

City of Gainesville – Alachua County Fire Services Assistance Agreement (FSAA)

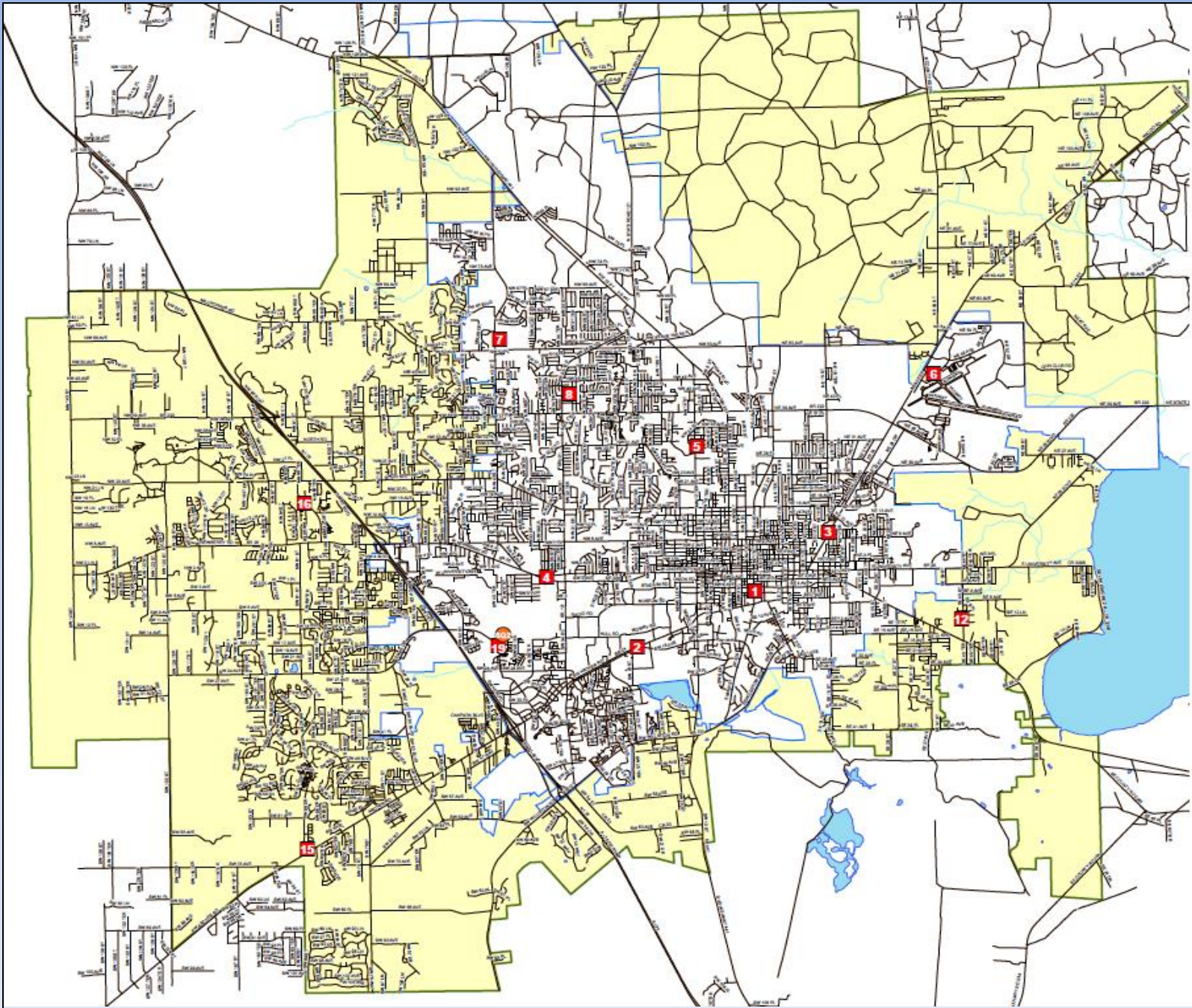


Presentation for the
Gainesville
City Commission
June 15, 2017
Fire Chief Jeff Lane

170097C



FSAA MAP



Fire Services Assistance Agreement

- Approved in 2006
- Provided quickest unit response
- Amended to resolve Transition of Fire Services
 - Estimated \$3 million fire services expenses owed to City deferred for two years
 - Responsibility for Forest Park
- County has cancelled the agreement
 - FSAA responses to end May 30, 2018



FSAA Formula

- Charge per response calculated annually:
(Total Responses) / (Department Budget) = Rate
- FSAA functional model:
(DEMAND) minus (RESOURCES) = PAYMENT
- Lowering demand and/or increasing resources reduces payment. No response = No Charge



History of Fire Assistance

- 1882 Gainesville has served areas of County for 135 years
- 1970s Formal agreements have existed for almost 50 years
- 1980 Station #7 built as “County Contract Station”
- 1989 Station #7 CLOSED due to non-payment for fire services
- 1990 Fire Emergency Medical Services Agreement (re-opens Sta.7)
(Annexations, Ambulance Services, Station Construction requirements)
- 1993 Renewed issues of cost from County; amendments weaken FEMSA
- 1996 FEMSA repealed and Designated Assistance Agreement approved
- 2006 Fire Services Assistance Agreement (FSAA) was approved
- 2012 County took issue with *Transition Agreement* after 2009 annexation: E19 off-set City charges and was producing revenue
- 2015 To resolve transition issue the City deferred two years of compensation and took Forest Park
- 2018 FSAA canceled, ending automatic-aid/quickest unit response



FEMSA; Annexation

City of Gainesville and Alachua County: Fire and Emergency Medical Services Agreement; 5/8/1989

Section 13. Annexation.

- A. If the City annexes property and the area annexed contains a County fire station, the County recognizes that the property is required for providing fire and emergency medical services by the City and agrees to convey fee simple title to any County-owned and operated fire stations located within the annexed area to the City within thirty (30) days of such annexation at nominal cost pursuant to F.S. 125.38. The City shall assume the responsibility of debt service for any capital facilities transferred pursuant to this Agreement.



FEMSA; Ambulance Service

City of Gainesville and Alachua County: Fire and Emergency Medical Services Agreement; 5/8/1989

Section 8. Advanced Life Support Ambulances

- A. Ambulances, like fire apparatus, shall be dispatched without regard to political jurisdiction on a next, nearest available unit basis.
- B. At the option of the City, the City may choose to provide ALS treatment and/or transportation services to locations within the City of Gainesville. The City shall become the primary provider of EMS services in the City when it activates its fourth ALS transport unit. The City shall give at least sixty (60) calendar days written notice to the County of its intent to activate the fourth ambulance and become the primary ALS provider within the City, except no such notice shall become effective before October 1, 1991.
- C. As the City activates ALS transport ambulances, the County may deactivate a like number of ambulances based within the City and reconfigure resources in concert with the County's role as primary provider of ALS services in the unincorporated areas of the County. City ambulance locations and County ambulance relocations shall be approved by the UOPC prior to their implementation.



