

CITY COUNCIL REPORT

DATE: January 30, 2017
TO: Mayor and Councilmembers
FROM: Mark Gaillard, Jerry Bills
CC: Josh Copley, Shane Dille, Leadership Team
SUBJECT: Update on IGA with Summit Fire

DISCUSSION

In December 2015, the City of Flagstaff (COF) and the Summit Fire Medical District (SFMD) entered into an Intergovernmental Agreement (IGA) for Management Services of the fire district. We are now halfway through the 2-year agreement and are informing the Board and Council of our progress over the first twelve months.

Year 1- “Standing up Summit Fire District”- and building team confidence on both sides

This information is divided into related categories as many of the events have multiple impacts across these areas. The categories are *response, resource sharing, fiscal, and future collaboration*. These areas have far reaching impacts into the operations of both organizations and this document is only a brief summary of our efforts.

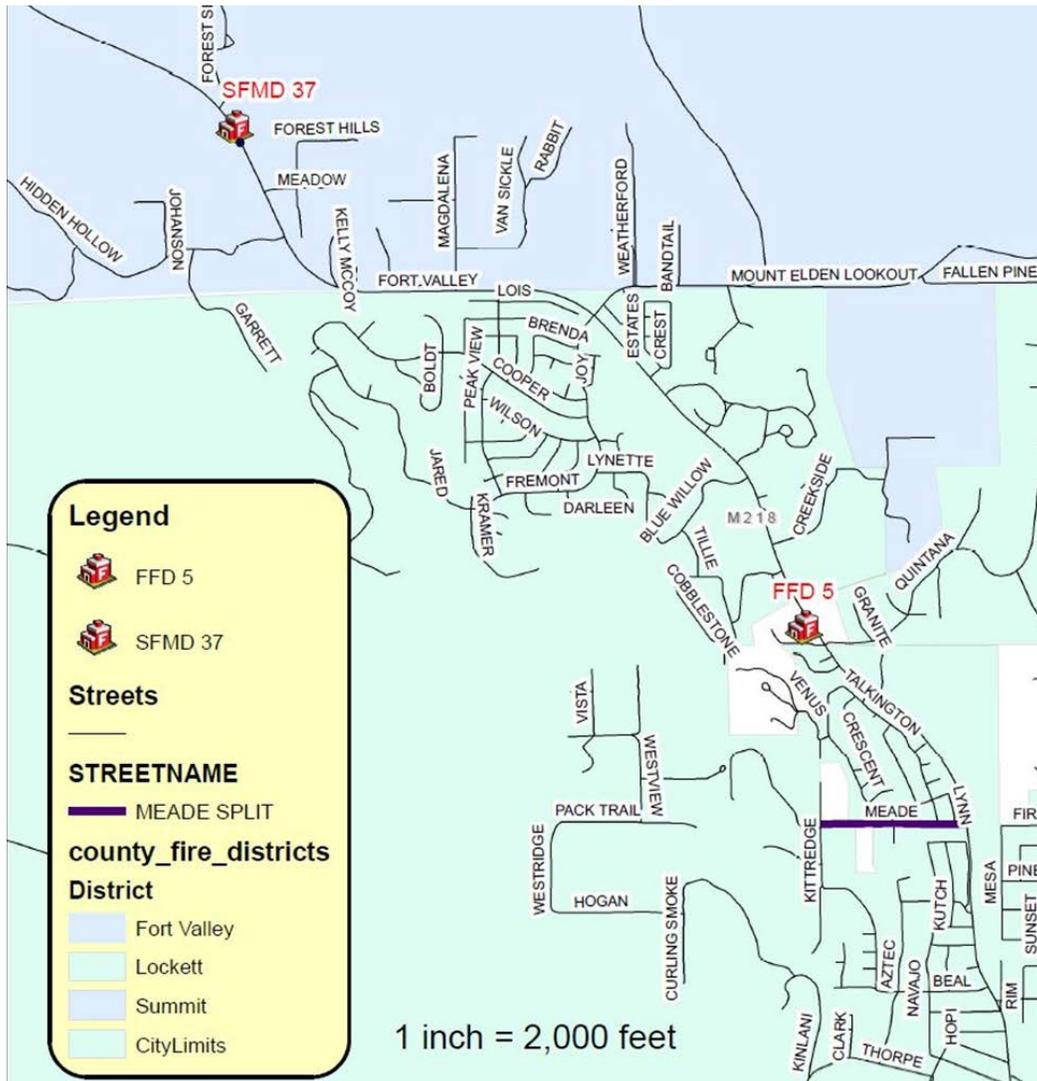
Response

Responding to emergency situations is the core service of both organizations and providing these services in a safe, effective and efficient manner is the goal of both governing bodies.

One way of improving our emergency services is by utilizing the “Automatic Aid”. We have started a pilot program on the US 180 corridor in the response area of FFD and SFMD. The pilot improves service and safety while creating no appreciable expenses. SFMD has a faster response to district 5 calls as a secondary unit. This also allows FFD to keep units in the central core of the City available for other emergencies.

- **About Automatic Aid.** *The Automatic Aid system of deployment is considered the gold standard of deployment systems for emergency fire, special operations, and emergency medical responses. Simply stated, the two fire departments will deploy in a manner in which the closest appropriate and available unit responds to the emergency. Faster response times take priority over jurisdictional lines. Common communications, Standard Operating Procedures, and Training are fundamental to Automatic Aid. AVL (global positioning capability) is a critical component and still in development. Automatic Aid is beneficial to both departments. Flagstaff, as the larger community, will gain in the numerous single incidents that span our geographic boundaries, particularly in light of our increasing emergency response activities. SFMD will benefit by having additional units capable of responding to*

larger incidents within that part of their community (with less frequency than assistance to Flagstaff). This sharing of resources allows both departments to be fiscally responsible while providing excellent service.



