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# Fire Services Study

Alachua County

and

The City of Gainesville

prepared by *Analytica*

May 1996

*Fire Services Study - Alachua County and the City of Gainesville*

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# Fire Services Study
## for Alachua County and the City of Gainesville

***Analytica*** (the "Consultant") was awarded a contract by Alachua County (the "County") and the City of Gainesville (the "City") to examine the existing integrated system and determine an adequate system of service delivery for fire services in the City of Gainesville and the surrounding urban area. This area is referred to as the "fire services exchange boundary."

The study report is organized in five sections as follows:

I. Study Purpose and Scope
II. Methodology
III. Background and History
IV. Findings and Recommendations
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## I. Study Purpose and Scope

The purpose of the study is to evaluate the provision of fire suppression services within the City of Gainesville and the surrounding metropolitan area. The service territory is a rectangular shaped area of roughly 135 square miles encompassing the corporate boundaries of the City of Gainesville (46 square miles) and the surrounding urban fringe area. Within this service area lie seven City fire stations and three County fire stations.

Terms of the contract for consulting services entered into by the City of Gainesville, Alachua County, and *Analytica* specify the following required services:

- a review of the current agreement with comment on whether the service costs are appropriately computed based on standards as currently set forth by the County and City;

- an analysis of future system growth and the likely configuration of the future service delivery system, through 2006;

- a review of the differing methodologies and levels of service provided by the County and the City and whether those service levels are adequate for each respective jurisdiction, determining the costs to the County and the City to provide these services at the current level or at any increased level of service, and determining an equitable financing plan for allocating the costs of these services between the County and City; and

- development of additional models (at least two) which provide alternatives to continued contracting for services between the County and the City, provide adequate levels of service to the urban services area and sets forth the costs and allocation of those costs.

This phase of the study report (referred to as the "audit report") pertains only to the first and third items referenced on Page 1. The remaining issues are addressed under a separate study report.

The provision of emergency medical services cannot be separated from the activities of the overall fire-rescue departments. In both the City of Gainesville and Alachua County, EMS equipment and personnel are integrated within a unified fire-rescue system. Personnel are cross-trained; they occupy the same station locations; and both types of equipment - rescue and fire, respond to most emergency calls. Further, the number and location of stations are critical factors in response times for both types of emergency calls - fire and EMS.

The existing Fire and EMS Agreement includes 1st response EMS (i.e., non-transport component) within the scope of services to be provided by each agency. Both fire and 1st response EMS calls were identified, along with associated costs, in order to evaluate whether the service costs were "appropriately computed."

## II. Methodology

A detailed work plan was developed and reviewed with the Fire Chiefs of each agency. The work plan was prepared to delineate the steps involved in gathering information, analyzing data, and reporting conclusions. Information was obtained from a variety of sources, including: interviews with employees and officials; copies of budget documents, reports, correspondence, newspaper articles, etc.; and observations from office and station site visits. In addition, workshops were held with various elected officials and staff.

## III. Background and History

Since October 1, 1989, fire services and 1st response EMS have been provided in the urban area accordance with terms of the Fire and Emergency Medical Services Agreement (FEMSA). The agreement is for a period of seven years and is set to expire on September 30, 1996. Key provisions of the FEMSA agreement are summarized below.

- the County was required to build five stations in the unincorporated area by dates specified in the agreement;

- the County was required to compensate the City for fire protection services provided within the unincorporated area of the County. Annual payment amounts were based on a first year amount of $780,000 with subsequent payments adjusted annually to reflect three factors: 1) stations placed in service by the County; 2) territory annexed by the City; and 3) changes in the Consumer Price Index (CPI);

- "automatic mutual aid" was adopted, i.e., first response would be provided by the unit (City or County) closest to the reported fire or emergency medical incident regardless of the political jurisdiction of the incident or responding units; and

- standards were established for response protocol, response times, station facilities, and fire apparatus.

In 1994, the County formally notified the City that it did not wish to extend the FEMSA agreement beyond the scheduled expiration date of September 30, 1996. Then, in 1995, a Commissioners' Advisory Committee was established to plan for the future delivery of fire suppression and prevention services in the metropolitan area. The Advisory Committee, consisting of two County Commissioners and two City Commissioners, is responsible for reviewing the recommendations contained in this report. Following its review, the Advisory Committee will report to both elected bodies - the Board of County Commissioners and the City Commission.

## Overview of Fire Systems

**City of Gainesville** Fire Rescue Department

| | |
|---|---|
| • FY 1995-96 Budget ("Direct" Costs Only) | $7,614,990 |
| • Budget Including Allocated Costs | $8,674,544 |
| • Approved Positions | 151.5 (uniformed - 141) |
| • Number of Fire Stations | seven (7) |
| • Engine Companies | ten (10) |
| • Population Served | 145,000 |
| • Service Territory(total urban area) | 135 square miles |

An organized fire fighting service has existed in the City of Gainesville since the 1860's when horse-drawn wagons were used to combat fires. Historically, the City's Fire Rescue Department has provided fire protection services to the developed areas within the adjacent unincorporated areas of the County. Prior to the existing seven year inter-local agreement, the City and County had entered into a 15 year agreement which expired September 30, 1987.

The City's Fire Rescue Department is divided into three components: Office of the Fire Chief, Emergency Operations division, and Fire Safety Management Division. The **Office of the Fire Chief** is responsible for the general management of the department, including labor relations, strategic planning, and fiscal oversight.

The **Emergency Operations Division** responds to emergency incidents in the City and adjacent unincorporated area of the County. Emergency responses include fire suppression, emergency medical services, rescue, and hazardous materials (HazMat) incidents. The specially equipped HazMat unit serves a regional territory consisting of Alachua County and portions of surrounding counties. The Division also provides training and pre-emergency planning.

The remaining programs, including fire inspections, arson investigations, public information, and disaster preparedness planning, are organized in the **Fire Safety Management Division. Fire Inspections** investigates the cause and origin of all fires in the City of Gainesville, reviews building plans for new construction inside the City to assure compliance with applicable life safety and building codes, and conducts fire safety inspections. **Public Information** is responsible for providing public education and information. Dispatching services for all City fire and EMS calls are provided by the Gainesville Police Department.

The Gainesville Fire Rescue Department initiated its EMS program in 1986 by training their firefighters at the emergency medical technician (EMT) level and providing basic life support (BLS) services. Effective January 1, 1990, the City was issued a Certificate of Public Convenience and necessity to provide non-transport advanced life support (ALS) services. The City currently provides ALS response with six engines, two tower units, and one rescue truck.

The Fire-Rescue Department, a component of the City's general fund, is funded by "ad valorem equivalent" revenues. **Exhibit I** presents the Department's budget for the fiscal years 1990 through 1996. Pertinent notes to the statements are also included in the Exhibit.

**Alachua County** Fire Rescue Services

| | |
|---|---|
| • FY 1995-96 Budget (Fire, 1st Response EMS and Transport) | $10,886,051 |
| • FY 1995-96 Budget Including Allocated Costs | $11,223,330 |
| • FY 1994-95 Budget * (Urban Area Stations Only) | $ 1,831,500 |
| • FY 1994-95 * Fully Allocated - Urban Area Stations | $ 2,809,625 |
| • Approved Positions<br>*(includes 159.5 career and 16 part time positions) | 175.5 * (uniformed - 152) |
| • Number of Fire Stations | five (5) |
| • Engine Companies | six (6) |

* Station specific financial data was available only for the base year (1994-95) as described in a later section of this report.

Alachua County's fire/rescue budget is presented in detail under **Exhibit II**. The budget is presented at two levels: the gross budget shows the functional break-out between fire and countywide EMS for the fiscal years 1990 through 1996, followed by the FY 1994-95 budgets of the three County stations that provide fire services and first response EMS within the urban area. Pertinent notes are also included in the exhibit.

In 1974, the Department of Emergency Services was established under the Board of County Commissioners. The provision of fire services for the unincorporated area were contracted for with the City of Gainesville and the rural fire departments. Countywide ambulance services were provided through grant funding received from the U.S. Department of Transportation.

The County's initial foray into the direct provision of fire services began in 1985 after negotiations with the City of Newberry were unsuccessful in establishing a contract for fire protection in the western area of the County. Some borrowed fire apparatus was placed into service at the Half Moon EMS station. Shortly thereafter, a fire truck was purchased and a mobile home with a pre-fabricated building was placed in the Jonesville area (Station No. 17). Later that same year, the County began "pilot programs" with the City of Alachua and the Town of Micanopy whereby the County provided paid firefighters supplemented by local volunteers. The County still maintains a fire/rescue station in Alachua (Station 21).

In 1988, following the City's closure of its Station 7, the County purchased another fire truck and placed it into service in the northwest Gainesville EMS station. Station No. 7, was reopened by the City of Gainesville in December 1989, as a stipulation of the Fire and Emergency Medical Services Agreement which became effective on October 1,

1989. This seven year agreement established a schedule for the County to build and staff urban fire stations. In 1990, the County opened Fire/Rescue Station19, located at SW 20th Avenue and 43rd Street. Station 16, placed in service during 1993, is located at 1600 NW Fort Clark Boulevard. Station 12 opened during 1994 at 1200 SE 43rd Street.

Alachua County provides countywide ALS ambulance transport service. County stations also provide basic life support (BLS) services in portions of the unincorporated area. The County operates 3 ALS engines within the urban area. In addition to fire and EMS units, the Department administers the following programs.

**Fire Investigation/Inspection** - investigates all fires to determine their cause and origin in the unincorporated areas and rural municipalities. This program also is responsible for reviewing all building plans for new construction in the unincorporated area to assure compliance with life safety and building codes; fire safety inspections; public safety; public education, and public information.

**Specialized Units** - includes a search and rescue team, a swift water rescue team, and a heavy rescue unit. These units also provide special events coverage.

**Reserve Division** - provides trained volunteer personnel to assist on scene of emergency incidents, natural disasters, and special events. The 137 members of the Division serve in a variety of capacities including firefighters, medics, and specialized services. In addition to assisting with the basic fire and EMS programs, reservists handle many important tasks that would otherwise have to be performed by full time employees. These tasks include public information, public education, coordination of the Boy Scouts' Explorer Program, and special events coverage. The Division also assists in maintaining the database for the countywide emergency management and 9-1-1 system.

In addition to its fire service contract with the City of Gainesville, Alachua County maintains annual service agreements with ten cities. In return for annual funding contributions from the County, these cities provide fire and basic life support services for portions of the rural unincorporated areas. The FY 1996 budget includes $1,072,670 for the contracts with the ten rural cities (as detailed in EXHIBIT II).

## IV. FINDINGS AND RECOMMENDATIONS

### A. Review of Current Agreement

The scope of this study includes an analysis of the current agreement "with comment on whether the service costs are appropriately computed based on standards as currently set forth by the County and City ..." Section 10. Payment for Services. of the Fire and EMS Agreement sets forth the amount of annual payment as follows:

| Base Payment | | Supplemental Support |
|---|---|---|
| year 1 | = $ 630,000 | $25,000 per station |
| year 2 | = 480,000 | $25,000 X 6 stations = $150,000 |
| years 3-7 | = 325,000 | |

Thus, in the first year of the agreement, the County paid the City $780,000 consisting of $630,000 in the base payment plus supplemental support of $150,000. The FEMSA Agreement provided that payments be adjusted annually to reflect the percentage change in the consumer price index (CPI). In addition, the agreement stipulated that, as annexations occurred, the base amount would be reduced relative to the taxable value of property in the newly incorporated area.

Amendment One to the FEMSA Agreement, approved March 23, 1993, set forth a revised payment schedule for fiscal years 1994-1996. This amendment also approved an amended schedule for the County to build new fire stations serving the urban area.

Actual payments made during the seven year period of the agreement are presented in the following table.

**Annual Payments by Alachua County to City of Gainesville**

| Fiscal Year | Base Amount | Supplemental Support | Total Annual Payment |
|---|---|---|---|
| 1990 | $ 630,000 | $ 150,000 | $ 780,000 |
| 1991 | 668,430 | 150,000 | 818,430 |
| 1992 | 687,960 | 150,000 | 837,960 |
| 1993 | 616,623 | 150,000 | 766,623 |
| 1994 | 478,890 | 150,000 | 628,890 |
| 1995 | 341,894 | 150,000 | 491,894 |
| 1996 | 348,564 | 150,000 | 498,564 |
| **Totals** | **$3,772,361** | **$1,050,000** | **$4,822,361** |

Annual payments by the County to the City for the provision of fire and 1st response EMS services in the unincorporated area were calculated in accordance with the payment formula set forth in Section 10 of the Fire and EMS agreement. The formula used to calculate the payment amount for FY 1994-95 was reviewed and determined to be accurate.

## B. Reporting Requirements

Section 19 of the Fire/EMS Agreement outlines reporting requirements for both agencies. Monthly reports are to be prepared by each agency showing the total responses in which their units respond inside the boundaries of the other agency. These reports are to include:

- type of incident
- time of call dispatch
- time enroute
- time of arrival on scene
- time cleared from scene
- number of personnel responding

The reporting requirements have not been complied with. By mutual agreement, neither agency has provided the other with incident statistics as specified in the agreement. In actual practice, the City of Gainesville has dispatched all units responding to fire and EMS calls in the urban area and therefore maintains the database of emergency response statistics for both the City and County.

### Recommendation

Statistics on incidents and responses should be regularly compiled and reported. The categories of response data outlined in the agreement were intended to provide management information about workload (i.e. - number of incidences) and performance (i.e. - incident response times).

## C. Relative Levels of Service Provided

Both fire departments were requested to provide statistics documenting incident responses during the period of the Fire/EMS agreement (i.e., fiscal years 1990 - 1996). Historical response data was sought to determine the relative level of services provided within the City of Gainesville and the unincorporated area of Alachua County.

Summary reports of incident responses are not produced by either the City or the County CADS system. However, detailed records of response data are maintained in the system and can be accessed and sorted through special programming. The City of Gainesville was able to download records to compile a summary of responses - by incident type, responding station, and service jurisdiction, for each station serving the urban area (both City and County). Response time averages were derived based on a sample analysis of dispatch records as described in a later section of this report. *Because of the difficulty in obtaining this information, the request was limited to the period October 1, 1992 through December 31, 1995.* A summary of emergency incidents, by type and jurisdiction, is presented under **Exhibit III**.

Fiscal year 1994-95 was selected as the base year for evaluating the relative levels of service provided by each agency and comparing the value of these services to the actual amount paid by the County. Response data reported for both agencies - the City and County, was obtained from dispatch records maintained by the City of Gainesville Police Department. During FY 1994-95, the City dispatched all units responding to emergency incidents inside the urban area, including units responding from the County's three urban stations. The County was unable to compile summary information for responses from County stations but agreed to accept the response data compiled by the City.

The following table summarizes the relative levels of response within the urban area by City and County fire stations during FY 1994-95.

**Analysis of Responding Units from Urban Stations by Jurisdiction and Response Type (1st Response and Supplemental)**

| | Inside-City (excl. U of F) | % | Univ. of Florida | % | Unincorp. Area | % | Total |
|---|---|---|---|---|---|---|---|
| **City of Gainesville:** | | | | | | | |
| first response | 10,570 | | 758 | | 1,457 | | 12,785 |
| supplemental units | 5,228 | | 1,368 | | 1,494 | | 8,090 |
| total | 15,798 | 76% | 2,126 | 10% | 2,951 | 14% | 20,875 |
| **Alachua County:** | | | | | | | |
| Station No. 12 | | | | | | | |
| first response | 157 | | 1 | | 523 | | 681 |
| supplemental units | 112 | | 9 | | 40 | | 161 |
| total | 269 | 32% | 10 | 1% | 563 | 67% | 842 |
| Station No. 16 | | | | | | | |
| first response | 196 | | 0 | | 1,205 | | 1,401 |
| supplemental units | 572 | | 16 | | 562 | | 1,150 |
| total | 768 | 30% | 16 | 1% | 1,767 | 69% | 2,551 |
| Station No. 19 | | | | | | | |
| first response | 334 | | 7 | | 1,771 | | 2,112 |
| supplemental units | 107 | | 35 | | 152 | | 294 |
| total | 441 | 18% | 42 | 2% | 1,923 | 80% | 2,406 |
| Total County Stations | | | | | | | |
| first response | 687 | | 8 | | 3,499 | | 4,194 |
| supplemental units | 791 | | 60 | | 754 | | 1,605 |
| total | 1,478 | 25% | 68 | 2% | 4,253 | 73% | 5,799 |

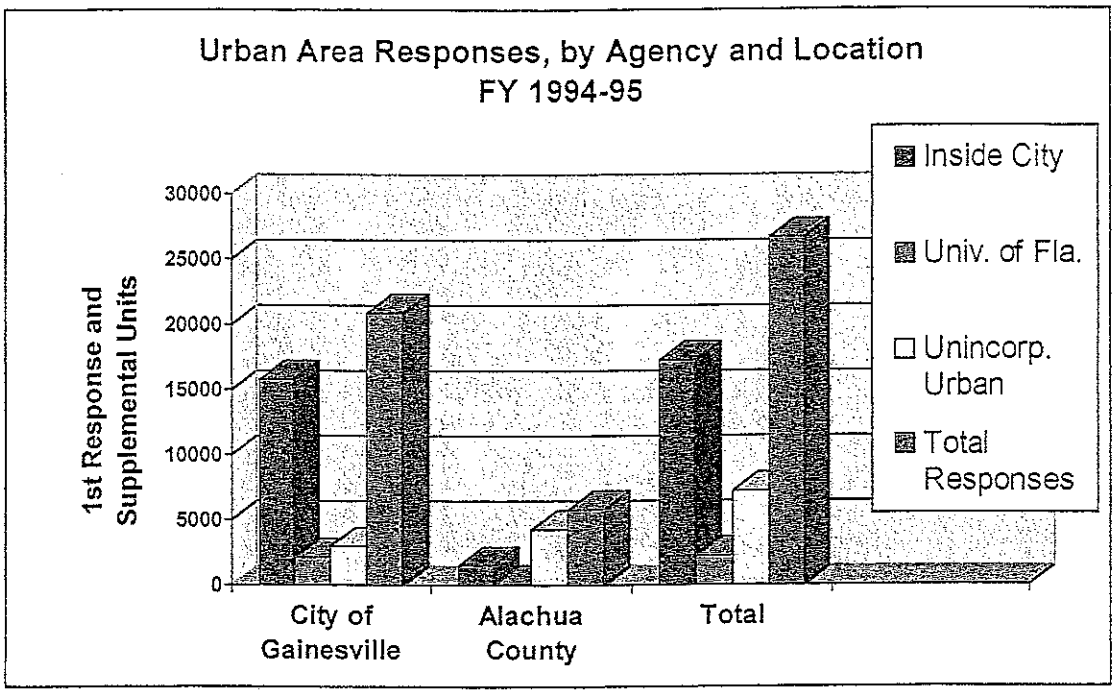
The response statistics indicate that, in FY 1994-95, 2,951 City units responded within the unincorporated area and 1,546 County units responded inside the City of Gainesville. This translates into approximately a 2 to 1 ratio of inter-jurisdictional responses provided by the City.

Relative response loads based on FY 1994-95 statistics are summarized below.

- City stations responded to:
  **92%** of the total demand inside the City; and
  **41%** of the total demand inside the unincorporated urban area;

- County stations responded to:
  **8%** of the total demand inside the City; and
  **59%** of the total demand inside the unincorporated urban area.

The response trend, by geographic location, is depicted in the following graph.




## D. Exchange Value Models

The FEMSA agreement provides that the nearest available unit (fire apparatus and ambulance) be dispatched as the first responder. This approach provides for the efficient utilization of resources and is designed to enable the fastest emergency response to a particular incident.

A recurring point of contention from the County's perspective has been the amount of required annual payments to the City as set forth in the contract. Although the payment formula adjusts for the addition of County fire stations and the extension of the City's boundaries due to annexation, the calculation does not take into consideration the relative number of responses from one jurisdiction into another.

Several cost allocation models were developed as a basis for comparison to the actual required payments under the Fire and EMS Agreement. Operating costs and call loads were used to calculate the relative contribution (i.e., "exchange value") of each service provider for the base year - Fiscal Year 1994-95. Model "A", showing average system response cost, is presented below as an example of the model format.

**Model A: Average System Response Cost**

| | City of Gainesville | Alachua County |
|---|---|---|
| Gross **Operating Expenditures:** | | |
| Fire and 1st Response EMS | $8,674,544 | $2,809,625 |
| less adjustments: | | |
| Airport Station No. 6 | $8,288,918 | |
| Capital Outlay and Debt Service | $8,052,538 | $2,737,148 |
| | | |
| **Response Distribution:** | | |
| Inside City | 15,798 | 1,478 |
| University of Florida | 2,126 | 68 |
| Urban Unincorporated | 2,951 | 4,253 |
| Total | 20,875 | 5,799 |
| Total Costs | $10,789,686 | |
| Total Responses | ÷ 26,674 | |
| Average Cost per Response | = $404 | |
| **Exchange Value Calculation:** | | |
| City (2,951 X $404) | $1,192,204 | |
| County (1,546 X $404) | 624,584 | |
| **Net Exchange Value** | **$ 567,620** | |

Three additional models are presented under **Exhibit IV**. Calculations for relative exchange values differ depending upon the assumptions used in defining system costs and activity base (i.e., responses). The net exchange values derived from the various models are summarized in the following table.

