

ORDINANCE NO. 2370

AN ORDINANCE OF THE CITY OF SALISBURY APPROVING AN AMENDMENT OF THE FY 2016 GENERAL FUND BUDGET TO APPROPRIATE FUNDING FOR CONSULTING SERVICES TO EVALUATE FIRE SERVICES SYSTEM FEES AND PLANS.

WHEREAS, the City desires to engage a fire services consultant to estimate the associated cost of fire services; and

WHEREAS, the City believes that investing in the consulting services is necessary to reach an acceptable agreement with the county for their reimbursement to the city for County's share of fire services provided by the City; and

WHEREAS, the City has received a proposal estimating the fees for the required services to be \$30,000; and

WHEREAS, the City and county have agreed to split the cost of the services; and

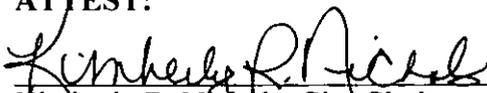
WHEREAS, the City's FY 2016 budget does not contain an appropriation sufficient to cover this purchase.

NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF SALISBURY, MARYLAND THAT THE City's Fiscal Year 2016 General Fund Budget be and hereby is amended as follows:

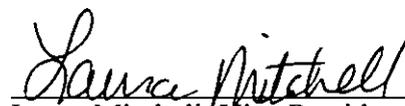
- 1) Increase Current Surplus Available (01000- 469810) by \$ 15,000
- 1) Increase Fire Department by \$15,000

THIS ORDINANCE was introduced and read at a meeting of the Council of the City of Salisbury held on this 25 day of January 2016, and thereafter, a statement of the substance of the Ordinance having been published as required by law, was finally passed by the Council on the 8 day of February, 2016.

ATTEST:

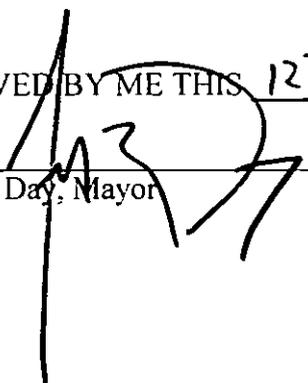


Kimberly R. Nichols, City Clerk



Laura Mitchell, Vice President
Salisbury City Council

APPROVED BY ME THIS 12th day of FEB, 2016.



Jacob R. Day, Mayor

INTER

OFFICE

MEMO

OFFICE OF THE MAYOR

To: Tom Stevenson, City Administrator
From: Julia Glanz, Assistant City Administrator JG
Subject: Fire Service Agreement
Date: January 13, 2016

Attached please find a budget amendment to secure consulting services to evaluate the agreement to provide City Fire Service to the County. The consulting work will be completed by TriData LLC. TriData LLC is a thorough and well respected firm in the emergency service industry and we are confident in their ability to provide a fair evaluation and help create a path forward.

The cost of the service is \$30,000. The City and County have agreed to share this cost, each contributing \$15,000. In Phase One of this proposal TriData LLC will complete the following tasks: Task 1-Collect and Review of Background Information, Task 2- Triage of Issues, Task 3- Analyze SFD Coverage and Demand, Task 4- Cost Apportionment, and Task 5- Draft and Final Report.

The City and County have agreed to the following seven criteria for evaluating the fire service and working towards an agreement.

1. How do we value the City's Fire Service?
2. What is the monetary value of the City's Fire Service?
3. Should we change the geographic delivery areas of the City's Fire Service provided outside of the City?
4. What does the County owe for services paid for by City taxpayers to non-city taxpayers?
5. How long before we implement the agreement?
6. Over how long should we have this agreement?
7. When will the agreement take effect?

Unless you or the Mayor have additional questions, please advance this memorandum and resolution of support to the City Council for approval.

Attachment: Ordinance- Budget Amendment to Appropriate Funding for Consulting Services to Evaluate Fire Service System Fees and Plans; Proposal- Evaluation of Fire Service System Fees

and Strategic Plan (Revised)

*Proposal to
Wicomico County, Maryland*

EVALUATION OF FIRE SERVICE SYSTEM
FEES AND STRATEGIC PLAN (REVISED)

December 30, 2015



Prepared by:
TriData LLC
c/o System Planning Corporation
3601 Wilson Boulevard
Arlington, VA 22201

I. BACKGROUND

Emergency services in Wicomico County are provided by a network of volunteer fire and EMS stations, and by the City of Salisbury Fire Department (SFD). The County provides a grant to its volunteer departments and the City fire department to help offset expenses. The SFD is a combination fire rescue service. Providing career personnel 24/7, augmented by volunteers primarily at night and on weekends. Services provided by the SFD include advanced life support (ALS) response and transport. The SFD provides its services from three fire stations. Under the current agreement, the City protects those areas adjacent to its boundaries (which are quite irregular geometrically.)