We were able to implement Automatic Aid through the collaborative effort that brought Summit into the City Dispatch, providing consistent joint training through the Regional Training Officer, and creating joint operating procedures to ensure services are safe and effective for both departments. How does this save money? The entire area on north US180 has roughly 900 incidents per year for both organizations. Estimating 10% of those calls require two or more units to respond due to the nature of the call: critical medicals, auto accidents, structure fires, wildfires or any other large incident. Automatic Aid now sends a unit from Summit and one from the City (2 closest units) instead of two from the city. This also benefits Summit by dispatching their back-up responding crew from FFD Station #5, which is just a few miles away. The resulting improvement in service levels, comes from the closest fire crew responding to incidents for both SFMD and the COF.

Throughout the first year of the IGA between these organizations, the number of Full Recalls has decreased to near zero and has bolstered multi-unit responses for the district. A Full Recall is when we request all personnel not on duty to return to work for an emergency. The typical cost for a full recall for the COF is approximately \$2,800 for 4 hours. The IGA has also led to an "Assistance to

Firefighters” grant award of \$186,000 to provide Command and Control training for over 60 chiefs and company officers in the area. This program offers the opportunity to use each other’s chief officers when the required span of control on a hazardous incident surpasses safe operating limits. The officers are automatically responding to these types of incident as part of this agreement. This operation alone reduces our risk by having qualified, experienced, and trained officers recognized within both organizations.

Resource Sharing

Fire departments have similar needs and structure, and these two departments are no exception. While sharing chief officers, we have developed comparable management teams and organizational structure. These teams are matched up with each other to find common operating goals, and to identify benefits recognized through the economy of scale and standardization.

Both organizations now use the same personal protective equipment (PPE) also known as turnout gear. This is the gear that protects us when we work in hazardous areas. Due to our collaboration, we now save \$400 per set (Approximately \$8,000 for COF & \$2000 for SFMD annually) due to the number of sets ordered by both departments per year and the standardization of the PPE to a single specification.

