



North Ada County Fire & Rescue
Boise Fire Department
Garden City & Boise, Idaho

May 2021

Cooperative Efforts Feasibility Study



ESCI Emergency Services
Consulting International

Providing Expertise & Guidance that Enhances Community Safety

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INTRODUCTION

ESCI was engaged by the North Ada County Fire & Rescue District (NACFR) in Spring 2020 to assess the structure of the current Joint Powers Agreement between the City of Boise Fire Department (BFD) and NACFR, and to evaluate the delivery of fire protection services to NACFR, identify alternatives in how NACFR provides fire protection, and make recommendations to ensure efficient, cost-effective, and high-quality delivery of fire protection services well into the future.

During the Summer and Fall of 2020, ESCI representatives performed a comprehensive analysis of all aspects of the NACFR Joint Powers Agreement, administration, and BFD operations as it relates to services provided to NACFR. This analysis included a review of administrative and financial business practices, deployment of personnel, temporal analysis of emergency operations workload and response time performance, assessment of support services delivery, and evaluation of capital apparatus and facilities. A detailed review of the current Joint Powers Agreement (JPA) was performed, and options for future service delivery and governance were identified and explored. This report culminates in a series of recommendations related to future service delivery and recommendations on improving the formal agreement between the BFD and NACFR. Additional information related to Cooperative Service Agreements and implementation strategies is included in the Appendix.

Section I: **BASELINE AGENCY EVALUATION**

ORGANIZATIONAL OVERVIEW

In this section of the study, ESCI provides a general overview of North Ada County Fire & Rescue (NACFR) and the Boise Fire Department (BFD), with the intent of framing their governmental differences and current cooperative working relationship.

Ada County & NACFR Geography

NACFR is located in northern Ada County, which is 1,060 square miles in size, with a 2019 estimated population of 481,587 residents.¹ The District is just over 30 square miles in size, with a service population of over 15,500 residents. The District borders the City of Boise to the south, the Eagle Fire Protection District (EFPD) to the west, and foothills and mountains to the east. The District encompasses the City of Garden City.

North Ada County Fire & Rescue

NACFR is a municipal governmental entity as authorized by State of Idaho law, Title 31, Chapter 14-Fire Protection Districts. The District is governed by a three-person Board of Fire Commissioners, and is supported by a full-time Fire District Administrator. The Board Chair position rotates on an annual basis, upon agreement of the Board. Each commissioner represents one of three sub-districts within the District.

Prior to 2010, the District employed firefighters, who staffed two of the three District fire stations. However, fallout from the 2009 "Great Recession" with lingering long-term reductions in District revenues resulted in the closing of Station 18 in October 2010. The District and the City of Boise Fire Department (BFD) subsequently entered into a Joint Powers Agreement (JPA) for the provision of fire protection services in the District, which included transitioning all uniformed and non-uniformed employees into the employment of the BFD. Currently, the Fire District Administrator is the only employee of the District. A detailed review of the current JPA is discussed later in this report.

Currently, NACFR Station 16 (North Glenwood Street) is the only station staffed with firefighters. NACFR Station 18 currently houses an Ada County Paramedic crew, and NACFR Station 20 (Hidden Springs) is not staffed.

¹ U.S. Census Data.

Boise Fire Department

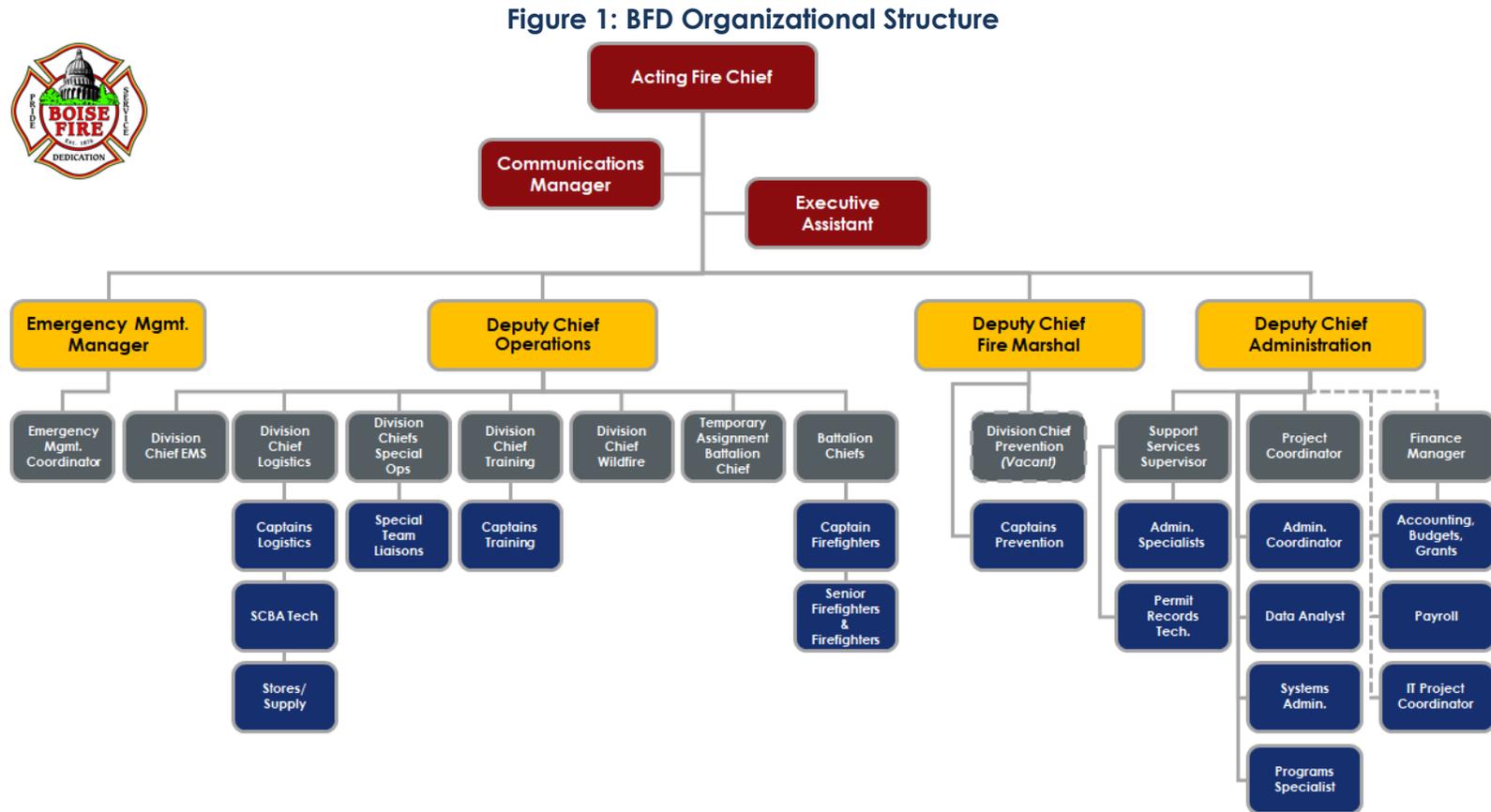
The City of Boise is governed using a Strong-Mayor/City Council model. The City Council's seven members are elected by the citizens to specific Council positions. The Fire Chief is one of 15 department head positions who report directly to a City Administrator. Currently, the position is filled with an Interim Fire Chief.

The BFD is the largest municipal fire department in the State of Idaho. The BFD provides traditional fire protection and support services to the approximately 275,000 citizens residing in 85 square miles of the city, and approximately 49 square miles of adjacent fire district service area via joint power agreements. The Department also provides specialized aircraft crash fire rescue services to the Boise Airport. Department services provided include:

- Fire Suppression
- Aircraft Rescue & Firefighting
- EMS Medical First Response
- Hazardous Materials Response
- Technical Rescue
- Wildland Fire Suppression
- Regional Training Services
- Emergency Management
- Fire Prevention, Code Enforcement, & New Construction Plan Review
- Public Life Safety Education

The BFD maintains and staffs 17 fire stations, not including the two NACFR unstaffed stations. The Department also maintains a state-of-the-art Fire Training Facility, located on 17 acres of land adjacent to the City's sewer treatment facility.

The following figure illustrates the BFD organizational structure and reporting relationships.



Note: At the time of this study, the BFD administration and the City government were undergoing significant change. The Department recently completed an internal planning exercise with internal administrative personnel to implement a revised organizational structure as part of a pilot project to improve communications, reduce administrative redundancies, and improve organizational efficiency. It remains to be seen if this reorganization will be fully implemented and permanent.

OTHER SYSTEM COMPONENTS

Fast and effective delivery of emergency services requires the coordination, cooperation, and participation of many different agencies. The following section provides an overview of the key agencies that work closely with NACFR and BFD.

Emergency Medical Services—ACCESS

The provision of pre-hospital emergency medical services (EMS) in the Treasure Valley area is enabled through a collaboration of agencies operating as the Ada County/City Emergency Services System (ACCESS). The following agencies are signatory to a JPA that enables the pre-hospital medical care system:

- Ada County Paramedics
- Boise Fire Department
- Eagle Fire Department
- Kuna Fire District
- Meridian Fire Department
- North Ada County Fire & Rescue
- Star Fire District

The ACCESS was formed in 2013, with the goal of ensuring seamless and consistent pre-hospital medical care. Centralized training, consistent patient care protocols, efficient sharing of EMS resources, and consolidated medical oversight are accomplished through ACCESS.

ACCESS has two Medical Directors who oversee pre-hospital medical care: Benjamin Cornett MD, representing Saint Alphonsus Medical Center in Boise, and Mark Urban MD, representing St. Luke's Boise Medical Center.

Ada County Paramedics

Advanced life support (ALS) medical care and ambulance transport throughout the county are performed primarily by Ada County Paramedics (ACP), a public safety department within the Ada County government. This fee-for-service ground ambulance provider employs approximately 150 EMTs and paramedics deployed through 14 ambulance stations located throughout Boise, Meridian, Star, and Garden City. Three of these stations are only staffed during peak-demand times.

ACP also has three specialty EMS response teams:

- **Tactical Medical Team (TacMed):** Trained and equipped to provide medical care in dangerous law enforcement tactical situations.
- **Special Operations Team (SOT):** Trained and equipped to perform steep and high angle rescues in the backcountry environment.
- **Hazardous Materials Team (HazMed):** Trained and equipped to provide medical care in hazardous materials and biohazard “hot zones.”

Lastly, ACP deploys paramedics who have received advanced training through their Community Paramedic Program. This program is designed to extend primary care services into the community, integrating psychiatric care, social services, chronic disease education, and medical care to vulnerable populations.

Saint Alphonsus Medical Center

The Saint Alphonsus Medical Center (SAMC) is the region's designated Level II Trauma Center. This 361-bed facility provides the full-range of hospital services, including acute medical, emergency, and surgical care. The Emergency Department provides on-line medical control for pre-hospital EMS providers.

St. Luke's Boise Medical Center

The St. Luke's Boise Medical Center is part of a regional health care system that includes six hospitals and 200 clinics located throughout the region. The Boise facility has a 437-bed capacity, and provides full-service acute medical, emergency, and surgical care. The Emergency Department provides on-line medical control for pre-hospital EMS providers.

Aero-Medical Services

Two EMS helicopter and fixed-wing services are available in Ada County. Both the *Life Flight Network* and *Air St. Luke's* offer critical care treatment and transport.

Depending on the condition of the patient, Air St. Luke's utilizes Critical Care Flight Nurses, Critical Care Flight Paramedics, Maternal-Child Flight Nurses, and other specialists when indicated. In addition, St. Luke's provides interfacility ground emergency medical transport services with ambulances staffed with EMTs and Paramedics.

Life Flight primarily staffs its aircraft with Critical Care Flight Nurses and Critical Care Flight Paramedics, but has access to other healthcare specialists when patient-condition indicates.

Depending on the location and patient-acuity, both air medical services will provide incident-scene responses when practical.