## Recap of Exchange Value Models

| Model | Title | Net Exchange Value |
|---|---|---|
| A | Average System Response Cost | $567,620 |
| B | Lowest Unit Response Cost | 542,330 |
| C | Proportional Use Based on Agency Response Loads | 464,272 |
| D | Proportional Use Based on Inter-jurisdictional Response Loads | 417,651 |
| | Average Exchange Value (A + B + C + D ÷ 4) | $497,968 |

As shown in the above table, exchange values calculated based on the four models range from $417,651 to $567,620. The actual contract payment for FY 1994-95 totaled $491,894, an amount slightly less than the median of the various exchange values derived under the above scenarios. **Based on the model results, the contract amount paid in FY 1994-95 represented a fair and equitable amount.**

### E. Identification and Allocation of Unbudgeted Costs

An attempt was made to identify all costs relevant to the provision of fire and initial EMS responses. The operating budgets of both departments contain most direct costs; however their respective communication functions are included in the budgets of the law enforcement agencies (City police and County sheriff). Indirect costs are not included in the operating budgets nor are debt service costs. Exhibits I and II present detailed cost schedules for both agencies.

Both the City and County contract with an independent consultant to develop the annual indirect cost allocation plan. Indirect costs represent the pro-rata share of central support services such as purchasing, personnel, finance, budget, and administration. Although the applicable share for each agency is calculated by the consultant, neither agency actually charges indirect costs against the budget of the fire rescue department. In the City's case, this treatment does not present a problem because the central support agencies are components of the General Fund as is the Fire Rescue Department.

Indirect costs associated with the County fire rescue program are absorbed by the General Fund. In addition, the salary and fringe benefits of the Chief and several other administrative positions are included in the General Fund. This treatment raises an equity issue in that countywide taxpayers are subsidizing an unincorporated area service. Most costs related to the County's fire and 1st response EMS service are budgeted in the Municipal Services Taxing Unit (MSTU) Fund. This fund has a separate ad valorem millage levied against unincorporated taxpayers only.

Should the County and City use the exchange value model as a basis for determining costs to be paid under a successor agreement, it will be essential that both agencies agree on the appropriate budgeting and accounting treatment for program costs.

### Recommendation

Indirect costs allocable to the County's fire rescue program should be charged to the MSTU Fund. The current practice of absorbing these costs in the General Fund results in a transfer of ad valorem tax burden from unincorporated to countywide taxpayers.

A committee consisting of finance and fire service professionals from both agencies should be established to select a methodology for determining annual contract costs. This committee should adopt uniform standards for classifying and reporting fire rescue program costs.

## F. Response Time Standards

The scope of this study includes a "review of the differing methodologies and levels of service provided by the County and the City and whether those service levels are adequate for each respective jurisdiction." Average response time was selected as the primary criterion for evaluating the relative level of service provided by each agency. Response time is typically used by fire rescue organizations as a key outcome measure. Time is a critical factor in limiting physical and property damage associated with medical and fire emergencies.

Response times are set forth in the Fire and EMS Agreement as follows:

Class I (Urban)

initial response - 4 minutes or less for 90% of the calls
full response - 6 minutes or less for 90% of the calls

Class II (Suburban/Rural)

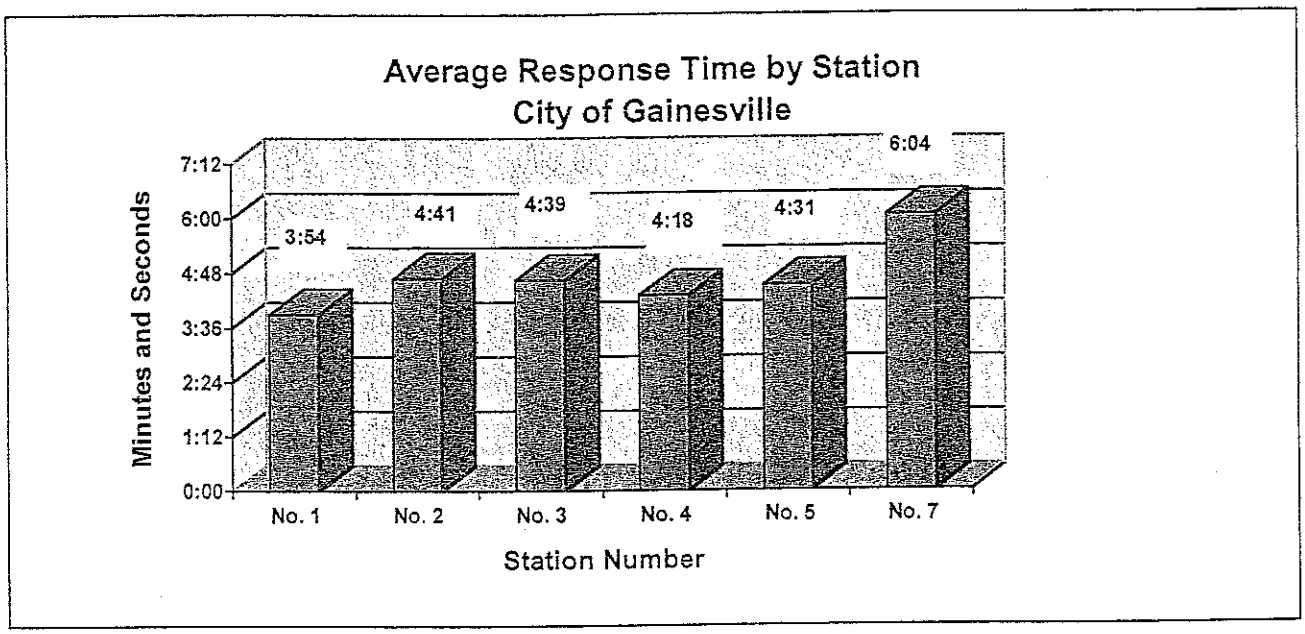
initial response - 6 minutes or less for 90% of the calls
full response -15 minutes or less for 90% of the calls

Response time standards differ between the agencies. The City's response time standard is 4 minutes from point of dispatch until the first unit arrives on scene. Alachua County's standard for the urban area is based on the standard set forth in the Fire and EMS Agreement, i.e., - 4 minutes or less for 90% of the calls in the urban area. Response times, as defined by both agencies, cover the range of response activity from the time the incident is dispatched until the first unit arrives on the scene. This would encompass dispatch handling, turnout, and travel time.

As reported in Finding B - "Reporting Requirements," response time statistics are not maintained and reported by either the County or the City. However, the City's communications database maintained by the Gainesville Police Department contains the data elements for each emergency call, including the response times entered on the incident report filed by the responding agency.

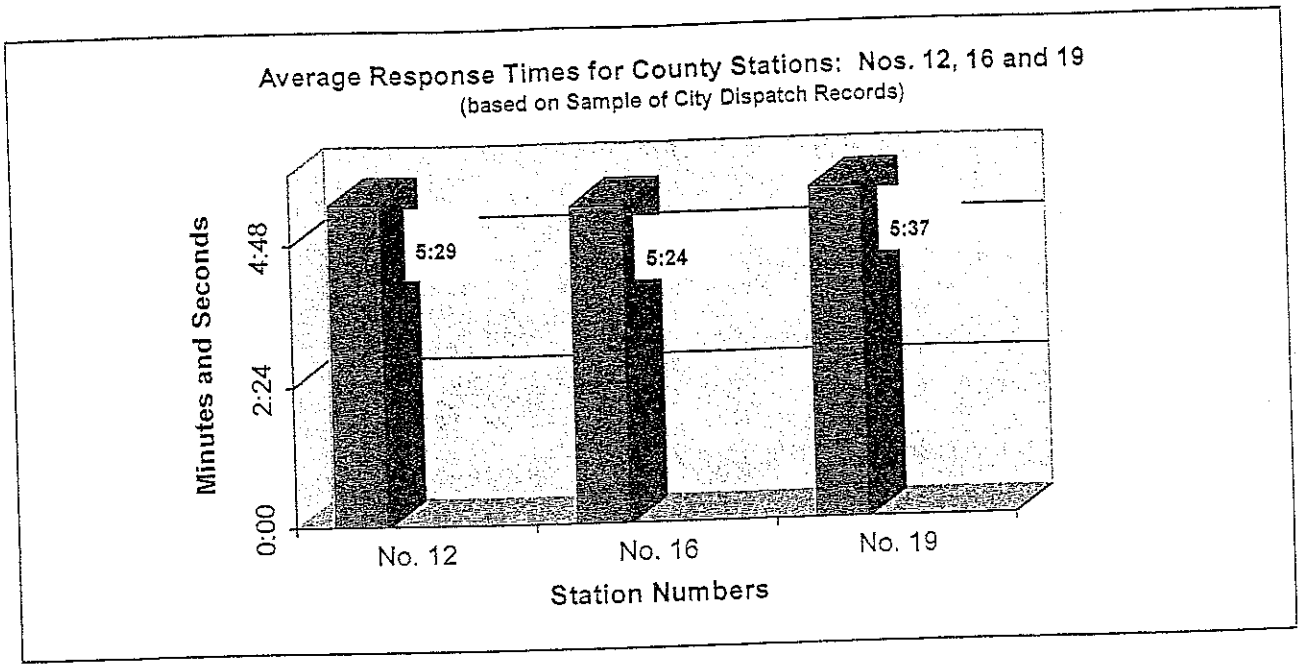
City staff was able to access the database and compile a sample of emergency incidents to determine an average response time. The sample selected for purposes of analysis consisted of consecutive nine day periods for the following dates: April 1, 1994 - April 9, 1994; September 1 - September 9 1994; and September 1, 1995 - September 9, 1995. Obvious data errors, primarily due to the omission of an entry for "time of arrival," were identified and omitted from the sample. If time of arrival is not entered, the system defaults to "zero", and the response time statistic is calculated as if the emergency response concluded at 12:00 midnight.

Average response times based on the sample results are presented for both agencies in the following charts.




As the shown in the preceding graph, average response times for all City stations, with the exception of Station No. 1, do not meet the goal of four minutes or less. It should be noted, however, that City staff believes responses by City stations to inside-City incidents do meet the standards set forth in the Fire and EMS Agreement.

The following graph shows the average response times, based on the sample results, for the three County stations serving the urban area. It should be noted that these averages reflect each station's responses throughout the system, including urban, suburban, and rural incidents.




Both the County and the City fire service areas contain pockets that are not receiving an adequate level of service based on the established response time standards. Response times are greatly impacted by the distance, in road miles, from the responding station to the location of the emergency incident. The City has developed a map delineating the area within the municipal boundaries that are more than two miles from the nearest fire station.

The County is also aware of areas within the unincorporated territory in which actual response times do not meet the standard. Funding requests for a new fire station on Archer Road have been delayed for the past two fiscal years.

Incident response times correlated to geographic areas would identify underserved populations. Average response time is commonly used as a performance measure by fire and EMS service providers. Other examples of performance measures used by some providers of fire services involve fatalities due to fire, number of structural fires, and fire property losses. Neither the City nor the County currently track this type of information.

Performance measurement systems are increasingly being used at all levels of government - federal, state, and local, as a means to determine program outcomes, monitor internal trends, and compare results to industry standards or benchmark organizations. Issues related to reporting standards could be addressed as part of the ongoing discussions regarding a unified countywide communications system.

### Recommendations

Reporting standards should be adopted by both agencies to require the measurement and reporting of key response information including:

- incident counts, summarized by category and location (i.e., jurisdiction) of response;
- unit responses reflecting multiple responding units, summarized by incident category and location; and
- average incident response times by station.

In addition, the key managers from each agency should determine whether other types of indicators would be applicable and useful for evaluating the operating performance of the respective fire departments.

## G. Standard Response Protocols

Another measure of service level is the actual configuration of vehicles and crew size that responds to a particular incident. The Fire and EMS Agreement stipulates that:

> "The response to various categories of fire, vehicle accidents, extrications, hazardous materials incidents, and emergency medical incidents, will be determined by a Unified Operations Protocol Committee."

Although the UOPC was abolished in March 1993 as part of Amendment One to the FEMSA Agreement, common response protocols were established for both agencies. Standard crew sizes were based on the type of apparatus and response configurations on the type of emergency incident. A detailed response guideline was programmed into the dispatch systems used by each agency thereby enabling the CAD system to automatically recommend a response level based on the type of reported incident. For example, a reported fire in a residential building would trigger a recommended configuration of 2 engines, 1 tower, 1 rescue, and 1 district chief. Thus, the Fire and EMS Agreement established a standard level of service for both the City and County. **Exhibit V.** presents a listing of apparatus types and assigned crew.

EXHIBIT I

## City of Gainesville Fire Rescue Department

(NOTE: All dollar amounts expressed in thousands)

| | FY 1990 | FY 1991 | FY 1992 | FY 1993 | FY 1994 | FY 1995 | FY 1996 |
|---|---|---|---|---|---|---|---|
| **Operating Budget:** *(1)* | | | | | | | |
| Personal Services | $6,501 | $6,207 | $6,373 | $6,281 | $6,529 | $6,805 | $6,783 |
| Operating Expenses | 709 | 758 | 653 | 688 | 735 | 735 | 811 |
| Capital Outlay | 148 | 15 | 40 | 151 | 126 | 51 | 21 |
| Sub-totals *(2)* | $7,358 | $6,980 | $7,066 | $7,120 | $7,390 | $7,591 | $7,615 |
| Communications *(3)* | 237 | 297 | 290 | 327 | 315 | 298 | 315 |
| Indirect Costs *(4)* | 535 | 638 | 582 | 571 | 609 | 600 | 600 |
| Debt Service | 415 | 415 | 24 | 187 | 188 | 186 | 188 |
| Sub-totals *(5)* | 1,187 | 1,350 | 896 | 1,085 | 1,112 | 1,084 | 1,103 |
| **Totals** | **$8,545** | **$8,330** | **$7,962** | **$8,205** | **$8,502** | **$8,675** | **$8,718** |
| Budgeted Positions | 165.0 | 160.0 | 148.0 | 147.0 | 150.0 | 150.5 | 151.5 |

| | | | | | | | |
|---|---|---|---|---|---|---|---|
| **Capital Project Expenditures:** *(1) (5)* | | | | | | | |
| Property Acquisition | 0 | 0 | 0 | 44 | 0 | 0 | 0 |
| Station Improvements | 0 | 0 | 0 | 0 | 13 | 242 | 41 |
| Fire Apparatus | 0 | 0 | 0 | 0 | 0 | 155 | 800 |
| **Totals** | **$ 0** | **$ 0** | **$ 0** | **$ 44** | **$ 12** | **$ 397** | **$ 841** |

**Notes:**

*(1)* Actual expenditures are reported for fiscal years 1990 - 1995; adopted budget totals are reported for fiscal year 1996.

*(2)* These costs are included in Fire Rescue's operating budget.

*(3)* Communications services are provided by the Gainesville Police Department Communications Division and related costs are included in the Police Department budget. The amount reported in the above table represents a pro-rata share (approx. 14%) of the total communications cost.

*(4)* Indirect costs reflect Fire Rescue's allocated portion of central support services (e.g., purchasing, personnel, finance and budgeting, etc.) The City utilizes the services of an outside consultant to annually update the City's indirect cost allocation plan.

*(5)* These costs are <u>not</u> included in Fire Rescue's operating budget.

EXHIBIT II

# Alachua County Fire/Rescue Department

(NOTE: All dollar amounts expressed in thousands)

| | FY 1990 | FY 1991 | FY 1992 | FY 1993 | FY 1994 | FY 1995 | FY 1996 |
|---|---|---|---|---|---|---|---|
| **Funding Sources:** | | | | | | | |
| General Fund | $ 3,222 | $ 2,849 | $ 2,202 | $ 2,458 | $ 1,391 | $ 2,023 | $ 2,514 |
| MSTU | 2,865 | 3,694 | 3,430 | 3,703 | 4,363 | 4,689 | 5,613 |
| Special Revenue | 130 | 43 | 51 | 0 | 0 | 0 | 3,104 |
| Enterprise Funds | 1,263 | 2,127 | 2,849 | 2,779 | 4,443 | 3,609 | 0 |
| Other | 0 | 161 | 0 | 0 | 0 | 0 | 0 |
| **Totals** | **$ 7,480** | **$ 8,874** | **$ 8,532** | **$ 8,940** | **$10,197** | **$10,321** | **$11,231** |
| **Operating Budget :** | | | | | | | |
| Fire Operations (MSTU) | | | | | | | |
| Personal Services | 1,063 | 1,414 | 1,585 | 1,684 | 2,160 | 2,643 | 3,058 |
| Operating Expenses* | 1,428 | 1,659 | 1,820 | 1,993 | 1,883 | 2,013 | 1,772 |
| Capital Outlay | 373 | 782 | 25 | 26 | 320 | 33 | 334 |
| Indirect Costs | 169 | 140 | 185 | 335 | 327 | 250 | 298 |
| Total | $3,033 | $3,995 | $3,615 | $4,038 | $4,690 | $4,939 | $5,462 |
| Emergency Medical Services (Transport) | 4,263 | 4,622 | 4,648 | 4,639 | 5,273 | 5,129 | 5,424 |
| Combined Fire and EMS | $7,296 | $8,617 | $8,263 | $8,677 | $9,963 | $10,068 | $10,886 |
| Common Costs: | | | | | | | |
| Administration | 140 | 247 | 210 | 223 | 227 | 199 | 200 |
| Communications | 159 | 159 | 170 | 154 | 127 | 193 | 292 |
| Debt Service | 0 | 10 | 9 | 8 | 7 | 5 | 3 |
| Sub-totals | 299 | 416 | 389 | 385 | 361 | 397 | 495 |
| **Totals** | **$ 7,595** | **$ 9,033** | **$ 8,652** | **$ 9,062** | **$10,324** | **$10,465** | **$11,381** |
| Budgeted Positions | 102 | 136 | 122 | 126 | 149 | 151 | 152 |
| **Capital Project Expenditures:** | $ 0 | $ 580 | $ 0 | $ 0 | $ 535 | $ 0 | $ 0 |
| Ambulance Transport - Charges for Services | $2,060 | $2,097 | $2,610 | $2,834 | $3,368 | $3,959 | $3,094 |

* Includes annual payments for inter-local agreements with Gainesville and ten rural cities.

EXHIBIT II

## County Stations Serving the Urban Area

The County's fire and EMS responses in the urban area are provided through three fire stations as follows:

- No. 12 - 1200 SE 43rd Street;
- No. 16 - 1600 Fort Clark Boulevard., near Oaks Mall, and
- No. 19 - 1800 SW 43rd Street.

The FY 1994-95 operating budget for each station is presented in the following table. (Note: actual costs, by station, are not available; therefore budgeted amounts are reported.)

### County Stations Serving Urban Area

| Cost Category | Station No. 12 | Station No. 16 | Station No. 19 | Total |
|---|---|---|---|---|
| Direct Costs: | | | | |
| Personal Services | $384,600 | $962,400 | $405,200 | $1,752,200 |
| Operating Expenses | 30,000 | 34,700 | 14,600 | 79,300 |
| Sub-total for Station | 414,600 | 997,100 | 419,800 | 1,831,500 |
| Allocated Costs: | | | | |
| Administrative Cost *(1)* | 101,067 | 237,806 | 101,067 | 439,940 |
| Common Costs *(2)* | 45,138 | 105,974 | 45,138 | 196,250 |
| Communications *(3)* | 26,095 | 61,401 | 26,095 | 113,591 |
| Capital Outlay *(4)* | 5,646 | 13,285 | 5,646 | 24,577 |
| Indirect Costs *(5)* | 35,807 | 84,253 | 35,807 | 155,867 |
| Debt Service *(6)* | 22,513 | 25,387 | 0 | 47,900 |
| **Total** | **$650,866** | **$1,525,206** | **$633,553** | **$2,809,625** |

Cost allocations for the footnoted items were based on the relative budget amount of each station compared to the total budget for all stations. The three urban area stations were allocated 74% of the cost categories, with the exception of common costs, which were allocated equally between the urban and rural activities. The table on the next page shows the various cost categories and allocation percentages for each station followed by notes describing the components of each cost category,

EXHIBIT II

| Cost Category | Total Amount | Allocations by Station | | |
|---|---|---|---|---|
| | | No. 12 17% | No. 16 40% | No. 19 17% |
| Administrative Costs | $594,514 | $101,067 | $237,806 | $101,067 |
| Common Costs * | 196,250 | 45,138 | 105,974 | 45,138 |
| Communications | 192,519 | 32,728 | 77,008 | 32,728 |
| Capital Outlay | 33,212 | 5,646 | 13,285 | 5,646 |
| Indirect Costs | 210,632 | 35,807 | 84,253 | 35,807 |

* Common costs are allocated assuming 50% of the costs are related to urban activities and 50% to rural activities.