Another effort was in our most recent hiring of firefighters. Eleven personnel from the COF, Summit and Highlands all participated in the same fire academy. In the past, each department held their own training but now we are able to consolidate efforts resulting in consistency in training levels and cost savings.

Another shared service is our joint “pump testing” where the Summit Certified Emergency Vehicle Technician pump tests fire engines for both the City and Summit, making sure they meet national requirements. The resulting savings to COF is about \$2,000.00 annually in overtime.

Our two organizations have together adopted task books for the Engineers and Captains positions in both departments. Completing these task books provides a standard level of education and testing in order to be promoted to those positions. These significant training and professional development collaborations set the stage for greater interoperability and success. The IGA has allowed nine City personnel to ride in Acting Positions for the last year valued at \$33,500, and we expect that to continue for the next year.

The two (2) departments have had many opportunities to work together to create value. Together we have created a Critical Incident Stress Management team used to maintain employee mental health. We have increased firefighter safety through training on common operating policy and methodology. As mentioned, we have developed a bulk purchasing method for our PPE. Flagstaff Public Works shop has begun using the SFMD maintenance shop when the City shop is busy. One last collaborative effort we will mention is in the Public Education area. The two departments made multiple appearances at the local elementary schools during fire prevention month this year with programs to teach the children fire safety. They also performed two (2) smoke detector installation campaigns in conjunction with the Red Cross.

Fiscal

Fiscal impacts are considered in a number of ways. One way is the direct or indirect cost to improve services to the community and/or safety to firefighters. IGAs involving public safety collaboration historically are viewed in terms of cost avoidance and to a lesser extent direct cost savings.

To summarize the IGA terms, SFMD pays the COF \$72,900 annually in return for management services being provided to the District from the City. Direct increased costs to the City are driven by the move up costs and backfill costs which were estimated at \$72,900. Additionally, the District provides a staff vehicle, fuel and maintenance to the City for \$1.00 per year which is a value of approximately \$11,700 annually.

The Automatic Aid pilot required Summit to join the City Dispatch for 911 services to ensure our firefighters communicate with a single dispatch center. This is about \$30,000 of general fund revenue to the City.

The IGA also created an opportunity to protect a \$60,000 IGA between the COF and the Westwood Estates Fire District (WEFD). WEFD was facing compliance issues that jeopardized their ability to maintain the IGA with the COF for services. It was determined that SFMD could be contracted through an IGA with WEFD for administration and compliance. The new IGA (WEFD/SFMD) for \$6,000 protected the \$60,000/annual IGA arrangement (COF/WEFD). Without the IGA between the COF and SFMD there was a potential for another vendor to intervene and take the contract, but having the relationship with SFMD ensured the City maintained its relationship with WEFD.

There is now a program for a Summit Fire breathing apparatus specialist to repair city breathing apparatus, and perform OSHA required fit testing on city employees to a savings of approximately \$5000. The PPE bulk purchasing saves the City nearly \$8000, and the District \$2000 on the purchase of turnouts. The Regional Grant for Command and Control training pumps \$97,000 into the city and \$32,000 into the Districts training budgets to continue our progression toward one command and control system.

Another area of savings came in the regional training academy process which was largely due to the IGA. This provided the buy in and confidence that brought Highlands Fire into the mix. By dividing the instructors between the three agencies, and splitting the costs of equipment, we project to save upwards of \$15,000. This comes in the form of OT, CT from the typical additional instructors required, equipment costs, and by being able to utilize the Regional Training Officer in place of taking a Captain off shift to facilitate the academy.

Lastly, the District is paying the City \$72,900 as the agreed upon figure per year for management services outlined in the IGA. These funds go towards covering the cost of having the "actors" fill in at the next level of their professional advancement along with funding for overtime incurred due to move ups. By moving up actors, this creates a vacancy at the firefighter level and this fee is also used to fund coverage of a firefighter position due to a shift having a temporary personnel shortage.