Emergency Communications

Emergency response organizations, regardless of mission, require reliable communications systems to ensure safe and effective emergency operations. Significant advances in radio and phone system technologies have been made in the past decade to meet new government-mandated standards.

The Ada County Sheriff's 911 Dispatch Center (AC911) is the designated Public Safety Answering Point (PSAP) and dispatch center for law enforcement, fire, and EMS agencies in the County. The Center is staffed with cross-trained fire and law enforcement dispatchers 24 -hours daily and is E911-compliant with cell phone locator and texting 911 capabilities. The Center uses the TriTech® (now called CentralSquare®) computer-aided dispatch (CAD) software system, and communicates with user agencies primarily through the statewide P25 compliant 700 MHz trunked radio system, along with a few VHF radio frequencies for fire agencies.

CAD incident data and information is transmitted to on-board mobile data computers (MDCs), and all incident response information is logged and archived for later analysis and benchmarking against national standards or adopted agency standards.

Dispatchers are trained and certified in the *Medical Priority Dispatch*® emergency medical dispatch (EMD) system and its electronic interface ProQA®, which allows them to triage calls and provide pre-arrival instructions. Application of the EMD system is monitored as part of an EMD quality assurance program based on the *International Academies of Emergency Dispatch* standards and the Aqua™ software application.

Emergency Management

Emergency Management services for NACFR is provided through the Ada County Department of Emergency Management & Community Resiliency. The Department's activities include:

- Identifying the significant natural, technological, and human risks in the County.
- Maintain and inventory specialized emergency response equipment and supplies.
- Develop and maintain multi-jurisdictional emergency/disaster operational plans.
- Facilitate disaster planning, coordination, and communication with governmental agencies, jurisdictions, volunteer organizations, and other non-governmental organizations.
- Provide public education and information on personal safety, disaster preparedness, and hazards.

MANAGEMENT COMPONENTS

Effective fire department management is an increasingly complex challenge for today's fire service leaders. Balancing the often-competing community expectations, elected and appointed official mandates, employee demands, expanding safety standards, and ever-increasing constraints on financial resources places tremendous pressure on fire departments across the country.

As a separate municipal corporation, the District is governed by a three-person Board of Fire Commissioners, and District affairs are managed by a full-time District Administrator. As previously noted, NACFR contracts with the BFD for all fire department management services, with the exception of managing District financial affairs. The following section reviews the various key BFD management components and reporting relationships.

Strategic Planning

An organization must have a plan in place, complete with goals and objectives established and communicated, and metrics in place to measure effectiveness or achievement. The Department has an established mission statement, which was created in 1996. It is displayed in the fire stations and on the Department's intranet. Vision and value statements are also in place. However, these are not clearly or institutionally integrated into routine department communications. Mission, Vision, Values, Goals, and Objective statements are typically created during a formal strategic planning process, which results in the creation and formal adoption of a written strategic plan. This process typically includes the following components:

- Internal and external environmental scan (SWOT Analysis).
- Mission, vision, and values (or guiding principles).
- Initiatives, goals, and subordinate objectives with performance metrics or outcome.
- Timelines assigned to each objective.
- Initiative manager assigned to each initiative.
- Responsible persons assigned to coordinate achievement of each objective.

A strategic plan establishes timelines for the goals and objectives to be accomplished and assigns them to appropriate personnel to complete. In creating a strategic plan, the goals and objectives are prioritized, and timelines are created to establish a realistic and achievable workflow. Personnel are then assigned to manage progress to achieving each objective, and also be accountable for their progress. All work and department activities should support the mission, propel the agency toward its vision, and reinforce the values of the personnel working in the organization.

ESCI understands NACFR conducted two strategic planning processes over the past decade, including a 2011 update to the District's 2009 Plan to address significant revenue deficits. Since that time, the District has not updated its strategic plan.

The BFD completed a strategic planning process in 2019, creating a strategic plan designed to guide the Department's activities and priorities through 2022. The Plan clearly states BFD's Mission:²

Our mission is to empower our team members with a positive, engaging, and professionally challenging environment. We will serve this mission by providing team members with the standards, infrastructure, and training needed for superior service to our community.

The planning process resulted in a set of Strategic Goals to accomplish over the next two years, as noted below:

- ***Meet the service needs of our community by prioritizing training and effectively deploying resources.***
- ***Provide quality, sustainable, and cost-efficient infrastructure for the dynamic needs of the community and department.***
- ***Recruit, develop, and retain the highest quality team members to achieve our standards of excellence by creating an environment that fosters growth and development and aligns with departmental values.***
- ***Working with our internal and external partners, we will provide opportunities for innovation and the technological infrastructure to enhance the Department's ability to efficiently collect data, effectively deliver training, and support the Department's mission.***

² Boise Fire Department 2020–2022 Strategic Plan, February 2020.

- ***Develop, refine, and optimize administrative support systems and practices to provide maximum effectiveness and efficiency for the Department.***
- ***Develop, refine, and optimize internal and external communications to ensure that all pertinent information is communicated in an accurate, relevant, and timely manner.***

A comprehensive list of objectives, priority projects, and deliverables for each of the goals are included in the Plan.

Strategic Planning Discussion

ESCI noted an innovative approach in this planning process, as it included city-wide projects and deliverables that require participation by the Department. Department-specific planning processes often use a myopic approach that does not include consideration of jurisdiction-wide initiatives that may impact the fire department directly or indirectly. Addressing these early in a strategic planning process can help ensure that overall internal and external goals and objectives are realistically developed and achievable within defined timeframes. This is particularly important in jurisdictions with limited resources.

During the site visit, ESCI noted that it appears that this planning process only involved the Department's senior leadership team. The creation, setting, and support for strategic initiatives, goals, and objectives should include the participation of a broad cross-section of the organization. This approach helps ensure that realistic expectations are set, and that support for the plan is generated from top to bottom in the Department.

Management Documents & Processes

Effective and efficient management of personnel is critical to the success of any organization. This section of the study examines the administrative components related to managing BFD staff.

In addition to the Strategic Plan noted previously, the BFD appears to have the necessary contemporary planning processes and guidance documents in place to ensure the Department can maintain, improve, or replace facilities and equipment on a regular basis. The Department has a 20-year Capital Facilities Plan that was last updated in April 2020, and a ten-year Capital Apparatus Replacement Plan that is updated annually.

Creation and maintenance of internal BFD policies have been outsourced to a third-party vendor, Lexipol®, who continually reviews policies for compliance with federal, state, and local mandates. The Department has 24 policies and 74 operational procedures. New policies and procedures are distributed to all personnel for review.

Critical Issues

The Interim Fire Chief was asked to identify critical issues that currently require the attention of the organization, including:

1. Stabilize and support current and future department and City leadership.
2. Review, update, and align the Department Strategic Plan with new Department leadership and future budget impacts.
3. Develop a Standards of Cover, with resulting changes in overall staffing and promotions.
4. Continue to coordinate COVID-19 pandemic response, and current and future impacts on Department operations and personnel.
5. Improve internal and external stakeholder communications.
6. Support lifetime wellness for employees (ConnectBoise).

ESCI noted that, except for the COVID-19 pandemic issue, all of these critical issues are addressed in the current Strategic Plan. Given the likely significant adverse budget impacts related to the COVID-19 pandemic, revisiting the recently adopted Plan should be undertaken as soon as possible to reprioritize and revise these goals as necessary.

ESCI also noted that neither Whitney Fire District or NACFR were formally included in this planning process, and there does not appear to be significant discussion or mention of long-term service delivery coordination between the agencies in the Strategic Plan.

Internal & External Communications

In today's "hyper speed" world of communication, the public expects strategic, frequent, responsive, and caring communication from government agencies. Likewise, employees expect the same when disseminating internal messages. Without it, public and employee confidence in the organization can be severely damaged, and informal communication channels may be created to spread false and misleading information throughout the community and organization.

Social media is now an important tool in quickly and effectively communicating with the public about department activities, incidents, and important safety information. ESCI reviewed the Department's four social media accounts: Facebook®, Twitter®, YouTube®, and Instagram®.

Of the three, Facebook appears to have the most activity, with the BFD frequently posting photographs of Department activities and emergency incident information. As a result, the account has almost 15,000 followers, and over 13,000 "likes." The Instagram account has significantly fewer followers (2,033), which is likely due to much less activity in posting photographs and information. A cursory review reveals that some postings are weeks apart, as compared to the Facebook® account, where postings are occurring at least weekly, and often daily. The Twitter® account has 4,595 followers, and appears to be primarily used to share incident information, scene photographs, contemporary life safety information, and interesting and unique fire department service delivery experiences.

YouTube® appears to have the fewest followers (1,450). Professional and interesting videos are periodically posted, including training activities, new Department initiatives, recruit class activities, and safety videos.

The Department's website is part of the City's overall website. It is professionally presented and includes easy to find links to the Department's social media accounts.

Internal department communications are facilitated through typical channels, including but not limited to staff meetings, written memos, and an intranet email system. In addition, a monthly electronic newsletter is distributed via the City's intranet. The newsletter includes current and upcoming Department activities, messages from the senior leadership, personnel changes and promotions, and links to recent media articles about Department activities and incidents.

Lastly, the Department publishes an Annual Report that is distributed to the public and elected officials.

Record Keeping, Document Control, & Security

In any organization, routine documentation and archiving of activities is a critical function. Sound management decisions cannot be made and supported without accurate data, and organizational transparency to the public will be lost if the department cannot explain and justify its activities.

The Department uses the ESO® electronic records management system (RMS) for EMS and fire incident reporting. These password-protected systems are compliant with state and federal privacy laws. BFD has a very robust and secure records archiving process, including off-site storage of electronic records, storage of written records in fire-proof cabinets, and password-protected computer systems that require new passwords quarterly.

Financial reports, budget reports, and operational reports are periodically generated and disseminated to key City personnel and elected officials. Important equipment maintenance records are internally maintained, with the exception of hose testing, which is performed by an outside vendor. All stations are secured with electronic locks that require an assigned RFID badge to unlock. This system also logs the assigned ID badge into the system database.

The various recordkeeping systems, document archiving methods, and station security systems are considered contemporary and consistent with other professional departments assessed by ESCI.

Joint Powers Agreement

As previously mentioned, NACFR and BFD are signatories to a Joint Powers Agreement that enables the Boise Fire Department to provide fire and EMS response throughout the NACFR service area. This four-year agreement was signed in 2016 and was set to expire at the end of September 2020. However, the parties signed a one-year extension of the agreement for 2020–2021 to allow for planning and discussion on continuing, altering, or terminating the current agreement.

ESCI reviewed the current JPA and identified the following key provisions:

General Terms

- Agreement term: 4 years (October 2016–September 2020), with annual automatic renewal option), with subsequent annual renewal as agreed upon by the parties.
- NACFR Board of Commissioners retain authority over the District.
- Authority to administer and manage service delivery to the District.
- 90-day termination notice if District revenues are insufficient to fulfill the agreed-upon payments to the City.
- Intent to terminate the JPA by either party must be provided in writing at least one hundred eighty days in advance (except in the case of lack of available District funds as previously noted).

Service Delivery

- City fire services levels to the District shall be provided at the same or better levels than the level of service at the signing of the Agreement.
- Mandates four-person staffing at Station 16.
- Mandates District approval before permanently (defined as greater than 90 days) changing agreed-upon staffing/deployment levels in the District.
- Compels parties to negotiate and mutually agree on any changes to equipment and apparatus locations.

Stations, Apparatus, & Equipment

- NACFR retains ownership of all real property, and leases Stations 16 to the City. A separate lease agreement was in place for the City's use of Station 18 until December 1, 2019. No lease agreement is in place for Station 20.
- The City provides general and regular maintenance of the occupied leased stations, except for major repairs/system failures.
- NACFR retains ownership of the fire apparatus and equipment. The City is responsible for maintaining and repairing this equipment. New apparatus needed to replace NACFR apparatus will be bought by the District, and designed and specified consistent with the City's apparatus specifications.
- The City agreed to purchase three District staff vehicles upon signing.
- The City provides apparatus and equipment insurance, and the City pays one-half of the property insurance for stations used by the City.