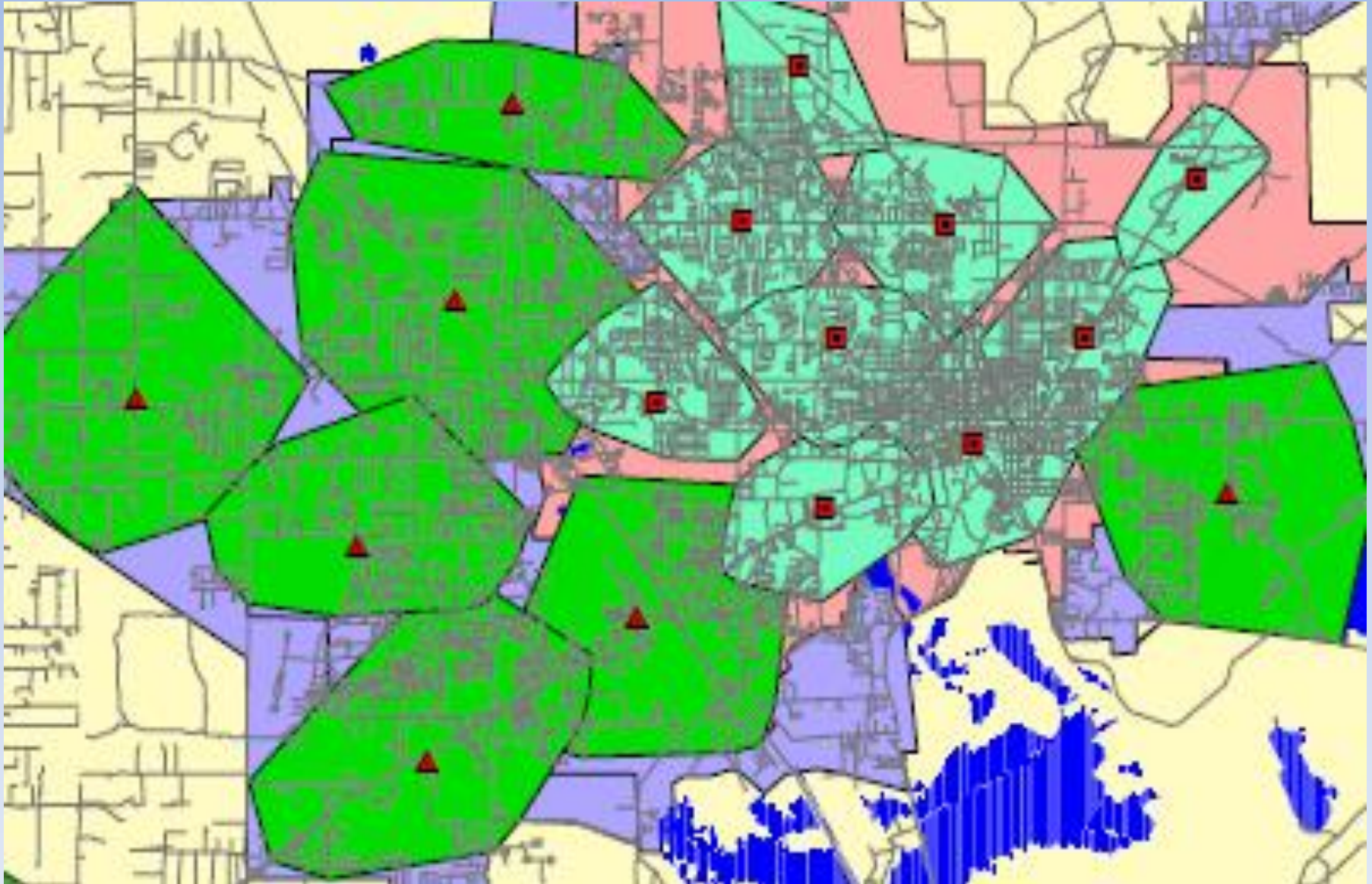
Fire Master Planning/Agreements

- 2003 City defers one year of payments for Fire Services
- 2004 County rejects Fire-Rescue Merger; funds Fire Master Plan Study
- 2006 Fire Services Assistance Agreement approved
- 2007 Transition of Services Agreement
- 2012 County updated their portion of Master Plan
- 2015 City defers two years of payments for Fire Services
- 2016 City Station Location/Staffing Study
- 2017 County cancels FSAA; quickest-unit response ends May 30, 2018