Notes:

*(1)* Administrative costs include the Chief's position and support personnel as well as various operating expenses - i.e., rentals/leases, insurance, repairs/ maintenance, office supplies and materials, etc.

*(2)* Common costs consist primarily of management positions and specialized personnel - e.g., deputy chief, assistant chief, district chiefs, fire marshal, fire inspector, etc. These positions and related costs are assumed to be split evenly between urban and rural activities for purposes of this cost model.

*(3)* Communications services are provided by the Alachua County Sheriff's Office and related costs are included in the Sheriff's budget. The amount reported represents a pro-rata share of the total communications cost allocated to these specific stations. Because the number of fire calls and first response EMS calls in relation to total calls dispatched is not known, an allocation percentage of 20% was used for purposes of this analysis. Accordingly, 20% of the overall communications cost are allocated to Fire Rescue Services with a pro-rata share of this amount allocated to each of the three stations serving the urban area.

*(4)* Capital outlay represents purchases of long-term assets costing more than $500; these items would include computers, equipment, furniture, etc.

*(5)* Indirect costs are Fire Rescue's allocated portion of central support services (e.g., purchasing, personnel, finance, budgeting, etc.). These costs are absorbed by the General Fund rather than charged to the MSTU Fund.

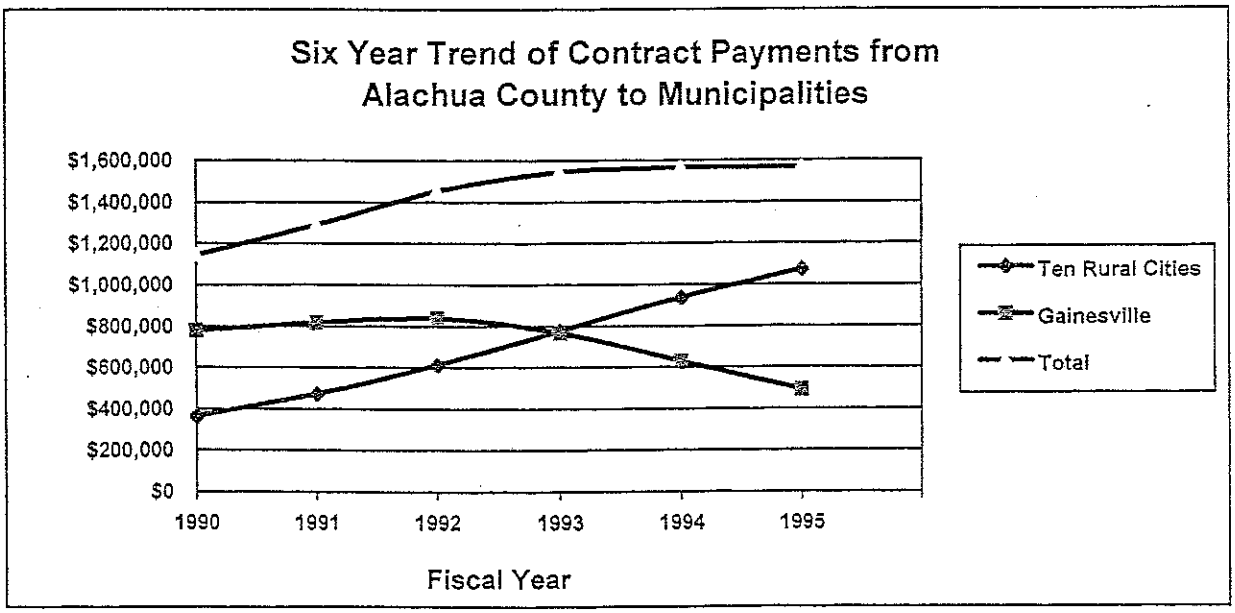
*(6)* Debt service represents the pro-rata share of principle and interest on outstanding indebtedness for fire rescue facilities.

EXHIBIT II

## Annual Contract Payments to Municipalities for Services Provided in the Unincorporated Area

| Municipality | FY 1990 | FY 1991 | FY 1992 | FY 1993 | FY 1994 | FY 1995 |
|---|---|---|---|---|---|---|
| Archer | $46,542 | $67,173 | $94,781 | $108,516 | $152,300 | $173,736 |
| Cross Creek | 28,968 | 33,856 | 41,436 | 42,744 | 47,172 | 51,200 |
| Hawthorne | 39,486 | 49,486 | 64,078 | 69,048 | 82,771 | 94,320 |
| High Springs | 51,060 | 62,100 | 76,803 | 82,200 | 100,909 | 120,126 |
| LaCrosse | 39,611 | 54,712 | 76,173 | 85,260 | 109,306 | 127,380 |
| Melrose | 33,672 | 43,697 | 59,115 | 64,152 | 76,726 | 86,268 |
| Micanopy | 0 | 0 | 0 | 96,155 | 96,878 | 110,049 |
| Newberry | 57,000 | 64,235 | 64,235 | 75,168 | 94,527 | 108,437 |
| Waldo | 40,260 | 62,060 | 91,990 | 106,980 | 122,741 | 141,892 |
| Windsor | 29,844 | 35,847 | 45,470 | 47,328 | 53,886 | 59,262 |
| Sub-total | 366,443 | 473,166 | 614,081 | 777,551 | 937,216 | 1,072,670 |
| | | | | | | |
| Gainesville | 780,000 | 818,430 | 837,960 | 766,623 | 628,890 | 491,894 |
| | | | | | | |
| Grand Total | $1,146,443 | $1,291,596 | $1,452,041 | $1,544,174 | $1,566,106 | $1,564,564 |

Annual payments to the rural municipalities have escalated substantially during the 1990's whereas the payment to the City of Gainesville has declined since FY 1992 as depicted in the following graph.



## Summary of Responses, by Jurisdiction
City of Gainesville Fire Rescue Department

| Jurisdiction | FY 1993 | FY 1994 | FY 1995 | FY 1996 (1st Quarter Only) | Total |
|---|---|---|---|---|---|
| City | 9,302 | 9,808 | 10,446 | 2,884 | 32,440 |
| County | 2,039 | 1,470 | 1,460 | 367 | 5,336 |
| Univ. of Florida | 737 | 662 | 761 | 186 | 2,346 |
| Other | 166 | 131 | 108 | 41 | 446 |
| **Total Responses** | **12,244** | **12,071** | **12,775** | **3,478** | **40,568** |

The next table presents a summary of emergency responses, by incident type, handled by the City of Gainesville during the period October 1, 1992 through December 31, 1995.

## Recap of Emergency Responses by Incident Type
City of Gainesville Fire Rescue Department
October 1992 through December 1995

| Incident Type | City | Univ. of Florida | Urban Unincorp. | Other | Total Incidents |
|---|---|---|---|---|---|
| Fire | 7,045 | 1,724 | 1,147 | 184 | 10,100 |
| Rescue/EMS | 25,341 | 618 | 4,178 | 260 | 30,397 |
| Other | 54 | 4 | 11 | 2 | 71 |
| **Total** | **32,440** | **2,346** | **5,336** | **446** | **40,568** |

**Note:** For purposes of comparability to response statistics reported for Alachua County, the totals reported for "fire" include the following categories of emergency responses: ruptures; hazardous conditions; service calls; good intent; and false alarms.

The volume of false alarms is relatively substantial. For example, during the 39 month period reported on, false alarms involved 4,199 responses.

# City of Gainesville Recap of Emergency Responses, by Station

| Station/ Incident Type | FY 1993 | FY 1994 | FY 1995 | FY 1996 (1st Quarter Only) | Total |
|---|---|---|---|---|---|
| Station No. 1: | | | | | |
| Fire | 763 | 759 | 880 | 239 | 2,641 |
| EMS | 2,190 | 2,822 | 2,816 | 750 | 8,578 |
| Other | 11 | 2 | 5 | 1 | 9 |
| Total | 2,964 | 3,583 | 3,701 | 990 | 11,238 |
| Station No. 2: | | | | | |
| Fire | 851 | 776 | 813 | 217 | 2,657 |
| EMS | 1,732 | 1,348 | 1,702 | 429 | 5,211 |
| Other | 4 | 3 | 1 | 1 | 9 |
| Total | 2,587 | 2,127 | 2,516 | 647 | 7,877 |
| Station No. 3: | | | | | |
| Fire | 512 | 459 | 434 | 105 | 1,510 |
| EMS | 2,107 | 2,079 | 1,884 | 499 | 6,569 |
| Other | 6 | 2 | 3 | 3 | 14 |
| Total | 2,625 | 2,540 | 2,321 | 607 | 8,093 |
| Station No 4: | | | | | |
| Fire | 302 | 322 | 406 | 106 | 1,136 |
| EMS | 759 | 781 | 996 | 342 | 2,878 |
| Other | 0 | 4 | 0 | 0 | 4 |
| Total | 1,061 | 1,107 | 1,402 | 448 | 4,018 |
| Station No. 5: | | | | | |
| Fire | 396 | 349 | 357 | 118 | 1,220 |
| EMS | 1,400 | 1,283 | 1,313 | 322 | 4,318 |
| Other | 5 | 6 | 2 | 0 | 13 |
| Total | 1,801 | 1,638 | 1,672 | 440 | 5,551 |
| Station No. 7 | | | | | |
| Fire | 305 | 332 | 295 | 62 | 994 |
| EMS | 878 | 815 | 866 | 284 | 2,843 |
| Other | 7 | 3 | 2 | 0 | 12 |
| Total | 1,190 | 1,150 | 1,163 | 346 | 3,849 |
| Total for Stations: | | | | | |
| Fire | 3,129 | 2,997 | 3,185 | 847 | 10,158 |
| EMS | 9,066 | 9,128 | 9,577 | 2,626 | 30,397 |
| Other | 33 | 20 | 13 | 5 | 712 |
| Total | 12,228 | 12,145 | 12,775 | 3,478 | 40,626 |

*see note below.

Note: Total for all stations reported on this page (40,626) does not agree with system recap shown on preceding page (40,568).

# Alachua County Response Statistics

Information showing responses by incident type and jurisdiction was also requested from Alachua County. Despite extensive effort, the County was unable to provide a summary of response statistics due to limitations with the reporting component of the County's automated dispatch system.

Because the City dispatched all emergency responses within the urban services area, their dispatch (CAD) records contain response statistics for three County stations - Stations No. 12, No. 16, and No. 19. The City's dispatch records do not, however, indicate the location of the County's response as to inside or outside the municipal boundaries nor do they nor do they include data for emergency responses in the rural unincorporated area.. Following is a summary of the County's responses within the fire services exchange boundary during the period October 1, 1992 through December 31, 1995.

## County Responses by Station and Incident Type

October 1992 - December 1995

1st Quarter Only

| Station/ Incident Type | FY 1993 | FY 1994 | FY 1995 | FY 1996 * | Total |
|---|---|---|---|---|---|
| Station No. 12: | | | | | |
| Fire | 0 | 6 | 84 | 20 | 110 |
| EMS | 0 | 37 | 528 | 148 | 713 |
| Other | 0 | 1 | 12 | 3 | 16 |
| Total | 0 | 44 | 624 | 171 | 839 |
| Station No. 16: | | | | | |
| Fire | 13 | 233 | 212 | 64 | 522 |
| EMS | 94 | 1,097 | 1,081 | 295 | 2,5672 |
| Other | 3 | 26 | 37 | 20 | 86 |
| Total | 110 | 1,356 | 1,330 | 379 | 3,175 |
| Station No. 19: | | | | | |
| Fire | 353 | 292 | 331 | 74 | 1,050 |
| EMS | 1,586 | 1,686 | 1,635 | 523 | 5,427 |
| Other | 73 | 52 | 85 | 36 | 245 |
| Total | 2,012 | 2,207 | 2,051 | 633 | 6,903 |
| All Stations: | | | | | |
| Fire | 366 | 531 | 627 | 158 | 1,682 |
| EMS | 1,680 | 2,817 | 3,244 | 966 | 8,707 |
| Other | 76 | 79 | 134 | 59 | 348 |
| Total | 2,122 | 3,427 | 4,005 | 1,183 | 10,737 |

EXHIBIT IV

Model A:

## Average System Response Cost

| | City of Gainesville | Alachua County |
|---|---|---|
| Gross **Operating Expenditures:** | | |
| Fire and 1st Response EMS | $8,674,544 | $2,809,625 |
| less adjustments: | | |
| Airport Station No. 6 | $8,288,918 | |
| Capital Outlay and Debt Service | $8,052,538 | $2,737,148 |
| | | |
| **Response Distribution:** | | |
| Inside City | 15,798 | 1,478 |
| University of Florida | 2,126 | 68 |
| Urban Unincorporated | 2,951 | 4,253 |
| Total | 20,875 | 5,799 |
| Total Costs | $10,789,686 | |
| Total Responses | ÷ 26,674 | |
| Average Cost per Response | = $404 | |
| **Exchange Value Calculation:** | | |
| City (2,951 X $404) | $1,192,204 | |
| County (1,546 X $404) | 624,584 | |
| **Net Exchange Value** | **$ 567,620** | |

EXHIBIT IV

Model B:

## Lowest Unit Response Cost

| | City of Gainesville | Alachua County |
|---|---|---|
| Gross **Operating Expenditures:** | | |
| Fire and 1st Response EMS | $8,674,544 | $2,809,625 |
| less adjustments: | | |
| Airport Station No. 6 | $8,288,918 | |
| Capital Outlay and Debt Service | $8,052,538 | $2,737,148 |
| | | |
| **Response Distribution:** | | |
| Inside City | 15,798 | 1,478 |
| University of Florida | 2,126 | 68 |
| Urban Unincorporated | 2,951 | 4,253 |
| Total | 20,875 | 5,799 |
| **Average Response Cost:** | | |
| City ($8,052,538 ÷ 20,875) | $386 | |
| County ($2,737,148 ÷ 5,799) | | $472 |
| **Exchange Value Calculation:** | | |
| City (2,951 X $386) | $1,139,086 | |
| County (1,546 X $386) | 596,756 | |
| **Net Exchange Value** | **$ 542,330** | |

EXHIBIT IV

Model C:

## Proportional Use Based on Agency Response Loads

| | City of Gainesville | Alachua County |
|---|---|---|
| **Gross Operating Expenditures:** | | |
| Fire and 1st Response EMS | $8,674,544 | $2,809,625 |
| less adjustments: | | |
| Airport Station No. 6 | $8,288,918 | |
| Capital Outlay and Debt Service | $8,052,538 | $2,737,148 |
| | | |
| **Response Distribution:** | | |
| Inside City | 15,798 | 1,478 |
| University of Florida | 2,126 | 68 |
| Urban Unincorporated | 2,951 | 4,253 |
| Rural Unincorporated | 0 | 453 |
| Total | 20,875 | 6,252 |
| **Relative Call Load:** | | |
| City (2,951 ÷ 20,875) | 14.1% | |
| County (1,546 ÷ 6,252) | | 24.7% |
| **Exchange Value Calculation:** | | |
| City (14.1% X $8,052,538) | $1,135,408 | |
| County (24.7% X $2,737,148) | 671,136 | |
| **Net Exchange Value** | **$ 464,272** | |

EXHIBIT IV

Model D:

## Proportional Use Based on Inter-jurisdictional Response Loads

| | City of Gainesville | Alachua County |
|---|---|---|
| Gross **Operating Expenditures:** | | |
| Fire and 1st Response EMS | $8,674,544 | $2,809,625 |
| less adjustments: | | |
| Airport Station No. 6 | $8,288,918 | |
| Capital Outlay and Debt Service | $8,052,538 | $2,737,148 |
| | | |
| **Response Distribution:** | | |
| Inside City | 15,798 | 1,478 |
| University of Florida | 2,126 | 68 |
| Urban Unincorporated | 2,951 | 4,253 |
| Rural Unincorporated | 0 | 453 |
| Total | 20,875 | 6,252 |
| **Relative Call Load:** | | |
| City to County (2,951 ÷7,657) | 38.5% | |
| County to City (1,546 ÷ 19,470) | | 7.9% |
| **Exchange Value Calculation:** | | |
| City (38.5% X $2,737,148) | $1,053,802 | |
| County (7.9% X $8,052,538) | 636,151 | |
| **Net Exchange Value** | **$ 417,651** | |

EXHIBIT V

## Fire Rescue Apparatus and Staffing

(The following is adapted from Alachua County Fire/EMS Dispatching Manual)

Each fire station and medic unit has an assigned area for which it is responsible. In addition to handling emergency calls for service, the stations are responsible for various details including hydrant inspections and building surveys. Each station houses different amounts and types of apparatus. Most stations are assigned an engine company; some have truck/tower companies and others house specialized units. Following is a list of all types of apparatus including a description of the purpose of these units, their specifications, and assigned crews.

| Apparatus | Primary Purpose | Specifications | Assigned Crew |
|---|---|---|---|
| **Engine** | Life safety (EMS/rescue), fire attack and suppression, exposure protection | Avg. 750 gal. booster tank, 12' roof ladder, 10' attic ladder, basic forcible entry tools, supply hose for hydrant hook-up. | 1 Lieutenant<br>1 Driver/Operator<br>1 Firefighter<br>3 |
| **Ladder/Tower** | Search and rescue, secure utilities, ventilation, salvage and overhaul, elevated rescue, assist engine company as needed. | 100' aerial ladder with tip basket to carry personnel. Avg. 1,250 GPM pump, 300 gal. booster tank, various ladders and forcible entry tools. | 1 Lieutenant<br>2 Driver/Operators<br>1 Firefighter<br>4 |
| **Rescue (Light, Medium, Heavy)** | Medical assistance, vehicle extrication, specialized rescue operations, forcible entry tools. | (No water, pump, or ladders). | 1 Firefighter<br>1 Driver/Operator<br>2 |
| **Squad** | Initiate attacks off-road and minimize fire spread and exposure. | Avg. 250 gal. water, 250 GPM pump (does not have 4-wheel drive capability. | 2 Firefighters |
| **Brush Truck** | Initiate attacks off-road and minimize fire spread and exposure. | Avg. 250 gal. water, 250 GPM pump (usually has 4-wheel drive capability. | 1 Firefighter<br>1 Driver/Operator<br>2 |
| **Tanker** | Delivery of water supply to fireground in absence of fire hydrants. | Large vehicle with > 1,000 gal. water supply, a 250-500 GPM pump. | 1 Firefighter<br>1 Driver/Operator<br>2 |

EXHIBIT VI

# Comparison of Positions and Salary Ranges
## City of Gainesville Fire Rescue and Alachua County Fire-Rescue Services

| | Pos. | Pay Range | Classification | Pos. | Pay Range |
|---|---|---|---|---|---|
| **Managerial** | | | | | |
| Fire Chief | 1 | $49-740 - $74,799 | Chief of Fire Rescue-Services | 1 | $45,157 - $67,735 |
| Deputy Chief | 1 | $43,898 - $66,014 | Deputy Chief - Operations | 1 | $34,804 - $48,725 |
| Assistant Chief | 1 | $39,095 - $58,791 | Assistant Chief - Operations | 1 | $33,041 - $46,258 |
| District Chief | 7 | $36,188 - $54,421 | District Chief | 6 | $31,279 - $43,791 |
| | | | Assistant Chief - Fire Prevention | 1 | $29,517 - $41,324 |
| | | | Captain | 2 | $23,349 - $32,689 |
| **Professional** | | | | | |
| Haz-Mat Engineer | 1 | $23,230 - $29,287 | Emergency Manager | 0.5 | $29,517 - $41,324 |
| Management Analyst, Senior | 1 | $30,835 - $45,636 | Assistant Emergency Manager | 0.25 | $23,349 - $32,689 |
| Computer Program Analyst | 1 | $27,968 - $41,392 | Program Coordinator | 1 | $20,706 - $28,988 |
| Public Education Specialist | 1 | $25,368 - $37,545 | District Chief - 40 hour | 1 | |
| Executive Assistant, Senior | 1 | $21,913 - $32,433 | Fire Marshall | 1 | |
| | | | Program Manager | 1 | $25,111 - $35,156 |
| | | | Program Manager - Reserves | 1 | |
| | | | Emergency 9-1-1 Coordinator | 1 | $24,320 - 33,923 |
| | | | Senior Administrative Assistant | 1 | $26,874 - 37,623 |
| **Support Staff** | | | | | |
| Account Clerk, Senior | 1 | $22,320 - $29,287 | Senior Staff Assistant | 1 | $17,182 - $24,054 |
| Staff Assistant II | 1 | $21,245 - $27,876 | Cartographer | 3 | $16,301 - $22,821 |
| Supply/Equip. Control Specialist | 1 | $20,221 - $26,532 | Staff Assistant | 3 | $16,117 - $20,952 |
| Staff Assistant | 1 | $18,319 - $24,037 | Senior Office Assistant | 1 | $14,326 - $16,624 |
| Communications Equip. Tech. | 0.5 | $ 9,160 - $12,109 | Ambulance Billing Supervisor | 1 | $19,825 - $27,755 |
| | | | Senior Secretary | 1 | |
| | | | Fiscal Assistant | 1 | $18,944 - $26,521 |
| | | | Accounting Clerk | 5 | $10,745 - $13,968 |
| | | | Office Assistant | 1 | $13,431 - $17,460 |
| | | | Intern | 0.5 | |
| **Bargaining Unit** | | | | | |
| Lieutenant | 28 | $33,714 - $38,718 | Captain/Staff Support | 1 | $23,728 - $30,846 |
| Fire Inspector | 2 | $33,714 - $38,718 | Health/Safety Officer | 1 | $23,728 - $30,846 |
| Investigative Services Officer | 1 | $33,714 - $38,718 | Lieutenant/Paramedic | 8 | $22,832 - $29,632 |
| Training Specialist | 1 | $33,714 - $38,718 | Lieutenant | 10 | $21,489 - $27,936 |
| Driver-Operator | 33 | $30,333 - $35,247 | Paramedic/Attendant/Firefighter | 14 | $20,594 - $26,722 |
| Firefighter | 65 | $19,277 - $32,876 | Fire Inspector | 1 | $20,146 - $26,190 |
| | | | Paramedic/Attendant | 13 | $19,968 - $25,608 |
| | | | Driver/Operator/Paramedic | 7 | $18,803 - $24,444 |
| | | | Paramedic/Driver/Firefighter | 1 | $18,803 - $24,444 |
| | | | Firefighter/Paramedic | 6 | $18,335 - $23,862 |
| | | | Paramedic/Driver | 5 | $17,908 - $23,280 |
| | | | Driver/Operator | 17 | $17,460 - $22,698 |
| | | | Paramedic/Attendant - 40 hour | 1 | $17,012 - $22,116 |
| | | | Firefighter | 1 | $17,012 - $22,116 |
| | | | EMT/Driver/Firefighter | 16 | $17,012 - $22,116 |
| | | | EMT/Driver | 4 | $16,117 - $20,952 |
| | | | Driver/Operator - 40 hour | | $15,669 - $20,370 |
| | | | EMT/Driver - 40 hour | | $14,326 - $18,624 |
| | | | Firefighter - 40 hour | | $14,326 - $18,624 |
| | | | Stock Clerk | 2 | $13,878 - $18,042 |

# Fire/Rescue Services in the Urban Area of Alachua County: Choosing a future

*A Policy Decision Guidebook*

May 27, 1996 - Final Report by Analytica

## Decision Guide Table of Contents

## *Introduction*

The City of Gainesville and the County of Alachua are at a significant decision point. Over the past seven years Alachua County has developed the core of a fire service of its own in addition to a emergency first response capability. Gainesville has provided fire services to its citizens over the course of its history as a city and has added emergency first response in recent years. Recognizing that continued population growth is highly likely in the urban area surrounding the City of Gainesville, the question is what future form should be used to provide fire/rescue services to this area? Should the current dual provider model be continued and expanded over time? Or should some form of single provider of fire/rescue services be developed?