Fire Code Enforcement

- Per a separate Agreement, the City will provide fire code enforcement activities (inspections, plan reviews, public education, fire investigations). This Agreement is attached as an appendix to the JPA.

Existing Agreements with Other Agencies

- The District continues to pay the dispatch and EMS JPA system costs related to the NACFR service area.

Financial Provisions

- The City must provide a proposed annual budget outline to NACFR for review on or before June 1. NACFR must provide feedback within 60 days of receipt.
- Agreed upon contract amounts are paid equally on a quarterly basis.

ESCI noted that the methodology used for establishing the contract amount is not included in the JPA, nor are there any specific formal reporting requirements for keeping the NACFR Board of Commissioners informed on the service delivery and expense budget applicable to its service area.

STAFFING & PERSONNEL MANAGEMENT

Many emergency services organizations consider employees as their most valuable asset. Managing personnel to achieve maximum efficiency, professionalism, and personal satisfaction is an art as much as a science. Consistency, fairness, safety, and opportunities for personal and professional growth are key values in a healthy management culture. Organizations that do not value, respect, and support their employees will likely experience adverse effects, including higher levels of attrition, workers compensation claims, adverse employee legal actions, including union grievances and allegations of unfair labor practices, just to name a few.

Several national organizations recommend standards to address staffing issues. The *Occupational Health & Safety Administration (OSHA) Respiratory Protection Standard* and *National Fire Protection Association (NFPA) Standard 1710 (or 1720; whichever is applicable)* are frequently cited as authoritative documents.^{3,4,5} In addition, the *Center for Public Safety Excellence (CPSE)* publishes benchmarks on the number of personnel recommended on the emergency scene for various levels of risk.

An appropriate balance of administration and support staff, compared to operational resources and service levels, is an important consideration to achieving organizational success. It must be noted that key administrative and logistical support positions are critical in maintaining an efficient and effective emergency response organization.

ESCI evaluated the job descriptions, work schedules, compensation packages, and use of personnel to identify areas of excellence, areas for improved efficiency in personnel management, with a focus on comparing these practices with the current interlocal agreement between NACFR and BFD.

³ Respiratory Protection Standard 29 CFR 1910.134; Occupational Health & Safety Administration

⁴ NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, to the Public by Career Fire Departments.

⁵ NFPA 1720: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments.

Boise Fire Department

Health and Wellness Programs

Ensuring the health and safety of employees should be a high priority in any fire agency. In an attempt to prevent illness and injuries, many organizations offer proactive health and wellness programs. Many of these also support mental health, which is very important for those working in emergency services. The following figure lists the health and wellness programs provided to BFD employees.

Figure 2: Health, Safety, & Counseling Services Provided

Health Services	BFD
Medical Standards	Yes
Medical Exam Frequency	Annual (for special teams only)
Safety Committee Used	Yes
Critical Incident Debriefing	Yes
Employee Assistance Program	Yes
Intervention Program	Yes

The BFD provides contemporary health and wellness programs to its employees, including administering entry-level and periodic physicals that are based on NFPA 1582: *Standard on Comprehensive Occupational Medical Program for Fire Departments*. However, annual physicals are only administered for employees assigned to the Hazardous Materials Response program.

A 10-year review (1994–2004) of firefighter line-of-duty death (LODD) statistics revealed that 45% were the result of heart disease.⁶ In 2010, the *National Institute for Occupational Safety & Health* (NIOSH) conducted a study of the prevalence of cancer in 30,000 firefighters.⁷ The study concluded that firefighters have a 14% greater risk of contracting cancer compared to the general population. Lastly, NFPA Standard 1582 defines the necessary components of an occupational medical program, which is intended to ensure the safety and health of firefighters.⁸

⁶ Emergency Duties and Deaths from Heart Disease among Firefighters in the United States, *New England Journal of Medicine*, March, 2007; 356:1207–1215.

⁷ Findings from a study of cancer among U.S. Firefighters, *National Institute of Occupational Safety & Health*, July 2016.

⁸ NFPA 1582: *Standard on Comprehensive Occupational Medical Program for Fire Departments*.

Ensuring employees are medically cleared to perform rigorous fireground tasks, along with identifying any pre-existing medical conditions—or changes in their physical condition during their department tenure—that may place an employee in jeopardy, is an important screening component in the hiring process and beyond. While BFD follows the physical screening components and criteria outlined in NFPA 1582, requiring annual physicals for incumbent employees should be implemented.

Hiring, Testing, & Safety

Recruiting, selecting, and retaining firefighters takes a considerable investment of time, effort, and money to ensure the organization employs high-quality individuals. Becoming a firefighter is one of the most sought-after careers in the nation, and selecting candidates that fit best within the organization and its culture requires a deliberate and comprehensive evaluation. The City's Civil Service Commission oversees the hiring, discipline, and promotional processes of Fire Department employees.

The following figure summarizes BFD's hiring process components.

Figure 3: Hiring Process Components

Hiring Process Components	BFD
Recruitment Program	Yes
Qualifications Check	Yes
Reference Check	Yes
Background Check	Yes
Physical Agility Test	Yes
Knowledge Testing	Yes
Interview	Yes
Medical Exam Required	Yes
Psychological Exam Required	Yes

Applicants must meet the following pre-requisites to apply for an entry-level firefighter position:

- Be at least 18 years of age.
- Possess a valid driver's license.
- High School diploma or GED.
- Possess a current National Registry EMT certification (or have the certification by time of hire), or state EMT certification with the ability to convert to Idaho EMT certification within 120 days of hire.

Applicants applying for firefighter/paramedic positions must meet the above criteria, plus the following additional certifications:

- Healthcare Provider CPR
- Pediatric Advanced Life Support (PALS)
- Advanced Cardiac Life Support (ACLS)

ESCI noted that the Department previously established a separate hiring list for firefighter/paramedics. However, interviews with certain staff members indicated that hiring off of this list was occasionally problematic, as firefighter/paramedic candidates who scored lower overall on the entrance testing were hired before entry-level firefighter candidates who scored higher. ESCI understands the Department has not hired off of the firefighter/paramedic hiring list for a number of years.

Hiring Process Discussion

In 2019, the BFD experienced an unusual number of retirements, along with anticipated additional retirements in 2020. As a result, the Department used the current entry-level firefighter Civil Service eligibility list to hire 18 new employees in early 2020.

Labor Agreement

BFD uniformed employees, with the exception of the Fire Chief and the three Deputy Chiefs, are members of the *International Association of Firefighters* (IAFF) Local 149—which is part of the 7th District of the IAFF. Their current collective labor agreement (CLA) is in effect from October 1, 2018, through September 30, 2022.

Administrative Staffing

No progressive fire department can operate without strong and expert administrative support. Efficient management and administration require personnel with specific administrative and technical skills to effectively support the organization's core mission. However, fire agencies must strike a balance between having enough administrative resources to efficiently support a department's programs, while also ensuring the assigned staff maintain a healthy workload. The following figure summarizes the District's and Department's administrative positions.

North Ada County Fire & Rescue

Fire District Administrator

The Fire District Administrator is the only NACFR full-time employee and serves at the pleasure of the NACFR Board of Fire Commissioners. The position is responsible for managing all administrative, financial, and governmental affairs of the District.

Boise Fire Department Administration

The following two figures summarize the various uniformed and non-uniformed BFD FTE positions.

Figure 4: Uniformed Administrative Positions

Uniformed Administrative Positions	Number of Positions
Fire Chief	1
Deputy Chief	3
Division Chief	6
Administrative Battalion Chief	1
Administrative Captain	10
Public Information Officer	1
Fire Inspector/Investigator	8
Total	30
Ratio of Uniformed Staff to Operations Staff	11.6%

In addition, several non-uniformed administrative positions support the management of the Department. The following figure summarizes these positions.

Figure 5: Administrative Non-Uniformed Positions

Administrative Non-Uniformed Positions	Number of Positions
Communications Manager	1
Emergency Management Manager	1
Emergency Management Coordinator	1
Systems Administrator	1
Executive Assistant	1
Support Services Supervisor	1
Administrative Specialists	4
Permit Records Technician	1
Programs Specialist	1
Project Coordinator	1
Administrative Coordinator	1
Data Analyst	1
Total	15

The City allocates up to eight Finance Department staff to support Fire Department administrative needs. These needs include Accounting/Budget/Grants, Payroll, and Information Technology projects.

The total administrative uniformed and non-uniformed positions equal approximately 15% of the total workforce. This ratio is consistent with other fire department organizations studied by ESCI and is not considered excessive.

Emergency Operations Staffing

ESCI evaluated the type and number of career operations staff positions. The following figure summarizes the number of career operations positions.

Figure 6: Emergency Operations Staff Positions

Operations Positions	Number of Positions
Deputy Chief	2
Battalion Chief	9
Captain	62
Engineers	70
Firefighter/EMT/Paramedic ^A	80
Probationary Firefighter	35
Total Operations Positions	258

^A Includes 33 Firefighter/Paramedics

ESCI calculated the theoretical total number of full-time employees required to meet the various average leave hours used by employees and compared the results to the current number of operations employees assigned to 24-hour staffed units.

The analysis compared the average available scheduled weekly work hours per employee, subtracted the average various leave types—based on 2017–2019 historical leave-use data—and calculated sick and vacation relief factors. ESCI then multiplied the number of personnel needed to cover a single position at 24-hours daily, with the relief factor, to determine the total number of employees theoretically required to meet daily minimum staffing. Personnel working a 40-hour work schedule were not included in this calculation.

ESCI consolidated unscheduled leave usage, including sick, FMLA, Funeral, Military, and workers' compensation leaves in calculating the sick leave relief factor. To estimate vacation leave usage, ESCI averaged the vacation hours used between January 1, 2017, and December 31, 2019, and divided by the number of operations employees. The following figure summarizes the results of these calculations.

Figure 7: Theoretical Relief Factor Calculation (2019)

Leave Type	Relief Factor
Sick Leave	1.13
Vacation Leave	1.16
Total Relief Factor	1.20

The *Total Relief Factor* was multiplied by the minimum number of operations personnel needed to cover one 24-hour position seven days per week, and then multiplied by the minimum number of positions required on a 24-hour basis. The following figure compares the theoretical number of employees needed with the current number of employees assigned to the BFD operations work schedule.

Figure 8: BFD Calculated Operational Staff Shortage/Overage

No. Positions Required 24/7	Total No. Operations FTEs	Theoretical No. FTEs Required	Shortage/Overage
69	258	257	1

Note, this is a theoretical assessment. Leave factors are typically dynamic from year to year, depending on changes to collective bargaining agreements, attrition, long-term injury or illness, and changes to the overall number of operations employees.

Emergency Operations Staffing Discussion

It appears BFD has the appropriate number of total operations personnel to ensure adequate coverage 24 hours a day, seven days a week. ESCI understands that at the time of this study, plans were in place to hire additional personnel in anticipation of upcoming attrition through retirements.

Reconciling the results of this staffing resource analysis with current staffing levels and resource allocation strategies should be approached carefully. In ESCI's experience, the theoretical analysis does not necessarily account for any inherent scheduling or staffing flexibility by a department, which potentially can be leveraged to reduce workload and personnel costs.

Nor does it consider the ongoing costs of providing the various benefits to full-time employees, which can be as high as 40% of the total cost of salaries, or the one-time cost of selecting, hiring, and outfitting new employees. These inherent expenses must be considered when analyzing the cost of adding full-time employees versus using overtime or part-time employees who do not receive benefits.

CAPITAL FACILITIES & APPARATUS

For a fire department to effectively carry out its primary mission, it must maintain three basic resources: Trained personnel, safe and reliable firefighting equipment, and strategically located fire stations. No matter how many highly trained firefighters are available, if they do not have access to reliable, safe, and effective capital equipment, their ability to mitigate emergencies rapidly and effectively will be compromised. The most essential capital assets for use in emergency operations are facilities and apparatus (response vehicles). Of course, the Department's available financial resources determine the level of capital equipment it can invest in for use by emergency personnel. This section of the report is an assessment of capital assets owned by NACFR and BFD.

