



Cooperative Services Study

“Contract For Service Feasibility Report”

City of Santa Rosa Fire Department
and

Rincon Valley Fire Protection District

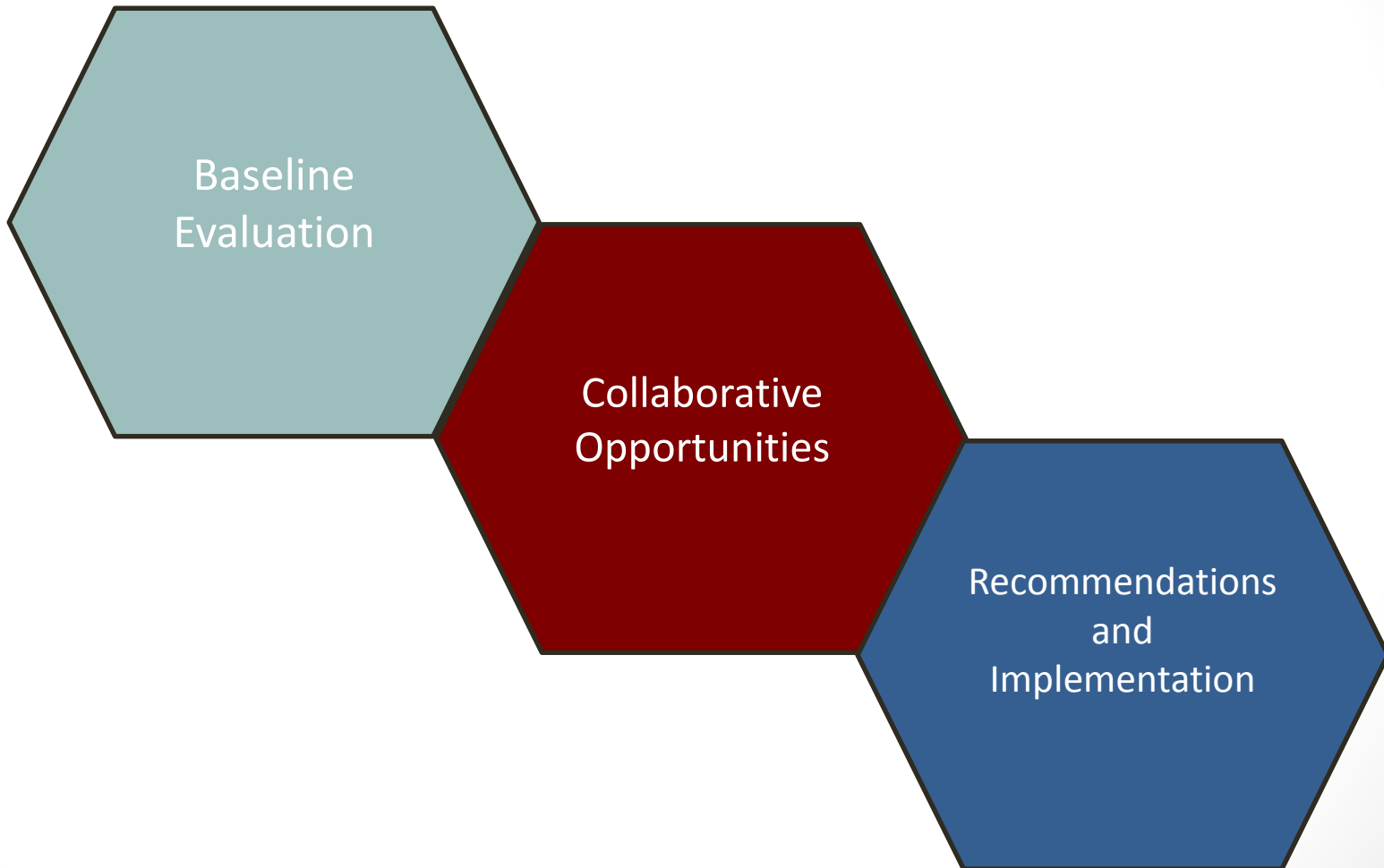
City Council Meeting
July 19, 2016

Tony Gossner
Fire Chief

History

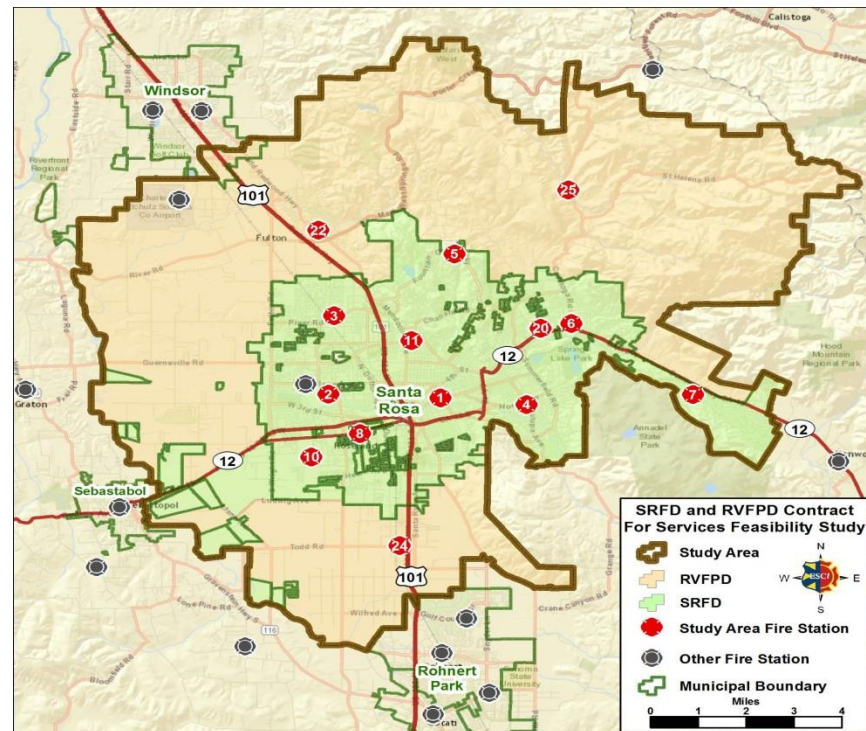
- 2012 – Studied a shared services approach with Central Fire
 - Study Session on October 16, 2012
 - Report Item on August 27, 2013
 - Study Session on April 7, 2015
- Request from Rincon Valley Fire Protection District to look at a Contract for Service.
- Emergency Services Consulting International (ESCI) selected to complete study (April of 2015)
- Oversight Committee developed, consisting of City and District stakeholders

The Process



Reporting Overview

- Community and Agency Overview
- Service Delivery and Agency Overview
- Partnering Strategies and Recommendations
- Fiscal Impacts
- Implementation Plan



Community and Agency Overview

Community and Agency Overview: Evaluation of Current Conditions

- Organization Overview
- Economic, Financial and Forecast Analysis
- Management Components
- Staffing and Personnel Management
- Training
- Fire and Life Safety Enforcement
- Capital Assets
- Service Delivery and Performance

Community and Agency Overview: Evaluation of Current Conditions

- Organization Overview
 - Governance and Lines of Authority
 - Foundational Policy Documents
 - Organizational Design
 - Budget and Finance