Over recent years, questions have arisen as to whether the current amount paid to the City is equitable, in light of the level of service provided (mostly career service) and the demand for services outside of the city limits. To date, County and City officials have been unable to agree on a subsidy amount that both parties consider equitable. While the details are unique to Wicomico County, this question arises frequently across the nation: should mutual aid or automatic aid services be provided at no cost, incremental cost, fully allocated cost, or something in between?

This issue needs to be considered in light of major strategic considerations of Wicomico County government. One consideration is a desire to maintain a healthy volunteer system, which not only saves money but also contributes to the very nature of the communities in the county, and the spirit of the county. It has long been part of the fabric of county life, and there is a desire to maintain it, even as pressures grow that make volunteer retention and recruitment more difficult.

A second major strategic consideration is maintaining the quality of the ever increasing volume and sophistication of Emergency Medical Services provided to the citizens. EMS constitutes the vast majority of calls into the county. The training burden and need to maintain advanced EMS skills raises many complex issues, and the financing of EMS is a key part of maintaining its quality. Even more profoundly, one must consider whether the current system is likely to be adequate going into the future, or at least the next five years. If the system needs changes, then that would in all likelihood change financial needs, and who pays for what.

Some of the above may be beyond the specific County/City Fire Service Agreement issues. We believe that having this information will help all organizations with strategic management.

II. PROPOSED WORK STATEMENT

TriData proposes a two phase project to assist the County in addressing the above issues.

Phase I. Level of Current Services, and Financial Analysis

In Phase I, we will identify and evaluate the services provided by the SFD to the county, and examine its costs. The following tasks will be undertaken:

Task 1 – Collection and Review of Background Information. We will collect and review background information provided by the County and SFD relative to the question concerning equitable payment. Information needed will include the latest budget documents as well as information concerning SFD operations, daily staffing, apparatus deployment, and capital replacement costs. We will also collect incident data from the County's 911 computer-aided dispatch (CAD) system, to include the number, location and types of calls, and the weight of response.

Task 2 – Triage of Issues. Within two weeks of project initiation, we will conduct a site visit to get familiar with the geography, stations and personnel, dispatch, and management. We will interview many stakeholders in the city and county, and then triage the issues. We will visit the current fire stations and equipment, and discuss the organization and level of service with chiefs in the city and county. At the end of this visit, we would meet with the county and city project leaders (and anyone else the county wishes to attend) to triage the issues found. It is expected that three days will be needed to conduct the initial on-site review by senior project team members.

Task 3 – Analyze SFD Coverage and Demand. We will use the data provided by the County's 911 center to plot the demand using Geographic Information System (GIS) technology. We will obtain and review pertinent GIS analyses that have already been undertaken. Our project staff will review any previous analyses and provide any necessary updates. Using GIS "shape files" provided by the County, we will analyze the area and population in the County covered by the SFD. We will examine the trend in demand (calls by type) within and outside the city, and which units respond to which calls. We will consider how busy the city units are at peak times, and when the peaks occur. We will consider response times of units from the city to the county, and from the county volunteer system. In considering response times, we look at call processing, dispatch, turnout and travel times, and the time to amass multiple units and personnel where needed.

Task 4 – Cost Apportionment. In Task 4, we will use the information from Tasks 1-3 to determine the operational and capital costs of the SFD, and the incremental cost of providing service to the county under the current coverage arrangement. We will propose an approach or options for determining the amount of the grant each year.

Task 5 – Draft and Final Report. We will provide a draft report of all findings and analyses to the city and county project managers for review and comment. Each project manager is invited to distribute the draft reports as they see fit. To maximize time efficiency and reduce costs, we ask that each project manager collate any comments received for response to us.

Following review of the draft, we will make changes as needed, and submit a final report. Five hard copies of the final report and a CD will be provided.

Phase II. Fire/EMS Organization Options for the Future.