Fire Stations & Other Facilities

Fire stations play an integral role in the delivery of emergency services for several reasons. To a large degree, a strategically located fire station helps ensure rapid response to the greatest number of citizens and community assets. Fire stations also need to be designed to adequately house equipment and apparatus, as well as meet the needs of the organization and its personnel—as well as administrative support staff where applicable. It is important to research needs based on service-demand, response times, types of emergencies, and projected growth prior to making a station placement commitment.

Consideration should be given to a fire station's ability to support the fire department's mission as it exists today and into the future. The activities that take place within a fire station should be scrutinized to ensure the structure is adequate in both size and function. Examples of these functions include the following:

- The housing and cleaning of apparatus and equipment; including decontamination and disposal of biohazards
- Residential living space and sleeping quarters for on-duty personnel (all genders)
- Kitchen facilities, appliances, and storage
- Bathrooms and showers (all genders)
- Administrative and management offices; computer stations and office facilities for personnel
- Training, classroom, and library areas
- Firefighter fitness area
- Public meeting space

ESCI asked NACFR and BFD staff to rate the condition of each of their fire stations using the criteria in the following figure.

Figure 9: Criteria Utilized to Determine Fire Station Condition

Excellent	Like new condition. No visible structural defects. The facility is clean and well maintained. Interior layout is conducive to function with no unnecessary impediments to the apparatus bays or offices. No significant defect history. Design and construction match the building's purposes. Age is typically less than 10 years.
Good	The exterior has a good appearance with minor or no defects. Clean lines, good workflow design, and only minor wear of the building interior. Roof and apparatus apron are in good working order, absent any significant full-thickness cracks or crumbling of apron surface or visible roof patches or leaks. Design and construction match the building's purposes. Age is typically less than 20 years.
Fair	The building appears structurally sound with a weathered appearance and minor to moderate non-structural defects. The interior condition shows normal wear and tear but flows effectively to the apparatus bay or offices. Mechanical systems are in working order. Building design and construction may not match the building's purposes well. Showing increasing age-related maintenance, but with no critical defects. Age is typically 30 years or more.
Poor	The building appears to be cosmetically weathered and worn, potentially with structural defects, although not imminently dangerous or unsafe. Large, multiple full-thickness cracks and crumbling of concrete on the apron may exist. The roof has evidence of leaking and/or multiple repairs. The interior is poorly maintained or showing signs of advanced deterioration, with moderate to significant non-structural defects. Problematic age-related maintenance and/or major defects are evident. May not be well suited to its intended purpose. Age is typically greater than 40 years.

ESCI toured several of the stations, and combined with each agency's input, produced the following observations and comments for each station.

North Ada County Fire & Rescue Stations

NACFR owns three fire stations, one of which (Station 16) is leased and maintained by the City of Boise as defined in the Joint Powers Agreement. Stations 18 and 20 are maintained by NACFR as they are not currently staffed by the BFD.

North Ada County Fire District Station #16

Physical Address: 5800 North Greenwood Street



General Description:

Two-story, three-bay station. Interior remodel in 2016. Houses a four-person engine crew. Also houses a water tender and brush engine.

Survey Component	Observations
Structure	
Construction Type	Ordinary
Date of Construction	1967 (original); 2016 (Remodel)
Seismic Protection/Energy Audits	No
Auxiliary Power	Yes
Condition	Good
Special Considerations (ADA, gender, etc.)	N/A
Square Footage	7,325
Facilities Available	
Exercise/Workout	Yes
Kitchen/Dormitory	Yes
Lockers/Showers	Yes
Training/Meeting Rooms	Yes
Washer/Dryer	Yes
Safety Systems & Assignments	
Sprinkler System	No
Smoke Detection	Yes
Security	N/A
Apparatus Exhaust System	Yes

North Ada County Fire District Station #18

Physical Address: 3895 West Chinden Boulevard



General Description:

Two story, two-bay station. Staffed by Ada County Paramedic ambulance crew only. Minor interior remodel in March 2020.

Survey Component	Observations
Structure	
Construction Type	Ordinary
Date of Construction	1996
Seismic Protection/Energy Audits	No
Auxiliary Power	Yes
Condition	Fair
Special Considerations (ADA, gender, etc.)	N/A
Square Footage	10,307
Facilities Available	
Exercise/Workout	Yes
Kitchen/Dormitory	Yes
Lockers/Showers	No
Training/Meeting Rooms	Yes
Washer/Dryer	Yes
Safety Systems & Assignments	
Sprinkler System	No
Smoke Detection	Yes
Security	Yes
Apparatus Exhaust System	Yes

North Ada County Fire District Station #20

Physical Address: 5871 West Hidden Springs Drive



General Description:

Not staffed. Previously staffed by BLM crews only during wildfire season. Two story, three and one-half bay station.

Survey Component	Observations
Structure	
Construction Type	Wood frame/concrete block
Date of Construction	1999
Seismic Protection/Energy Audits	No
Auxiliary Power	Yes
Condition	Good
Special Considerations (ADA, gender, etc.)	N/A
Square Footage	5,095
Facilities Available	
Exercise/Workout	No
Kitchen/Dormitory	Yes
Lockers/Showers	Yes
Training/Meeting Rooms	No
Washer/Dryer	Yes
Safety Systems & Assignments	
Sprinkler System	No
Smoke Detection	Yes
Security	N/A
Apparatus Exhaust System	Yes

Descriptions of the BFD fire stations that provide primary and secondary support to NACFR are included in Appendix C.

Capital Facilities Discussion

The 2016–2020 Joint Powers Agreement between the District and BFD clearly delineates the responsibilities and ownership of the NACFR stations. NACFR Station 16 was remodeled in 2015 to improve the crew quarters and expand the workout facility. Per the JPA, Stations 18 and 20 are maintained by the District, as they are not currently staffed by BFD personnel. Station 18 is being used to house an Ada County Paramedic crew and apparatus during peak-demand periods.

According to local residents and NACFR elected officials, Station 20 was built by the developer of the Hidden Springs residential development. However, funding has not been available to staff the station on a part-time or full-time basis. Local residents have expressed concerns about the lack of staffing, poor road access, and long travel response times from the next closest staffed BFD fire station. Recent structure fires and wildfires in and adjacent to this development, along with continued buildout of homes, have only increased their concerns.

Discussions with BFD leadership revealed that the Department is exploring building a new fire station north and east of Station 16, with the intent of moving the crew from Station 16 into the new station. The potential changes and impacts to overall service delivery with this change are explored in the Service Delivery section of this report.

Apparatus & Vehicles

Per the JPA, NACFR retains ownership of the fire response apparatus being used by BFD personnel. The ownership of NACFR staff and support vehicles was transferred to the City of Boise upon execution of the JPA. The following figures summarize the fire response apparatus owned by NACFR and maintained and operated by the BFD.

Figure 10: Engine 16—2016 Pierce Pumper



Figure 11: Brush 16—2006 BME Brush Engine



Figure 12: Water Tender 16—2003 Pierce International



Figure 13: Mule 16—2008 Kawasaki



Figure 14: Reserve Engine 16—2004 Pierce Pumper



Figure 15: 2006 BME Brush Engine

These apparatuses are included in the City's fleet maintenance program, and receive regular maintenance and repairs as required. Upon determination that NACFR apparatus must be replaced due to obsolescence, damage, or end of useful life as determined by the City's Apparatus Replacement Plan, the District will use the City's desired apparatus specifications to procure and pay for the replacement apparatus.

SERVICE DELIVERY & PERFORMANCE

When evaluating the service provided through the current cooperative services agreement, the ability to provide services when requested is of utmost importance. This section of the study provides an analysis of the current and historical service delivery elements as listed below within the NACFR service area. Each element contributes to the whole in providing efficient delivery of services and may individually have a positive or negative impact.

- Service Demand
- Resource Distribution
- Resource Concentration
- Resource Reliability
- Response Performance

Service Demand Analysis

Incident Type Analysis

Not all incidents require the same amount of resources or last the same length of time. Analysis of incident types enables agency leadership to delve deeper into the types of incidents units are responding to, and more effectively plan for that service demand.

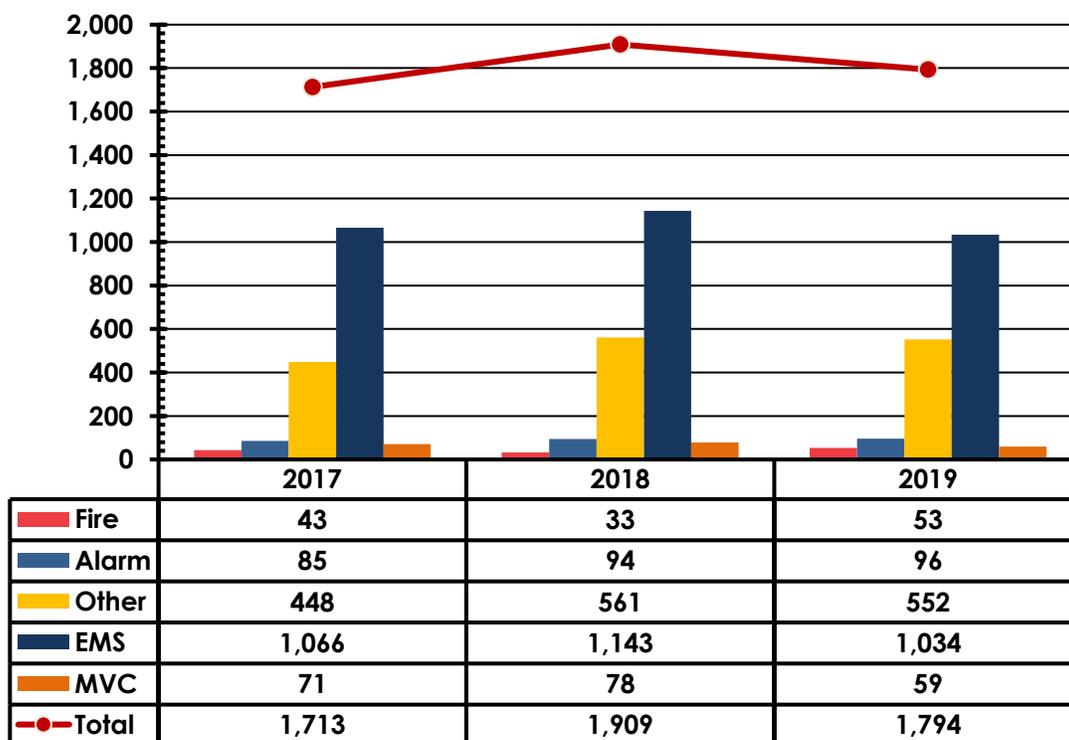
To assist in analyzing the types of incidents, the National Fire Incident Reporting System (NFIRS) developed an incident classification system. Not only does this classification assist leadership in planning for the delivery of services, it also provides leadership the data necessary to analyze and adjust other components of the department such as fire prevention activities, training, equipment, etc. The incident classification codes are three digits in length and are grouped into series based on the first digit of the code. This is illustrated in the following figure.

Figure 16: NFIRS Incident Type Classification

Incident Series	Incident Heading
100-Series	Fires
200-Series	Overpressure Rupture, Explosion, Overheat (No Fire)
300-Series	Rescue and Emergency Medical Service (EMS) Incidents
400-Series	Hazardous Condition (No Fire)
500-Series	Service Call
600-Series	Canceled, Good Intent
700-Series	False Alarm, False Call
800-Series	Severe Weather, Natural Disaster
900-Series	Special Incident Type

The following figure illustrates a historical overview of incidents within NACFR based upon the NFIRS incident codes. For the purposes of this analysis, NFIRS 200-series, 400-series, 500-series, 600-series, 800-series, and 900-series incidents are combined into the "Other" category.

