



~ Scope of Work ~

**Regional Emergency Services Master Plan and
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 organization's 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 shall be developed identifying:

- Primary tasks to be performed
- Person(s) responsible for each task
- Time table for each task 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 the following information and data from each organization's assigned project manager. This data will be used extensively in the analysis and development of the master plan 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 resources function coordinators
- Medical Director for regional or community EMS, if necessary
- 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 agencies. In addition, the project team will learn more about availability of data necessary to meet projected goals.

Phase II: Evaluation of Current Conditions

The initial phases of the study focus on a baseline assessment of the current organizational conditions and current service performance of each agency 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 these 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 recommendations 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 processes



- 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 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 System Demand Projections

The project moves forward with an assessment of the future community conditions, service demand, and fire protection risks that these organizations can be expected to serve. ESCI will conduct an analysis of community growth projections and interpret their impact on emergency service planning and delivery.

Task 3-A: Population Growth Projections

An interpretation of available census and community development data will be provided indicating:

- Population history
- Census-based population growth projections
- Community planning-based population growth projections

Task 3-B: Service Demand Projections

Population growth projections, along with historical and forecast incident rates, will be utilized to develop projections for future service demand.

Task 3-C: Community Risk Analysis

Land use and zoning classifications will be used, along with specific target hazard information, to analyze and classify community fire protection risk by geography. This process will be completed with GIS software for the study area as a whole and will consider:

- Population and population density
- Demographics



- Community land use regulations
- Occupancy types by land use designation
- Hazardous substances and processes

Phase IV: Future Delivery System Models

The project concludes with strategies intended to place these organizations in a position to successfully serve their future demand and risk. ESCI will develop and analyze various operational models for providing emergency services with the specific intent of identifying those options that can deliver the desired levels of service identified in the previous task at the most efficient cost. Recommendations will be provided identifying the best long-range strategy for service delivery and the impact of initiating such a strategy. Additionally, short and mid-term strategies will be recommended for service delivery improvement or increased efficiency.

Task 4-A: Development of Response Standards and Targets

An appropriate set of response performance goals will be developed for the study area matching the nature and type of risks identified in the previous report sections. The performance goals shall be developed with consideration to:

- Incident-specific staffing levels to meet the critical tasking analysis for the identified risks
- Apparatus assignments to accommodate the anticipated fire flows and other critical functions of the identified risks
- Time standards that will provide for effective initiation of critical tasks and functions

These performance goals will be developed for application to the entire study area, with consideration given to varying levels of risk, density of population and service demand. Where appropriate, service delivery planning zones will be developed to allow for the application of urban, suburban, rural or wilderness levels of service performance goals. ESCI's project team will work directly with the project liaisons to achieve consensus on the performance goals.

Task 4-B: Recommended Long-Term Strategy

ESCI will develop a recommended long-range option for resource deployment that will improve the region's level of service towards the identified performance objectives and targets. This may include, but is not necessarily limited to, specific options regarding:

- Relocations of existing facilities
- General locations of future necessary fire stations
- Selection and deployment of apparatus by type
- Deployment of operations personnel
- Future administrative and support personnel
- Deployment of special units or resources
- Additional infrastructure or facilities for administration and support programs

ESCI will evaluate and present in graphical and descriptive format for the deployment option(s):

- Degree of benefit to be gained through its implementation
- Extent to which it achieves established performance goals



- Potential negative consequences

Task 4-C: Short and Mid-Term Strategies

Recommendations for improving service delivery and system efficiency prior to any full implementation of the long-term strategy will be provided in areas such as:

- Agency management and organization
- Staffing and personnel deployment
- Service delivery methods
- Training programs
- Prevention programs
- Enhanced cooperative service among communities or agencies
- System funding and cost recovery
- Others

Interim Deliverable: Development and Review of Regional Master Plan Report Draft

ESCI will develop one (1) printed draft copy for each agency (plus an electronic version) of the Regional Emergency Services Master Plan section of the report for the project committee to evaluate. An adequate opportunity will be provided for review and to discuss any recommendations or revisions. Client feedback is a critical part of this project and adequate opportunity will be provided for review and discussion of the agency evaluation draft prior to the beginning of the Opportunities for Cooperative Efforts study. The draft 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 cataloged as necessary in a report appendix.
- Supportive charts, graphs, and diagrams, where appropriate.
- Supportive maps, utilizing Geographical Information Systems analysis as necessary.

Phase V: Future Opportunities for Cooperative Efforts

ESCI will use the completed evaluation of each agency and the assessment of future emergency services infrastructure needs to identify opportunities and feasibility for cooperative efforts. The ESCI 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 5-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 5-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 5-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 or cooperative effort. 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 5-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

Interim Deliverable: Development and Review of Report Draft for Cooperative Services Feasibility Section (Phase 5)

ESCI will develop and produce one (1) printed draft copy for each organization (plus an electronic version) of the “Opportunities for Cooperative Efforts” section of the report for review by the project committee to discuss recommendations and revisions. An adequate opportunity will be provided for review and discussion of the draft feasibility report prior to completion of the full final written report.

Phase VI: Development, Review, and Delivery of Final Project Report

Task 6-A: Delivery and Presentation of Final Project Report

ESCI will complete any necessary revisions of the draft and produce five (5) publication-quality bound, final versions of the written report for each organization, 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 credential

Task 2-H: HAZMAT Services Support and Response Capability

Evaluate the agencies' capabilities in regards to hazardous materials incident responses 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 responses 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 4-D: Cost Projections

ESCI will provide general projections of the cost of recommended long-term strategies, specifically related to:

- Facility changes or additions
- Staff changes or additions
- Primary apparatus changes or additions

Cost projections will be provided for both capital expenditures and on-going operational costs. Operational costs will be provided as one-year projections of additional or reduced expenditures resulting from full implementation of the strategy. Additional findings and recommendations will be made, where appropriate, regarding:

- Options for long-term funding strategies
- Options for cost avoidance
- Options for cost recovery

Task 5-D: Public Input Meetings

At the conclusion of Phases I, II, III and IV, 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, or opposition to, cooperative service efforts
- 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.

Sample Scope