There are a number of factors to consider in this major policy decision. As in any public policy decision of this scope and significance, the decision is complex. Policy makers must in the end decide based on a mix of factual data, assumptions, and policy judgments regarding institutional self-interest rightly understood. The purpose of this document is to serve as a support guide to assist policy makers in reaching a final decision on this matter.

As a decision guide, it is formatted as a series of logical questions:

1. What criteria should we use in making this decision?

2. What are new, emerging or future needs that we could possibly meet through this service?

3. What technological and social changes and trends should we consider in making this decision?

4. What will be our needs ten years from now? What will a dual provider system look like then?

5. What are the single provider options?

6. What about single provider model X....n?

- a. What value does this model add? How does it compare to other single provider models?
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- d. Does single provider model X further the long term institutional self-interests of Alachua County?
- e. Does single provider model X further the long term institutional self-interests of Gainesville?
- f. How does single provider model X impact the interest of other stakeholders [unions, employees, pension fund holders, health care providers, etc]?

7. What are the alternative financial options to ad valorem taxes for paying fire/rescue services? In which of the models [single or dual provider] can these options be exercised?

8. What degree of ease or difficulty will be involved in changing to a single provider approach? What specific issues or questions must be answered? Are some issues/questions limited to certain models or are there issues which cut across all models?

This decision guide is formatted in a series of chapters. Chapter 1 presents the proposed designated assistance approach as the dual provider model of service provision. Chapters 2 - 9 then address in turn the eight questions presented above. Each of these questions is designed to assist the reader to determine if there is sufficient added value in one or more single provider models to justify its adoption as the form for providing fire/rescue services in the greater urban area of Gainesville or beyond. Chapter 10 provides the reader with his or her own opportunity to independently determine which, if any, of the presented single provider models adds sufficient value to justify its serious consideration as an alternative form of service delivery. Chapter 11 provides an outline for a stakeholder process to develop a policy consensus on this question. Chapters 12 and 13 outline in some greater detail two special district models. Since the Joint Committee identified the special district approach as being of particular potential value, these two approaches were developed in some greater detail.

## *Chapter 1: Designated Assistance*

Designated assistance is a term used to describe a particular proposed constellation of relationships between the City of Gainesville and Alachua County. This chapter will explain this approach and provide a summary of issues which should be covered in the actual interlocal agreement which would institute designated assistance.

Let us begin with what designated assistance isn't. It is not:

[1] A contract in the traditional sense of a fire services contract where one party provides services to another for a negotiated fee.

[2] A set of binding relationships regarding station locations, station staffing, or equipment locations.

[3] An agreement to use automatic aid regardless of station locations.

[4] An agreement to take over stations in case of annexation.

What is it then? The major proposed components of designated assistance are:

[1] A financial formula that both parties will use to reimburse each other for services rendered to the other.

[2] A planning process to provide each entity adequate time to plan for changes the other entity is making in its service configuration.

[3] An agreement that automatic aid will be extended when the other party is in need of such aid.

[4] An agreed upon data base that both parties share to use both in planning and financial reimbursement.

[5] An in-perpetuity interlocal agreement that is in place until terminated by one or both parties.

[6] An agreement to a conflict resolution process in the event of dispute.

How will these elements work in practice?

First, FY 96-97 will be a transition year in which all elements of designated assistance may not be in place due to the nearness of the new fiscal year. In

particular, during FY 96-97 full automatic aid will stay in place and neither party may "designate" specified areas or services as outside the automatic aid process. Beginning FY 97-98 designated assistance will be fully implemented unless there is a policy direction to move toward a single provider model or there is policy direction to retain the FY 96-97 approach in place while discussions about a single provider model continue.

Second, under designated assistance each entity will be able to designate, in an agreed upon time frame, selected geographic areas or selected services that it does not wish receive services in an automatic aid approach.

Third, both parties agree to provide automatic aid to each other unless and until specific areas or services are designated as being excluded from automatic dispatching.

Fourth, both parties agree to reimburse each other for services rendered to the other based on one or more of the formulas and recommendations presented in the Analytica Audit Report or using alternative formulas that the two managers agree upon as data tracking technology changes.

Fifth, under designated assistance either party may locate stations or equipment where it is in the best interest of their jurisdiction to do so. Should one party desire the other party to locate either a station or equipment at certain sites for the benefit of the first party, the action shall be the subject of separate negotiation and separate fees.

Sixth, under designated assistance each party may staff their stations and equipment at levels and configurations which best meet the goals and objectives of their respective departments. During the first year of this agreement existing minimum staffing cannot be altered.

Seventh, under designated assistance, both parties agree to utilize conflict resolution processes in the event of disagreement.

Eight, the interlocal agreement establishing designated assistance shall remain in force until affirmatively terminated by one or both parties to the agreement. Termination shall occur on a fiscal year basis.

Ninth, the two entities agree to establish a technical committee consisting of the Deputy or Assistant Chief of each department plus one staff member of their own choosing. This committee shall have responsibility for development and control of an agreed upon data base regarding unit responses in the two jurisdictions.

Tenth, the interlocal may be modified with the concurrence of both policy boards.

A draft interlocal agreement for designated assistance is presented in Appendix A. The reader should not read this draft as supported or endorsed by any party.

## *Chapter 2. What criteria should be used in making the dual or single provider decision?*

Analytica proposes that the following criteria be utilized for evaluating and comparing the various single provider models against each other and against the Designated Assistance approach. All of these criteria test whether any particular single provider model adds more value than the designated assistance approach. Once those models, if any, are identified which do add more value than the designated assistance model, they can then be compared among each other to determine which one adds the most value.

There are three major ways to add value. One way is to ensure that issues of institutional self-interest are met. A second way is to either improve existing services or add new services of value. A third is to either to reduce costs by cost reductions or productivity improvements or cost avoidance . The following sixteen criteria address all of these value adding mechanisms.

*. Institutional Self-Interest, Rightly understood Criteria*

1. Viability - the degree to which action promotes or detracts from the overall viability of the institution from the long term, big picture perspective. Would the presence or absence of this service contribute to or detract from the capability of each institution [Alachua County; City of Gainesville] to achieve its mission of efficient and effective service to their citizenry? This is a threshold question. If it cannot be answered in the affirmative, other questions or criteria are moot since it would be against the fundamental self interest of the institution to pursue the issue.

2. Future Planning & Control - the degree of influence the institution has on future planning to ensure that the shape and quality of service delivery support the institution's long term plan.

3. Public trust - the degree to which the action is perceived as trustworthy and "good government" by the public.

4. Operational influence - the degree to which the institution can influence daily operations to ensure their citizenry are receiving appropriate services.

These four criteria are policy judgment items. They are not questions of technical or administrative judgment. Therefore Analytica will not rate these criteria in its rating of the models.

*Quality of Service Criteria:*

5. Improve the timeliness of services.

   *Examples:* [1] Relocate stations nearer population centers; [2] Increase the number of stations.

6. Improve the quality of existing services

   *Examples:* [1] Decrease station overlap; [2] Provide closer telecommunications linkages to emergency rooms - on line video, etc; [3] Upgrade the health care skills of existing employees as regulations allow and technology emerges; [4] Increase the number of rescue vehicles; [5] Extend fire hydrant capabilities; [6] Upgrade in-service training; [7] Eliminate redundancy and opportunity for error {dispatch}.

7. Provide additional services

   *Examples:* [1] Healthy kids outreach; [2] Elder check program; [3] Preventive health checks; [4] EMS pathway management; [5] Primary non-emergent medical care jointly with the local Public Health unit.

8. Position oneself to provide services of growing importance/meet emerging needs

   *Examples:* [1] Electronic fire security; [2] Electronic health monitoring; [3] In-field health care

*Cost Efficiency &Effectiveness Criteria:*

9. Lower capital costs

   *Examples:* [1] Mobile/temporary stations; [2] Utilize alternative equipment

10. Lower administrative overhead.

    *Examples:* [1] Reductions in number of management positions;

11. Lower line personnel costs.

    *Examples:* [1] More efficient deployment of staff; [2] Utilize the position classifications of the lower personnel cost organization as the personnel classification system for new organization; [3] Implement the "peak load" approach for fire, 1st responder, and primary care transport units if appropriate.

12. Lower support service costs.

    *Examples:* [1] Contract for support services

13. Lower operating & maintenance expenses.

14. Defer capital expenditures.

    *Examples:* [1] Take equipment out of service; [2] Postpone station construction

15. Enhance productivity.

    *Examples:*[1] Redeploy personnel; [2] Provide additional duties

16. Lower community costs.

    *Examples:*[1] Improve ISO ratings; [2] Lower emergency room use

## *Chapter 3. What are new, emerging or future needs that could possibly be met through this service?*

This question attempts to look at Fire/Rescue services from an entrepreneurial perspective. What needs does the community have that this service could provide? Are certain needs, i.e. markets, diminishing or seen as less significant while others are growing in significance?

From this perspective, several points are clear and several are ambiguous. Among those we believe to be clear are:

- Materials technology will continue to develop construction materials which are increasingly fire retardant/resistive.
- Advances in information technology will result in smarter and smarter buildings. Part of this "smartness" will be able to detect fire risk areas as well as detect false alarms.
- Fire codes will continue to be updated to ensure the use of best fire management practices.
- Insurance requirements will require ever improving forms of fire detection and prevention. The use of automatic suppression system in residences will increase.
- Fire inspection will continue to be practiced and will become better.
- Personal longevity is likely to increase.
- The baby boom generation is likely to become more concerned about health issues.
- The population of Alachua County will continue to grow.
- The general location of future population growth.
- There will be continued development of human designed/produced materials.
- New residential and commercial development will continue in Alachua County. This development will continue to precede annexation by the City so that the City will annex, if it annexes at all, developed urban/suburban area.

- The absolute fire load or work load for fire services will go up as development occurs and existing structures age.

Among the issues which are not as clear are:

- Academic communities are likely to draw more retirees in the future.
- The jurisdictional boundaries of Gainesville.
- The future nature of the health care system
- The amount of redevelopment of existing older structures, particularly in Gainesville.
- Personal health habits of the population at large.
- The growth of the University.
- Specific development patterns.
- Specific technological developments in health care.
- Specific technological developments in materials technology and information technology and their impact on fire suppression.

## *Chapter 4. What technological and social changes and trends should be considered in making this decision?*

*Technological Changes and Trends*

There are a number of technology trends which should be considered in thinking about the long term future of fire and first response services. Among these are:

- Emergence and use of multi-purpose apparatus to allow fire vehicles maximum flexibility outside of basic fire operations.

- Emergence and use of automatic vehicle locators (AVL) to enhance response time.

- Need for common training and common methods of operations to ensure increased responsive and effectiveness in a growing urban area.

- Flexibility in deployment of resources, personnel, and fire station location to meet the growth in new development and population in the county.

- The need for common communication systems and data reporting.

  The benefits of a centralized/common communication system are fourfold. First, a centralized/common system allows one central point to dispatch in an efficient manner the closest unit to an emergency, and, as a result, eliminates the delay in deploying resources and reduces operational communications errors (i.e., different language and wrong frequencies due to operator error). Second, it can coordinate operations to enhance the management of fire and EMS calls. Third, a centralized communications system can establish uniform maintenance of records and data. Finally, a centralized communications system eliminates duplication of hardware/software maintenance.

- Common communication system will require control and oversight by one agency. The reality of a common communications system is control and oversight by one agency. Therefore, both parties will have to the following questions: Which agency will manage the system? How is the system going to be paid for? And, what are the available frequencies to develop a common communications systems? These questions are critical because they lay the groundwork for improved communication coordination.

- Fire and EMS delivered by cross-trained personnel.

*Social Changes and Trends*[1]

- Citizens and political leaders advocating privatization of EMS and fire services perhaps on a pilot basis with implications for long-term implementation.

- Continued pressures from citizens and citizen groups to reduce taxes and increase accountability in public safety services.

- Greater demand from the public to document and measure performance outcomes.

- Greater emphasis within the fire administration profession to measure performance outcomes.

- Increased growth in commercial and industrial employment toward 2005 and 2010, which may generate more risk requiring the use of aerial apparatus and truck company operations, unless codes, sprinklers, and warning devices prevent this.

- Increased number of elderly and frail elderly living alone or with family members who will require increased emergency medical services.

- Significant increase in single family housing in the western section of county beyond the city limits, which will yield increases in EMS calls.

- Greater distribution of single family residences throughout rural remote areas, increasing the "wildland/urban interface" threat, and increased demand on limited response resources, without fire suppression water supplies, with extended response distances and times.

- Greater demand for increased productivity, such as the provision of "primary non-emergent health care", detector/alarm [smoke, fire, carbon monoxide, etc] installation and maintenance, and possibly monitoring of alarms [for a monthly fee].

- Potential greater involvement in preventive activities such as fire and life safety education, increased inspections for fire and life safety.

- Potential greater involvement in the "growth management and planning" process for fire and life safety services delivery.

## *Chapter 5. What will be the needs ten years from now? What will a dual provider system look like then?*

*Needs Ten Years From Now*

- Need for flexible work schedules which will impact day and time of traffic flow, and, in turn, traffic accidents [peak load staffing].

- More individuals working at home, which will compound the demand for EMS among single family and multi-family units.

- The need for a more cost effective health care delivery system.

- The need to locate fire stations more on EMS demand criteria and less on fire. This will require ISO reconciliation.

- The capacity, or number of vehicles required per incident, will increase as a result of changes in demographic characteristics. In particular, change in single family housing in the city and county will have the most significant impact on capacity as compared to other socioeconomic measures.[2]

- Increased need to make taxes more divisible in how they fund services in order to address accountability and cost effectiveness.

*What Will the Dual Provider Look Like?*

- The need to expand the current urban designated area in a northwestern and southwestern direction in the county in order to accommodate increased demand among newer urban developments.

- The county will need additional EMS units in order to meet increased demand in both unincorporated and incorporated areas of the county. This need will create additional capital costs for the county. Equally important, the city will need smaller response units in place of bigger engines to meet 1st response demand and, in turn, lower operating expenses. This need will create short-term additional capital costs for the city that will be offset. In effect, the dual provider system will require each agency to incur their own capital costs.

- The dual provider system will need a resolution to the common communication and data sharing issues raised earlier. Furthermore, both parties will need to address the reality of a common communication system, such as: (1) which agency will manage the system? (2) How is the system going to paid for? (3) What are the available frequencies to develop a

common communications systems? If a common communications center is not established, then a single CADS-RMS that could be operated from two centers should be established.

- The dual provider system will need to reconfigure the contract methodology in relation to future demand and service calls between jurisdictions. The approach presented in chapter 1, designated assistance, is designed to achieve this end.

- The dual provider system will need to stress performance criteria and flexibility for the managers. The future dual system will need to reflect a level cooperative between agencies and move away from *process* and move more toward *outcomes* to meet future demand.

- The dual system will need to recognize that planning must consider both fire and EMS, and both services should be delivered by cross-trained personnel.

Appendix F presents mapped projections of future service patterns.

## Chapter 6. What are the single provider options?

The following pages present in summary form a variety of single provider options. Information on each form is presented in a standardized format to assist the reader. The following options are discussed:

- Consolidated Services under GFD
- Consolidated Services under ACFR
- Urban Area Contracted Management services provided by GFD
- Urban Area Contracted Management services provided by ACFR
- Urban Area Contracted Staffing services provided by GFD
- Functional Consolidation
- Urban Area Special District for Fire/Rescue
- City of Gainesville/MSTU Special District for Fire/Rescue
- Contracted Public Corporation
- City of Gainesville/MSTU Special District Emergency Services
- Gainesville Fire District

***Single Provider Model:*** Consolidated Service Under GFD

***Description***: In this approach, fire/rescue services in the urban area would be consolidated under GFD. This would be done by a contract with leasing or sale of existing ACFR assets.

***Criteria Comments:*** Analytica compared this model to Designated Assistance. See Chapter 7 for details.

***Funding Mechanisms:*** This could be funded either by: [1] direct contract from MSTU; [2] establishment of separate MSBU's in city and county urban area; [3] Special assessment funding.

***Applicable Implementation Issues:***
1. Status of ACFR personnel.
2. Price protection for urban MSTU.
3. MSBU process if that model selected.
4. Require study to establish fire assessment fees if used.

***Special Issues:*** 1. EMS transportation

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***Single Provider Model:*** Consolidated Service Under ACFR

***Description***: In this model, all fire/rescue services would be consolidated under ACFR. GFD would cease to exist as a distinct entity.

***Criteria Comments:*** Analytica compared this model to Designated Assistance. See chapter 7 for details.

***Funding Mechanisms:*** Options: [1] Establish MSBU in city; [2] Special Assessment; [3] City contract with ACFR and fund from ad valorem.

***Applicable Implementation Issues:***
1. Bargaining unit issues of existing contract
2. GFD personnel status
3. Time/effort to establish special assessment or MSBU

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| ***Single Provider Model:*** | Urban Area Contracted Management by GFD |
| ***Description:*** | In this approach, GFD would provide management services in the urban area. ACFR would own and staff its stations, but its personnel would report to a GFD chief. GFD would be responsible for operational planning, daily coordination, and projecting future needs. |
| ***Criteria Comments:*** | Analytica compared this model to Designated Assistance. See Chapter 7 for details. |
| ***Funding Mechanisms:*** | Direct contract from MSTU funds |
| ***Applicable Implementation Issues:*** | 1. Future role of ACFR chiefs<br>2. ACFR management - GFD management coordination |
| ***Special Issues:*** | 1. Interface of Alachua County Transport function [personnel management, deployment and training]<br>2. Bargaining unit implications. |

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| ***Single Provider Model:*** | Contracted Management by ACFR |
| ***Description:*** | In this approach, GFD would contract with ACFR for management services. ACFR would provide overall coordination of fire/rescue services county-wide; would be responsible for long term planning and operational coordination. |
| ***Criteria Comments:*** | Analytica compared this model to Designated Assistance. See chapter 7 for details. |
| ***Funding Mechanisms:*** | Direct contract from City to County. |
| ***Applicable Implementation Issues:*** | 1. Role of GFD chiefs<br>2. Management coordination |
| ***Special Issues:*** | 1. Bargaining unit implications<br>2. ISO margins |

***Single Provider Model:*** Urban Area Contracted Staffing provided by GFD

***Description:*** In this approach, Alachua County would own and equip its stations, but staff them with contract employees provided by GFD. These staff would be under the supervision of ACFR chiefs, but would be assigned on a classification basis by GFD.