The following table is a summary of various fiscal impacts that have been achieved by the IGA. The impacts represent savings, revenue protection and/or cost avoidance.

	Flagstaff		Summit	
	Service & Safety Impact	Fiscal Impact	Service & Safety Impact	Fiscal Impact
IGA Terms: Common Operating Picture	Common Operating Picture: Standardization, Professional Development	\$72,900* *Direct Increased Costs of personnel services.	Common Operating Picture: Standardization, reduce cost by not hiring chief, professional development	(\$72,900)
Staff Vehicle	Daily/Response Vehicle for Designated Deputy Chief	\$1	Daily/Response Vehicle for Designated Deputy Chief	(\$10,000*) (\$1,700 O&M) *Lease Value Annual
Pump Test	Savings: Eliminated Overtime to complete test	\$2,000	Savings: Eliminated contracting expense by using COF facility.	\$3,600
SCBA FIT Test	Savings: No longer need contract for service (new)	\$2200	Savings: Trained personnel doing the test for all (new)	\$400
SCBA Maintenance	Savings: Annual SCBA Maintenance Summit to assume service at lower cost.	\$7500	Revenue: Summit offers service to COF faster and Cheaper.	TBD
Blue Card Grant	Command officer training. Increase Safety of our most hazardous OPS	\$97,000	Command officer training. Increase Safety of our most hazardous OPS	\$32,500
IGA protection and oversight of Westwood contract with COF	Protect Revenues: Provides funding for COF to be on contract as the Fire/EMS provider	\$60,000	Increase Revenues: Became the account manager to restore and maintain the IGA as a district	\$6,000
Move Summit to FPD Dispatch	Allows all communications out of common PSAP and increased scene efficiencies	\$30,000	Summit incurred significant increase in moving Dispatch to COF	\$(20,200)

Turnouts	Group purchase savings (1year)	\$8,000	Saving on purchases (1 year)	\$2,000
Regional Academy that was spearheaded by the IGA between FFD and SFMD	Savings: Joint regional academy that put all new recruits on the same standards. Shared instructors saved costs	\$15,000	Savings Joint regional academy that put all new recruits on the same standards. Shared instructors saved costs In the past new FF's were trained as OJT and not put through an academy	\$8,400

Year 2 – “The Blend” and year of identifying opportunity

In the coming year, we will be focusing on continuing the aforementioned efforts as well as identifying more opportunities. There is a possibility of Summit Fire coming onto the City/NAU radio system as they have identified funds in their Bond program for a radio system upgrade. We will be looking to advance more collaboration in the Fleet Maintenance area, as well as the battalion chief's workloads. We have identified technology items that we could share and provide saving to both departments. We see an opportunity to continue to advance automatic aid as part of the Auto Vehicle Location system (AVL) in dispatch. In the first 6 months of 2017 we will have our Blue Card command and control grant finished and will have completed the certification of all the officers in the region. This could allow for better use of resources by sharing of battalions in order to provide better coverage, program oversight and incident safety. It is our hope to, at some point in the IGA, use crew members from each other's departments as a blended crew or a similar type program where personnel from both departments can staff a single unit. We also envision joint promotional processes to share costs and further interoperability in the coming years if the IGA were to stay intact.

Conclusion

A reasonable question is, ***“couldn't all this have been accomplished without the IGA?”*** In our experience, the answer is no. The success achieved by this IGA thus far is atypical. We have benefited by the two organizations being managed by a single fire chief as the catalyst to much of the accomplishments thus far. With competing leadership in place, a much more typical outcome mirroring past collaborative efforts locally would be likely. From the fire departments' perspective this IGA has already been successful and the overall input from our citizenry has been completely positive. The most frequent comment we receive in these discussions is “what does the big picture look like?” and then, “what took you so long!”