Masterplan Map

Fire Master Plan, Page 189; ESCI 2004

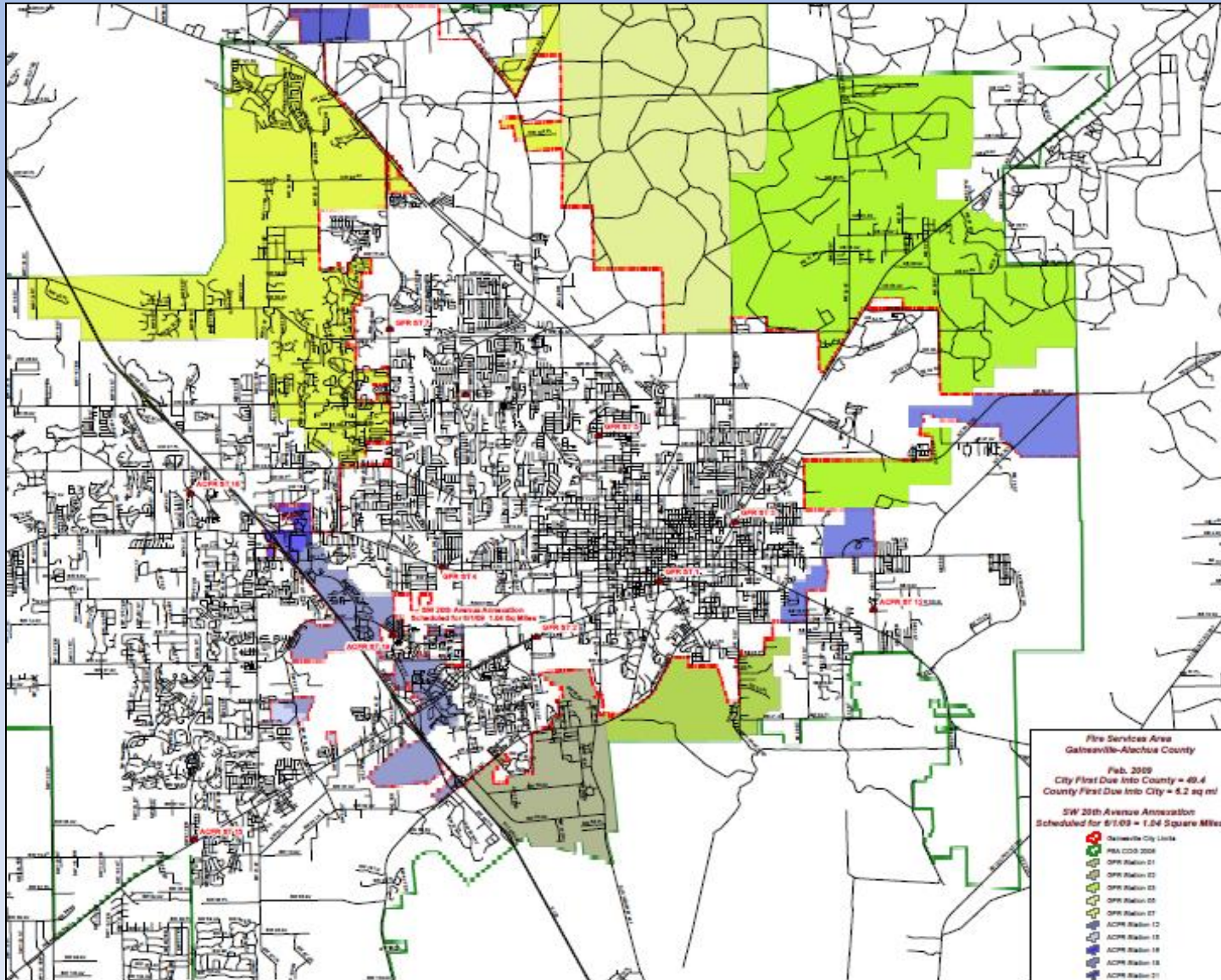


County Fire Service Needs

- Proposed stations, except Williston Road location, align with Fire Master Plan
- What is lacking is coordination and proper timing of adding resources that would provide for FSAA smoothing
- Proposed investment coincides with significant decreases in service in some areas to achieve moderate increases in others
- County coverage is the issue, not the FSAA which could provide coverage while the Master Plan is developed
- The Fire Master Plan, in all models, assumed fire assistance agreements would exist



FSAA First Due Areas Served by the Other Jurisdiction



Response Area Impact: No FSAA Model*

Response demand projected in first-due areas

- **28.5%** County demand in City 1st-Due areas
 - Indicates annexation capacity for fire services
- **2.7%** City demand in County 1st-Due areas
 - Indicates deployment considerations for the City

- *Model Assumes Engine 9 in-service in the SW
- E9 would answer 14% or 20,000 City responses



Projection used prior ~5yrs of data of 153,324 responses

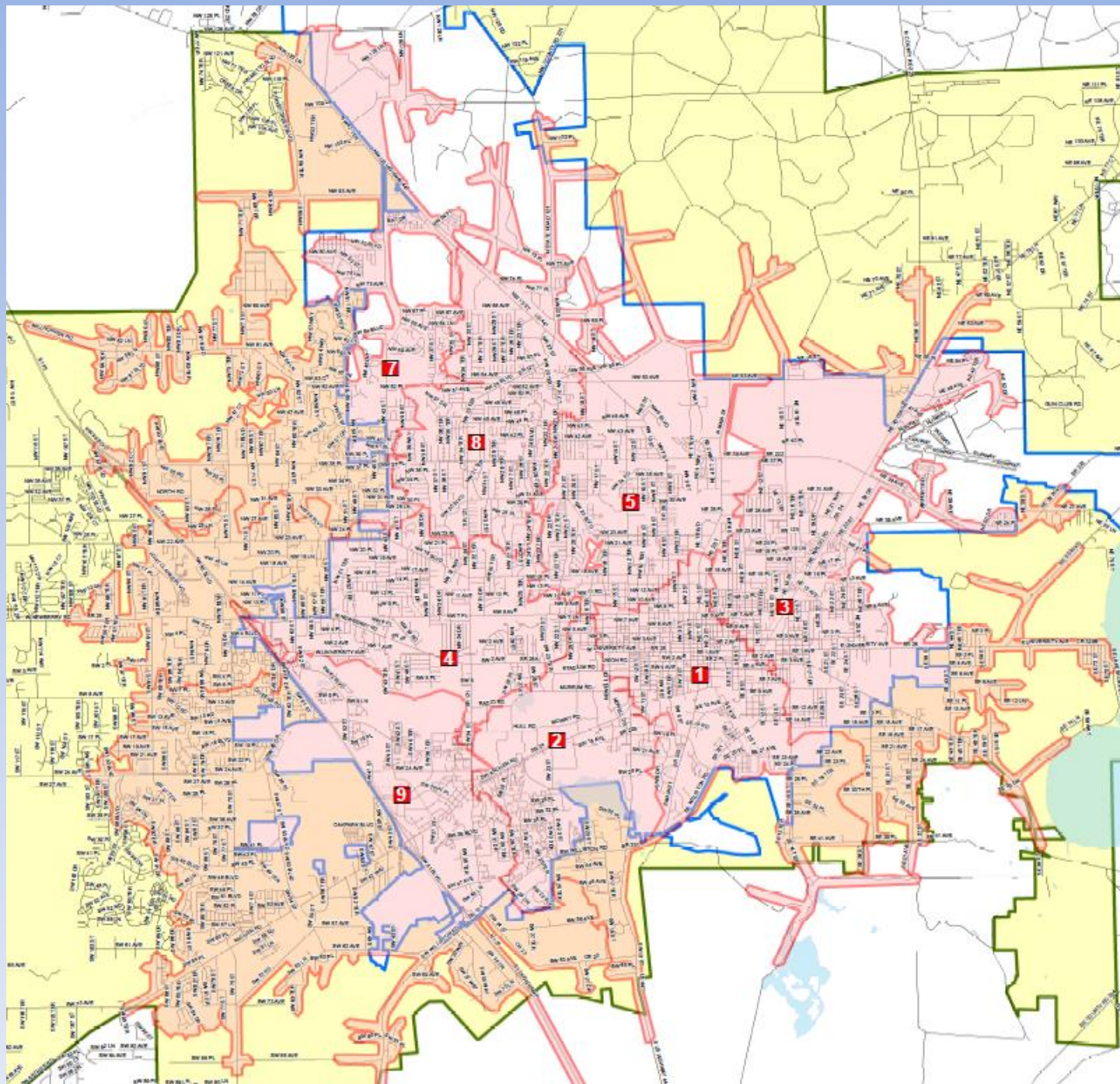
Unit Response Projection

No FSAA Model*

- 28% Increase to County response load
- 11% Increase to City response load
- City should realize a net increase in availability (~3000 responses annually) to help cover increasing demand inside City

	2013	2014	2015	2016	Jan-May 2017	Grand Total
FSAA Total Responses	10034	10176	10347	10866	4433	45856
ACFR into FSAA	7510	7511	7564	7356	3035	32976
ACFR %	75%	74%	73%	68%	68%	72%
GFR into FSAA	2524	2665	2783	3510	1398	12880
GFR %	25%	26%	27%	32%	32%	28%
COG Total Responses	23422	23802	24116	25402	10560	107302
ACFR into COG	3285	2933	2436	2278	944	11876
ACFR %	14%	12%	10%	9%	9%	11%
GFR into COG	20137	20869	21680	23124	9616	95426
GFR %	86%	88%	90%	91%	91%	89%
Grand Total	33456	33978	34463	36268	14993	153158

ISO Map (5mi)