***Criteria Comments:*** Analytica compared this model to Designated Assistance. See chapter 7 for details.

***Funding Mechanisms:*** Direct contract from MSTU

***Applicable Implementation Issues:***
1. Future of ACFR line staff.
2. Quality control of provided employees.
3. Bargaining unit issues.

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***Single Provider Model:*** Functional Consolidation

***Description:*** In this approach, the operational units would remain separate, but common support functions would be [1] provided by one entity for the other; [2] provided by a third party for both entities.

***Criteria Comments:*** Analytica compared this model to Designated Assistance. See chapter 7 for details.

***Funding Mechanisms:*** Contracted services, interlocal agreements from existing fund sources.

***Applicable Implementation Issues:***
1. Identification of common functions appropriate to this approach.
2. Decision as to provider.
3. How to handle different SOP's.

***Special Issues:***
1. The specific services to be provided.

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| ***Single Provider Model:*** | Special District for Fire/Rescue, Urban Area |
| ***Description***: | This would be a special district, dependent or independent, that would provide fire/rescue services in the urban area. It would have a joint policy board. All employees would be transferred to the District. The Board of the District would hire a fire chief/executive director that would report directly to the Board. |
| ***Criteria Comments:*** | Analytica compared this model to Designated Assistance. See chapter 7 for details. |
| ***Funding Mechanisms:*** | MSBU ad valorem or fire special assessment. |
| ***Applicable Implementation Issues:*** | 1. Selection of special district form<br>2. Selection of funding mechanism<br>3. Almost all of the issues identified in chapter 6.<br>4. Board composition |
| ***Special Issues:*** | 1. EMS transportation [how to coordinate with county-wide system] |

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| ***Single Provider Model:*** | Special District for Fire/Rescue, City of Gainesville plus MSTU |
| ***Description***: | The one difference between this model and the one presented just above is that the geographical scope would include all of the county except for the small cities. Small cities could join if they wished. |
| ***Criteria Comments:*** | Analytica compared this model to Designated Assistance. See chapter 7 for details. |
| ***Funding Mechanisms:*** | MSTU or special fire assessment. |
| ***Applicable Implementation Issues:*** | 1. Selection of district legal form<br>2. Selection of funding mechanism<br>3. Almost all of the issues in chapter 6<br>4. Board composition<br>5. Transport Certificate [with adjustment to allow county-wide transport] |

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| ***Single Provider Model:*** | Co-owned Public Corporation for contracted services |
| ***Description:*** | In this approach, Alachua County and the City of Gainesville would jointly establish and own a public corporation chartered to provide fire/rescue services. There would be a board of directors comprised of City and County Commissioners. The Executive Director of the corporation would report directly to the Board. |
| ***Criteria Comments:*** | Analytica compared this model to Designated Assistance. See chapter 7 for details. |
| ***Funding Mechanisms:*** | Contracts with Alachua County and the City of Gainesville to provide fire/rescue services. |
| ***Applicable Implementation Issues:*** | 1. Board composition.<br>2. Current employee status in new corporation<br>3. Bargaining unit issues.<br>4. Assumption of assets and liabilities<br>5. Powers and authority of corporation.<br>6. Transport Certificate |

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| ***Single Provider Model:*** | Special District for All Hazards, City of Gainesville plus MSTU |
| ***Description:*** | This approach would focus on a Rescue/Fire model under the assumption emergency health services and hazards management are wave of the future and that fire suppression will continue to decline in significance from a work load perspective. Services would be designed primarily around emergency medical responses and all hazards management. Transport would be integrated into the operations of the District. Other emergency services would also be housed in the District as well as a common communications center potentially. |
| ***Criteria Comments:*** | Analytica compared this model to Designated Assistance. See chapter 7 for details. |
| ***Funding Mechanisms:*** | 1. MSTU with transport fees and contracts for specialized services.<br>2. Fire assessment fee, transport fees and contracts.<br>3. Contracts from each entity. |
| ***Applicable Implementation Issues:*** | 1. Selection of special district form<br>2. Selection of funding mechanism<br>3. Transport certificate<br>4. Almost all of the issues identified in chapter 9 |

***Single Provider Model:*** Gainesville Fire District

***Description:*** This approach would create the foundation for fire districts throughout the County. The legal form could be either a dependent or independent special district with funding provided either by ad valorem, fire assessment or contract. The unique aspect of this would be an agreed upon shift in Board composition as and if Gainesville annexes. As certain percentage thresholds are reached, where for example 70%, 85% or 95% of the property in the District is in the City a City Commissioner would replace a County Commissioner. Once the 95% threshold is reached, the City could disestablish the District if it so chose.

***Criteria Comments:*** Analytica compared this model to Designated Assistance. See chapter 7 for details.

***Funding Mechanisms:***
1. MSBU
2. Fire assessment fee.
3. Contracts from each entity.

***Applicable Implementation Issues:***
1. Selection of special district form
2. Selection of funding mechanism
3. Threshold specifications.
4. Almost all of the issues identified in chapter 9

## *Chapter 7. What about single provider model X....n?*

In this chapter the two fire chiefs on the Analytica team provide their professional opinion of the eleven alternative models in comparison to the Designated Assistance approach. The eleven models were first qualitatively rated independently by the two chiefs. They then discussed their ratings and made adjustments is appropriate based on differing interpretations of models. The final qualitative ratings were then averaged to provide a value added perspective.

The only criteria rated were items 5 through 16 of the 16 criteria presented in the prior chapter. The first four criteria are essentially policy judgments which are inappropriate for Analytica to rate. Therefore the value a policy maker may place on these alternatives may vary from Analytica's perspective.

The added value of these models will also vary if Analytica's designated assistance approach is modified from the version presented in this report. Such a modification may be well appropriate and may well result in a more valuable approach. However, the chief's rated the existing model and so their ratings are valid only in that context.

For each model a brief summary is presented along with a discussion of the pros and cons of each model in comparison to designated assistance.

- *Consolidated Services under GFD*

This model is an improvement to the Designated Assistance model due to the standardization resulting from one management/leadership team. However, the *Consolidated Services under GFD model* would be more expensive initially than other alternatives due to the higher compensation structure and accompanying seniority of the GFD firefighters [see appendix B for compensation structure]. Further, ACFR personnel that would be displaced would resist strongly, as exemplified by the actions prior to the recent annexation referendum

Advantages

The GFD is highly structured and enjoys very positive public opinion while known as a quality service. GFD is recognized throughout Florida for its level and diversity of services. It provides hazardous materials emergency response for the region and has other specialized teams such as extrication, water, and confined space rescue. The records management activities are at a level to permit operational planning. By placing the fire rescue functions under one management team, timeliness and greater cooperation between urban area stations would result.

Disadvantages

GFD is viewed by Alachua County as a higher cost system. The application of those costs to the unincorporated urban area would unnecessarily raise costs to the overall model from Alachua County's perspective. The future of existing ACFR personnel would be in question. Past communication between the GFD IAFF bargaining unit and ACFR line personnel has created distrust of the potential GFD actions toward the ACFR personnel. This model continues the existence of the ACFR organization which would provide EMS transportation services into the urban area. Relationships would not improve, and in all likelihood deteriorate.

- *Consolidated Services under ACFR*

*The Consolidated Services under ACFR* model is also an improvement to the Designated Assistance model due to the standardization resulting from one management/leadership team. Further, this model would be less expensive currently than the previous alternative due to the lower compensation structure and lesser seniority of the ACFR firefighters. However, GFD personnel that would be displaced would resist strongly, and utilize their considerable political influence for their case. Additional services could be realized due to the resulting efficiencies gained as well as the coordination with the EMS transport function.

Advantages

The ACFR is a relatively young organization that provides a mix of fire rescue and EMS transportation (ambulance) services. It also enjoys very positive public opinion and is known as a quality service. The combination of fire rescue and EMS transport services permits certain efficiencies to be obtained by this organization that are not available to GFD. As in the preceding model, by placing the fire rescue functions under one management team, timeliness and greater cooperation between urban area stations would result. ACFR has lower starting salaries than GFD, and offers the opportunity to strengthen the relationship between EMS and Fire Rescue.

Disadvantages

GFD personnel would resist strongly. The future of the existing GFD personnel would be in question. The perceived "loss" of the city fire department could generate adverse public opinion and support of this model.

- *Urban Area Contracted Management Services Provided by GFD*

While this model may provide some marginal improvement to the Designated Assistance model, the problems inherent in the ACFR employees serving under GFD supervisors would be significant. In addition, the current practice of firefighter paramedics/emt's being reassigned from ambulance to fire truck would become cumbersome and require close cooperation that would be strained.

Advantages

Many of the advantages of the consolidated service under GFD would be present here. One command structure, standardized strategy and tactics on emergency scenes and similar improvements would be realized.

Disadvantages

Resistance by ACFR personnel to GFD supervision could become a major obstacle. Significant, cost savings would not result due to the longevity costs of the supervisors of the GFD system. ACFR supervisors would continue to be required due to the EMS transportation services requirement. Management during nonemergency times would be difficult to achieve in this model due to ACFR firefighters being employed by Alachua County but supervised by GFD.

- *Urban Area Contracted Management Services Provided by ACFR*

This model may also provide some marginal improvement to the Designated Assistance model. However, the problems with ACFR supervising GFD employees would be more strained than in the Preceding model. There may be some limited

advantages due to the EMS transportation function being provided by ACFR. Significant cost savings would probably not be realized.

Advantages

Costs would be lower due to the efficiencies associated with EMS transportation services being provided through the ACFR system. As in the preceding model, one command structure, standardized strategy and tactics on emergency scenes and similar improvements would be realized.

Disadvantages

Resistance by GFD personnel to ACFR supervision would be more significant than in the preceding model and would become a major obstacle.

- *Urban Area Contracted Staffing Services Provided by GFD*

This model does not offer any improvement to the Designated Assistance model. The costs would increase significantly and severely restrict the ability to plan for future needs.

Advantages

This model creates one command structure for emergency and non-emergency activities.

Disadvantages

This model would increase costs to the urban area due to the personnel costs associated with the comparative seniority of GFD. Resistance from displaced ACFR personnel could be anticipated Further, duplication of some infrastructure costs would result due to the ACFR EMS function that would still be in place. Planning functions would continue to be difficult at best.

- *Functional Consolidation*

The primary advantages of this model over Designated Assistance are financial. Duplicated overhead, administrative, and some capital costs would be avoided. These "new" monies could be applied to service enhancements. Some resistance is probable.

Advantages

Cost savings due to elimination of "duplicated functions. " Some services improvements could be anticipated due to one "philosophy" toward training, fire

ground strategy and tactics, equipment standardization, and other related functions. The consolidation of specific functions would save expenditures that could be applied to "new' services or enhancements to existing services.

Disadvantages

The creation of a "third" entity to coordinate various functions for both GFD and ACFR could negate the cost savings realized unless infrastructure resources were applied. Competing interests and philosophies between GFD and ACFR operational activities would require significant time investments by the service entity. Lower line personnel costs are unlikely.

- *Urban Area Special District for Fire/Rescue*

This model is a major improvement to the Designated Assistance model. Timeliness and quality of services would be greatly improved. Future planning and control would be established but would be limited to only the urban area. Lower costs would be realized due to economy of scale opportunities. These lower costs could be converted to additional services or reduce costs to the area. This model maintains the "separate" fire and EMS approach to service delivery.

Advantages

This model improves timeliness and quality of services due to one management team setting priorities for activities in the urban area. Greater coordination between urban area stations would result. Support services such as administration, training, communications, planning and others, under the supervision of one service, would greatly enhance effectiveness by standardizing services. This would translate into lower costs or improved services implemented through the saved dollars realized through the efficiency.

Disadvantages

This model is limited to only the urban area and addresses only the Fire Rescue implications. EMS transportation would continue to be provided by ACFR (most likely under a new name). Resistance from GFD firefighters would be likely. ACFR would view this model as not going far enough.

- *City of Gainesville/MSTU Special District for Fire/Rescue*

The *City of Gainesville/MSTU Special District for Fire/Rescue* model is also a major improvement to the Designated Assistance model. Timeliness and quality of services would be greatly improved. Future planing and control would be enhanced and would not be limited to the urban area. Lower costs would be realized due to economy of scale opportunities. These lower costs could be converted to additional services or

decreased costs to the area. Interface with EMS would have a higher probability of success than in the Preceding model, although not specifically defined.

Advantages

Services improvements realized due to one management team, standardized service delivery scheme, more efficient use of resources, and enhanced productivity. Future planning and control on this larger scale would permit addressing of issues on a much broader and long term basis. Greater career opportunity for employees is a potential advantage.

Disadvantages

Some resistance from GFD personnel could be encountered. This model does not take full advantage of the EMS transportation services provided through ACFR. Consequently, full cost economies would not be realized.

- *Contracted Public Corporation*

*The Contracted Public Corporation* model includes all of the operational coordination and economic efficiencies described in the other combined system models. Economy of scale, planning, quality of services and enhanced productivity are all opportunities in this example. This model would see major resistance from the organized labor groups (IAFF and LIU) and the management teams of GFD and ACFR. The issue of EMS transport would also come into the debate.

Advantages

Lower costs would be achieved through this model. This model offers an alternative to those public officials desiring to pursue those concepts suggested in contemporary public policy readings such as *Reinventing Government.* The flexibility of a non-traditional government organization could provide new alternatives to providing the services.

Disadvantages

Major resistance from GFD and ACFR line personnel [IAFF and LIU and upper management] could be encountered. This model reflects EMS transportation as an applicable implementation issue. If EMS is not included in the corporation, infrastructure costs for EMS transportation would remain with Alachua County adversely impacting total costs.

- *City of Gainesville/MSTU Special District for All Hazards.*

This model is the best alternative offered as an improvement to the Designated Assistance model. Timeliness and quality of services would be greatly improved. Future planning and control would be enhanced and would not be limited to the urban area. Lower costs would be realized due to economy of scale opportunities. These lower costs could be converted to additional services or lower costs to the area. The interface with EMS is established as part of the enabling legislation which would have significant efficiencies in costs and operations

Advantages

This model offers the greatest opportunity for cost reductions or service improvements by redirecting resources. Lower overall administrative, personnel, operating and maintenance, support services, and capital expenses would result. The opportunity to utilize resources more efficiently would be achieved by redeploying existing resources more strategically. Future planning is effectively accomplished by *viewing* the "system" as a total system integrating Fire, Rescue, and EMS transportation. Further, this model recognizes the implications of a countywide service and prepares Alachua County and the City of Gainesville for changes facing Florida and the health care industry.

Disadvantages

This model would be portrayed by the GFD firefighters as a "loss" of a municipal fire department to the city. The argument will be made that "bigger is not better. "

- *Gainesville Fire District*

This model offers many of the advantages in several models described above. Economy of scale opportunities, future planning, supervision and management, timeliness and quality of services would result. This model is also a major improvement to the Designated Assistance model. The newly realized efficiencies would not be limited to the urban area. These lower costs could also be converted to additional services or reduce costs to the area. This model could also provide enhanced fire and EMS approach to service delivery. The major disadvantage is the composition of the governing board composition and the impacts of annexation on the board.

Advantages

The advantages described above in the models combining service delivery strategies for Fire, Rescue, and EMS transportation would be available through this model.

Disadvantages

This model would be very cumbersome in the design of the governing body and not provide the ability needed for long term planning efforts.

- Overall Ranking

Based on their professional judgment, the Analytica Fire Chiefs would rank the eleven models in the following order:

1. All Hazards District
2. City of Gainesville/MSTU for Fire/Rescue
2. Urban Area Special District for Fire/Rescue
4. Contracted Public Corporation
5. Gainesville Fire District
6. Consolidated Services by ACFR
7. Consolidated Services by GFD
7. Functional Consolidation
9. Urban Area Contracted Management by ACFR
10. Urban Area Contracted Management by GFD
11. Urban Area Staffing by GFD

## *Chapter 8. What are the alternative financial options to ad valorem taxes for paying fire/rescue services? In which of the models [single or dual provider] can these options be exercised?*

Special Assessments

Although the most common approach is to use property taxes to support fire protection and emergency medical services, a number of local governments in Florida have opted to fund these sources by special assessment. Typically, the assessment Involves estimating the total square foot occupied by a property and charging the owner of the property a fee based upon the amount of service required to protect that property. Equivalent residential units (ERUs) are established based on ranges of square footage.

A key distinction in a comparison of taxes and special assessments is the reliance of special assessments on the "benefit principle" or the benefit to property, whereas taxes are based on valuation without regard to benefits. 'Thus, property owners who pay little or no ad valorem taxes. (e.g., low value homestead property, churches, not-for-profit organizations, etc.) are subject to the special assessment.

According to the most recent data available from the Florida Advisory Council on Intergovernmental Relations (AGIR), ten counties utilize special assessments for fire protection. Sarasota and Marion Counties both recently established special assessments for fire protection. In 1987 and again in 1989, Alachua County developed draft ordinances to implement special assessments in the unincorporated area of the County. On both occasions, the Board of County Commissioners elected not to proceed following public hearings on the issue. Following are summaries of the fees adopted by Sarasota and Marion Counties as well as a chronology of the issue in Alachua County.

*Sarasota County*

In July 1995, the City of Sarasota and Sarasota County consolidated their respective fire departments and adopted a fire-rescue assessment fee as the methodology for funding its consolidated fire-rescue service Examples of FY 1995 residential fees are listed below.

| | |
|---|---|
| 1,250 square feet | $82.15 |
| 2.000 square feet | $131.44 |
| 4,500 square feet | $295.74 |

Owners of commercial, industrial, and multi-family structures are assessed at higher rates than residential in consideration of a higher fire-flow demand. These

structures are assessed for every 250 square fee, under roof. All structures *with* a certified fire sprinkler protection system receive a 50% reduction in the assessment fee. Sarasota County opted to exempt other governmental entities from the assessment. All other property owners, including churches and not-for-profit organizations. are subject to the assessment.

*Marion County*

Marion County imposed a special assessment fee to fund fire-rescue services in the unincorporated portion of the County. The fee is expected to generate approximately $6.8 million In the first full year Churches are exempt from the assessment; all other land use categories are subject to the fee.

The annual fee is based on square footage for structures and acreage for land. For example, a residence sized from 2,000 and 2,999 square feet has an annual fee between $73.50 and $78.00. The five property categories and applicable rates are presented under Exhibit 1.

The assessment program provides for fee waivers in economically depressed areas and also allows indigent homeowners (based on federal poverty level guidelines) to file a petition for waiver. Newly completed structures are assessed a partial year fee based on the issue date for the certificate of occupancy,

*Alachua County's Experience*

The Issue of a non-ad valorem assessment for fire services in Alachua County has been the subject of considerable study and debate. The following is a chronology of the history of this issue in Alachua County.

| | |
|---|---|
| November 1984 | Fire Services Task Force established to examine the structure of the fire service delivery systems in Alachua County, including financing alternatives. |
| 1985 | Fire Services task Force proposes a special assessment for fire services. |
| July 1986 | At second public hearing, Board postpones adoption of the fire assessment until the 1987-88 fiscal year. |
| August 1987 | Board decides not to pursue implement of fire assessment fee. |

| | |
|---|---|
| November 1988 | Board directs staff to develop fire assessment fees for implementation in FY 1990-91 |
| July 1989 | Board decides not to adopt proposed ordinance establishing a non-ad valorem assessment for fire services. |

The proposed fee schedule developed as part of the 1989 project to implement fire assessments established two levels of base rates: urban land uses and rural land uses. Rural rates were set lower than urban rates. For example, the proposed annual assessment for a single family residence in the urban area was $97.75 and $84.75 In the rural area. Similar differentials applied to all prop" classes - mobile home, office, retail, warehouse, vacant land, etc,

Applicability of Special Assessments for Fire Services in Alachua County

The method used to fund fire services is a philosophical and political choice that Is separate and independent from the issue of dual or single service provider. Special assessments could be established regardless of the decision on the successor agreement to the FEMSA Agreement.

Reliance on special assessments rather than ad valorem taxes would result in a substantial redistribution of the funding burden from commercial and residential taxpayers to institutional property and homestead residential property. Given the substantial portion of property held by government agencies and thereby exempt from ad valorem taxation, the issue of special assessments is especially appealing. The value of exempt property in Gainesville and Alachua County is presented relative to the overall taxable value.

| | Total Just Value | Governmental Exemptions | Taxable Value |
|---|---|---|---|
| Alachua County | $8,787,330,507 | $2,786,714,570 | $4,209,020,311 |
| City of Gainesville | 4,987,069,832 | 2,361,315,200 | 2,374,488,155 |

As shown above, tax exempt property represents a substantial portion (32%) of the tax roll In Alachua County. The value of exempt property in the City (primarily the University of Florida) is approximately equal to the value of all taxable property.