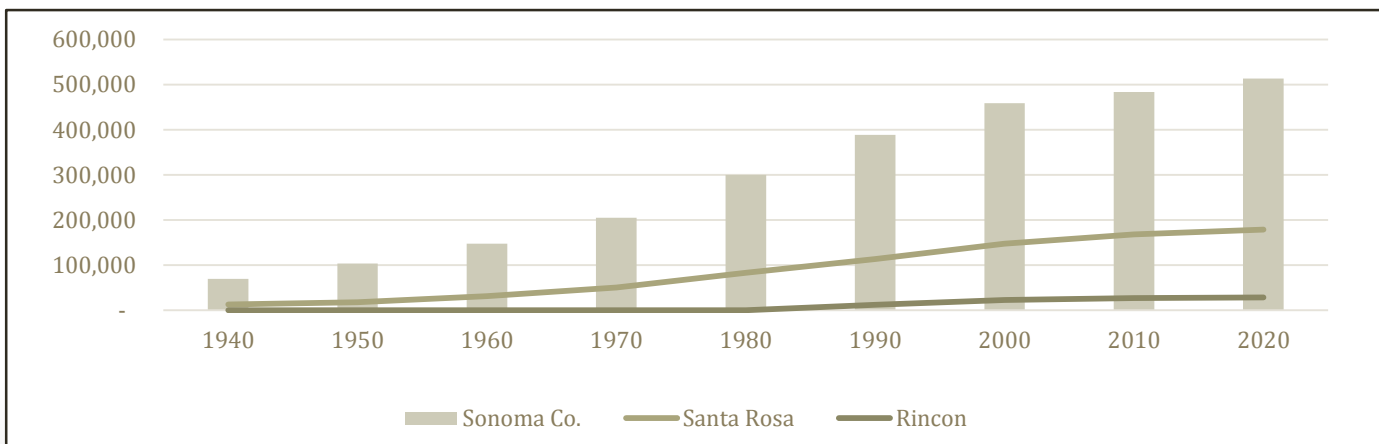
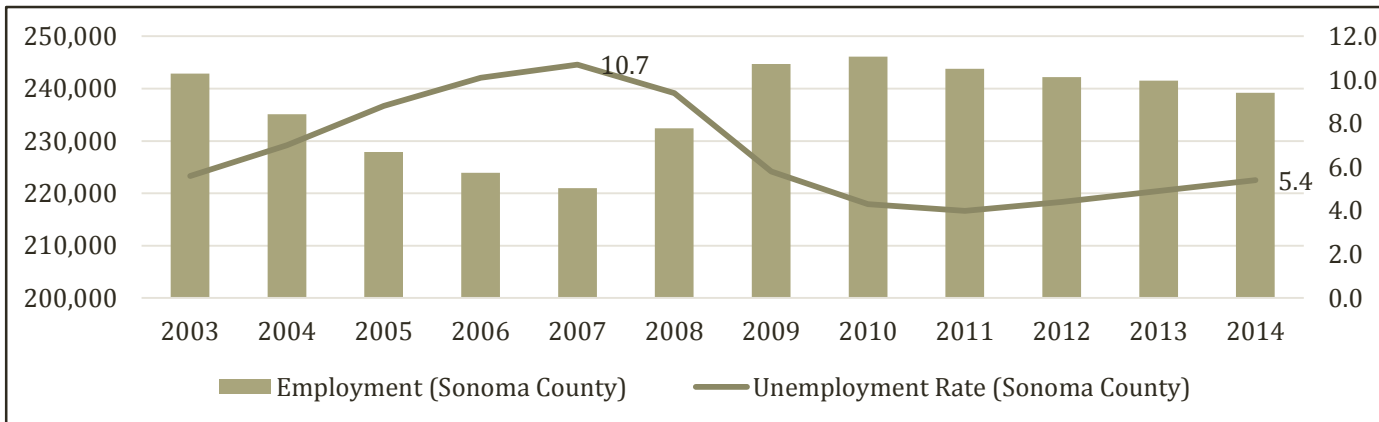
Figure 1: Survey Data – Governance

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Governance and Lines of Authority			
A. Governing body	City Council Seven members	Board of Directors Five Members	
i. Head of governing body	Mayor	President of Board	
ii. Key employee of governing body	City Manager	Fire Chief	
iii. Meetings	Every Tuesday of the month	Monthly	Third Tuesday with WFPD Board
B. Elected official authority defined		Yes	
C. Fire Chief position		Yes	
i. Hired by contract	Yes	No	
ii. Term of contract	Perpetual	No	
iii. Periodic performance evaluation	Performed annually	First one scheduled	
iv. Fire Chief/authority defined	In the City Charter and Policies	Yes	
D. Policy and administrative roles defined	City Policy Manual	District adopted policies	
Attributes of Successful Organizations			
A. Policy, rules, guiding documents	Standard Operating Procedures (SOPs), Company Standards and special notice directives	Yes Department policies, Board adopted Directive (Purchasing policy)	RVFPD converting to Lexipol with Santa Rosa
i. Process for revision provided	Periodically, as needed. No defined interval.	Revised as needed	Thorough defined process coming with Lexipol
B. Legal counsel maintained	Internal, City Attorney	Contract with a private firm for general	
i. Consultation available	Yes	Yes	
ii. Labor counsel	Internal, City Attorney	Separate private contract	
C. Financial controls	Defined by city finance department	Yes	
i. Financial control system	Per city finance policy	Internal accounting with policies adopted by the board	
ii. Financial review	Bi-monthly review, based on pay periods	Quarterly Review	
iii. Auditor	Included in city annual audit	Yes Garensen And Associates	
iv. Frequency of review	Annual	Annual	
D. Governing body minutes maintained	Yes	Yes	

Community and Agency Overview: Evaluation of Current Conditions

- Economic, Financial and Forecast Analysis

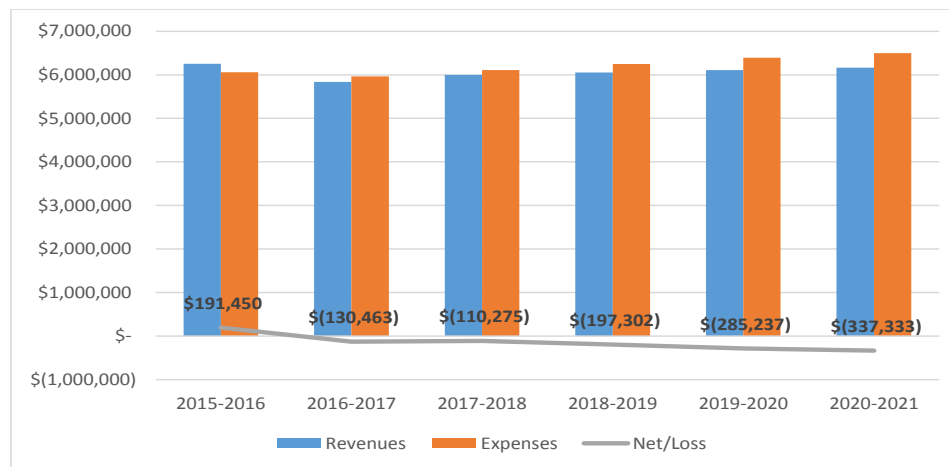
Economic Settings



Community and Agency Overview: Evaluation of Current Conditions

- Rincon Valley Economic, Financial and Forecast Analysis

Revenues	Forecast Period					
	2015-2016 Budget	2016-2017 Forecasted	2017-2018 Forecasted	2018-2019 Forecasted	2019-2020 Forecasted	2020-2021 Forecasted
Tax Revenues	5,198,600	5,354,558	5,515,195	5,570,347	5,626,050	5,682,311
Interest	500	500	500	500	500	500
Other Government	405,500	130,000	130,000	130,000	130,000	130,000
Misc Revenue	646,500	350,000	350,000	350,000	350,000	350,000
TOTAL REVENUE	\$ 6,251,100	\$ 5,835,058	\$ 5,995,695	\$ 6,050,847	\$ 6,106,550	\$ 6,162,811