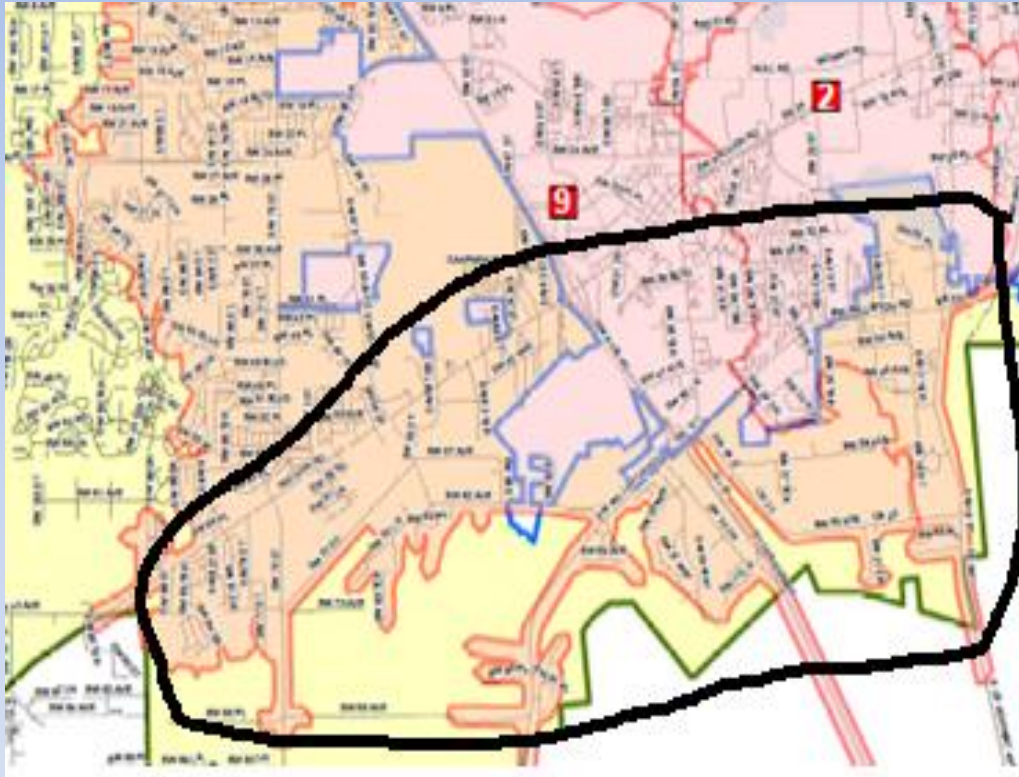


Eastside Impact Areas

- Areas within 5 miles of Engine 3 are heavily impacted by loss of timely fire response
- Insurance costs/coverage could also be impacted as these areas drop from a 3 to a 10 ISO Rating
- The County is adding no resources on the east side
- Benefit directly from annexing



Southwest Impact Areas

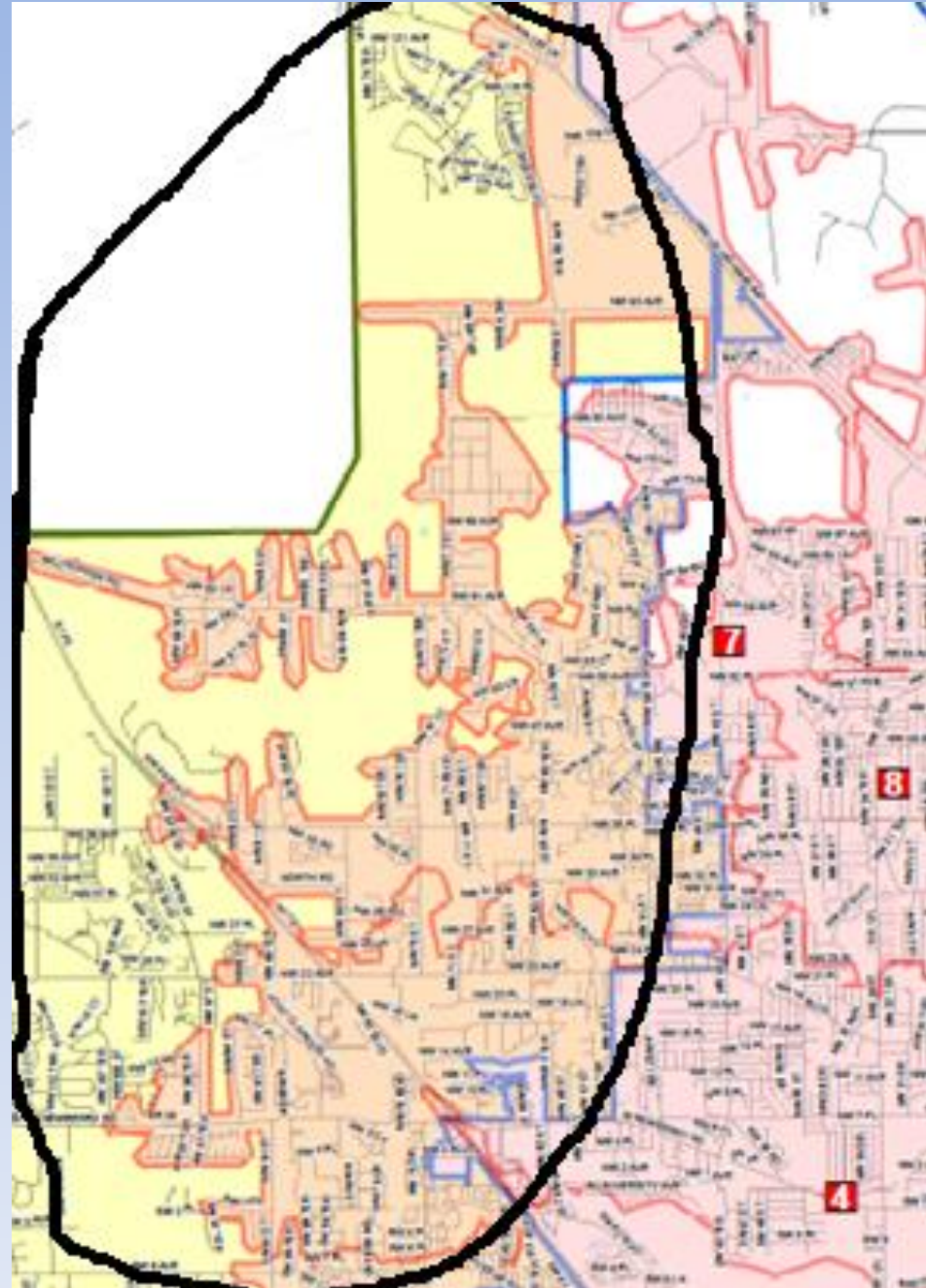


- The SW is a high demand area and growing, with incidents continuing to rise
- ~50% of County FSAA responses into City were for this area
- City engine will be needed in this area