## Exhibit 1: Marion County Special Assessment Fee

| Property category | Square Feet/Acreage | Range of Annual Rates |
|---|---|---|
| Residential; | less than 2,000 sq. ft. | $56.40 - $60.00 |
| | 2,000 - 2,999 | $73.50 - $78.00 |
| | 3,000 and above | $90.60 - $98.00 base rate plus $17.10 - $18.00 for ea. 1,000 add'l sq. ft. |
| Non-Residential | less than 2,000 sq. ft. | $112.20 - $120.00 |
| | 2,001 - 10,000 | $112.20 - $120.00 base rate plus $ 56.40 - $60.00 for ea. 2,000 add'l sq-ft. |
| | 10,000 and above | $337.80 - $360.00 base rate plus $145.20 - $160.00 for each add'l sq. ft. |
| Mobile Home and Rec. Vehicle | for each approved space | $10.80 - $11.50 |
| Unimproved Parcels | .25 acre or less | $10.80 - $11.50 |
| | .26 - .50 acre | $13.20 - $14.06 |
| | .51 - 1.00 acre | $15.60 - $16.61 |
| Additional Acres | 3.1 - 50.00 acres | 25 - 27 cents per acre |
| | 50 and more acres | *1st* 50: 27 cents per acre plus 13 cents for each add'l acre |

# Chapter 9. What degree of ease or difficulty will be involved in changing to a single provider approach? What specific issues or questions must be answered? Are some issues/questions limited to certain models or are there issues which cut across all models?

There are a number of issues involved in moving to a single provider form of fire/rescue service delivery. Not all issues apply to all models. The issues are listed below in Table 1 and brief summaries provided in Table 2. Tables 3 & 4 are coding tables for table 5. Table 5 presents Analytica's opinion as to which issues are likely to require substantive discussion for each models. All the issues may be relevant in some sense. Table 5 presents those which we believe will require substantive thought and time to resolve.

Table 1: Issues List:

- Transition Approach
- Table of organization
- Standard Operating Procedures
- Fire-related ordinances
- Funding sources]
- Salary & Benefits Schedule
- Personnel transfers & other issues
- Capital funding
- Equipment compatibility
- Types of capital equipment
- Communications/dispatch
- Staffing schedule
- Bargaining unit
- Consolidated Pension Plan
- Potential ISO impact
- Asset and liability transfer
- Legal structure
- Board composition
- Support services
- Personnel diversity

Table 2: Summary of Single Provider Issues

Transition Approach

One of the first issues to be dealt with is how to transition to the single provider. The complexity and scope of the transition will depend in great part on the degree to which the single provider form is radically different from existing practices. A form which requires creation of a new entity will require more effort than one in which one entity would absorb the other for example. Appendix C provides a list of transition options for the more complex changes.

Table of organization

One of the first tasks will be to develop a table of organization so that roles and responsibilities will be clear. Based on that table of organization, personnel placement decisions will need to be made and a personnel transition plan developed.

Standard Operating Procedures

The two departments operate on different standard operating procedures regarding fire suppression and a number of other procedures, including personnel safety procedures. SOP's will have to developed if a new departmental form is adopted.

Fire-related ordinances

Should there be a move toward the special district form of single provider, the fire-related ordinances of each entity will have to be reviewed. Some will have to be rewritten, others deleted, and other enacted by the new district.

Funding sources]

The funding mechanism for the single entity will have to be selected. Depending upon the mechanism selected, a variety of action will have to be performed.

Salary & Benefits Schedule

If a new entity is created, a salary and benefits schedule for the entity will have to be developed. This will be a major policy decision which will impact the cost efficiency of the new district as well as raise a number of personnel issues.

Personnel transfers & other issues

If a new entity is created, policies will have to be developed and adopted to address personnel transfers into the new entity. This will have to include transfer of rank, retirement option decisions, transfer of leave, pay policies and other personnel issues.

Capital funding

If a new entity is created, capital funding policies and procedures will have to be established to address how the new entity can fund its capital requirements.

Equipment compatibility

Depending upon the single provider model selected, equipment compatibility, particularly with new purchases, will need to be addressed.

Types of capital equipment

The current departments have somewhat different approaches to the configuration of capital equipment. If a new single entity is created, a single direction will need to be established. If some other form of single provider is adopted, this issue may lessen in importance as long as equipment compatibility is maintained.

Communications/dispatch

Since a single communications center is being addressed separately, we simply point out that it's relationship to the single provider needs to be addressed.

Staffing schedule

The current departments use different staffing models to cover their shifts. A single approach will have to be established under a single provider model.

Bargaining unit

The issue of the bargaining unit will arise in any single provider model, with the possible exception of the public corporation depending upon the structure of that corporation.

Consolidated Pension Plan

For the City of Gainesville firefighters, an issue of major concern will be the impact of a single provider model on their pension security. This topic will be an issue of substantive concern in some single provider models.

Potential ISO impact

Depending upon the single provider model selected, there may be ISO issues which need to be addressed.

Asset and liability transfer

Again, depending upon the selected single provider model, the issues of asset ownership and liability transfer will need to be addressed.

Legal structure

Any single provider model will require legal activity. Some will require extensive legal activity.

Board composition

Depending upon the model selected, the composition of the policy board may be a topic for discussion.

Support services

In some single provider models, the new entity may be able to bid for support services.

Table 3: Single Provider Models Numbers

- 1. Consolidated Services under GFD
- 2: Consolidated Services under ACFR
- 3. Urban Area Contracted Management services provided by GFD
- 4. Urban Area Contracted Management services provided by ACFR
- 5. Urban Area Contracted Staffing services provided by GFD
- 6. Functional Consolidation
- 7. Urban Area Special District for Fire/Rescue
- 8. City of Gainesville/MSTU Special District for Fire/Rescue
- 9. Contracted Public Corporation
- 10. City of Gainesville/MSTU Special District Emergency Services
- 11. Gainesville Fire District

Table 4: Potential Issues in a Transition to a Single Provider Model Numbers

- 1. Transition Approach
- 2. Table of organization
- 3. Standard Operating Procedures
- 4. Fire-related ordinances
- 5.Funding sources]
- 6.Salary & Benefits Schedule
- 7. Personnel transfers & other issues
- 8. Capital funding
- 9. Equipment compatibility
- 10. Types of capital equipment
- 11. Communications/dispatch
- 12. Staffing schedule
- 13. Bargaining unit
- 14. Consolidated Pension Plan
- 15. Potential ISO impact
- 16. Asset and liability transfer
- 17. Legal structure
- 18. Board composition
- 19. Support services

Table 5: Potential Issues by Single Provider Model Matrix

| Issue: | Model: | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 |
| 1 | X | X | X | X | X | X | X | X | X | X | X |
| 2 | X | X | | | | X | X | X | | X | X |
| 3 | X | X | X | X | X | | | | | | |
| 4 | X | X | X | X | | | | | | | |
| 5 | | | | | | X | X | X | | X | X |
| 6 | X | X | | | | X | X | X | | X | X |
| 7 | X | X | X | X | X | X | X | X | X | X | X |
| 8 | X | X | | | | | X | X | X | X | X |
| 9 | X | X | | | X | | X | X | X | X | X |
| 10 | X | X | | | X | | X | X | X | X | X |
| 11 | X | X | | | | X | X | X | X | X | X |
| 12 | X | X | X | X | X | | X | X | X | X | X |
| 13 | X | X | X | X | X | X | X | X | X | X | X |
| 14 | X | X | | | | X | X | X | | X | X |
| 15 | X | X | | | | | X | X | X | X | X |
| 16 | | | | | | X | | | X | | |
| 17 | | | | | | | X | X | X | X | X |
| 18 | | | | | | | X | X | X | X | X |
| 19 | | | | | | | | | | | |

# Chapter 10: Self-evaluation of single provider models.

Analytica has presented in chapter 7 its assessment of the various single provider models along with opinions of professional staff of both entities. While this information will hopefully be helpful to the stakeholder groups, what is more important is that each stakeholder conduct his or her own assessment. The following pages are provided to allow each participant in the stakeholder process to conduct their own qualitative assessment.

*Single Provider Model: 1. Consolidated Services under GFD*

Scale:

| -5 | -4 | -3 | -2 | -1 | 0 | +1 | +2 | +3 | +4 | +5 |
|---|---|---|---|---|---|---|---|---|---|---|
| Potentially Significantly Worse than Designated Assistance | | | | | | | | | | Potentially Significantly Better than Designated Assistance |

___ 1. Viability
___ 2. Future Planning & Control
___ 3. Public trust
___ 4. Operational influence
___ 5. Improve the timeliness of services.
___ 6. Improve the quality of existing services
___ 7. Provide additional services
___ 8. Position oneself to provide services of growing importance/meet emerging needs
___ 9. Lower capital costs
___ 10. Lower administrative overhead.
___ 11. Lower line personnel costs.
___ 12. Lower support service costs.
___ 13. Lower operating & maintenance expenses.
___ 14. Defer capital expenditures.
___ 15. Enhance productivity.
___ 16. Lower community costs.

*Single Provider Model: 2 Consolidated Services under ACFR*

Scale:

| -5 | -4 | -3 | -2 | -1 | 0 | +1 | +2 | +3 | +4 | +5 |
|---|---|---|---|---|---|---|---|---|---|---|
| Potentially Significantly Worse than Designated Assistance | | | | | | | | | Potentially Significantly Better than Designated Assistance | |

___ 1. Viability
___ 2. Future Planning & Control
___ 3. Public trust
___ 4. Operational influence
___ 5. Improve the timeliness of services.
___ 6. Improve the quality of existing services
___ 7. Provide additional services
___ 8. Position oneself to provide services of growing importance/meet emerging needs
___ 9. Lower capital costs
___ 10. Lower administrative overhead.
___ 11. Lower line personnel costs.
___ 12. Lower support service costs.
___ 13. Lower operating & maintenance expenses.
___ 14. Defer capital expenditures.
___ 15. Enhance productivity.
___ 16. Lower community costs.

*Single Provider Model: 3 Urban Area Contracted Management Services by GFD*

Scale:

| -5 | -4 | -3 | -2 | -1 | 0 | +1 | +2 | +3 | +4 | +5 |
|---|---|---|---|---|---|---|---|---|---|---|
| Potentially Significantly Worse than Designated Assistance | | | | | | | | | Potentially Significantly Better than Designated Assistance | |

___ 1. Viability
___ 2. Future Planning & Control
___ 3. Public trust
___ 4. Operational influence
___ 5. Improve the timeliness of services.
___ 6. Improve the quality of existing services
___ 7. Provide additional services
___ 8. Position oneself to provide services of growing importance/meet emerging needs
___ 9. Lower capital costs
___ 10. Lower administrative overhead.
___ 11. Lower line personnel costs.
___ 12. Lower support service costs.
___ 13. Lower operating & maintenance expenses.
___ 14. Defer capital expenditures.
___ 15. Enhance productivity.
___ 16. Lower community costs.

*Single Provider Model: 4 Urban Area Contracted Management Services by ACFR*

Scale:

| -5 | -4 | -3 | -2 | -1 | 0 | +1 | +2 | +3 | +4 | +5 |
|---|---|---|---|---|---|---|---|---|---|---|
| Potentially Significantly Worse than Designated Assistance | | | | | | | | | Potentially Significantly Better than Designated Assistance | |

___ 1. Viability
___ 2. Future Planning & Control
___ 3. Public trust
___ 4. Operational influence
___ 5. Improve the timeliness of services.
___ 6. Improve the quality of existing services
___ 7. Provide additional services
___ 8. Position oneself to provide services of growing importance/meet emerging needs
___ 9. Lower capital costs
___ 10. Lower administrative overhead.
___ 11. Lower line personnel costs.
___ 12. Lower support service costs.
___ 13. Lower operating & maintenance expenses.
___ 14. Defer capital expenditures.
___ 15. Enhance productivity.
___ 16. Lower community costs.

*Single Provider Model: 5 Urban Area Contracted Staffing Services by GFD*

Scale:

| -5 | -4 | -3 | -2 | -1 | 0 | +1 | +2 | +3 | +4 | +5 |
|---|---|---|---|---|---|---|---|---|---|---|
| Potentially Significantly Worse than Designated Assistance | | | | | | | | | | Potentially Significantly Better than Designated Assistance |

___ 1. Viability
___ 2. Future Planning & Control
___ 3. Public trust
___ 4. Operational influence
___ 5. Improve the timeliness of services.
___ 6. Improve the quality of existing services
___ 7. Provide additional services
___ 8. Position oneself to provide services of growing importance/meet emerging needs
___ 9. Lower capital costs
___ 10. Lower administrative overhead.
___ 11. Lower line personnel costs.
___ 12. Lower support service costs.
___ 13. Lower operating & maintenance expenses.
___ 14. Defer capital expenditures.
___ 15. Enhance productivity.
___ 16. Lower community costs.

*Single Provider Model: 6 Functional Consolidation*

Scale:

| -5 | -4 | -3 | -2 | -1 | 0 | +1 | +2 | +3 | +4 | +5 |
|---|---|---|---|---|---|---|---|---|---|---|
| Potentially Significantly Worse than Designated Assistance | | | | | | | | | | Potentially Significantly Better than Designated Assistance |

___ 1. Viability
___ 2. Future Planning & Control
___ 3. Public trust
___ 4. Operational influence
___ 5. Improve the timeliness of services.
___ 6. Improve the quality of existing services
___ 7. Provide additional services
___ 8. Position oneself to provide services of growing importance/meet emerging needs
___ 9. Lower capital costs
___ 10. Lower administrative overhead.
___ 11. Lower line personnel costs.
___ 12. Lower support service costs.
___ 13. Lower operating & maintenance expenses.
___ 14. Defer capital expenditures.
___ 15. Enhance productivity.
___ 16. Lower community costs.

*Single Provider Model: 7 Urban Area Special District for Fire/Rescue*

Scale:

| -5 | -4 | -3 | -2 | -1 | 0 | +1 | +2 | +3 | +4 | +5 |
|---|---|---|---|---|---|---|---|---|---|---|
| Potentially Significantly Worse than Designated Assistance | | | | | | | | | | Potentially Significantly Better than Designated Assistance |

___ 1. Viability
___ 2. Future Planning & Control
___ 3. Public trust
___ 4. Operational influence
___ 5. Improve the timeliness of services.
___ 6. Improve the quality of existing services
___ 7. Provide additional services
___ 8. Position oneself to provide services of growing importance/meet emerging needs
___ 9. Lower capital costs
___ 10. Lower administrative overhead.
___ 11. Lower line personnel costs.
___ 12. Lower support service costs.
___ 13. Lower operating & maintenance expenses.
___ 14. Defer capital expenditures.
___ 15. Enhance productivity.
___ 16. Lower community costs.

*Single Provider Model: 8 City of Gainesville/MSTU Special District for Fire/Rescue*

Scale:

| -5 | -4 | -3 | -2 | -1 | 0 | +1 | +2 | +3 | +4 | +5 |
|---|---|---|---|---|---|---|---|---|---|---|
| Potentially Significantly Worse than Designated Assistance | | | | | | | | | Potentially Significantly Better than Designated Assistance | |

___ 1. Viability
___ 2. Future Planning & Control
___ 3. Public trust
___ 4. Operational influence
___ 5. Improve the timeliness of services.
___ 6. Improve the quality of existing services
___ 7. Provide additional services
___ 8. Position oneself to provide services of growing importance/meet emerging needs
___ 9. Lower capital costs
___ 10. Lower administrative overhead.
___ 11. Lower line personnel costs.
___ 12. Lower support service costs.
___ 13. Lower operating & maintenance expenses.
___ 14. Defer capital expenditures.
___ 15. Enhance productivity.
___ 16. Lower community costs.

*Single Provider Model: 9 Contracted Public Corporation*

Scale:

| -5 | -4 | -3 | -2 | -1 | 0 | +1 | +2 | +3 | +4 | +5 |
|---|---|---|---|---|---|---|---|---|---|---|
| Potentially Significantly Worse than Designated Assistance | | | | | | | | | | Potentially Significantly Better than Designated Assistance |

___ 1. Viability
___ 2. Future Planning & Control
___ 3. Public trust
___ 4. Operational influence
___ 5. Improve the timeliness of services.
___ 6. Improve the quality of existing services
___ 7. Provide additional services
___ 8. Position oneself to provide services of growing importance/meet emerging needs
___ 9. Lower capital costs
___ 10. Lower administrative overhead.
___ 11. Lower line personnel costs.
___ 12. Lower support service costs.
___ 13. Lower operating & maintenance expenses.
___ 14. Defer capital expenditures.
___ 15. Enhance productivity.
___ 16. Lower community costs.

*Single Provider Model: 10 City of Gainesville/MSTU All Hazards Special District*

Scale:

| -5 | -4 | -3 | -2 | -1 | 0 | +1 | +2 | +3 | +4 | +5 |
|---|---|---|---|---|---|---|---|---|---|---|
| Potentially Significantly Worse than Designated Assistance | | | | | | | | | | Potentially Significantly Better than Designated Assistance |

___ 1. Viability
___ 2. Future Planning & Control
___ 3. Public trust
___ 4. Operational influence
___ 5. Improve the timeliness of services.
___ 6. Improve the quality of existing services
___ 7. Provide additional services
___ 8. Position oneself to provide services of growing importance/meet emerging needs
___ 9. Lower capital costs
___ 10. Lower administrative overhead.
___ 11. Lower line personnel costs.
___ 12. Lower support service costs.
___ 13. Lower operating & maintenance expenses.
___ 14. Defer capital expenditures.
___ 15. Enhance productivity.
___ 16. Lower community costs.

*Single Provider Model: 11 Gainesville Fire District*

Scale:

| -5 | -4 | -3 | -2 | -1 | 0 | +1 | +2 | +3 | +4 | +5 |
|---|---|---|---|---|---|---|---|---|---|---|
| Potentially Significantly Worse than Designated Assistance | | | | | | | | | | Potentially Significantly Better than Designated Assistance |

___ 1. Viability
___ 2. Future Planning & Control
___ 3. Public trust
___ 4. Operational influence
___ 5. Improve the timeliness of services.
___ 6. Improve the quality of existing services
___ 7. Provide additional services
___ 8. Position oneself to provide services of growing importance/meet emerging needs
___ 9. Lower capital costs
___ 10. Lower administrative overhead.
___ 11. Lower line personnel costs.
___ 12. Lower support service costs.
___ 13. Lower operating & maintenance expenses.
___ 14. Defer capital expenditures.
___ 15. Enhance productivity.
___ 16. Lower community costs.

*Single Provider Model: Alternative Approach Developed by the Reader*

Scale:

| -5 | -4 | -3 | -2 | -1 | 0 | +1 | +2 | +3 | +4 | +5 |
|---|---|---|---|---|---|---|---|---|---|---|
| Potentially Significantly Worse than Designated Assistance | | | | | | | | | Potentially Significantly Better than Designated Assistance | |

___ 1. Viability
___ 2. Future Planning & Control
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___ 13. Lower operating & maintenance expenses.
___ 14. Defer capital expenditures.
___ 15. Enhance productivity.
___ 16. Lower community costs.

# Chapter 11: The Stakeholder Process

Analytica is recommending a stakeholder decision process to reach agreement on the question of whether to move forward with a single provider form of fire/rescue service provision. This chapter provides guidance on how to organize and conduct such a process.

Step 1: Ensure all key stakeholders are at the table

Key stakeholders are those persons who either have the power to affirmatively establish a single provider, who may have the power to make change from the status quo inordinately difficult, or who have to implement the policy decision. Each of these persons or groups should be involved as a participating member on either their direct behalf or as a representative of a stakeholder group.

For this process, the following stakeholders should participate at a minimum:

- The Alachua County Commission
- The Gainesville City Commission
- The Alachua County Manager
- The Gainesville City Manager
- The Gainesville Fire Chief
- The Alachua County Fire/Rescue Chief
- A representative of the Gainesville Fire Department Bargaining Unit
- A representative of the employees of ACFR that is a fire service professional.

Step 3: Allocate adequate time for the discussion.

This is a complex issue which will require both extensive discussion time as well as time for inter-meeting reflection. Analytica recommends four hour meetings every two weeks if the desire of the Committee is to reach a first level go/no go decision by the end of August, 1996.

Step 4: Prepare a decision guide for participants.

Issues of this complexity have multiple dimensions and numerous alternatives. A decision guide can assist the policy maker to address the issue with greater appreciation of the issues and the choices to be made. Analytica has prepared its final report in a discussion guide fashion to support this step.

Step 5: Consider the use of an external facilitator.

Given the need for neutrality both real and perceived as well as the desire of a Mayor or County Chair to participate in discussions, the use of an external facilitator can be helpful in resolving complex and controversial inter-agency issues.

Step 6: Establish the ground rules and process for work at the start.

It is important to be clear from the onset about how the group will work, the role of each participant and how final decisions will be reached. The final outcome or product should be also clarified at this time.

Step 7: Formulate the fundamental question clearly and ensure everyone understands the question and agrees to the question.

In issues of this complexity, it is easy to bring in so many issues that it often becomes confusing just what issue the group is trying to address. Therefore it is important that the key or fundamental question the group is trying to answer be clarified and that the group agrees that this is the question it is trying to answer.

Analytica proposes that the question in this case be the following: Which, if any, of the models for the single provision of fire/rescue services adds greater value for each jurisdiction's citizenry than the value added by the designated assistance approach?

Step 8: Formulate associated or followup questions so that everyone will be aware of other questions the group may need to address.