Community and Agency Overview: Evaluation of Current Conditions

- Management Components
 - Foundational Management Components
 - Recordkeeping and Documentation

Figure 1: Survey Data – Foundational Elements

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Mission, Vision, Strategic Planning, Goals and Objectives			
A. Mission statement adopted	Yes	Yes	
i. Displayed	At training tower, various documents	Not displayed	
ii. Periodic review	Not reviewed since 2007, to be reviewed in 2016	NA	Santa Rosa in process
B. Vision established and communicated	Yes	Yes	
C. Values of staff established	Yes	Yes	
D. Strategic or master plan	Strategic Plan in 2007. No Fire Department Master Plan.		
i. Adopted by elected officials	No	NA	
ii. Published and available	Yes	NA	
iii. Periodic review	Undefined, as needed	NA	
E. Agency goals and objectives established	In the Strategic Plan	NA	
i. Date developed	2007	NA	
ii. Periodic review	As needed	NA	
iii. Tied to division/personnel performance statements/plans	Yes	NA	
iv. Objectives linked to programs	Yes	NA	
v. Performance objectives established	Yes	NA	
F. Code of ethics established	City level only. Being developed in the fire department currently.	NA	County Fire Chiefs have a set

Service Delivery and Agency Overview

Service Delivery and Agency Overview

- Staffing and Personnel Management
 - Administrative and Support Staffing
 - Emergency Response Staffing
 - Personnel Management
- Command
- Scene Safety
- Search and Rescue
- Fire Attack
- EMS Response
- Water Supply
- Pump Operation
- Ventilation
- Back-up/Rapid Intervention
- Critical Care

Service Delivery and Agency Overview

- Training
 - General Training Competencies
 - Training Program Administration and Management

Service Delivery and Agency Overview

- Fire and Life Safety Code Enforcement

- Fire Code Enforcement
- Plan Review
- Inspection Program
- Public Education
- Fire Investigation

Figure 1: Survey Data - Fire Prevention Program Components

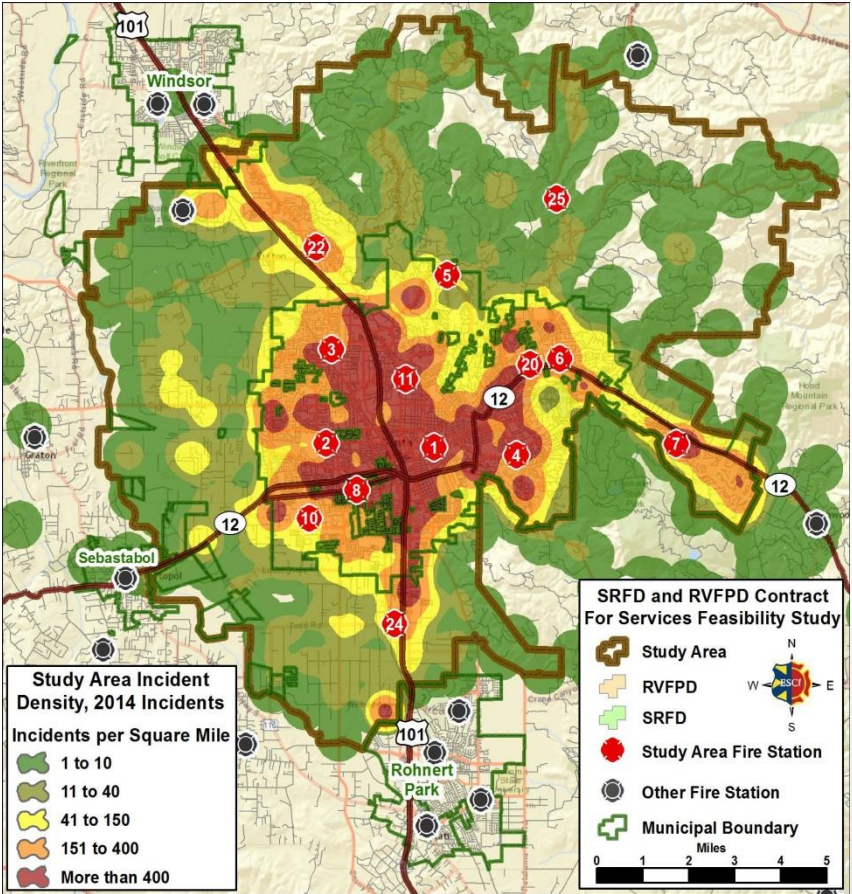
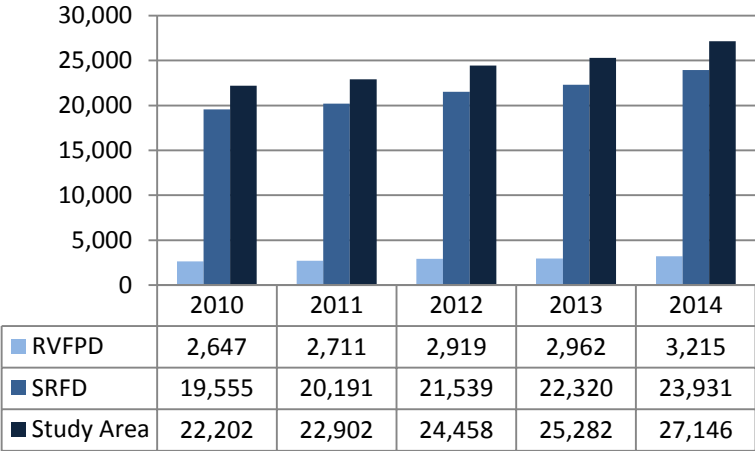
Fire Prevention Program Components	Elements Needed to Address Program Components
Fire Code Enforcement	Proposed construction and plans review. New construction inspections. Existing structure/occupancy inspections. Internal protection systems design review. Storage and handling of hazardous materials.
Public Fire and Life Safety Education	Public education. Specialized education. Juvenile fire setter intervention. Prevention information dissemination.
Fire Cause Investigation	Fire cause and origin determination. Fire death investigation. Arson investigation and prosecution.

Service Delivery and Agency Overview

- Capital Assets and Infrastructure
 - Facilities
 - Apparatus
 - Capital Planning
 - Equipment Replacement