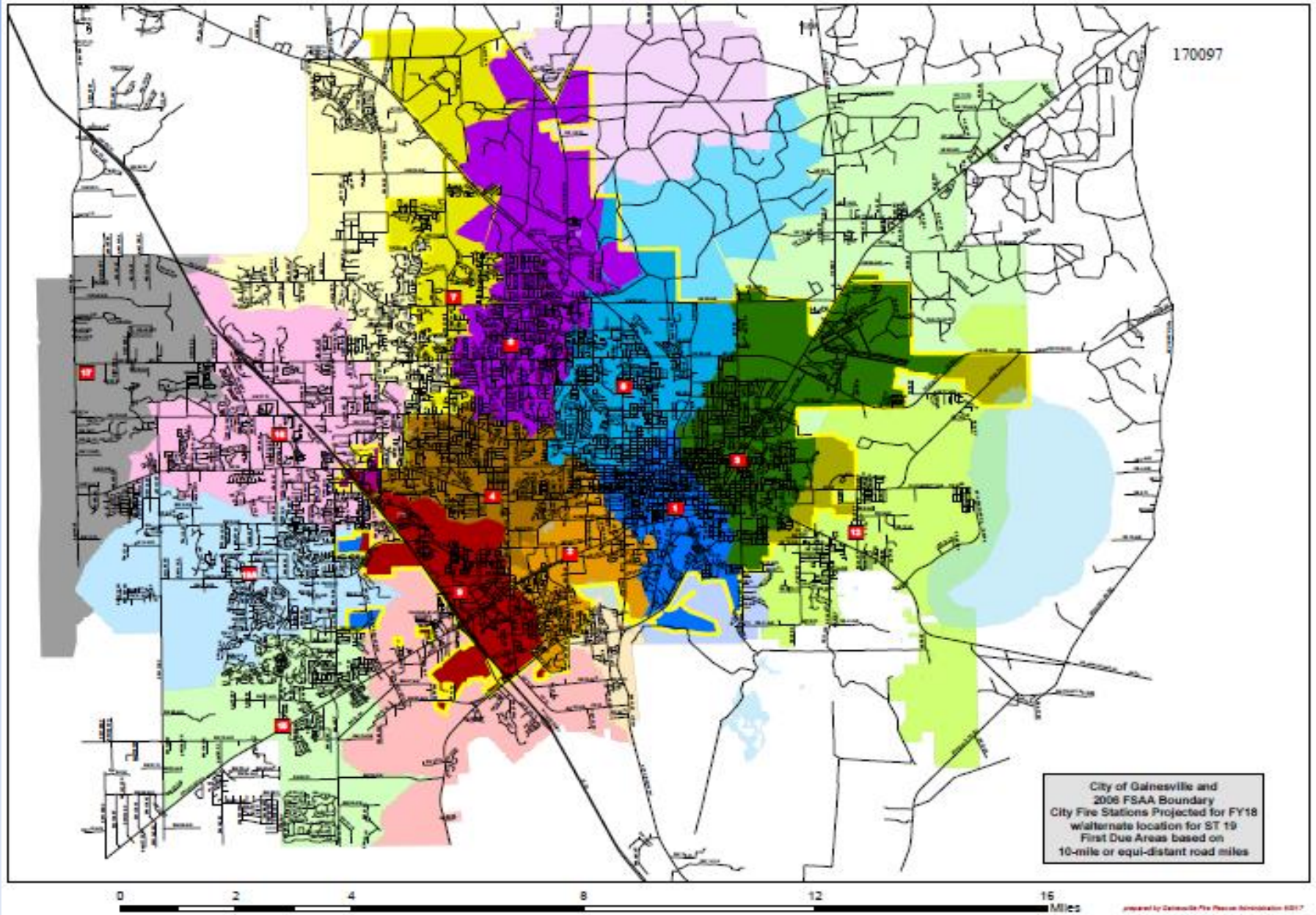


Northwest Impact Areas

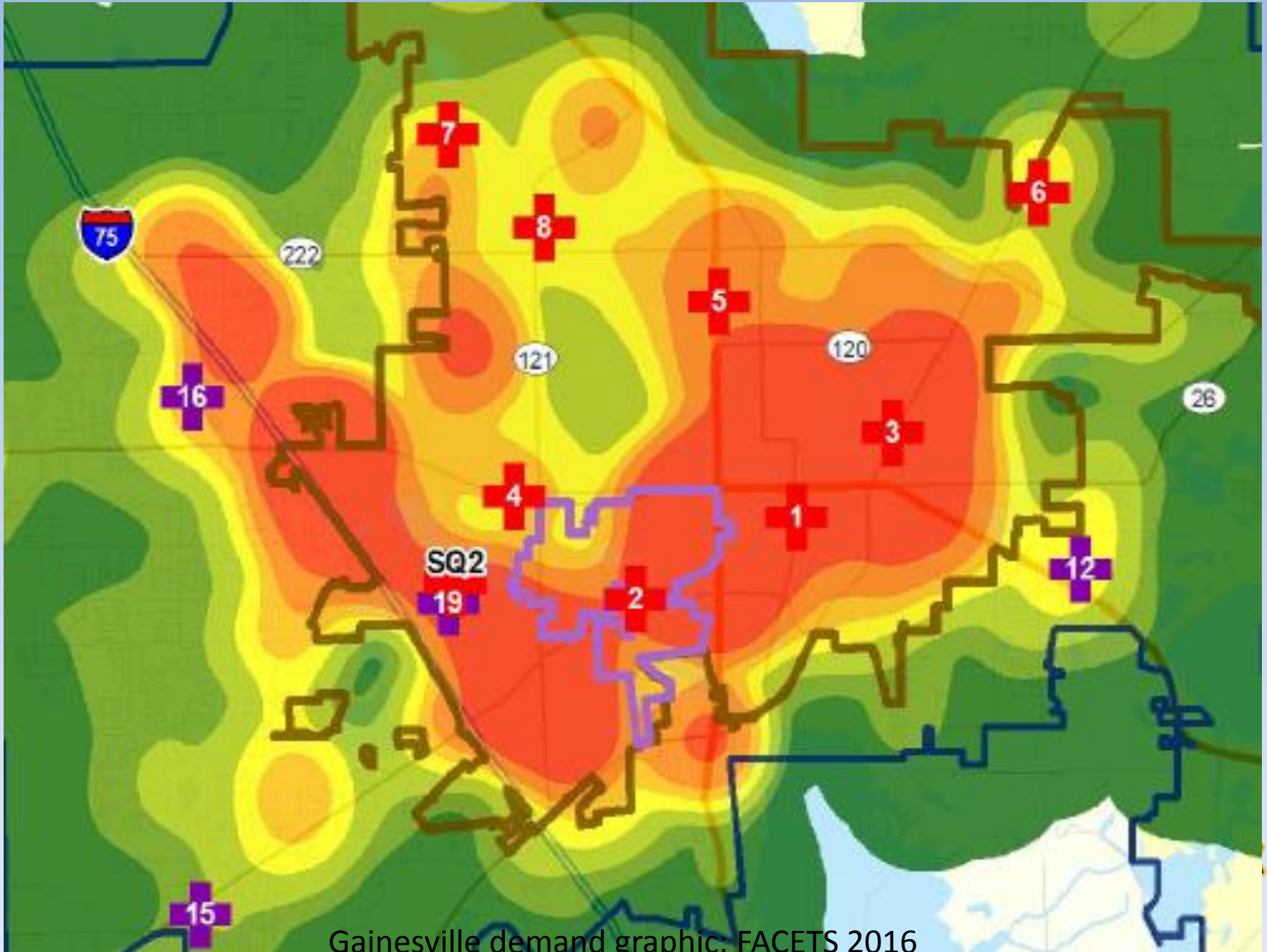
- Station 7 areas are impacted in short term, but if/when County adds units this could be offset--except for multi-unit incidents