The nature of the county fire/EMS system going into the future is a function of the forecast demand and level of service desired. Options going forward might include adding volunteer or combination stations, or other ways to be more self-sufficient. We will estimate the associated costs and impact on quality of service of options that seem reasonable to consider, relative to maintaining the status quo. This appears to be the heart of the project and will be given the highest consideration

One option might be a unified, county-wide fire service. As fire department services have expanded, with more specialties such as technical rescue and advanced life support, it is difficult for medium- size career and small volunteer fire departments to provide such services and keep up with the state of the art. A near future (at least next five years) view should be taken to determine the viable options. That also will help put the current payment split into better perspective.

Phase III. Working Toward Agreement (Optional)

Either after completing Phase 1, or both Phase 1 and Phase 2, we could take an active role in creating an agreement between Wicomico County and the City of Salisbury—essentially an informal mediation. We could ask Wicomico County and the City of Salisbury to pick a small team (three persons each) to review the options directly concerning County/City support. TriData would act as facilitator/mediator to move the process forward and scribe the results. We would also identify those items that are felt to be essential, but could not be agreed upon.

After completing the above, the process can be repeated as an exercise for the entire fire and EMS service in Wicomico County. This would involve the selection of five to six people representing the government, volunteer fire and EMS, career fire and EMS, the business community, and the public. TriData would act as facilitator/mediator to move the process forward and scribe the results.

The participating groups would be free to introduce additional items that we did not find. All mediated agreements would be subject to the prescribed political process and governmental approvals. TriData would assist Wicomico County in presenting the proposed agreements and those subjects at impasse to the designated political entities.

III. CORPORATE EXPERIENCE

TriData has undertaken over 250 studies for local city and county fire departments over the past 33 years. Among these are many studies for counties with combination or largely volunteer fire or EMS systems, including Anne Arundel County, MD; Prince William County, VA; Woodbridge Township, NJ; North Star Borough, AK; Newburgh Volunteer Ambulance Corp, NY; and others. In the course of these studies we have addressed all of the issues facing Wicomico County.

TriData recently evolved from a subsidiary of System Planning Corporation to a self-standing LLC, giving us more flexibility and lowering overhead by being apart from a corporation mainly devoted to federal contracts. SPC was recently sold to a much larger Arlington company, and gave the TriData staff the opportunity to become independent in the process. We continue to be based in Arlington County under the same leadership and with the same senior staff that has led to our high reputation for objective, technically excellent and innovative studies for local government clients.

Besides consulting for local governments, TriData does research nationally and internationally on the state of the art of fire protection. We also have done over 50 after action reports of major incidents, including the Virginia Tech shootings, Hurricane Isabel, and the "anthrax" attack on the Pentagon mail room, Aurora, CO theatre shooting, and Boston Marathon bombing. We mention this to show the confidence placed in us for highly sensitive studies, and the need for fire and EMS systems to consider how they would handle a mass casualty incident. Having an integrated fire/EMS system is critical for such incidents, which are rare for any individual jurisdiction, but all too common these days nationally.

Key Personnel

Our proposed team is highly experienced in undertaking these types of studies in Maryland and across the nation.

Dr. Harold C. Cohen, a Senior Program Manager for TriData, will serve as the project manager for this study. He has over 30 years of fire service experience, 22 of which were with a Maryland combination county fire department where he reached the rank of division chief. He has extensive experience in various facets of the fire service, including EMS, fire suppression operations, fire department communication operations, administration and management, and training.

Dr. Cohen started his fire service career working in volunteer fire companies in Maryland. He is a Life Member of the Pikesville Volunteer Fire Company in Baltimore County, with 35 years of service, including over 4 as secretary. He also served as an EMS lieutenant with the Jacksonville (MD) Volunteer Fire Company.

Dr. Cohen has contributed to over 25 TriData studies, including some of high political sensitivity. He was project manager or deputy project manager for studies of the State of New Jersey's EMS system; Woodbridge and Franklin Townships, NJ; Alameda, CA; Newburgh and Rochester, NY; Key West, St. Petersburg, Volusia County, Bonita Springs, and Orange County, FL; Pittsburgh, PA; Cincinnati, OH; Norfolk, VA; Anne Arundel County, MD; Oklahoma City, OK; Portland, OR; and others.