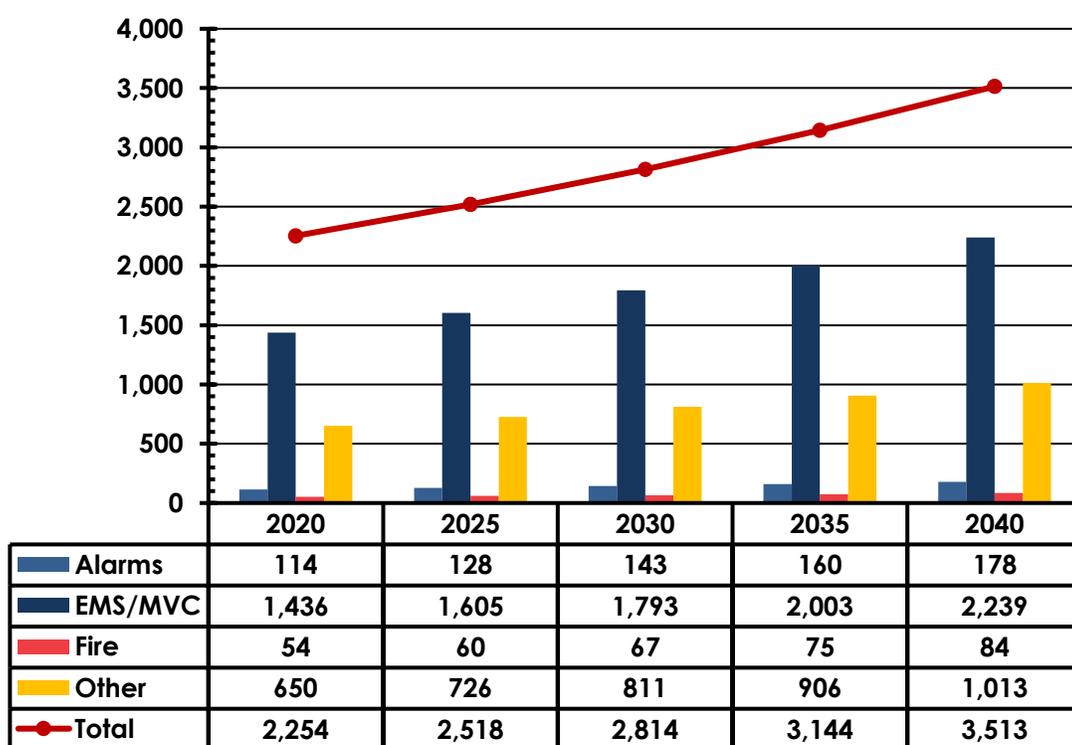
Figure 17: NACFR Incidents by NFIRS Type, 2017–2019



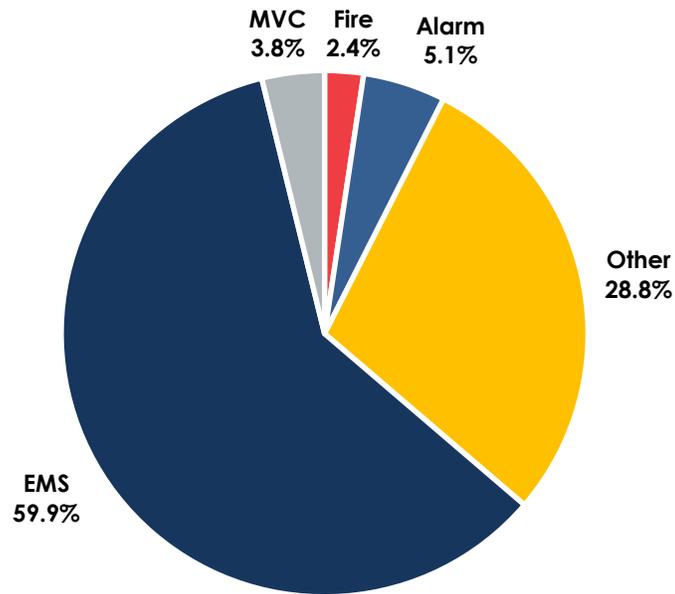
While there was an increase in service demand from 2017 to 2018, there was a decrease in incidents in 2019. Overall, there was still an increase of 4.73% from 2017 through 2019. Fire incidents increased by 23.26%, Alarm incidents increased by 12.9%, and Other incidents increased by 23.21%. Surprisingly EMS incidents decreased by 3%, and Motor Vehicle Collision incidents decreased by 16.90%.

Further analysis of the incident data compared to the historical population change of the community provides the ability to extrapolate possible demand for service in future years. The following figure illustrates the potential NACFR service demand.

Figure 18: NACFR Future Service Demand by NFIRS Type, 2020–2040



While the preceding figures illustrate a linear progression of service demand by NFIRS incident type, it is also important for leadership to fully understand the type of service demand as it compares to the whole. With this knowledge, leadership is better prepared to determine how to best allocate resources. The following figure illustrates that EMS is the greatest demand for service at 59.9%. This is followed in descending order by Other incidents at 28.8%, Alarm incidents at 5.1%, MVC incidents at 3.8%, and Fire incidents at 2.4%.

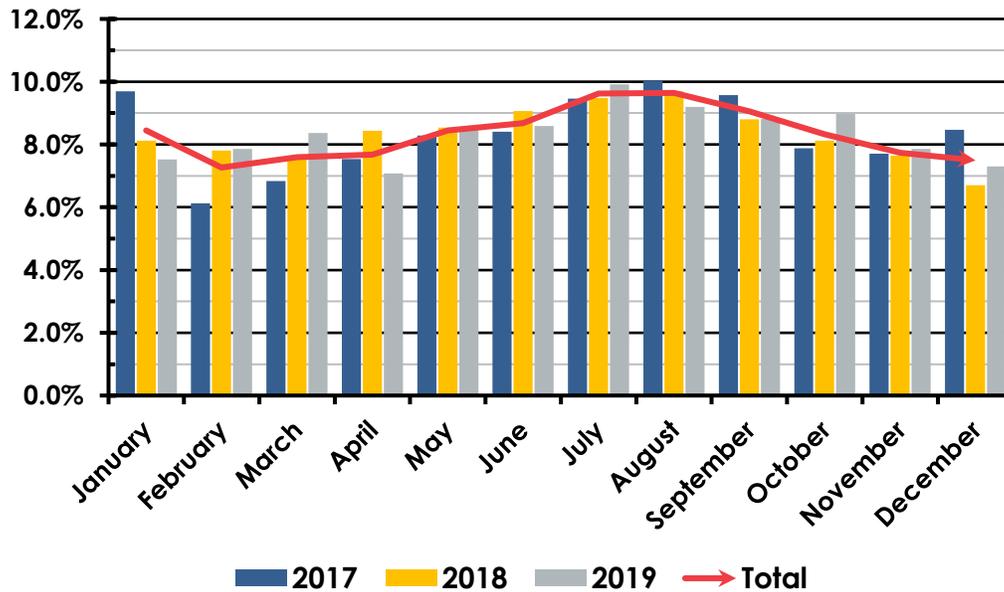
Figure 19: NACFR Incidents by NFIRS Type, 2017–2019

Temporal Analysis

The preceding analysis provides the senior leadership with information necessary to assist in planning for future changes in service demand based upon the type of services required. Next, ESCI performed a temporal analysis of the same data. With knowledge of when incidents occur—which months, which days, which times—leadership can better plan for non-emergency response activities such as training, apparatus maintenance, pre-incident planning, public education, etc. Each temporal component illustrated here is presented as the percentage relative to the total service demand which occurred during the study period.

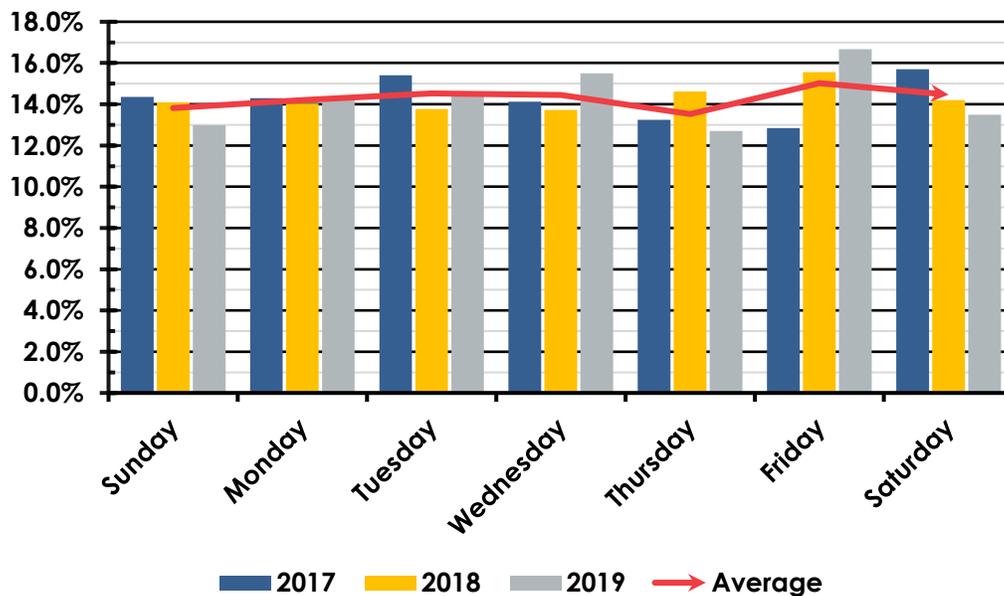
The first temporal component compares the service demand by month. As illustrated in the following figure, NACFR experiences the highest demand for service in July and August. Service demand then decreases until the year's end. Other than the spike in January, the decrease continues into February and then begins a steady incline moving from spring into summer.

Figure 20: NACFR Service Demand by Month, 2017–2019



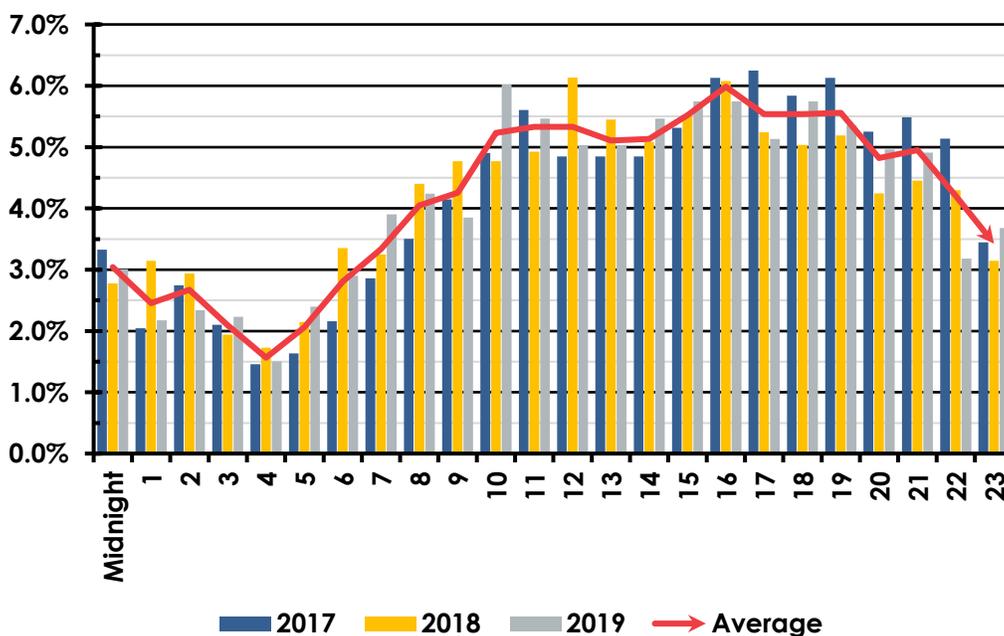
The second temporal component compares the demand for service by day of the week. As illustrated in the following figure, the greatest demand for service occurs on Friday and then follows a declination into Sunday. As the workweek begins, service demand increases on Monday and Tuesday but then decreases again on Wednesday and Thursday.