City and FSAA Response Areas

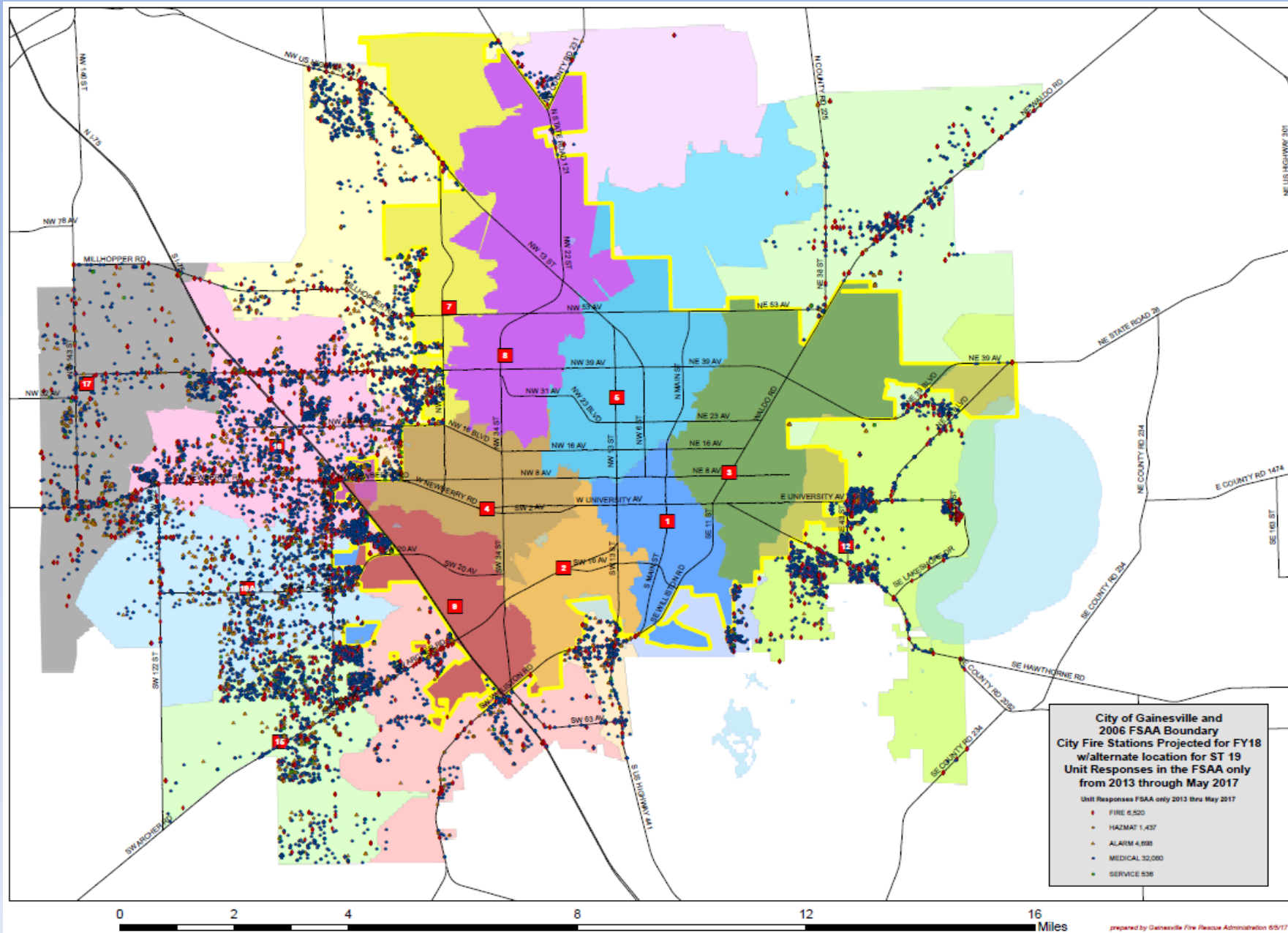


Demand Map



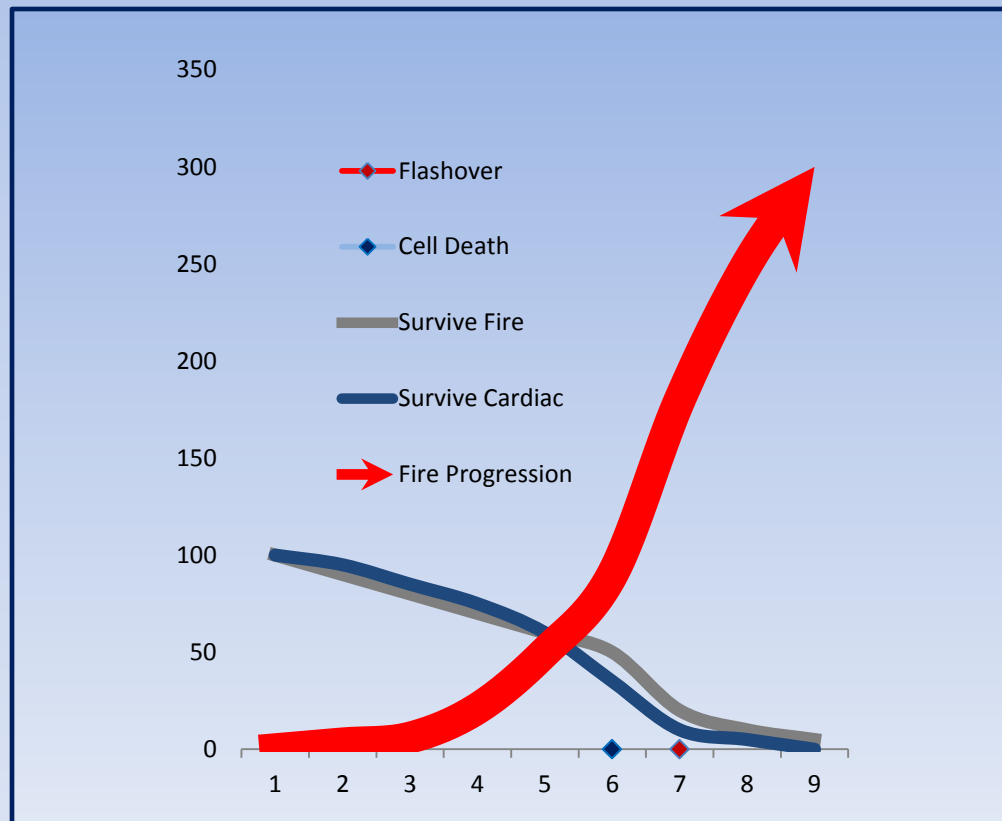
Gainesville demand graphic, FACETS 2016

FSAA Demand



Impacts of Cancellation

Response time is the only standard that counts



FSAA: Advantages/Disadvantages

Pros

- Quickest Response
- Recognized by ISO
- Functions as a single-System
- Economical model
- Formula driven rate
- Share resources for peak demand periods

Cons

- Reduces GFR Availability
- Different Providers
- Can mask needs
- May delay investment
- Cost more variable
- Subject to jurisdictional discussions

Impact of Cancellation

City

- No ISO Reduction
- Some increased capacity
- Limits peak demand resources to City and UF
- Reduces revenue
- Changes planning model
- Accelerates need for Engine 9 (Station 9)