Dr. Cohen has a PhD in Health Services, a Master's degree in Emergency Health Services Administration and Management, and is board-certified in health care management. He is a graduate of the National Fire Academy Executive Fire Officer Program and is a national Chief Fire Officer Designate. In 2002, Dr. Cohen was selected by IAFC/NFPA as a Fellow to the Harvard University JFK School of Government State and Local Government Executive Program. He is also an instructor for the National Fire Academy's Executive Fire Officer Program, and teaches EMS system organization. He is a nationally known expert on options for organizing emergency medical systems, including environments such as Wicomico County.

Dr. Cohen also is an experienced mediator. He has mediated over 125 cases. He is currently President of the Maryland Council for Dispute Resolution, the oldest mediation group in Maryland. His experience may be highly valuable in formulating and, if need be, facilitating an agreement between the city and county.

Assisting Dr. Cohen will be **Doug Helfman**, CPA. He is located in the Baltimore area. He recently assisted Cohen in analyzing fire department costs and fees in Seminole County, FL and would do the same here in Phase 1.

David Simms, Senior GIS Analyst for TriData, has 28 years of experience using geographic information systems (GIS). He is a certified Geographic Information Systems Professional (GISP), retired chief technical analyst for the Prince William County Department of Fire and Rescue Services, VA, and is adjunct staff at George Mason University; teaching 'GIS for Emergency Management'.

As chief technical analyst for Prince William County, he was responsible for integrating GIS and other technology to generate and analyze system performance measurement, and to support the development of station location studies, apparatus deployment modeling, and preparing for and recovering from disasters. Mr. Simms managed the county's Planning and Intelligence Group, Situation Unit during EOC (Emergency Operations Center) activations, and has established procedures using GIS during emergency or disaster events. He also has worked as head of GIS Development and Maintenance with Prince William County and was instrumental in the initial development of the county's first GIS, managing the three-and-a-half-year effort of parcel automation.

Chief Michael Iacona is highly knowledgeable in fire service performance measurements, alternative funding methods, long-term planning, and ISO ratings. He completed comprehensive fire master plans for Orange County and Palm Beach County, FL and Flagstaff, AZ.

Chief Iacona is currently the fire chief of the Flagstaff (AZ) Fire Department and former director of Emergency Management for Orange County (FL), Emergency & Safety. He served for four years as the Chairman of the State of Florida Fire Fighters Standards and Training Council and was appointed to two separate Governor's Task Force groups in Florida, which addressed Wildfires and Weapons of Mass Destruction.

Chief Iacona has contributed to many TriData studies, including a Rapid Response Vehicle Staffing and Deployment Review for the City of Portland, OR; Operation and Management Assessment for the Boulder Fire Department, CO; Comprehensive Management Study for the Arlington Fire Department, TX; and Management and Performance Audit for the City of Salt Lake City, UT.

Chief Iacona has a Bachelor's degree in Urban Planning and Education and Master's degree in Public Administration.

. He is familiar with combination county fire department systems, and, perchance, a graduate of Salisbury State University, and familiar with the County and City. Chief Iacona is known for his superior public administration skills and working to bridge governmental/fire and EMS services concerns.

IV. COST

Because this is proposed as a sole source study, we can offer you the savings from not doing a full blown proposal. The County also benefits from a 20% discount in overhead rates as a result of our new independence.

Phase I \$30,000

Phase II \$20,000

Much of the baseline information needed for Phase 2 will have been collected in Phase 1, which is why the cost of Phase 2 can be lower. Cost of Phases 1 and 2 include all travel, and a presentation or multiple presentations to County leadership (and anyone desired) on one day at either the draft or final report stage of each phase.

Phase III. Option: Facilitation/Mediation of Agreement

We estimate this would be charged on an hourly basis. We estimate the cost would be about \$5000, including two trips, and Dr. Cohen @ \$150/hr for 28 hours.

V. TIMELINE AND DELIVERABLES

Phase 1 can be completed in 4 months. We would submit a draft report for review in 3 months, allot 2 weeks for County and City review, and then another 2 weeks to finalize the report

Phase 2 would likely take another 2 months depending on the extent of issues to be considered and the cooperative efforts between stakeholders. TriData will work with Wicomico County and stakeholder groups until they are satisfied with the agreements or acknowledge that the process has reached its limits.

Payment Schedule

Phase 1

- \$5,000 upon project initiation (mainly to fund the initial on-site visits and s and triage review)
- \$12,500 per two months
- \$5, 000 upon delivery of final report

Phase 2

- \$8,000 per two months
- \$4,000 upon delivery of final report

Phase3

- Option billed bi-weekly as costs incurred