Figure 21: NACFR Service Demand by Day, 2017–2019



The final temporal component compares the demand for service by time of the day. As illustrated in the following figure, the demand for service begins increasing at 5:00 a.m. This tends to coincide with most of the population beginning daily activities, commuting to work, and transient increases in the worker population. Service demand continues to increase throughout the morning, reaching its first peak at 11:00 a.m. With some minor fluctuation, demand remains level until reaching its highest peak at 4:00 p.m. As the day progresses into the evening—coinciding with the population participating in evening activities and workers returning to their homes—service demand decreases gradually until reaching its lowest point at 4:00 a.m.

Figure 22: NACFR Service Demand by Hour, 2017–2019



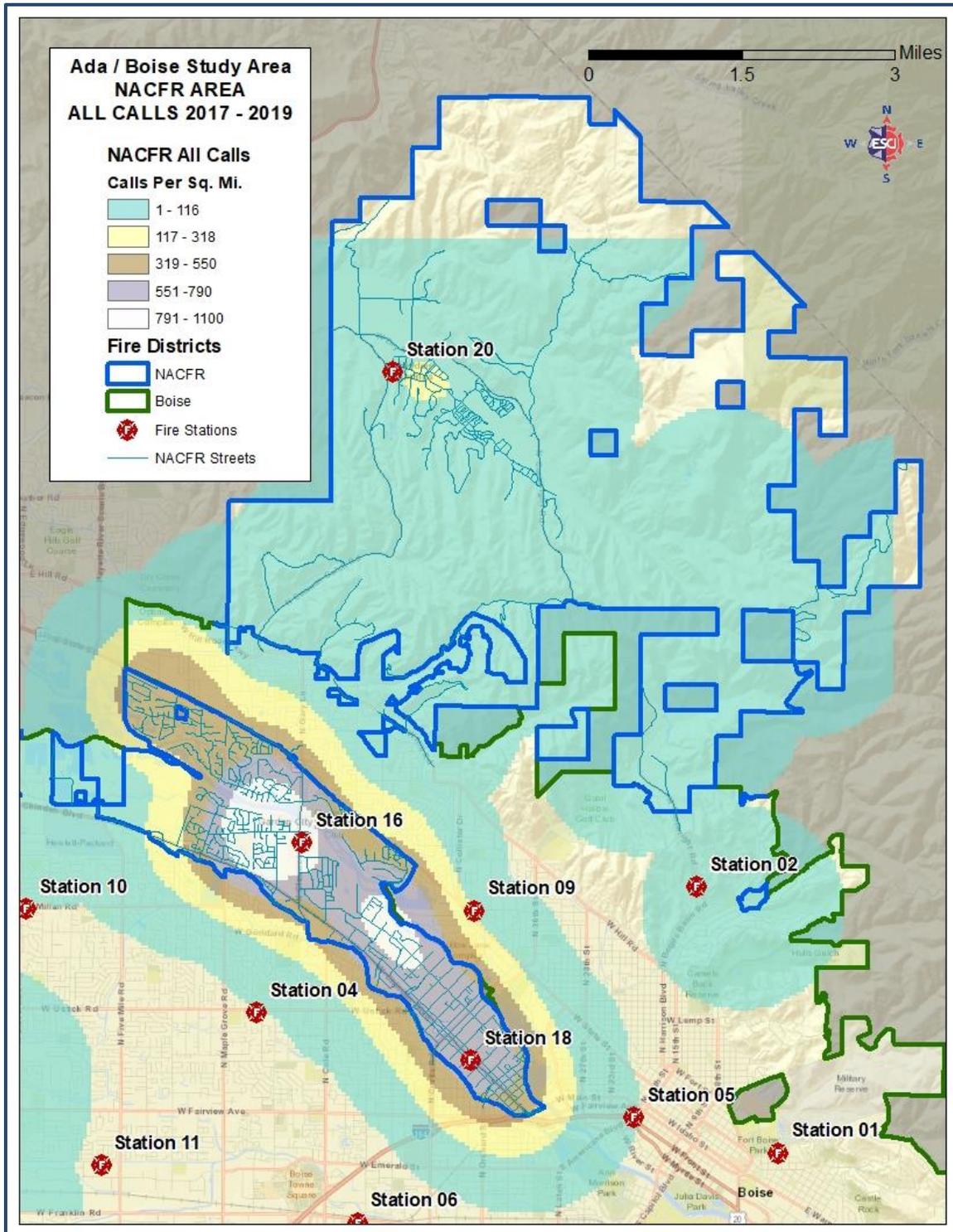
While service demand is lowest during the early morning hours, it should be noted that most fatal residential fires occur most frequently late at night or early in the morning. Based on findings from a national study, from 2014 to 2016, fatal residential fires were highest between 1:00 a.m. to 2:00 a.m., and 4:00 a.m. to 5:00 a.m. The 8-hour peak period (11 p.m. to 7 a.m.) accounted for 48% of fatal residential fires.⁹

⁹ Fatal Fires in Residential Buildings (2014–2016), Topical Fire Report Series Volume 19, Issue 1/June 18, U.S. Department of Homeland Security, U.S. Fire Administration, National Fire Data Center.

Resource Distribution Analysis

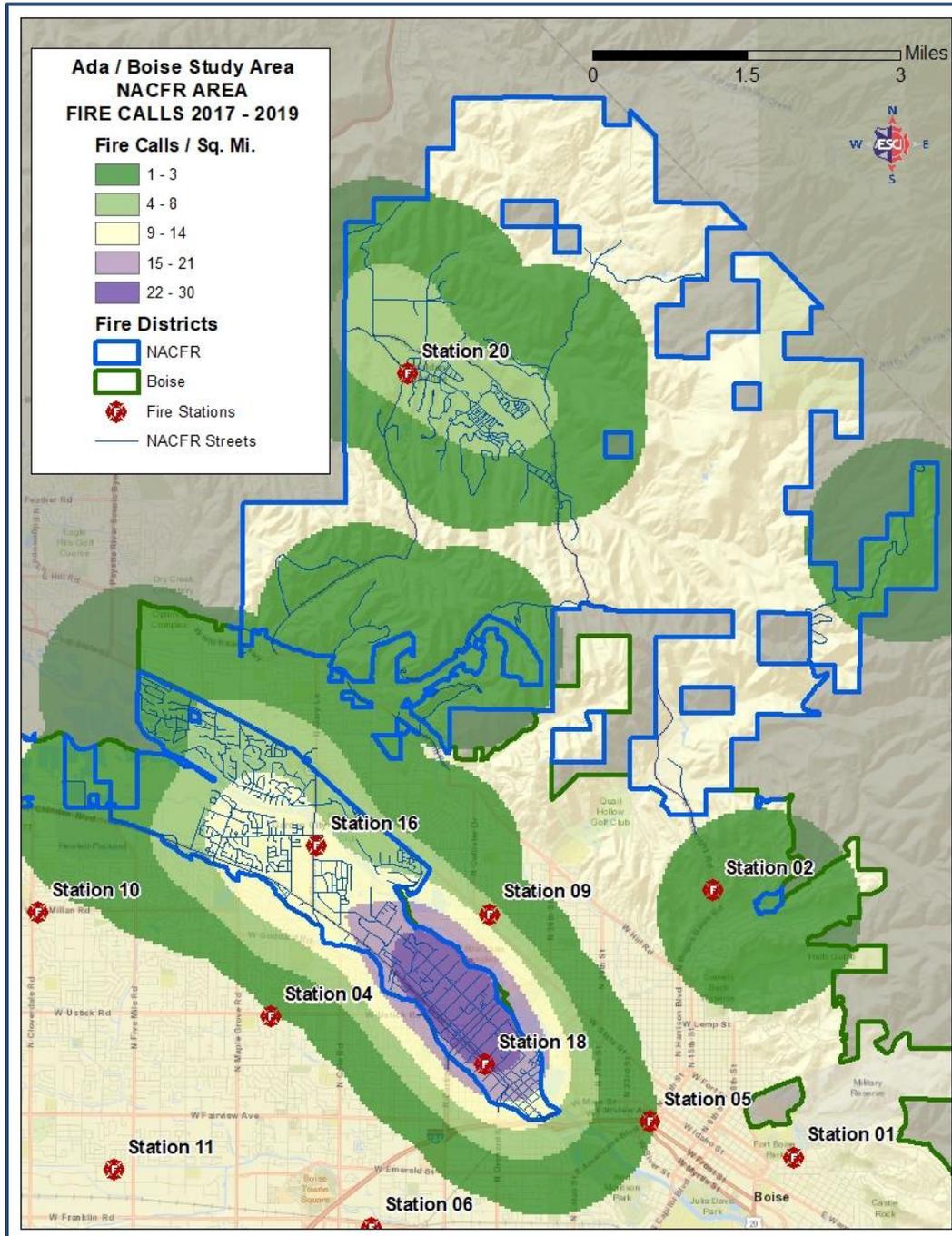
With knowledge of the various types of incidents encountered and when incidents occur, the next step in analyzing service delivery is to determine the geographic location of the incidents and how that relates to the distribution of resources throughout the service area. Using CAD and RMS data provided by the Boise Fire Department, ESCI utilized geographic information system (GIS) software to plot the location of incidents within the NACFR service area from 2017 to 2019. The data were categorized and analyzed to determine the mathematical density of incidents (incidents per square mile), as illustrated in the following figure. As illustrated, the greatest demand for service radiates out from two central points—In the area of Station 16 and approximately halfway between Station 16 and Station 18. Conversely, the demand for service in the area of Station 20 is extremely low.

Figure 23: NACFR Geographical Incident Density, 2017-2019 (All Incident Types)



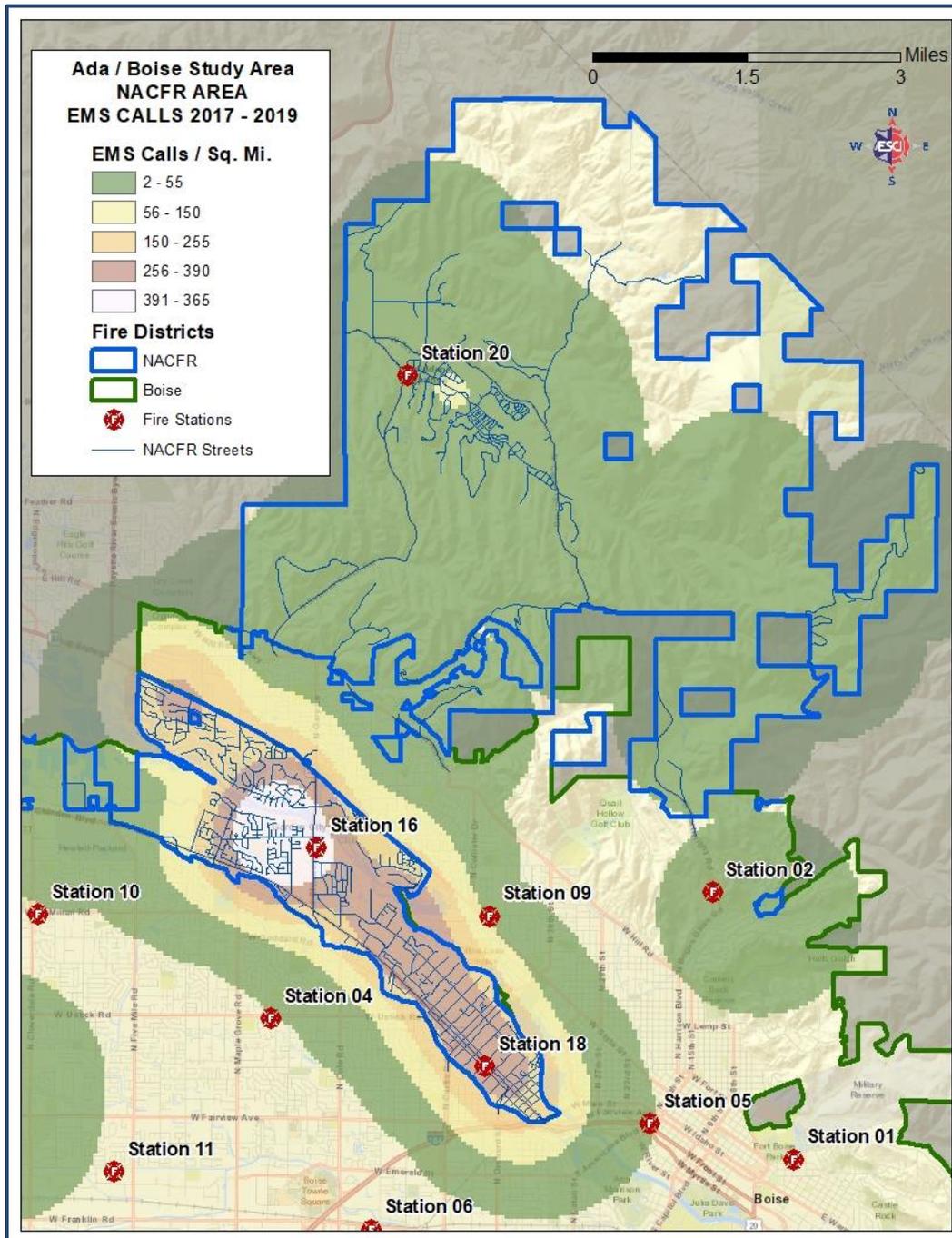
The following figure illustrates the density, including all NFIRS incident types other than the 300-series (Rescue and Emergency Medical Service [EMS] Incidents). As illustrated, the center of greater non-EMS density is located approximately halfway between Station 16 and Station 18 and radiates in a plume-like fashion towards Station 16.