In a process such as this, answering one question creates others. While all of these cannot be predicted at the onset of a process, some can. These should be delineated so that all participants will be aware of them.

Analytica believes the following associated questions will have to be addressed in this process. [1] If more than one model is found to add value above the value added by designated assistance, does the stakeholder group wish to have all these models developed or does it wish to designate a more limited number for detailed development. [2] If no models are found to add value, what will we do? [3] If we are not able to arrive at a consensus.

# Chapter 12: The Urban Area Fire/Rescue District

The premise of this model is that substantive improvements in service delivery and significant long term financial savings could occur from a consolidation of ACFR and GFD. This chapter summarizes this model and presents the advantages and disadvantages of such an approach.

The model is best thought of as one fire/rescue department that would serve the urban area. It would look very similar to what is in place today, with the primary exception of there being one department instead of two. Over time, stations would be relocated and equipment adjusted for the changing needs of the urban area.

The assumptions which underlie this model are:

- Future planning would be facilitated by the existence of one agency.
- Service would be seamless.
- There would be greater cost efficiencies over the long run.
- There are inherent duplications under a dual provider system.
- Conflict between the two jurisdictions would be reduced/eliminated.
- City annexations would not impact this organization.

This model would have the following features:

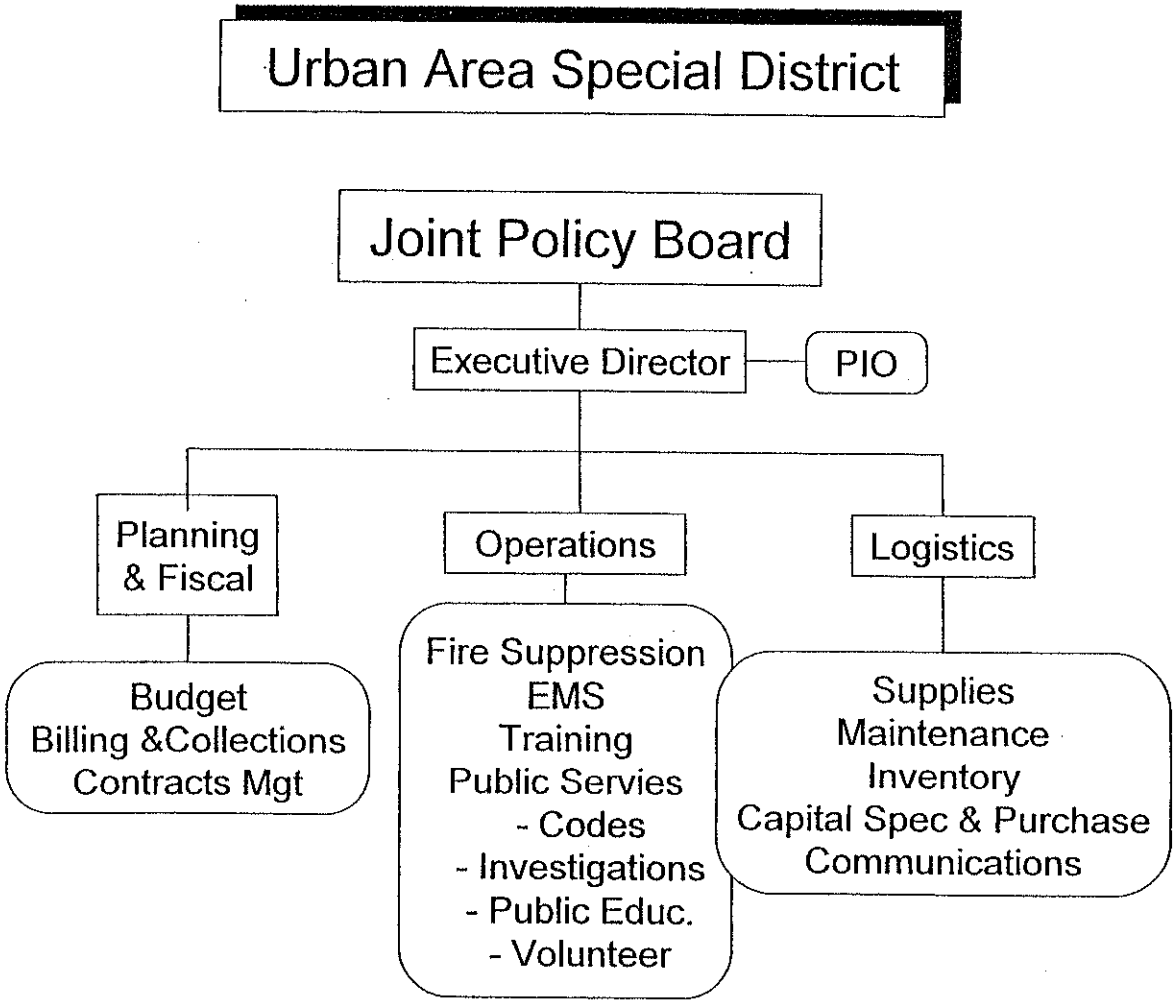
- *Legal structure:* A dependent special district.
- *Policy Management*: A joint policy board comprised of representatives from the Alachua County Commission and Gainesville City Commission.
- *Operational Management:* An executive director appointed by the Board.
- *Table of organization:* Figure 1 presents one way the District could be organized. In this model the work of the District would consist of fire and first responder activities.
- *Funding:* The district could be funded either by a special assessment fee jointly adopted by the City and County; or by MSBU ad valorem taxes jointly adopted by the City and County; or by an MSBU for the urban area which the City approves. In any model, the policy board would develop and propose a budget to the County Commission for approval.

There are advantages and disadvantages to the model. The apparent advantages at this point in time are:

- Would eliminate activities associated with "designated assistance"
- Some administrative overhead would be eliminated.

- Potential for substantive personnel cost savings
- Some potential for capital equipment cost avoidance

Figure 1: Urban Area Special District Table of Organization

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- Future planning would be focused in one place.
- Potential to provide additional services in a more coordinated fashion

The apparent disadvantages at this point are:

- No clear information to indicate quality of services would rise.
- No assurance that the system would be different enough to add sufficient value to justify change from status quo.
- Could increase personnel costs.
- Could require additional capital expenditures.
- Would create pension issues to resolve.
- A number of personnel issues would have to be resolved.
- Control of the joint policy board could become an issue.

# Chapter 13: The City of Gainesville/MSTU All Hazards Services District

The premise of this model is that the dominant and growing business in fire/rescue work is all hazards management emergency health services. The assumptions behind this premise are:

- Fire prevention technology [both in information and materials technology] will continue to increase in effectiveness. While there will always be fires, actual fire suppression will continue to decline over time as a percentage of workload.
- America will continue to age as a society. The absolute numbers of elderly persons will grow in Alachua county.
- Concerns about health care and the desire for quality health care will grow.
- Ordinances and codes for fire prevention will continue to be refined and expanded.
- Health care technology will increasingly allow for electronically supervised intervention on site.
- Timeliness of response to health care will continue to be a significant survival/recovery factor.
- Public health care dollars will continue to be inadequate in terms of needs.
- In time a technology will become available and affordable that will allow the majority of false alarms to be detected prior to unit dispatch.

Given these assumptions, it is clear that both the City's and County's limited resources will need to be optimized for the benefit of the citizenry. In this model's approach, fire/rescue services will evolve into rescue/fire. Both due to the success of its prevention efforts, as well as ongoing advances in technology, the actual need for fire suppression will lessen over time. At the same time public need and expectation for public health care services will increase. If the future lies in emergency health care, what should that future look like organizationally in Alachua county? It could consist of the following elements:

- A system of stations housing larger fire-based units surrounded by satellite stations with smaller units capable of rapid response and capable of providing both emergency medical first response and fire suppression.

  Example: A large station with a "quint" with four personnel. Two are assigned to the quint. Two are assigned to a "quick response" EMS vehicle or Midi-pumper. The smaller station would have two 24 hour positions with a third position backup during peak load. The quick response units would respond to all EMS calls while the quint would respond only to fire calls [with backup from other satellites if their own quick response unit is tied up].

Example: The smaller units would be equipped with a Midi-Pumper with two 24 hour staff augmented during peak load with a third person. This unit would respond to all EMS calls within a designated small area and all fire calls within a larger area.

Example: Ensure that all fire and life safety code inspectors are full trained and certified to provide fire suppression. They would be dispatched on an as needed basis.

- An organization that would be comprised of all emergency response and management functions as shown in figure 2. This would include fire/1st response, transport, emergency management, support services and potentially a communications center.

- A dependent special district comprised of the following features:

  A multiple funding stream consisting of a fire special assessment fee, county general ad valorem for emergency management and if transport requires supplementation; transport fees; contracted services, and grants.

  A joint policy board consisting of representatives of the Alachua County Commission and the Gainesville City Commission.

  An executive director that reports directly to the board.

  A provision for small city membership where the city desires it.

What are the advantages/opportunities and disadvantages of such an approach? The advantages include the following:

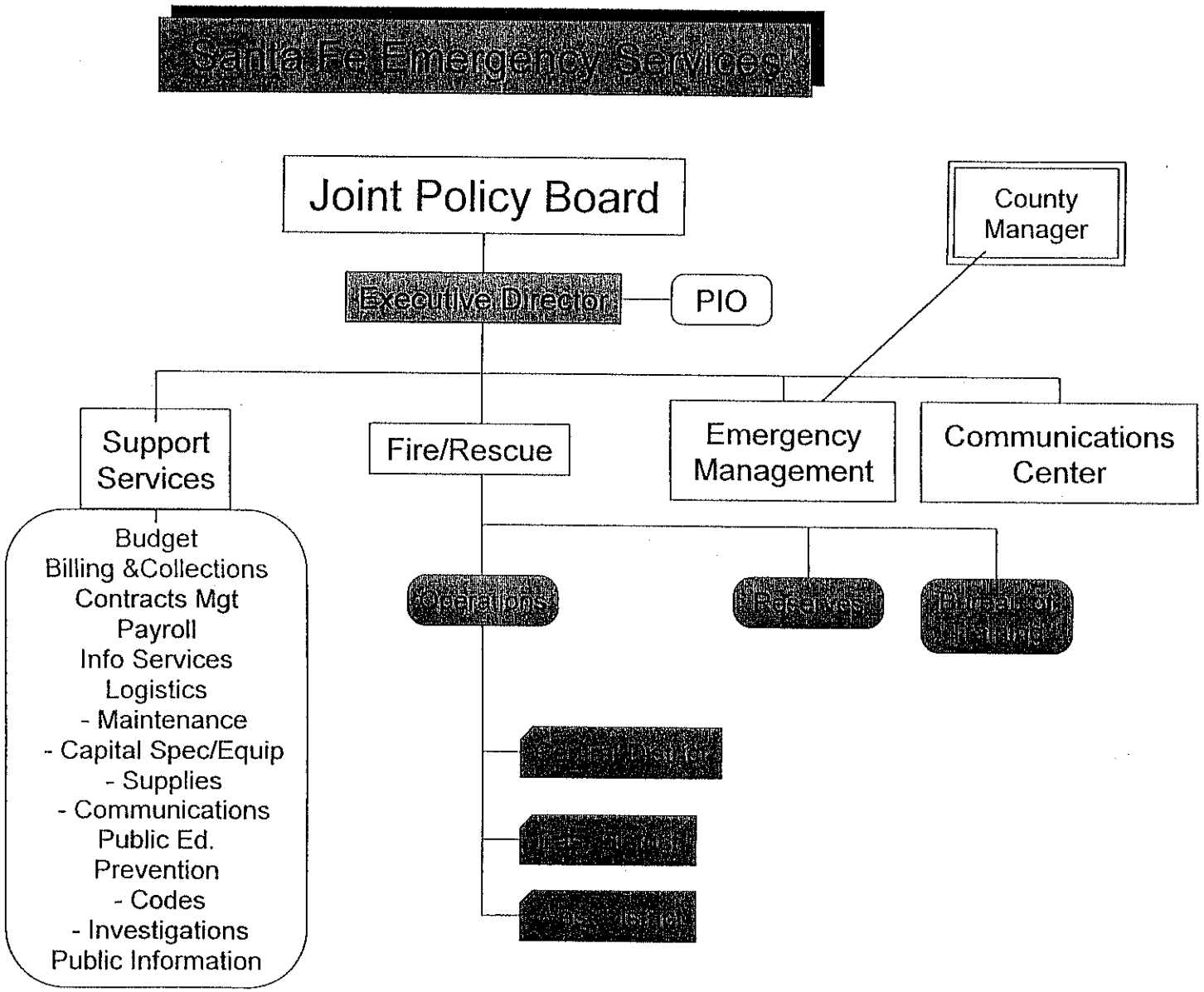
- An organization designed to meet a growing citizen need and expectation
- An opportunity to effect substantive capital savings.
- An opportunity to effect substantive personnel cost savings.
- Potential for elimination of administrative overhead.
- Clear lines of authority.
- Greater organizational operational flexibility.
- Seamless services
- Could decrease response times
- Could maximize productivity
- Could lower emergency room usage and increase preventive care

The disadvantages include the following:

- Could require a shift in firefighter organizational culture.
- Could increase personnel costs
- Could require additional capital expenditures.
- Would create pension issues to resolve.
- A number of personnel issues would have to be resolved.
- Control of the joint policy board could become an issue.

This model represents a radical departure from current thinking on this topic. As a radical departure, it offers significant value addition opportunities. It also creates the most questions and unanswerable questions.

Figure 2: All Hazards District

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# Appendix A

## DRAFT Version of Designated Assistance Interlocal.

This is a draft version of an interlocal agreement that would specify the details of designated assistance. It is intended only to provide a starting point for the City and County's discussions. As such it may have omitted areas of concern or the language may not be sufficiently precise or adequately descriptive. It's inclusion in this report does not indicate acceptance by either the City of Gainesville or Alachua County of this version of designated assistance.

DRAFT INTERLOCAL AGREEMENT REGARDING DESIGNATED ASSISTANCE FOR FIRE AND EMERGENCY SERVICES

Whereas the City of Gainesville and the County of Alachua have adjoining boundaries; and

Whereas the City of Gainesville and the County of Alachua each provide fire and first response emergency services to their citizens; and

Whereas it is the desire of both the City of Gainesville and the County of Alachua to provide these same services in a timely manner; and

Whereas residents/businesses of one jurisdictions can at times receive quicker services from a fire/1st response unit belonging to the other jurisdiction; and

Whereas work demands of one jurisdiction may at times require support from the other jurisdiction to provide services in a timely manner; and

Whereas the City of Gainesville and the County of Alachua have historically cooperated with each other in the provision of fire and 1st response services.

Therefore be it resolved:

1. That future relationships between the City of Gainesville and the County of Alachua shall in the future be governed by the specifics of this interlocal agreement, briefly termed "designated assistance".

2. Both parties agree to provide automatic aid to each other unless and until specific areas or services are designated as being excluded from automatic dispatching.

3. During FY 96-97 the two parties shall remain in the full automatic aid relationship as under the current contract. Neither party may "designate" specified areas or services as outside the automatic aid process. Beginning FY 97-98 designated assistance will be fully implemented unless there is a policy direction to move toward a single provider model or there is policy direction to retain the FY 96-97 approach in place while discussions about a single provider model continue.

4. Beginning in FY 97-98, each party may designate areas or services which are not be the recipient of automatic aid. The entity so designating must provide preliminary notification to the other party no later than January 1st in the fiscal year preceding the FY in which such designation would take place. The other party must respond by February 1st of that same year as to the actions it plans to take should the proposed designations be implemented. Final notice must be given no later than April 15th of that same year. Such designations are non-negotiable and can be made solely for the benefit of the party deciding that receipt of specified services are no longer needed by their citizens. The party making such designation will be solely responsible for any costs associated with computer dispatch re-programming required to carry out their decision. These costs shall be for all reprogramming expenses for whatever dispatch system is in force at the time of the designation - a single center, two separate centers, or dispatch provided by one of the parties on behalf of the other. If both parties elect to make changes requiring dispatch re-programming, costs will be tracked by the appropriate information services entity and each party billed for the effort required to enact their new dispatch protocols.

4. Both parties agree to reimburse each other for services rendered to the other based on one or more of the formulas and recommendations presented in the audit report submitted by Analytica in 1996. The parties may use alternative formulas that the two managers agree upon as data tracking technology changes. These formulas may be modified with the concurrence of both Managers to reflect more accurate data sets or improved technologies for tracking work.

5. Under designated assistance either party may locate stations or equipment where it is in the best interest of their jurisdiction to do so. Should one party desire the other party to locate either a station or equipment at certain sites for the benefit of the first party, the action shall be the subject of separate negotiation and separate fees.

6. Under designated assistance each party may staff their stations and equipment at levels and configurations which best meet the goals and objectives of their respective departments. During the first year of this agreement existing minimum staffing cannot be altered. In future years modification of staffing from existing minimum standards must be done via the notification process delineated above. Neither is required to maintain staffing to meet goals or procedures established by the other party. Since both parties under designated assistance have the capability to designate geographic areas or services as "non-automatic", they agree under designated assistance to accept the responses made by the other party as equivalent to theirs even if staffing levels or equipment types differ within the major categories of fire equipment as long as long as an equivalent level of service can be provided.

7. Under designated assistance, both parties agree to utilize the following procedures in the event of disagreement. First, involved senior management staff from each department will meet to determine if they can arrive at a mutually acceptable solution to the dispute. If they cannot, the chiefs of each department will meet to seek a mutually acceptable solution to the dispute. If they cannot reach mutual agreement on a solution, the respective managers of each entity will meet to resolve the issue. If they cannot do so, they agree to engage the services of a neutral third party mediator whose judgment they agree to accept and whose cost they share equally. Should the two managers fail to agree on a third party mediator acceptable to both managers, they each shall appoint a mediator of their choice. These two mediators shall then choose a third person, acceptable to both of them. In this case, each

institution shall be responsible for the fees and costs of the mediator of their choice and they shall equally share the costs of the third mediator. In this case they also agree to accept the decision of the mediator.

8. This interlocal agreement shall remain in force until affirmatively terminated by one or both parties to the agreement. Termination shall occur on a fiscal year basis.

9. As long as there is a need that either party asserts, the two entities will establish and maintain a technical committee consisting of the Deputy or Assistant Chief of each department plus one staff member of their own choosing. This committee shall have responsibility for development and control of an agreed upon data base regarding unit responses in the two jurisdictions. This data base shall be the foundation for the reimbursement formula and shall be the common data base used in future planning. This committee is charged with the development of this data base and its upkeep. Once the database is designed, the committee shall meet within ten working days of the end of the month to enter new data into the data base and reconcile any disputed items of work. The data base shall be secured so that modification to the data base will require representatives of both jurisdictions present for modification. The data base shall be open to all potential users for data viewing and analysis. This data base will be the official data base for fire/rescue responses in the urban area and may be relied upon by the aforementioned mediators should a dispute arise. This agreed upon data base will include at a minimum the elements identified in Appendix D

10. This interlocal may be modified with the concurrence of both policy boards.

## Appendix B: Comparison of Positions and Salary Ranges, GFD and ACFR

# Compensation and Benefit Comparison

| | Alachua County | City of Gainesville |
|---|---|---|
| **Salary Ranges** | refer to schedule in Audit Report | refer to schedule in Audit Report |
| **Salary Supplements** | State Educational Incentive:<br>2 year degree - $50 / month<br>4 year degree - $100 / month | State Educational Incentive:<br>2 year degree - $50 / month<br>4 year degree - $100 / month<br>State Paramedic Certification:<br>$165/month<br>State Fire Inspector Certification:<br>$100/ month |
| **Workweek** | 24 hours on, 48 off | avg. of 52 hours per week with 24 hours on and 48 off; every 14th shift is sched. time off resulting in an avg. 104 hours per pay period. |
| **Overtime** | hours over 40 paid at time and one half rate | Two bi-weekly pay periods of 120 hours each are followed by one bi-weekly pay period of 96 hours. Hours worked beyond these amounts (i.e., 120 or 96) during the pay period are paid at the time and one half rate. |
| **Longevity Pay** | No separate longevity category. However, longevity is a factor in the determination of annual bonuses paid as a lump sum amount. | 2% - 5 years up to 10 years<br>3% - 10 years up to 15 years<br>4% - 15 years up to 20 years<br>5% - 20 years up to 25 years<br>6% - in excess of 25 years |
| **Pension Plan** | Florida Retirement System<br><br>Non-contributory<br><br>27.56% - County contribution for high risk employees<br><br>17.67% - regular employees | City Consolidated Pension Plan<br><br>Contributory<br><br>9.33% - City contribution for Police and Fire<br><br>4.81% - regular employees |
| **Health Insurance** | $1,404.12 - single coverage<br>$2,842.32 - employee plus one dependent<br>$3,996.00 - family coverage | $960 - single coverage<br>$1,725 - employee and spouse<br>$2,130 - employee and dependent<br>$2,715 - family |
| **Life Insurance** | Indemnifies for twice the amount of annual salary up to $50,000; cost $0.12 per $1,000 of income | Indemnifies for twice the amount of annual salary up to $50,000; premiums average $180/employee |

## Appendix C: Three Transition Plan Models

***Model 1:***

Year One - Planning

Year Two - Establish District
District Board hires management and support team
Entities contract for management services based on number of employees supervised
Lease assets to District

Year Three - Institute Fire Assessment
Personnel merger
Long term lease/purchase of equipment

***Model 2:***

Year: Primary Activity

Year One - Planning

Year Two - Establish District
District Board hires management and support team
Entities contract for management services based on number of employees supervised
Lease assets to District
Call reimbursement relationship continues between City/County [minus management & support costs & lease costs]

Year Three - Hiring freezes at GFD & ACFR
All new hires at the District
Call reimbursement relationship continues between City/County

Year Four - Institute Fire Assessment
Voluntary employee transfers to District
Lease employees that choose to remain at GFD & ACFR
Transfer ownership of capital equipment
Long term lease/purchase of stations

**Model 3:**

Year One - Planning

Year Two - Establish District
District Board hires management and support team
Entities contract for management services based on number of employees supervised
Lease assets to District
Call reimbursement relationship continues between City/County [minus management & support costs & lease costs]

Year Three - Hiring freezes at GFD & ACFR
All new hires at the District
Call reimbursement relationship continues between City/County

Year Four - Institute Fire Assessment
Employee transfers to District
Transfer ownership of capital equipment
Long term lease/purchase of stations

**Model 4:**

Year One: Pre-planning year - continued policy discussions
Selection of models 1, 2 or 3

## Appendix D: Elements of an Agreed Upon Data Base for Designated Assistance

The following data elements should be in the agreed upon data base at a minimum

- Type/category of response
- First response unit
- Supplemental response units [by unit designation]
- Date of response
- Dispatcher [if dual systems dispatching]
- Address of incident
  - Urban Unincorporated
  - City
  - Other public categories
  - Rural Unincorporated

Appendix E: Potential Alternative Approaches to Reimbursement Formulas

Over time a number of alternative approaches to calculating reimbursement under Designated Assistance will develop. This appendix is designed to provide a place for locating those alternatives. Inclusion of alternatives in this appendix should not be interpreted as acceptance by either GFD, ACRF or Analytica. Rather it is a simple reporting of other methods of calculation.