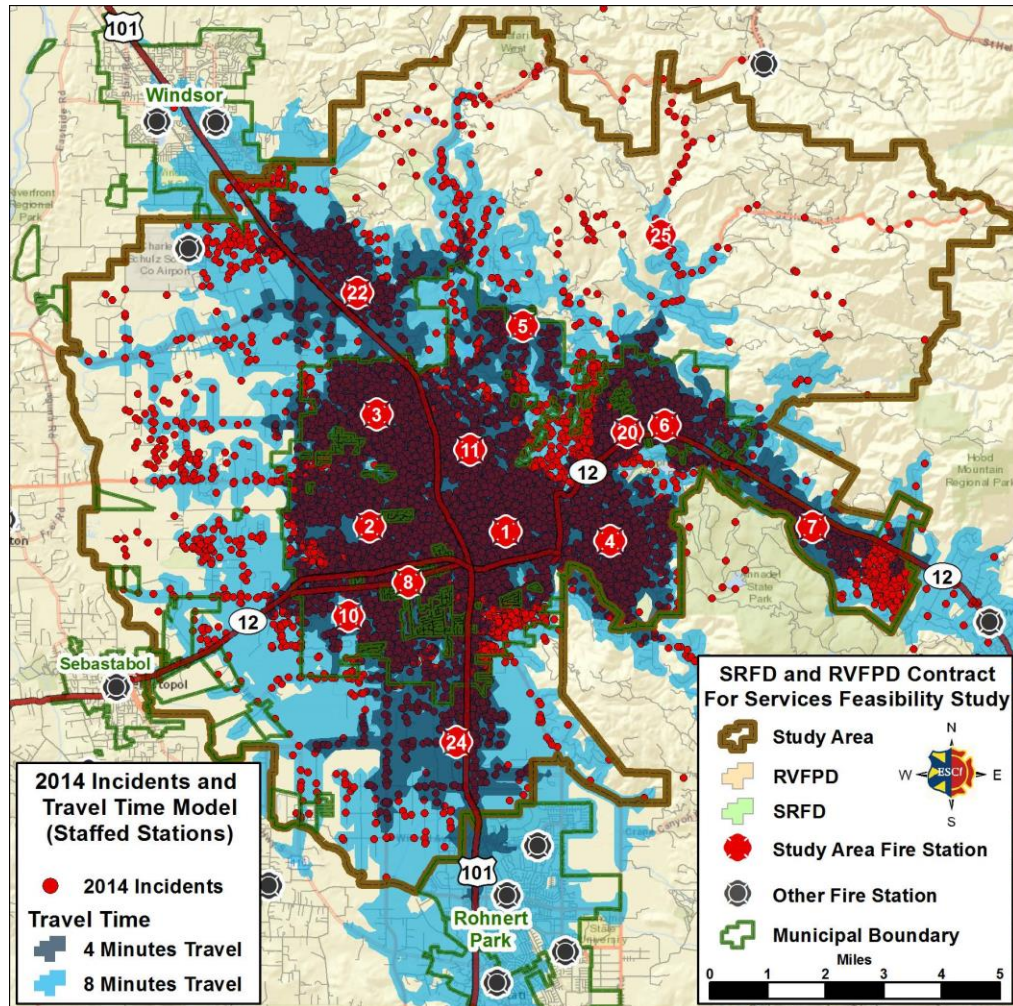
Service Delivery and Agency Overview

- Service Demand



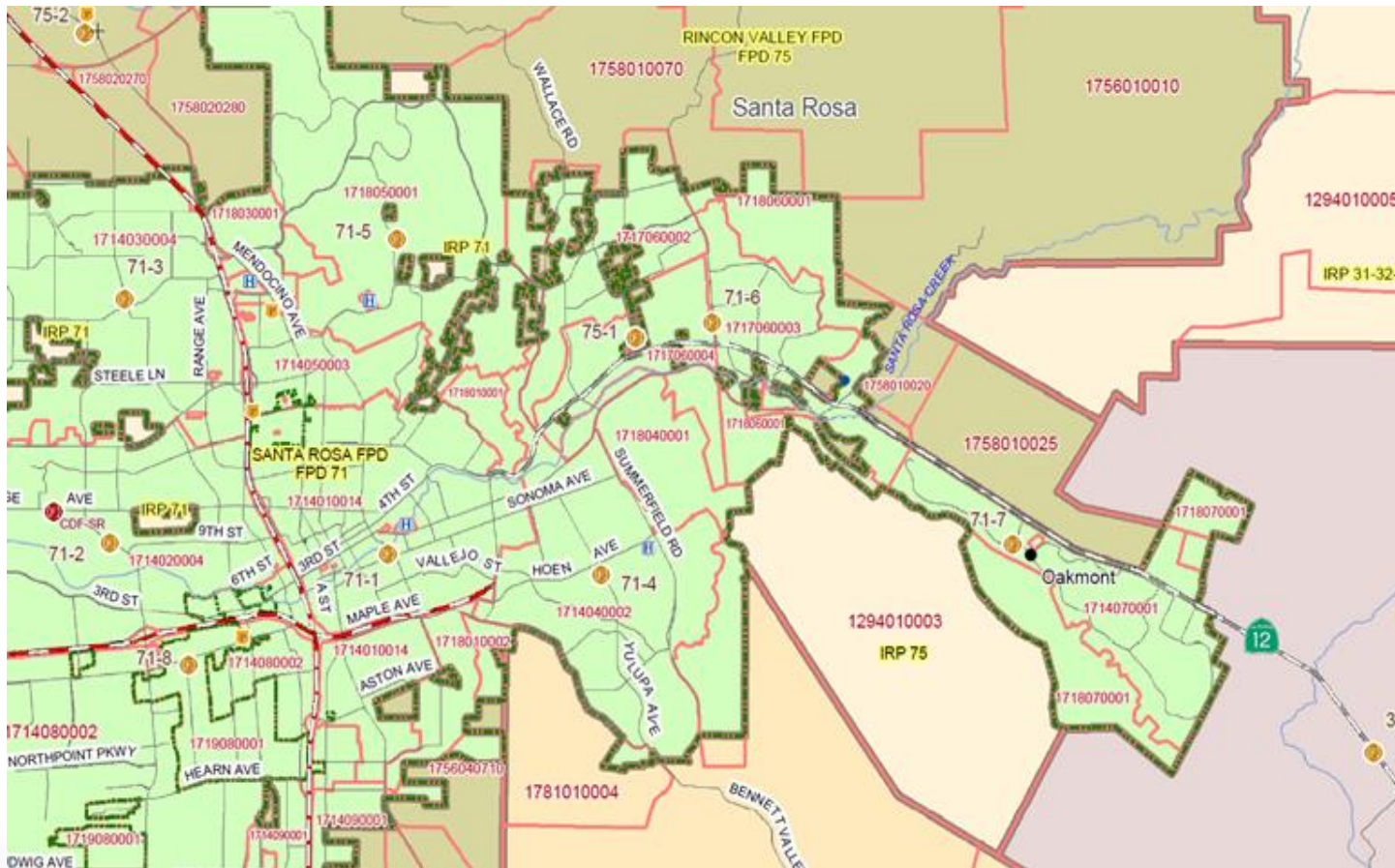
Service Delivery and Agency Overview

- Resource Distribution



Service Delivery and Agency Overview

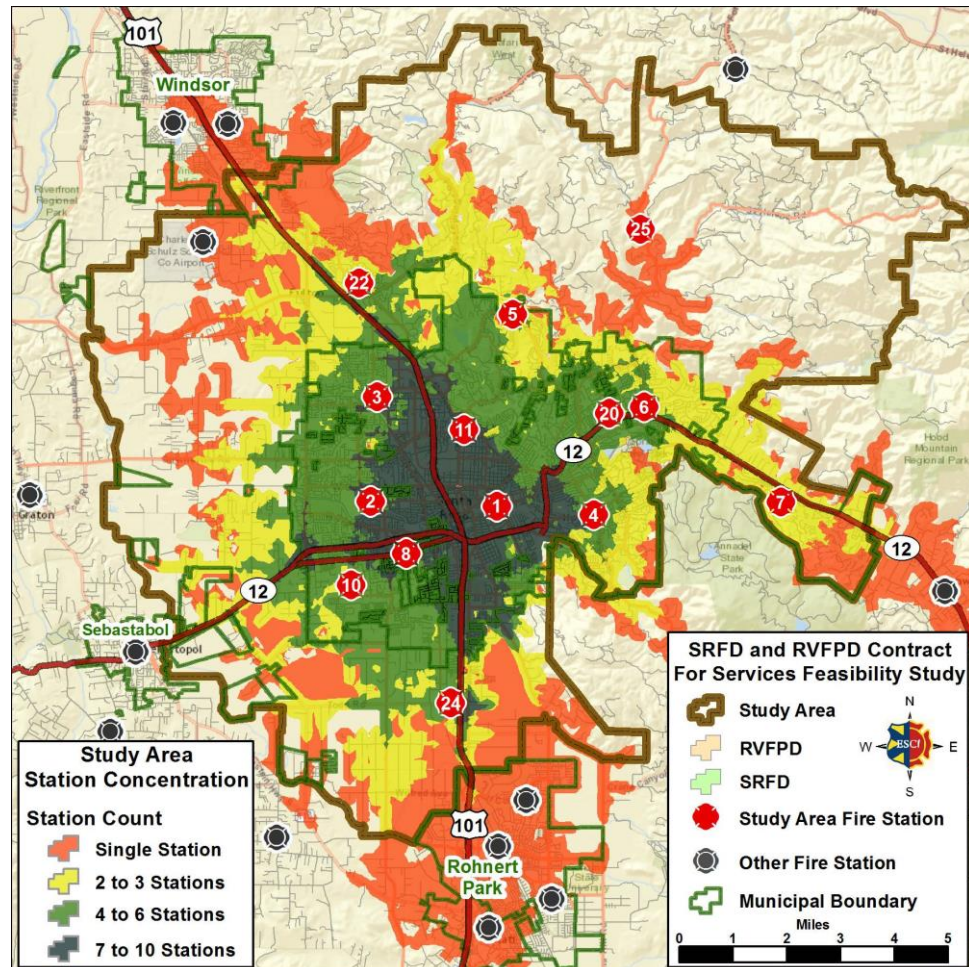
- RVFPD Islands within the city of Santa Rosa