Figure 24: NACFR Geographical Incident Density, 2017–2019 (All Non-EMS Incidents)



The final incident density analysis, as shown in the following figure, illustrates the geographic location of emergency medical incidents (NFIRS 300-series). The greater density for emergency medical incidents centers near Station 16 and radiates outward from there.

Figure 25: NACFR Geographical Incident Density, 2017–2019 (EMS Incidents)



ISO Distribution

The Insurance Services Office (ISO), a subsidiary of Verisk Analytics, is a national data analytics provider that evaluates fire protection for communities across the country. ISO assesses all areas of fire protection as broken down into four major categories, including emergency communications, fire department, water supply, and community risk reduction. Following an on-site evaluation, an ISO rating, or specifically, a Public Protection Classification (PPC®) number is assigned to the community ranging from 1 (best protection) to 10 (no protection). The PPC® score is developed using the Fire Suppression Rating Schedule (FSRS), which outlines sub-categories of each of the major four categories, detailing the specific requirements for each area of evaluation.

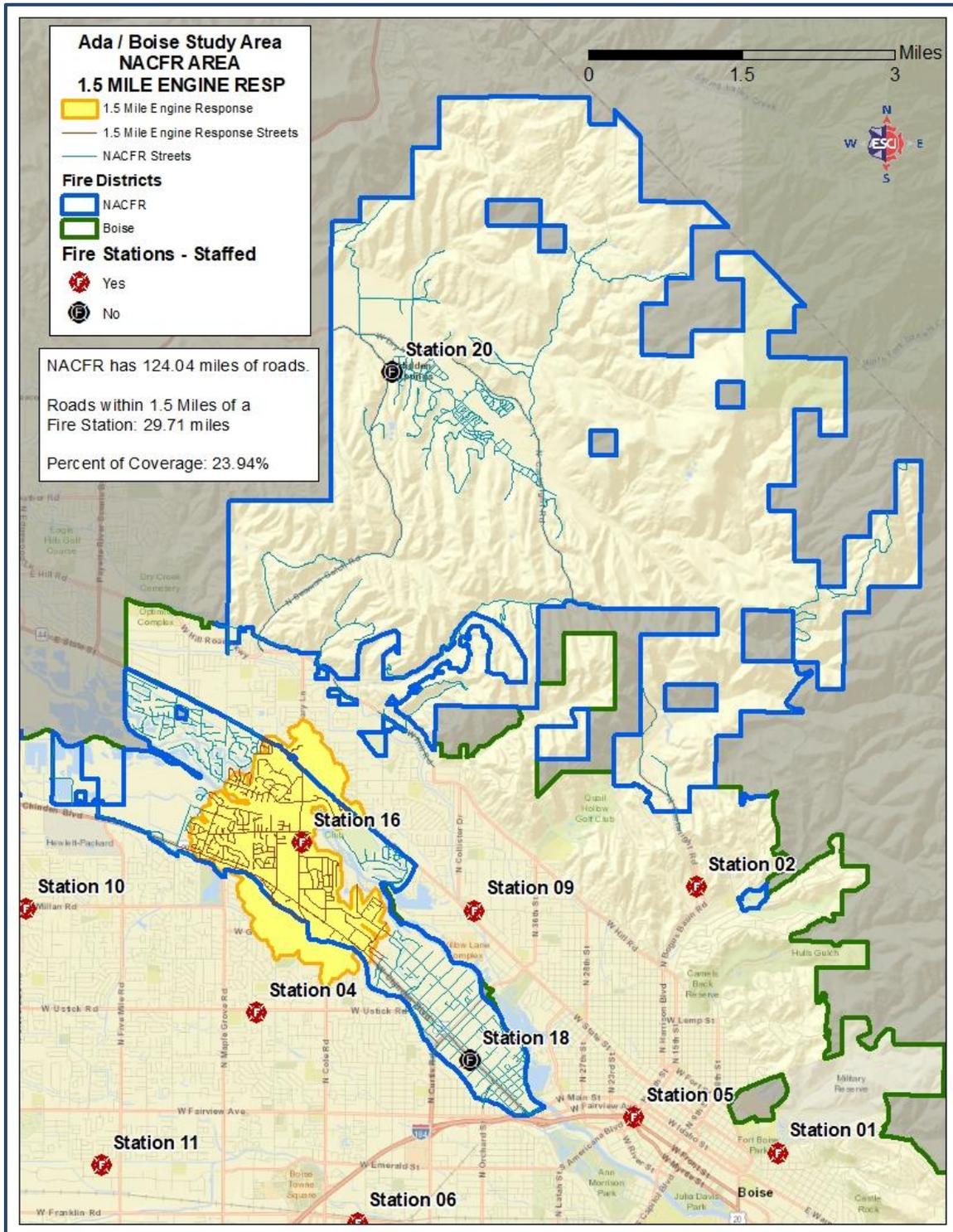
A community's ISO rating is an important factor when considering fire station and apparatus concentration, distribution, and deployment due to its effect on fire insurance costs for the residents and businesses. To receive maximum credit for station and apparatus distribution, ISO evaluates the percentage of the community (contiguously built upon area) that is within specific distances of fire stations, central water supply access (fire hydrants), engine/pumper companies, and aerial/ladder apparatus.

Travel Distance from a Fire Station

Each of the following figures provides an analysis of travel distance from a fire station. This is a key component for ISO to determine the risk of loss. From a logical standpoint, the greater the distance from a fire station, the possibility of a higher loss of life or property increases.

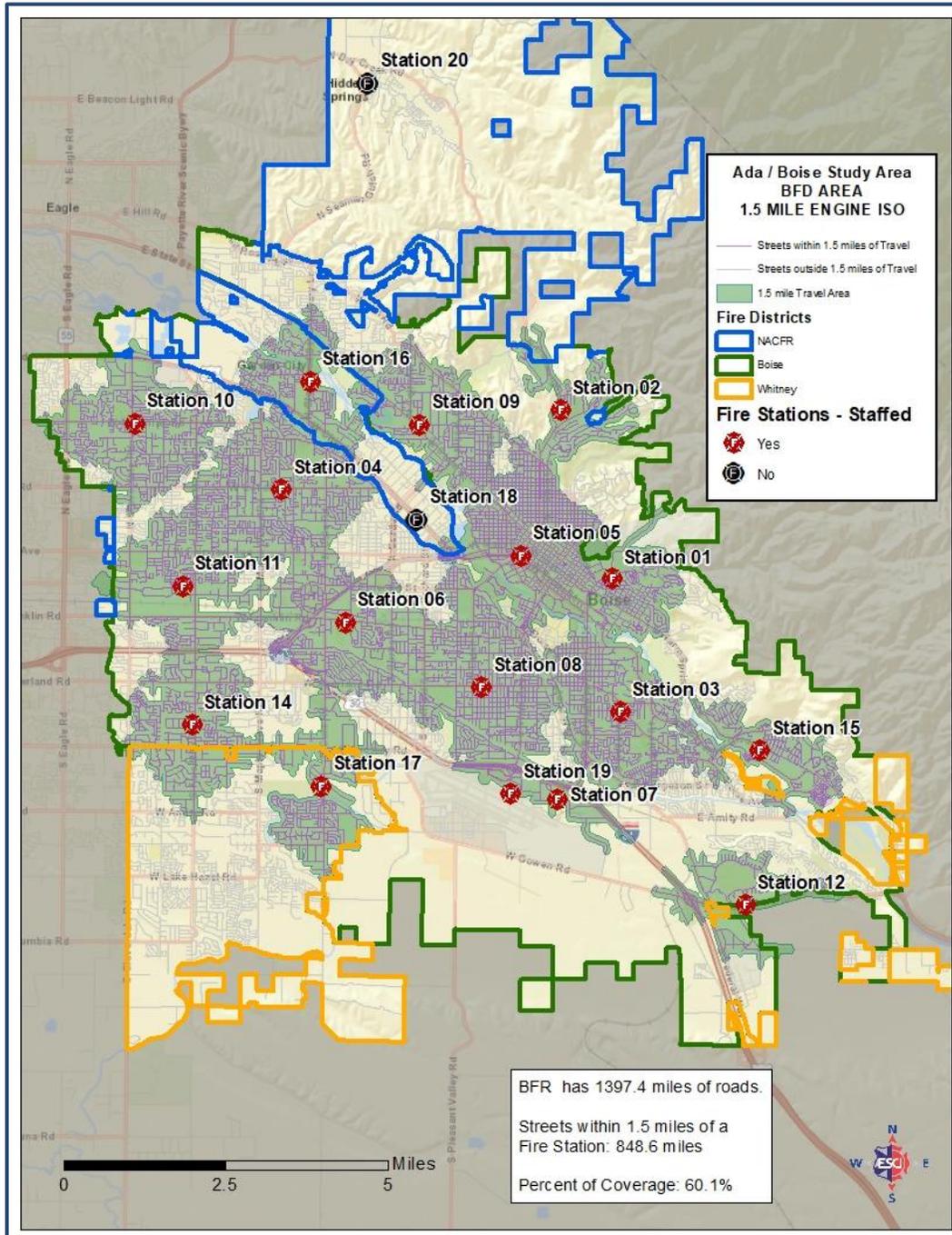
The first component of travel evaluated by ISO is the percentage of the service area that falls within a 1.5-mile travel distance of a staffed fire station. As illustrated in the following figure, E16 provides coverage of 23.94% of the NACFR service area within 1.5 miles.