One model is included at this point. This model was developed by Chief May of ACFR based on some statewide efforts. Chief Williams of GFD may wish to add other alternatives at any point as may Chief May. Under designated assistance such alternative approaches may be considered by the two managers and substituted in whole or in part for the currently proposed formulas upon agreement of the two managers.

# Alternate Compensation Methodology #1
# for
# Designated Assistance Agreement

Developed by Chief W. May, ACFR May 30, 1996

I. The State of Florida Division of Emergency Management, assisted by the Florida Fire Chiefs' Association's Disaster Response Plan Committee, is developing a reimbursement schedule for use in compensating agencies for providing resources in response to requests for assistance through the Statewide Disaster Mutual Aid Agreement. The Division of Emergency Management recognized the validity of developing a standard reimbursement schedule for statewide use in compensating jurisdictions/organizations for the services coordinated through the State's emergency management process. Conceptually, the schedule will standardize the daily operating cost of equipment by type throughout the State, while allowing the provider to recover personnel costs based on actual local salaries and benefits, and the recovery for replacement of consumable materials at actual replacement costs.

Although still in the developmental stage, the FFCA Disaster Response Committee participated in the development of the schedule's daily operational fees and supports the current draft schedule (Attachment A). Both the City of Gainesville Fire Rescue Department and the Alachua County Department of Fire Rescue Services are active members of the Florida Fire Chiefs' Association, with GFR Chief Williams serving as a member of the Board of Directors, and ACFR Chief May serving as the Region III Coordinator for the FFCA Statewide Fire-Rescue Disaster Response Plan, and as a member of the FFCA Wildland/Urban Interface Committee.

II. The reimbursement schedule was developed to reflect actual costs for delivering service outside of normally budgeted operations and services. It assumes that all of the resources owned/employed by a jurisdiction/organization are budgeted and maintained to provide services within the jurisdiction. The purchase, replacement, debt service, depreciation and related annual expenses of being in the business of providing fire suppression and rescue services (for equipment, apparatus, and facilities) is not included in the fees reflected in the schedule as they are considered a normal cost to the jurisdiction/organization and would be constant whether-or-not services were extended beyond the jurisdiction.

This is the situation within the City of Gainesville-Alachua County urban area: The City Fire Department has always maintained that they have extended fire suppression and rescue services to the unincorporated area only with the resources required to provide adequate services within the City. Had the City and County discontinued contracting at any time during the mid-1980's and later into the 1990's, the City Fire Department would not have taken any units out of service. Their six (6) structural stations with six (6) structural engine companies and three (3) aerial companies would have remained in service providing service only to the City (more recently, the City took one (1) aerial company out of service - with County Commission assent - and replaced that aerial and an engine with a "Quint" company). The City does not maintain additional response resources in order to extend fire suppression and rescue services into the

unincorporated urban area. This is exactly the concept upon which the State Division of Emergency Management-FEMA reimbursement schedule is being developed.

III. The State Division of Emergency Management has now forwarded the draft reimbursement schedule to the Federal Emergency Management Agency for review and acceptance. FEMA representatives report that they anticipate the fees will stand as now stated and that the schedule will become official prior to or very early in the 1996 Hurricane Season.

IV. How does the reimbursement schedule work?

A. Determine the Type of Resource provided (in our case, either Type 2 or Type 3 Engine Companies, and Type 1 or Type Aerial Companies, water tankers, brush trucks). Refer to Attachments A and B.

B. Determine whether any materials were used and their value (i.e. - foam, dry chemical).

C. Determine the salaries per designated unit of time per staffing on the response unit, plus all benefits.

D. Total the Daily Rate by Unit Type, plus the replacement cost of materials used, plus the actual staffing compensation.

V. Personnel/Staffing compensation requires further definition. It must be decided whether to pay for the actual minutes for all staff assigned to the responding unit from the moment of dispatch to the moment the unit is ordered/made available from the assignment, or to standardized by units of time such as by the quarter hour, half hour, etc.

Since response statistics must be generated in order to provide for compensation between the two jurisdictions, it should be possible to accurately capture the actual time any unit is assigned to a call. Since CADS already lists the staffing of units by departmental I.D., accurate accounting of unit assignment times and the assigned staffing to the unit should be readily available.

Additionally, since the draft Reimbursement Schedule intends that the "daily by type" fee from the draft schedule is a one-time per day fee, a local decision must be made whether additional "Type Fees" will be paid for the second and subsequent times the same unit responds to the other jurisdiction within the same 24-hour day. In other words, if Engine 2 responds into the unincorporated urban area two or more times during June 1, 1996, will the reimbursement to the City by the County include the Type 2 Engine Daily Fee of $35.00 once for that day, or for each time the unit responds. As I previously stated, it is the intent of the developers of the Reimbursement Schedule that only one fee is paid per day per unit, where the actual costs for personnel assigned to the unit are reimbursable as well as any consumable materials utilized in the response.

I recommend that actual times be calculated for the personnel compensation per response and that there be a one-time daily "Type Fee" per specifically identified response unit.

VI. I have tried to be brief yet complete as possible in explaining the methodology and application of this proposed statewide reimbursement schedule. I am available at your convenience to discuss this proposal further. I am available by digital pager at 352/491-7623 at any time.

I have enclosed Attachment B as a reference to use in association with Attachment A. Attachment B contains the definitions of the "Types" of units listed on Attachment A.

enc: 1. Attachment A - Draft Reimbursement Schedule, jointly developed by the State of Florida Division of Emergency Management and the Florida Fire Chiefs' Association's Disaster Response Plan Committee, and submitted to the Federal Emergency Management Agency.

2. Attachment B - Florida Fire Chiefs' Association State Fire Rescue Resources (Mobile) Definitions, Page 15, Statewide Fire-Rescue Disaster Response Plan, November 1995, Florida Fire Chiefs' Association, 200 E. Granada Blvd., #203, Ormond Beach, Florida 32176.

## Appendix F: Future projections

1. This section is based on a demographic analysis conducted by the consultant. In particular, socioeconomic data by Traffic Analysis Zones (TAZ) for the county and the city were obtained from the North Central Florida Regional Planning Council based on their report entitled *Gainesville Urbanized Area Transportation Study*. According to the report, Alachua County is expected to exhibit a 13.2 % increase in overall population between 1995 and 2005, and 14.6 % in population growth between 1995 and 2010. Although these figures do not reveal significant increases as compared to other counties in the state, when these data are broken down by specific demographic type (i.e., change in single family housing units, etc.) significant increases begin to emerge that have implications for future fire service in the designed area.

For instance, when specific socioeconomic data are broken down by the average expected increase in single family housing units, multi-family housing units, and commercial/industrial employment significant increases emerge for both the city of Gainesville and Alachua County (see Table 1 ). For instance, the data presented in Table 1 project increases greater than 100 %. In particular, single family units exhibit significant growth in both the city and the county, where the city exhibits the largest increase in units (+155.8 % between 1990 to 2005 and +162 % between 1990-2010). On the other hand, Alachua County exhibits higher expected increases in multi-family units than the City of Gainesville (+233 % between 1990 to 2005 and +241% between 1990-2010). Furthermore, the county reveals higher than expected increases in employment in industrial and commercial units than the city (+155.34 % between 1990 to 2005 and +165 % between 1990-2010).

**TABLE 1**
**DEMOGRAPHIC BREAKDOWN BY CITY AND COUNTY**
**(Average expected change between 1990-2005 and 1990-2010)**
**(Data are Aggregated by TAZ)**

| Demographic Characteristics for City and County | 1990-2005 | 1990-2010 |
|---|---|---|
| % Change in Single Family Housing: Gainesville | +155.81 % | +162% |
| % Change in Single Family Housing: County | +118.34 % | +125% |
| % Change in Multi-Family Housing: Gainesville | +178% | +189% |
| % Change in Multi-Family Housing: County | +233% | +241 |
| %Change in Industrial/Commer. Employment Gainesville | +143.89 % | +155% |

| | | |
|---|---|---|
| %Change in Industrial/Commer. Employment Gainesville | +155.34 % | +165% |

When these expected changes are mapped geographically by Traffic Analysis Zone for the city and county (see Appendix A for maps of the county and city growth patterns), the pattern of expected growth and employment in commercial/industrial/service industries moves in three primary directions: (1) a westward direction from central city Gainesville, past I-75 to 235 (Newberry-Alachua Road; (2) a northwestern direction along I-75 and 235 (Newberry-Alachua Road); and (3) a southwest direction past I-75 along Archer Road to Newberry-Archer Road. Much of the expected growth in these directions is projected to be greater than 100% between 1990 and 2010. As expected, much of the newer single family housing units are being constructed outside the city of Gainesville, and the pattern of development is expected to go beyond the current "tentative urban reserve area boundary" designed by the current contract agreement. The growth and movement of single-family housing units will have major implications on demand, specifically potential EMS calls, and the number of fire vehicle dispatched by incident.

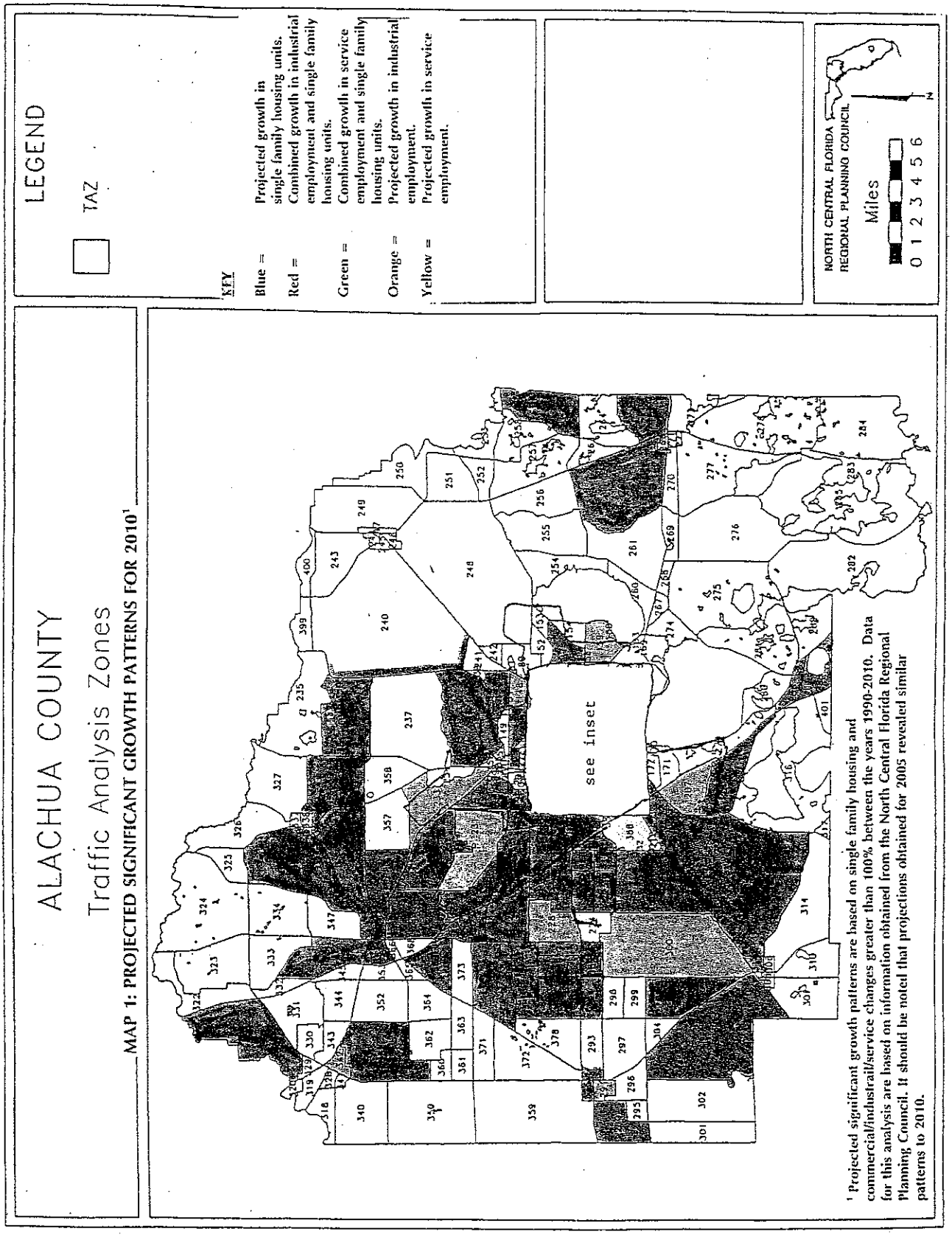
2.The consultant team based this analysis on regression modeling using the TAZs in the designated urban area as the units of analysis. In particular, number of city fire vehicles used per incident where regressed on socioeconomic data for those TAZs that comprised the urban area. The socioeconomic data were obtained from the North Florida Regional Planning Council, and the fire vehicle data were obtained from the city of Gainesville. The fire vehicle data were compiled by physical address. Since the units of analysis were TAZ, the fire vehicle data had to be aggregated by TAZ with the help of the Alachua County Property Appraiser's Office. In particular, the property appraiser's office had to match their physical address with the city addresses in order to aggregate by TAZ.

In some cases, matches could not be made since incidents lacked a specific physical address. Consequently, certain incidents had to be excluded from the analysis, and of the 17,924 incidents documented by the city for fiscal year 94-95, only 7,845 incidents could be used for the analysis. The exclusion of incomplete physical addresses eliminated available data for the number of county vehicles responding in the city, which precluded a regression analysis of county capacity. Despite this drop, the results described here are included to give some general idea of what can happen to capacity of fire service given changes in demographic characteristics. For instance, the regression results showed that for fiscal year 94-95 the city used an average of 22 vehicles per TAZ. The number of vehicles dispatched per TAZ ranged as low as 0 to as high as 203 vehicles. It was

predicted that average number of vehicles per TAZ would increase to 23 in 2005, and 24 in 2010.

Although the combined effect of single and multi family housing units, coupled with increases in employment in industrial/service/commercial business, exhibited a pronounced impact on fire service delivery capacity, the expected number of single family housing units revealed the strongest and most significant individual impact on capacity. In effect, every thing else being equal, single family housing reveals a significant impact on future demand for fire services, which has a number of implications on fire service delivery if the current contract agreement continues into the 21st Century.

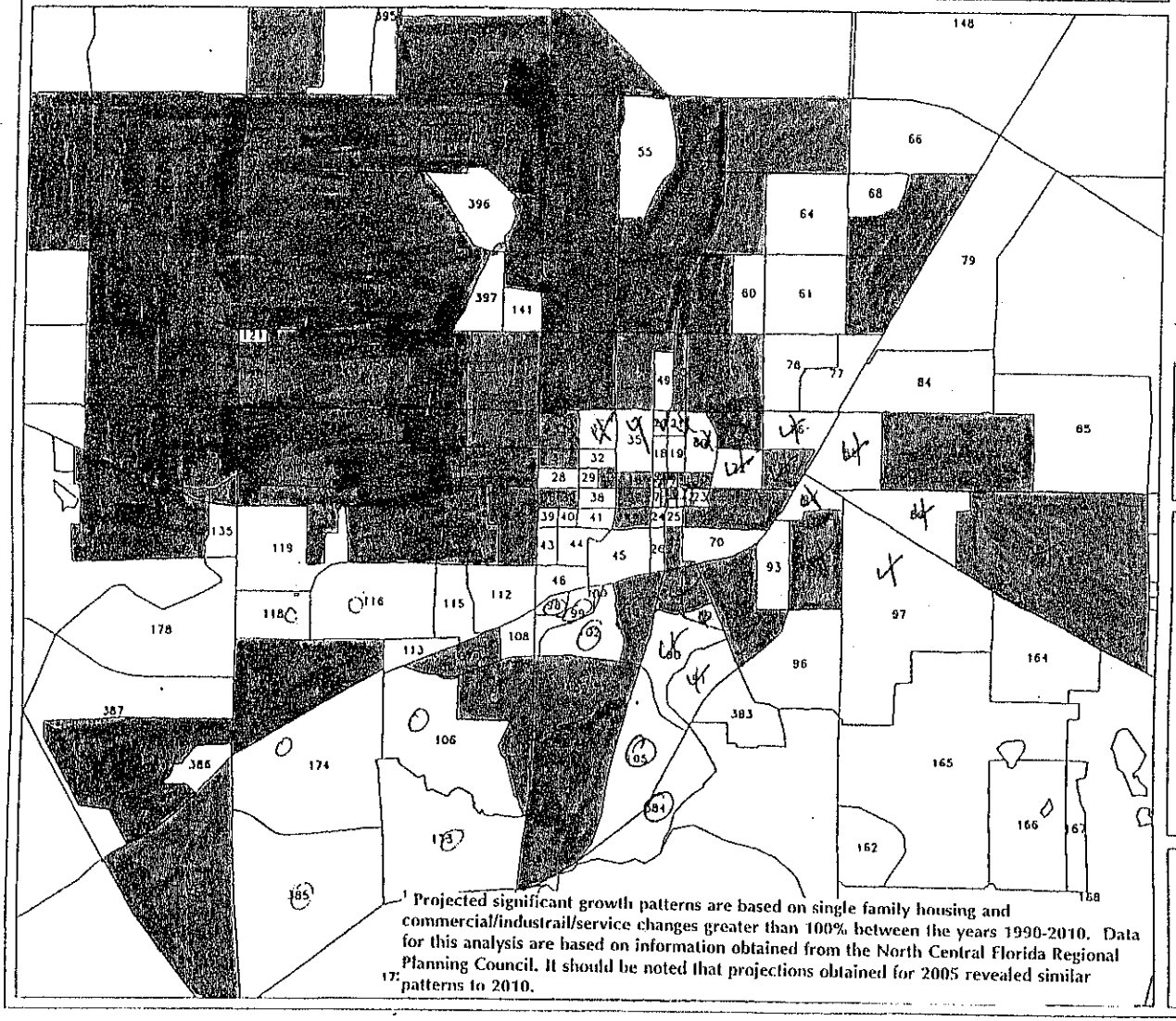
ILLUSTRATION III



# ALACHUA COUNTY

## Traffic Analysis Zones

**MAP 1: PROJECTED SIGNIFICANT GROWTH PATTERNS FOR 2010[1]**




[1] Projected significant growth patterns are based on single family housing and commercial/industrail/service changes greater than 100% between the years 1990-2010. Data for this analysis are based on information obtained from the North Central Florida Regional Planning Council. It should be noted that projections obtained for 2005 revealed similar patterns to 2010.

## LEGEND

TAZ

**KEY**

| | |
|---|---|
| Blue = | Projected growth in single family housing units. |
| Red = | Combined growth in industrial employment and single family housing units. |
| Green = | Combined growth in service employment and single family housing units. |
| Orange = | Projected growth in industrial employment. |
| Yellow = | Projected growth in service employment. |

NORTH CENTRAL FLORIDA REGIONAL PLANNING COUNCIL

Miles

0 0.4 0.8 1.2

N