Service Delivery and Agency Overview

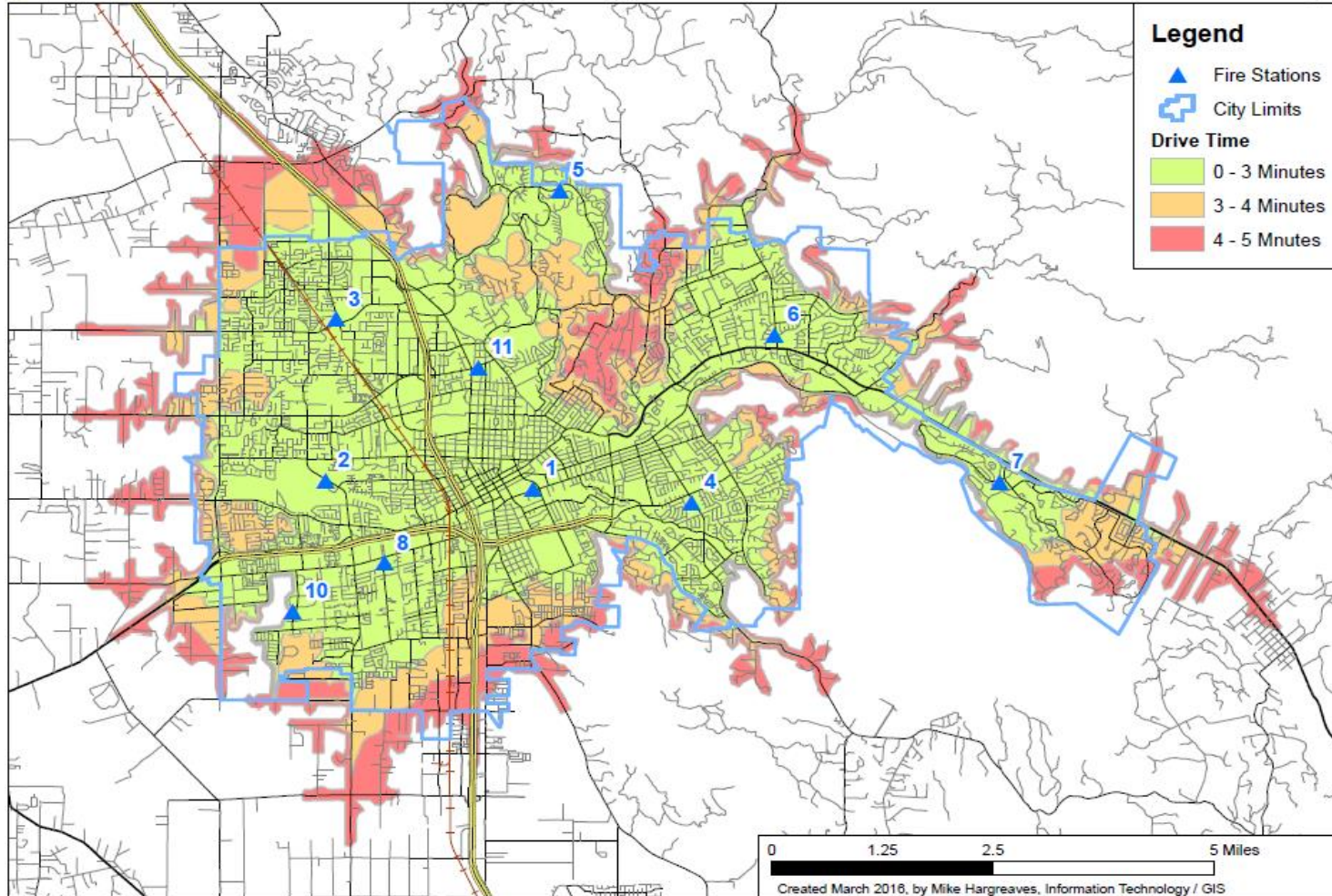
8 Minute Travel

- Resource Concentration



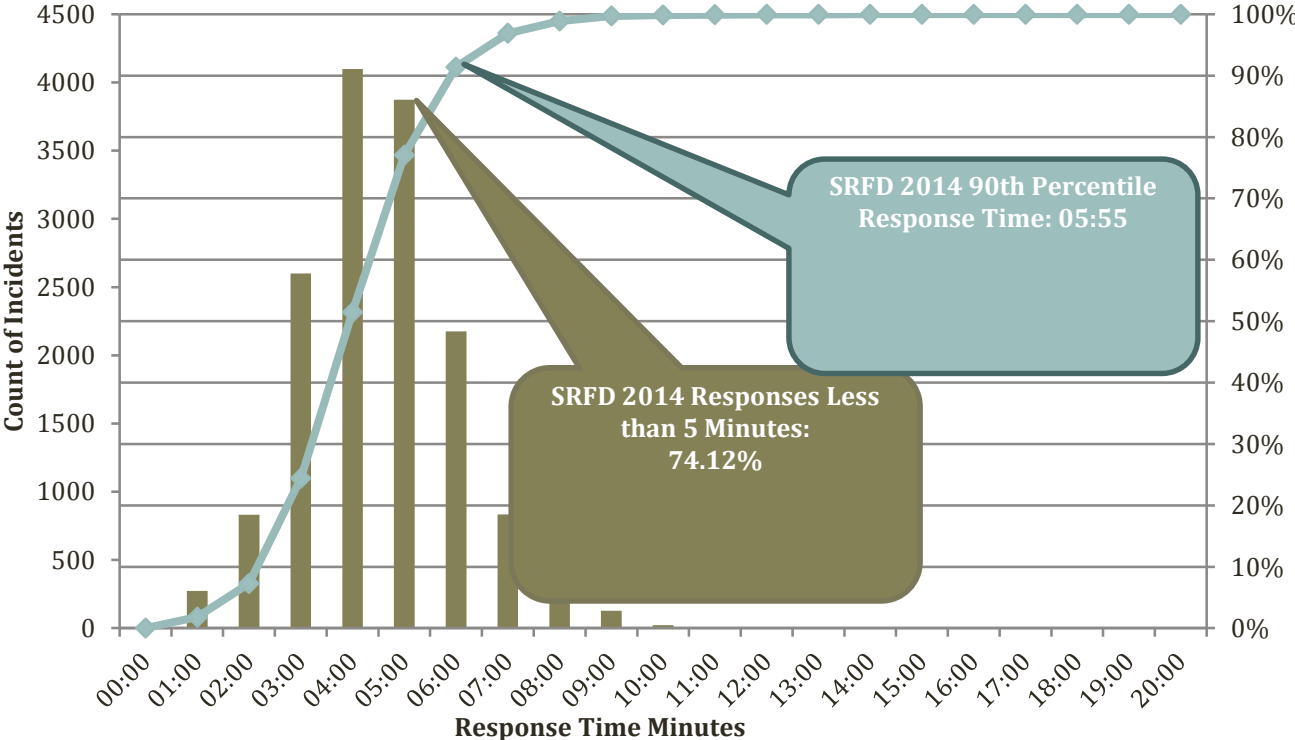
Service Delivery and Agency Overview

Santa Rosa Drive Time - 5 Minutes



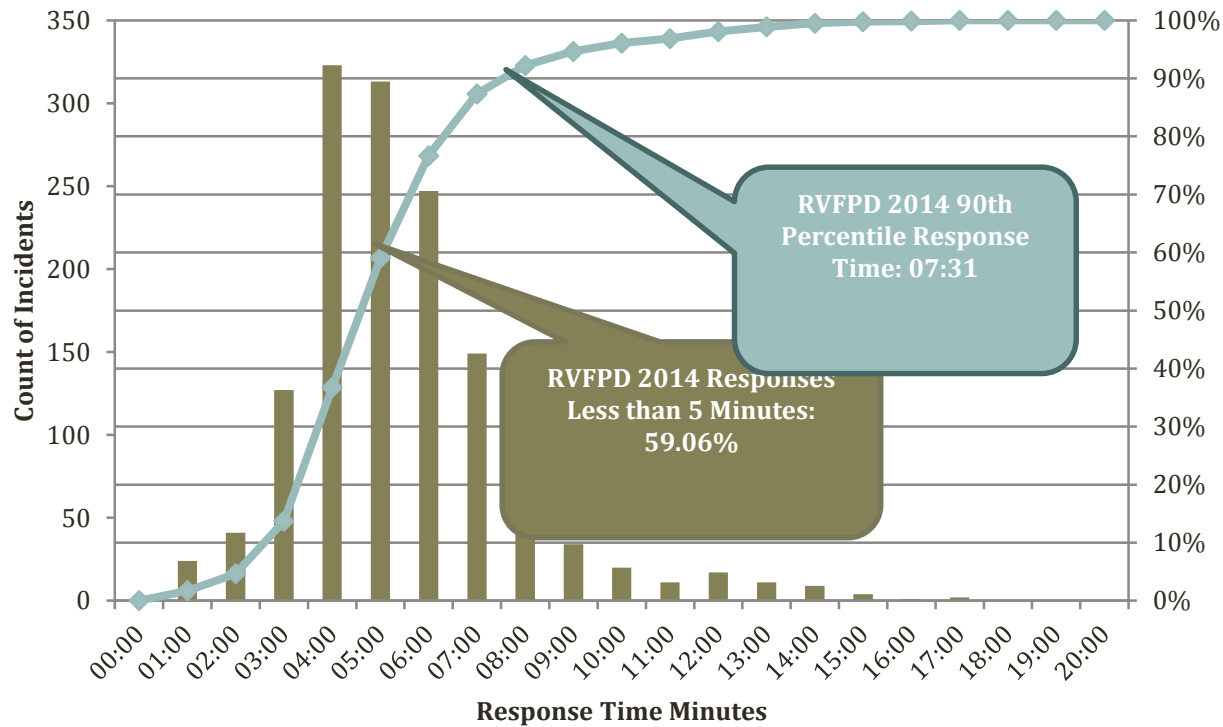
Service Delivery and Agency Overview

Response Performance



Service Delivery and Agency Overview

Response Performance



Partnering Strategies and Recommendations

Partnering Strategies and Recommendations

- General Partnering Strategies
- Feasible Options for Shared Service Delivery
- Analysis of Shared Services Options
- Additional Strategy Considerations and Service Delivery Impacts
- Findings, Recommendation, and Implementation Planning

Partnering Strategies and Recommendations

Partnering Strategies

Option I: Contract for Services with SRFD (Phase 1)

- Intergovernmental Agreement Expansion (IGA) Contracted Services with SRFD for Support Services
 - ❖ Battalion Coverage
 - ❖ EMS Administration
 - ❖ Training
 - ❖ Fire Prevention Services
 - ❖ Accomplish Key Performance Indicators

❖ *ESCI Recommended Options*

Partnering Strategies and Recommendations

Partnering Strategies

Option 2 Contract for Services with SRFD (Phase 2)

- Option 2 Contract for Service with SRFD
 - Comprehensive Contract for Service with the SRFD
 - ❖ A Shared Three Battalion Chiefs 84/16 Percent Allocation
 - ❖ B Shared Six Battalion Chiefs 88/12 Percent Allocation
 - ❖ C Shared Three Battalion Chiefs 88/12 Percent Allocation

❖ *ESCI Recommended Options*

Partnering Strategies and Recommendations

Partnering Strategies

- Seven “Key Performance Indicators” to be accomplished in Option 1 before consideration of recommended Option 2B
 1. Establish COLA in costing models
 2. Adjust overhead and costing models to reflect necessary staffing levels
 3. Adopt and include Capital Replacement Funding in costing models
