs
- Pre-incident planning
- Statistical collection and analysis

***Communications***

- Alarm systems and communications infrastructure
- PSAP and Dispatch Center capabilities and methods
- Dispatch center staffing

***Phase III: Future Opportunities for Cooperative Efforts***

ESCI will use the completed baseline assessment of each agency to identify opportunities and feasibility for cooperative efforts. The project team will identify areas of duplication that can be reduced through consolidation efforts, as well as potential service improvements that can be accomplished. Experience has shown that this frequently becomes the overriding influence for public fire service consolidation efforts.

Items in this section of the report include but are not limited to the areas listed below. The detailed information provides department heads and elected officials with the information necessary to make important decisions regarding emergency services consolidation. Included are:

**Task 3-A: General Partnering Strategies**

The various partnering strategies are described, beginning with a do-nothing approach and ending with complete consolidation of the agencies into a new emergency service provider. The following alternatives will be evaluated and discussed:

- Complete autonomy
- Advanced auto aid systems
- Functional consolidation
- Operational consolidation
- Legal unification or merger



### **Task 3-B: Options for Shared Services**

The study takes into account the many shared issues that face each agency, and how such matters affect the effort to construct a regional model for efficient service. These issues are identified and analyzed. Within each presented option for shared services, ESCI will evaluate and discuss the following:

- Level of cooperation
- Estimated timeline for completion
- Affected section, i.e. Administration, Operations, Support Services
- Affected stakeholders
- Objective of strategy
- Summary of strategy
- Guidance
- Fiscal considerations
- Social considerations
- Policy actions

### **Task 3-C: Fiscal Analysis**

ESCI uses computer-driven model budgets for each agency to allow a comparative examination of the actual public costs for each fire agency, and as a tool for analyzing the financial effects of any type of consolidation. Budget modeling is also used to measure the effects of the proposed change(s). Funding mechanisms are identified and comprehensive financial outcomes are provided for each consolidation strategy offered.

- Review and analyze department budgets and revenues.
- Review separate budgets.
- Develop projected consolidated budget extending to a minimum of five years.
- Identify financial issues of consolidation.
- Identify areas of short and long-term savings and costs.

Fiscal analysis is an important component of the emergency services evaluation. Long-term survival of an emergency services system requires that the system be adequately funded. ESCI determines the fiscal state of each agency, and develops recommendations on improving the financial resources available for emergency services. All recommendations are consistent with the municipalities' financial capability to provide adequate, cost effective services to citizens. In addition, budgeting practices are thoroughly examined, and alternate methodologies may be suggested.

In addition to the fiscal state evaluation of each agency, ESCI will present an evaluation of various funding alternatives to assist the region in the sharing of the cost of providing any consolidated or merged emergency services. Presented alternatives will include, but not necessarily be limited to, the following:

- Funding based on:
  - Redirected funds
  - Charitable foundations
  - Mill levy
- Cost allocation based on:
  - Area
  - Assessed value



- Deployment
- Service demand
- Fixed rate
- Population
- Multiple variables

### **Task 3-D: Findings, Recommendations, and Plan of Implementation**

Any cooperative venture among the agencies presents the organizational leaders with a series of challenges. Successful implementation of this proposal will require that significant matters be addressed regardless of which form of consolidation is chosen. Those issues will be identified here.

- Findings
  - Feasibility of each option will be presented
- Preferred Option
  - The preferred option or options will be presented and discussed at length
- Policy Action
  - Necessary policy action by the elected bodies will be described
- Timelines
  - The recommendations outlined in this section provide general completion timelines offered to guide the agencies in developing a more detailed listing during the formal planning process
- Process Issues
  - Strategic planning, legal considerations, management and governance, funding and other issues will be provided in detail

## ***Phase IV: Development, Review, and Delivery of Project Report***

### **Task 4-A: Development and Review of Draft Project Report**

ESCI will develop and produce two (2) copies per organization of a draft version of the written report for review by the client and client representatives. Client feedback is a critical part of this project and adequate opportunity will be provided for review and discussion of the draft report prior to finalization. The report will include:

- Detailed narrative analysis of each report component structured in easy-to-read sections and accompanied by explanatory support to encourage understanding by both staff and civilian readers
- Clearly designated recommendations highlighted for easy reference and catalogued as necessary in a report appendix
- Supportive charts, graphs, and diagrams, where appropriate
- Supportive maps, utilizing GIS analysis as necessary

### **Task 4-B: Delivery and Presentation of Final Project Report**

ESCI will complete any necessary revisions of the draft and produce five (5) copies per organization of the bound, final version of the written report, along with an electronic version in pdf file format.

A formal presentation of the project report will be made by ESCI project team member(s) to a joint meeting of the community leaders and/or organizations included in this study. The presentation will



include the following:

- A summary of the nature of the report, the methods of analysis, the primary findings, and critical recommendations
- Supportive audio-visual presentation
- Review and explanation of primary supportive charts, graphs, diagrams, and maps, where appropriate
- Opportunity for questions and answers, as needed
- All presentation materials, files, graphics, and written material will be provided to the client at the conclusion of the presentation(s)

Sample Scope



### ***Optional sections that can be inserted or substituted***

#### **Task 2-G: Emergency Medical Services Support and System Oversight**

Evaluate the agencies' Emergency Medical Services support and oversight mechanisms to include, but not limited to, the following:

- Review of logistical support services
- Review of current medical control and oversight
- Review of quality assurance/quality improvement mechanisms in place
- Review of system integrity in regards to required credentialing

#### **Task 2-H: HAZMAT Services Support and Response Capability**

Evaluate the agencies' capabilities in regards to hazardous materials incident response to include, but not limited to, the following:

- Review of physical and personnel resources
- Review of training and educational compliance
- Review of historical staffing performance in regards to hazardous materials responses

#### **Task 2-I: Technical Rescue Services Support and Response Capability**

Evaluate the agencies' capabilities in regards to technical rescue incident response to include, but not limited to, the following:

- Review of physical and personnel resources
- Review of training and educational compliance
- Review of historical staffing performance in regards to technical rescue responses

#### **Task 3-D: Public Input Meetings**

At the conclusion of Phases I, II and III, ESCI staff will facilitate a community public input meeting intended to provide information and gather input from members of the general public, community organizations, and neighborhood associations. In order to assess public sentiment toward potential future system changes, discussions will center on the following issues:

- Customer perception of emergency services
- Desired level of service
- Support for a consolidated emergency services system
- General input

The project team will prepare survey instruments, questionnaires and forms to be used during the community meeting. Professional graphics and a presentation of study objectives will be used to increase customers' understanding of their role in the process. The results of the assessment of current resources, projections of future demand and risk, and the fire service costs and existing funding sources will be summarized, presented and discussed in the public input meeting. Data and input gathered from the meeting will be summarized within the study, as well as during meetings with internal stakeholders. ESCI will provide facilitation staff for the public meeting, but will expect the client to assist with logistics, scheduling, meeting locations, and public advertising.