County

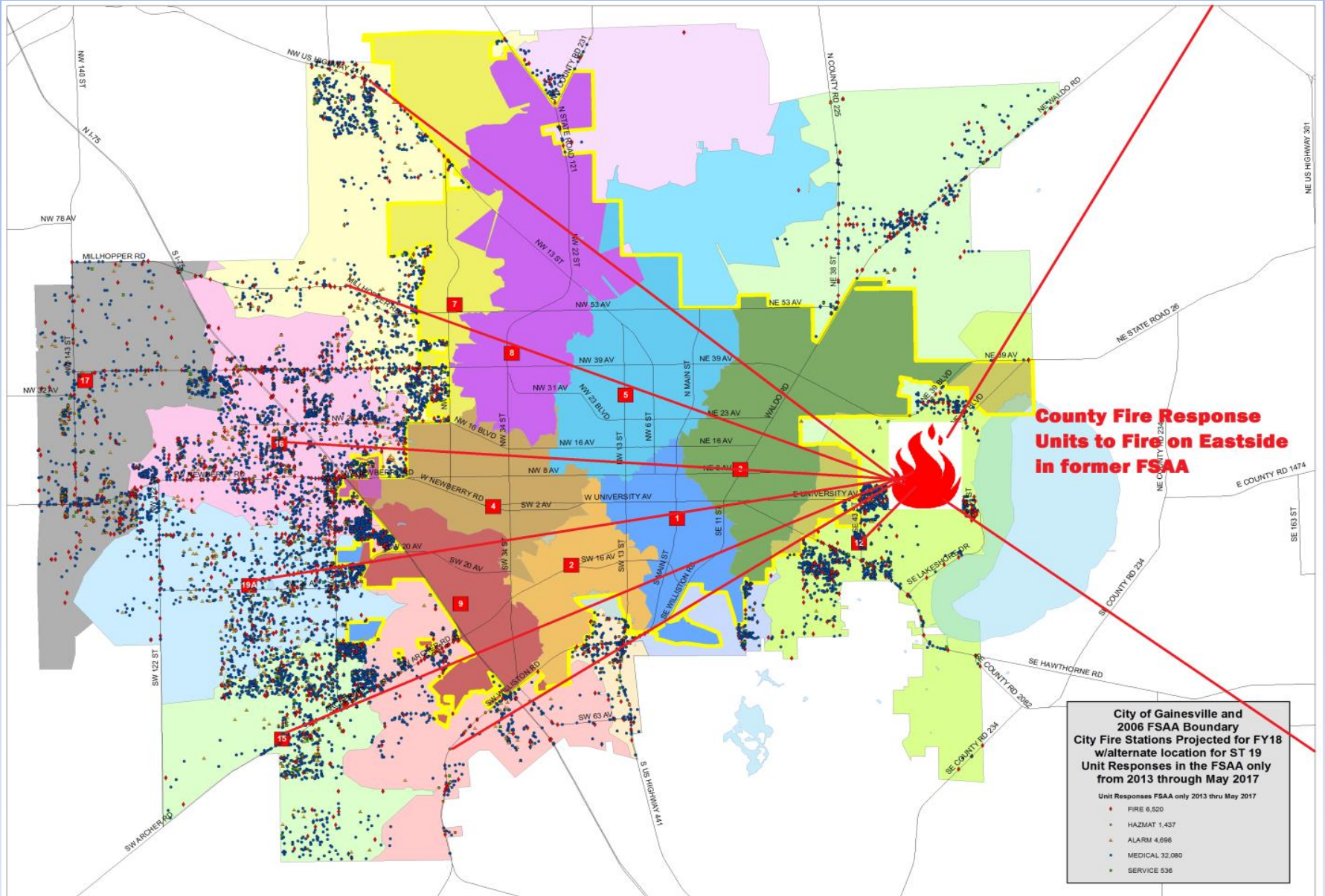
- Some ISO Reduction areas
- Delay in response times
 - Decrease in patient viability
 - Decrease in capabilities
 - Decrease in firefighter safety: delayed second-due units
 - Decrease in property saved
- Increase in protection in some areas
- Dramatic increase in overall cost

Primary Impact to County: Providing Multiple-Unit Responses

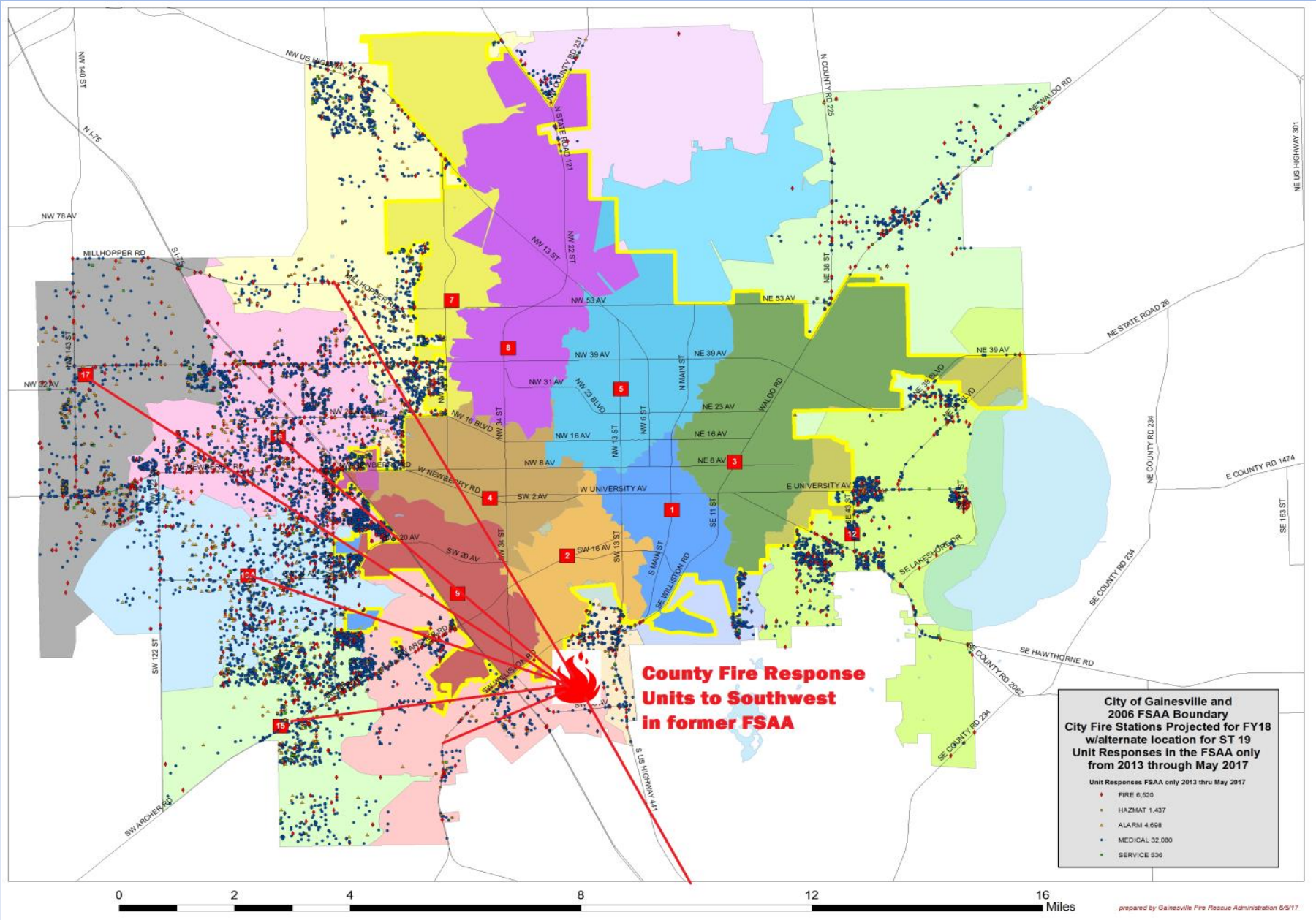
- Approximately 15% of incidents require more than two units.
- Average multi-unit response is 5 apparatus
- Typical Responses:
 - Vehicle Extrication is 4 Units
 - Engine, Ladder, Squad, and District Chief
 - House Fire response is 5 Units
 - 2 Engines, Ladder, Squad and District Chief
 - Commercial Building Fire response is 7 Units
 - 3 Engines, 2 Ladders, a Squad and District Chief