 4. Adoption of a long range financial plan by the RVFPD to include adequate revenue and a designated 20% operational reserve
 5. Three fiscal years of no deficits by the RVFPD
 6. Standardization of budget categories and framework between SRFD and RVFPD
 7. Conduct joint OPEB actuarial with adoption of unfunded liability strategies to be included in cost modeling

Fiscal Impacts

Fiscal Impacts Overview: Evaluation of Current Conditions

- Santa Rosa Economic, Financial, and Forecast Analysis

Expenditures by Category	Forecast Period					
	2015-2016 Request ¹	2016-2017 Forecasted	2017-2018 Forecasted	2018-2019 Forecasted	2019-2020 Forecasted	2020-2021 Forecasted
Salaries	19,887,359	20,088,490	20,291,093	20,496,759	20,705,551	20,917,531
Benefits	11,095,841	11,712,114	12,320,985	12,935,352	13,553,247	13,925,623
Services and Supplies ¹	3,779,337	3,861,819	3,946,153	4,032,390	4,120,573	4,210,745
Indirect Costs	120,975	124,604	128,342	132,193	136,158	140,243
Capital Outlay	260,000	-	-	-	-	-
O&M and CIP Projects ¹	685,682	590,268	2,896,047	987,883	590,268	590,268
TOTAL ALL EXPENSES	\$35,829,194	\$36,377,296	\$39,582,621	\$38,584,577	\$39,105,797	\$39,784,411

Source: IFAS reports (GL2026, GL2006); Budget System BUD105

¹For base year FY 2015/16 Request, \$392,277 in equipment/supply replacement costs was removed from CIP project budget and moved to Services and Supplies budget

Fiscal Impacts

Analysis of Shared Service Options

- Status Quo
 - Feasible but does not take advantage of multiple cooperative opportunities
- Option I: Expansion of Current IGA
 - Battalion Coverage, Training, EMS and Fire Prevention

Figure 1: Additional Santa Rosa Battalion Shared with RVFPD

Share	SRFD	RVFPD
% Contribution	84%	16%
Battalion Chiefs*	\$804,925	\$153,319
STANDALONE COSTS**	\$958,244	\$412,500
TOTAL IGA COST	\$804,925	\$153,319
COST SAVINGS	\$153,319	\$259,181

* Santa Rosa Median @ \$263,726 plus an additional \$167,066 OT.