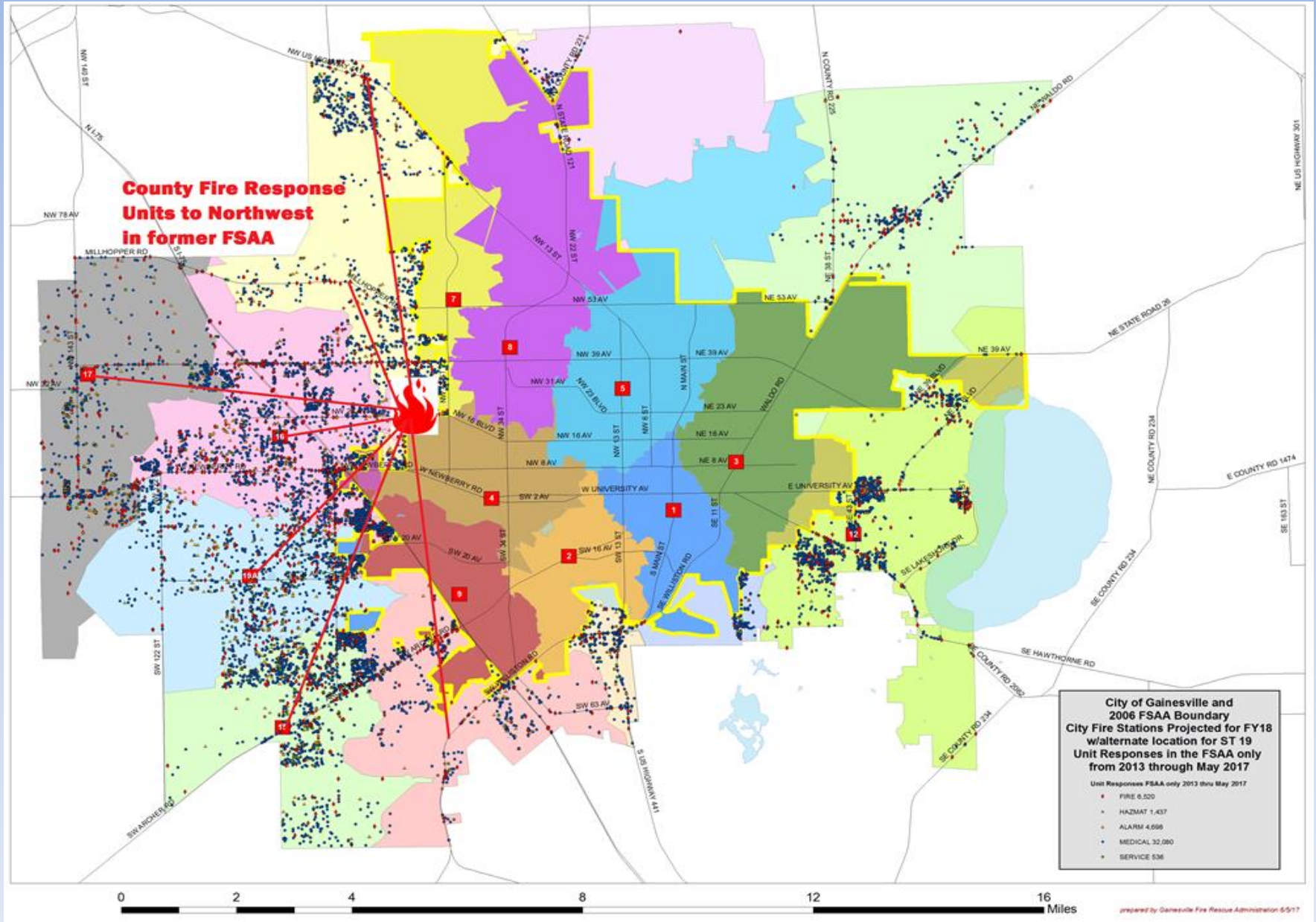
County Units to Eastside



County Units to SW



County Units to NW



Primary Impact to County:

Distance of Second-Due Units

- Perhaps most overlooked impact of FSAA cancellation is delay of second/next due unit.
- Critical in responses to larger incidents: Fires, Extrications, Collapses, Hazmat releases, etc.
- Number of Firefighters is critical to life-saving tasks and maintaining firefighter safety
- Loss of City's Hazmat and Technical Rescue
- Second-due units also provide back-up when first-due is busy
- Number of back-up responses rise with demand



Primary Impact to City/County: Simultaneous Occurring Incidents

- Larger multi-unit incidents that occur at the same time would tax existing resources and require:
 - Changing response levels to lower acuity calls
 - Adding Units; also consider peak-load staffing
 - Renewing emergency call-back practices
 - Establishing Mutual-Aid Agreements
 - Newberry, High Springs, Micanopy



Mitigating City Impact

- Placing Engine 9 into service May 30th, 2018
- Full re-assessment of resources and deployment strategies to maximize response capabilities inside the City vs. the FSAA areas.
- Specific focus on Second-Due impacts
- Need for Mutual-Aid agreements for disaster or emergent situations



Mitigating City Impact

- ISO Gap analysis to assure any investment maximizes opportunity to improve ISO Score
- ISO Point Distribution:

Score needed to receive ISO 1:			90		
GFR Current Score			<u>84.46</u>		
Points Needed			5.54		
<u>Category</u>	<u>Pts Possible</u>	<u>Received</u>	<u>Available</u>	<u>Cost Estimate</u>	
Firefighters	15	9	6	\$1.1M	Operating
Apparatus	10	6	4	\$500k	Fleet
Training	10	6	4	\$8 Mil	Capital
Divergence*	4	0	4	n/a	Calculation
GRU (water)	40	37	3	unk	Increased flow
Fire Inspections	5	4	1	\$240k	Operating
Communications	10	9	1	unk	CCC



Summary

- FSAA was functioning as intended and had mutual benefits; but was hindered by lack of County resources
- City provided increased services to County near City stations and general coverage in unincorporated area where no County services exist
- City provided more second-due units for multi-unit incidents and back-up coverage for County units busy in rural areas



Conclusion

- Most of the immediate impact is in the County. This could be mitigated by providing additional resources (4 Stations); however, multi-unit/back-up issues would remain
- County areas where no resources are being added will receive a much lower level of service
- Specific County areas will benefit from annexing; improving their ISO rating (ex. From 10 to 2)
- The City will need to add an engine to offset County FSAA responses and augment responses including to UF Campus



Recommendations

- City Manager to formally acknowledge the County Commission's cancellation of the FSAA received May 30, 2017, and inform them that effective May 30, 2018 the City will no longer provide services in the County.
- City Manager to provide the City Commission recommendations to address City Fire Service needs as of May 30, 2018.