** Rincon - 3 BCs @ \$250,000 each

Share	Santa Rosa	Rincon Valley
% Contribution	84%	16%
Salary and Benefits	\$968,144	\$184,408
Training	\$375,407	\$71,506
EMS	\$192,362	\$36,640
Fire Prevention	\$400,375	\$76,262
STANDALONE COSTS	\$1,152,552	\$75,125
TOTAL IGA SHARE COST	\$968,144	\$184,408
COST SAVINGS	\$184,408	-\$109,283

Fiscal Impacts

Analysis of Shared Service Options

Option 2A

	FY 15/16	FY 16/17	FY 17/18	FY 18/19	FY 19/20	FY 20/21
<i>Option 2A - IGA Savings/Loss (Add DC/Insp)</i>						
Santa Rosa	\$581,396	\$595,227	\$608,832	\$622,948	\$637,112	\$649,932
Rincon Valley	\$11,261	-\$246,021	-\$271,924	-\$301,973	-\$336,869	-\$375,990

Option 2B

<i>Option 2B - IGA Savings/Loss (Add DC/Insp)</i>						
Santa Rosa	-\$492,549	-\$506,910	-\$521,320	-\$535,517	-\$549,909	-\$557,495
Rincon Valley	\$312,913	\$63,133	\$44,758	\$22,340	-\$4,821	-\$37,665

Option 2C

<i>Option 2C - IGA Savings/Loss (Add DC/Insp)</i>						
Santa Rosa	-\$607,538	-\$624,933	-\$642,355	-\$659,595	-\$677,056	-\$686,810
Rincon Valley	\$427,903	\$181,156	\$165,792	\$146,418	\$122,325	\$91,650

Fiscal Impacts

Analysis of Shared Service Options

- Option 2A: Contract for Services with SRFD, Shared Three BCs: 84/16 Allocation

Item	Santa Rosa	Rincon Valley	TOTAL
<i>Weighting - Companies</i>	84%	16%	100%
Support above Captains	3,811,322	325,490	4,136,813
Services and Supplies	3,498,946	926,350	4,425,296
Indirect Services	120,975	-	120,975
Salaries, Benefits, Overtime	27,452,268	4,247,810	31,700,078
Other Operational and Capital	945,682	560,000	1,505,682
STANDALONE COSTS	\$35,829,194	\$6,059,650	\$41,888,844
Support above Captains	3,201,511	609,812	3,811,322
Services and Supplies	3,413,405	568,990	3,982,396
Indirect Services	120,975	19,356	140,331
Salaries, Benefits, Overtime	27,147,019	4,056,808	31,203,827
Other Operational and Capital	945,682	725,180	1,670,862
TOTAL IGA COST	\$34,828,592	\$5,980,146	\$40,808,738
<i>Cost Savings Detail</i>			
Support above Captains	(609,812)	284,321	(325,490)
Services and Supplies	(85,541)	(357,360)	(442,901)
Indirect Services	-	19,356	19,356
Salaries, Benefits, Overtime	(305,249)	(191,001)	(496,251)
Other Operational and Capital	-	165,180	165,180
COST SAVINGS	\$1,000,602	\$79,504	\$1,080,106
<i>Note: Payouts not included and would need to be cashed out separately.</i>			

Fiscal Impacts

Analysis of Shared Service Options

- Option 2B: Contract for Services with SRFD, Shared Six BCs: 88/12 Allocation
 - Enables agencies to remain autonomous
 - Acting as single agency via a Contract for Service

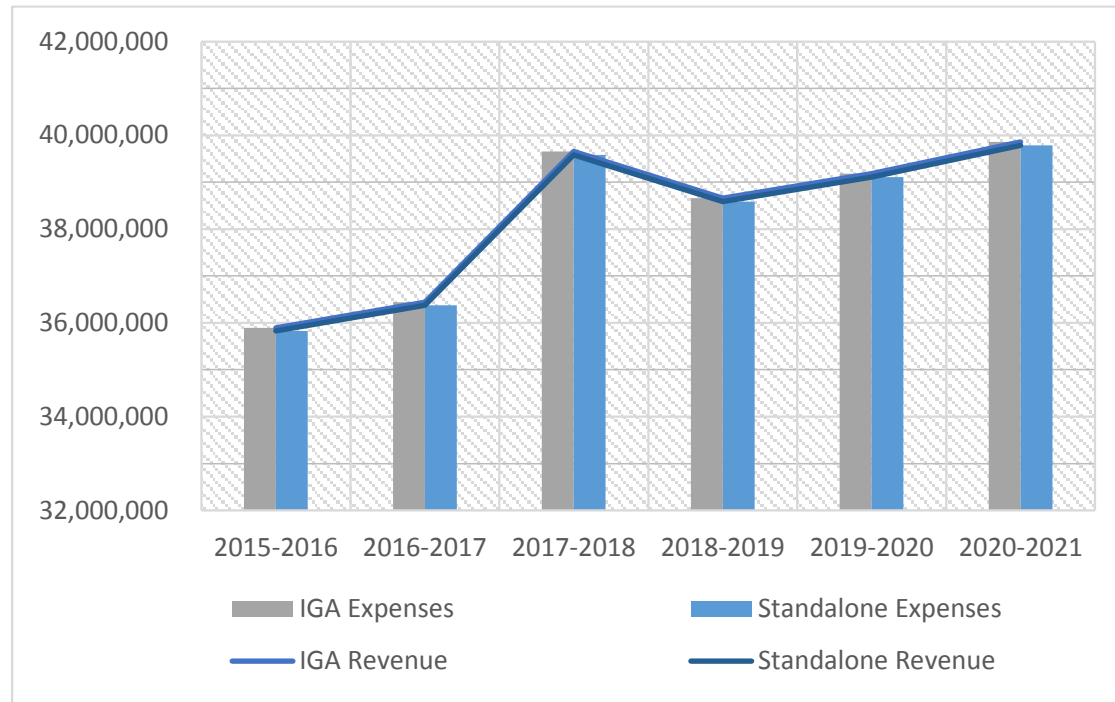
Item	Santa Rosa	Rincon Valley	TOTAL
<i>Weighting - Companies</i>	<i>88%</i>	<i>12%</i>	<i>100%</i>
Support above Captains	3,811,322	325,490	4,136,813
Services and Supplies	3,498,946	926,350	4,425,296
Indirect Services	120,975	-	120,975
Salaries, Benefits, Overtime	27,452,268	4,247,810	31,700,078
Other Operational and Capital	945,682	560,000	1,505,682
STANDALONE COSTS	\$ 35,829,194	\$ 6,059,650	\$ 41,888,844
Support above Captains	3,353,964	457,359	3,811,322
Services and Supplies	3,443,564	465,719	3,909,283
Indirect Services	120,975	14,517	135,492
Salaries, Benefits, Overtime	28,028,604	4,025,468	32,054,072
Other Operational and Capital	945,682	725,180	1,670,862
TOTAL IGA COST	\$ 35,892,789	\$ 5,688,243	\$ 41,581,031
Cost Savings Detail			
<i>Support above Captains</i>	<i>(457,359)</i>	<i>131,868</i>	<i>(325,490)</i>
<i>Services and Supplies</i>	<i>(55,382)</i>	<i>(460,631)</i>	<i>(516,013)</i>
<i>Indirect Services</i>	<i>-</i>	<i>14,517</i>	<i>14,517</i>
<i>Salaries, Benefits, Overtime</i>	<i>576,335</i>	<i>(222,342)</i>	<i>353,994</i>
<i>Other Operational and Capital</i>	<i>-</i>	<i>165,180</i>	<i>165,180</i>
COST SAVINGS	\$ (63,594)	\$ 371,407	\$ 307,813

Note: Payouts not included and would need to be cashed out seperately.

Fiscal Impacts

Analysis of Shared Service Options

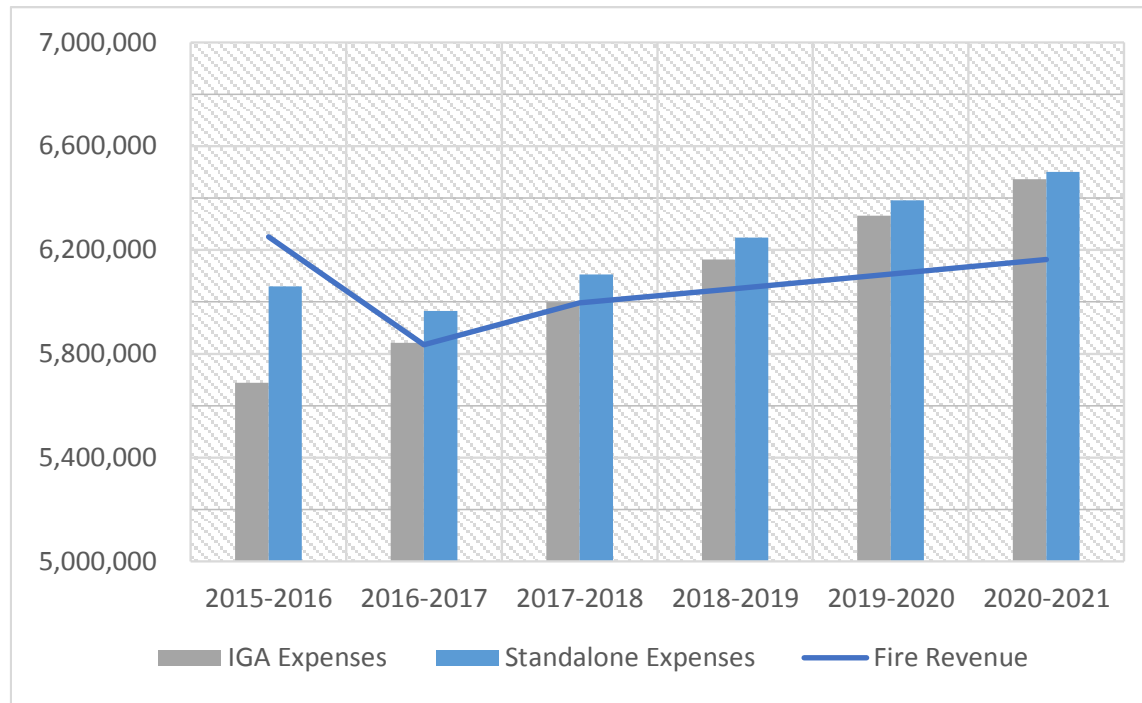
- Option 2B Cost Projections: **SRFD**



Fiscal Impacts

Analysis of Shared Service Options

- Option 2B Cost Projections: **RVFPD**

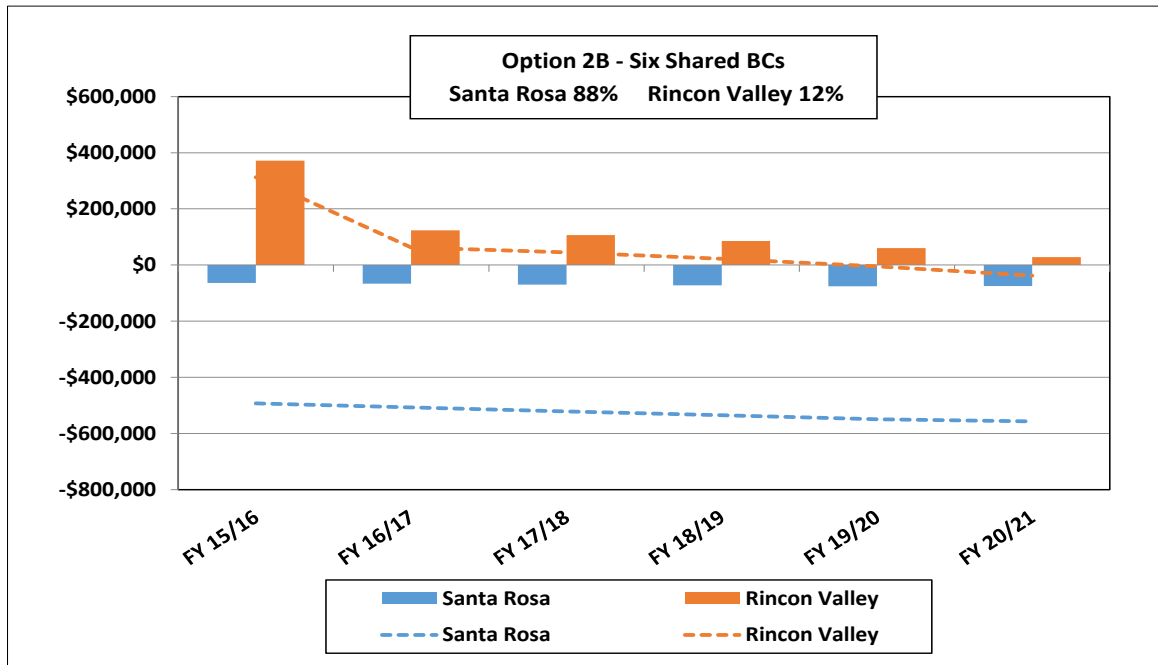


Fiscal Impacts

Analysis of Shared Service Options

- Option 2B Cost and Savings

	FY 15/16	FY 16/17	FY 17/18	FY 18/19	FY 19/20	FY 20/21
Option 2B - IGA Savings/Loss (Add DC/Insp)						
Santa Rosa	-\$492,549	-\$506,910	-\$521,320	-\$535,517	-\$549,909	-\$557,495
Rincon Valley	\$312,913	\$63,133	\$44,758	\$22,340	-\$4,821	-\$37,665



Implementation Plan

Implementation Plan Summary of Findings

- Multiple Functional Cooperative Efforts are Feasible
 - Both agencies are interdependent
 - Both agencies value customer service
 - Each agency works hard to meet and exceed the expectations of their customers
 - Each agency can benefit from operational and administrative improvements
 - Cultural differences exist but can be bridged
 - Communication between agencies is effective
 - Option 1 contractual services can be accomplished
 - Key performance indicators will position both agencies for future unified service delivery
 - Both agencies operating as a single regional provider is feasible

Implementation Plan Recommendations

ESCI recommends to both agencies:

- Option I: Expand the Fire Chief IGA for services and accomplish identified Key Performance Indicators (KPIs)
- Option 2B: Upon completion of Option 1 and the KPIs, through a planning process. Consider proceeding fully integrated Contract for Service

QUESTIONS?