Figure 26: NACFR 1.5-Mile Engine Distribution per ISO Criteria



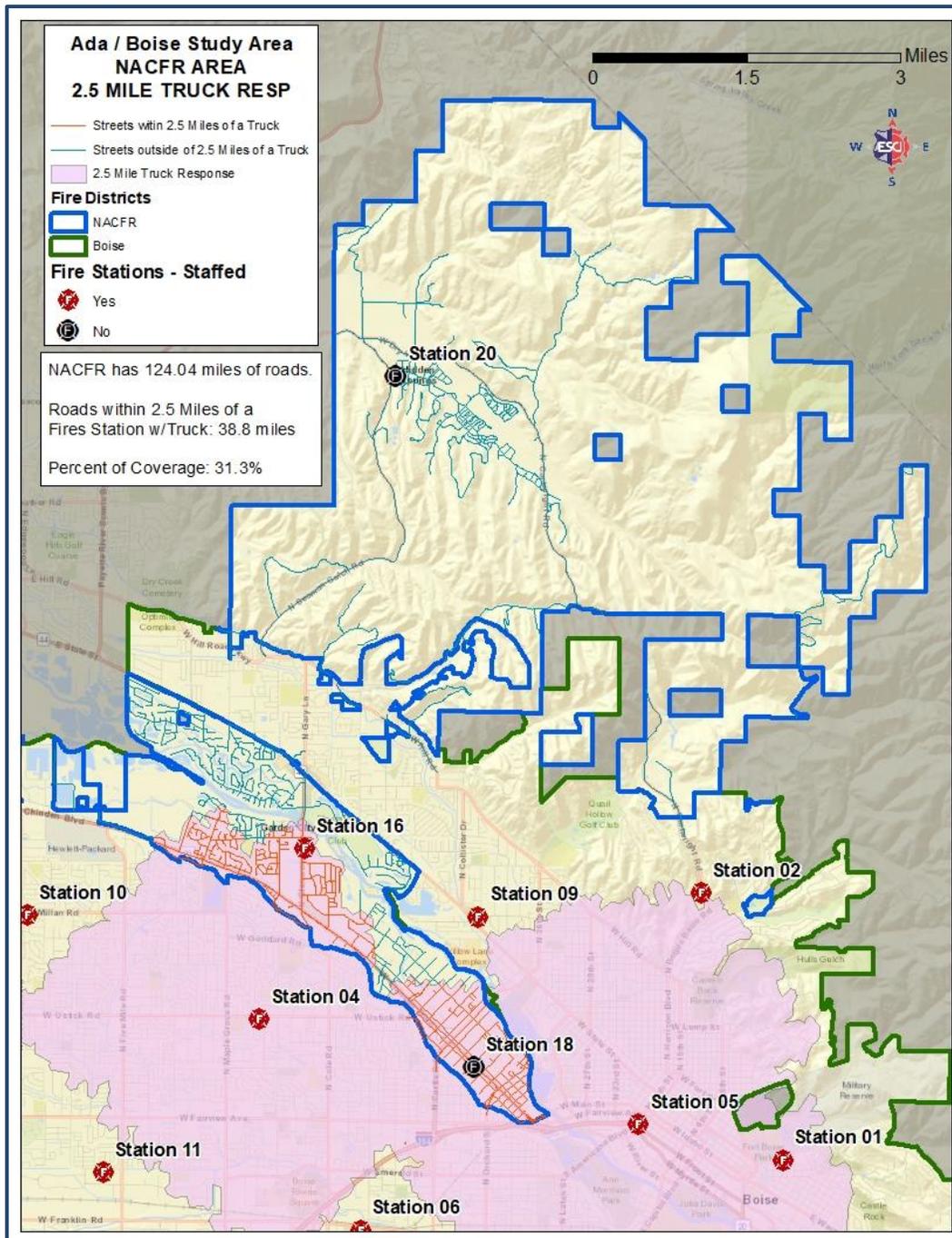
ESCI also mapped the 1.5-mile travel response distance from the BFD stations that respond into the NACFR service area. As can be seen in the following map, there is a coverage gap in the southern portion of the NACFR service area that extends west into a portion of Boise.

Figure 27: 1.5-Mile BFD Engine Response into the NACFR Service Area



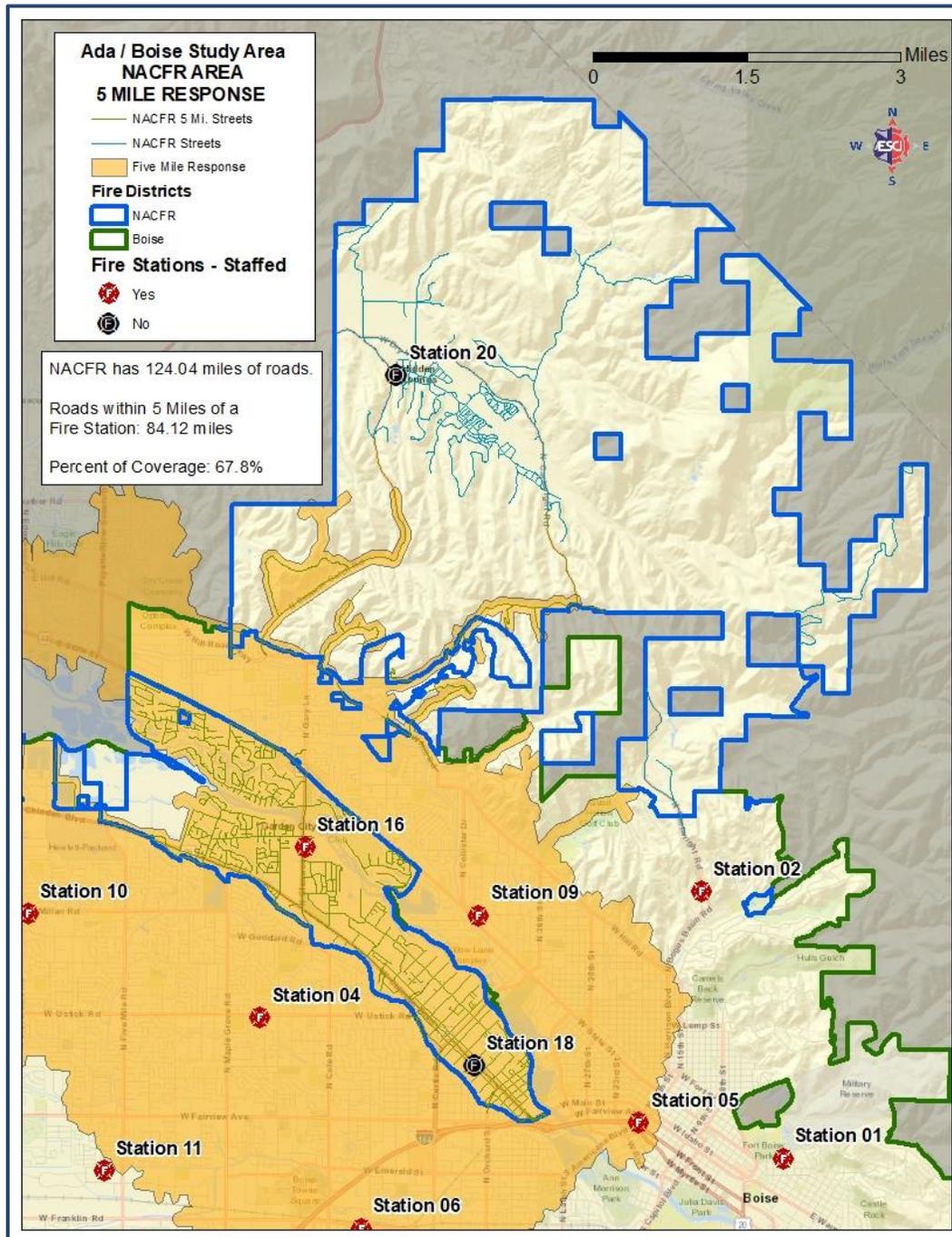
The second component of travel evaluated by ISO is the percentage of the service area that falls within a 2.5-mile travel distance of an aerial apparatus. NACFR does not have an aerial apparatus stationed within its service area. However, as BFD provides staffing and coverage for NACFR, aerial apparatus responding from BFD stations results in 31.3% of the NACFR service area to fall within the 2.5-mile distance.

Figure 28: NACFR 2.5-Mile Truck Distribution per ISO Criteria (from BFD Stations)



The final component of travel evaluated by ISO is the percentage of the service area that falls within a 5-mile travel distance of a fire station. As illustrated in the following figure, 67.8% of the NACFR service area falls within the 5-mile travel distance from a fire station.

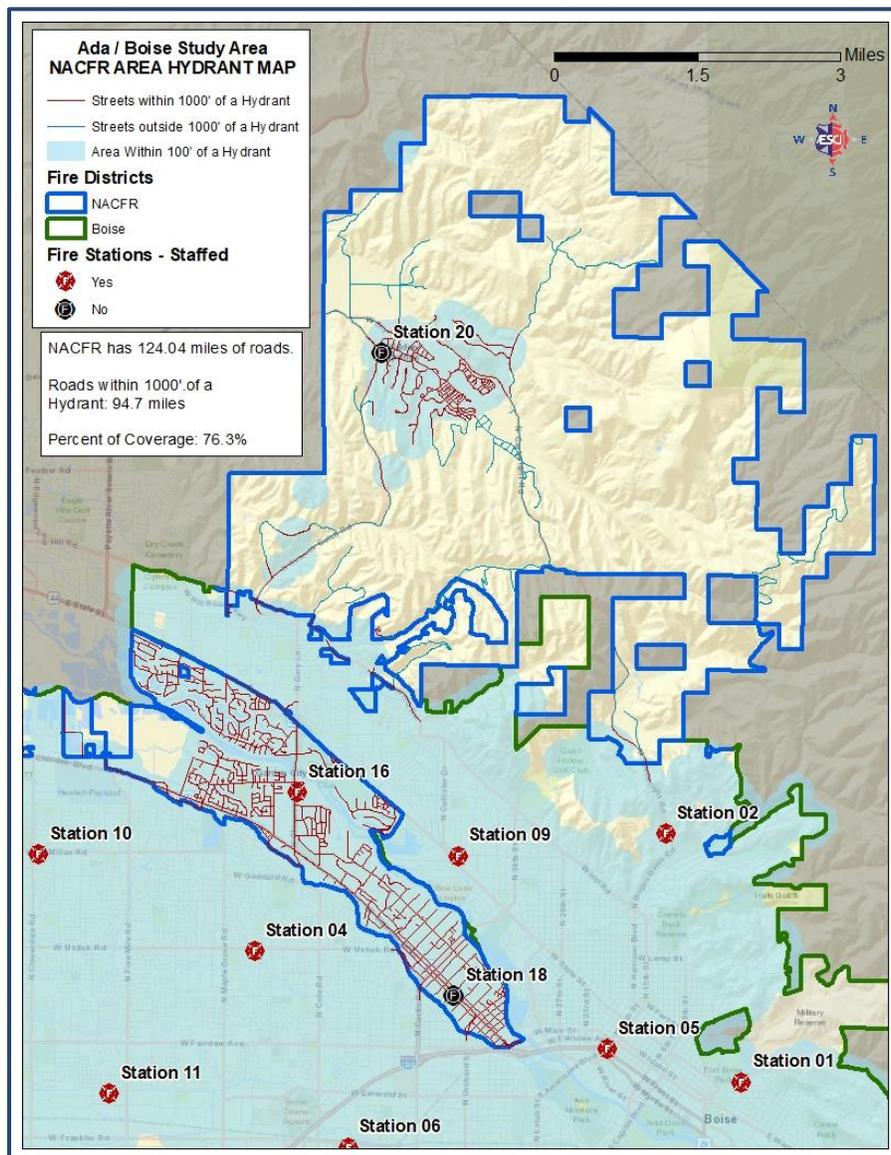
Figure 29: NACFR 5-Mile Coverage per ISO Criteria



Water Supply Distribution

Next, ISO evaluates a community's availability of a sufficient water supply for fire suppression. Included in this evaluation are the geographic location and distribution of fire hydrants. Structures outside a 1,000-foot radius of a fire hydrant are subject to a lower Public Protection Classification® rating than areas with adequate hydrant coverage, thus signifying limited fire protection. Exceptions are made when a fire department can show that either a dry hydrant or a suitable water tender operation is possible to provide the needed volume of water for fire suppression activities for a specific period. As illustrated by the following figure, 76.3% of the NACFR service area falls within 5 miles of a fire hydrant.

Figure 30: NACFR Hydrant Coverage per ISO Criteria

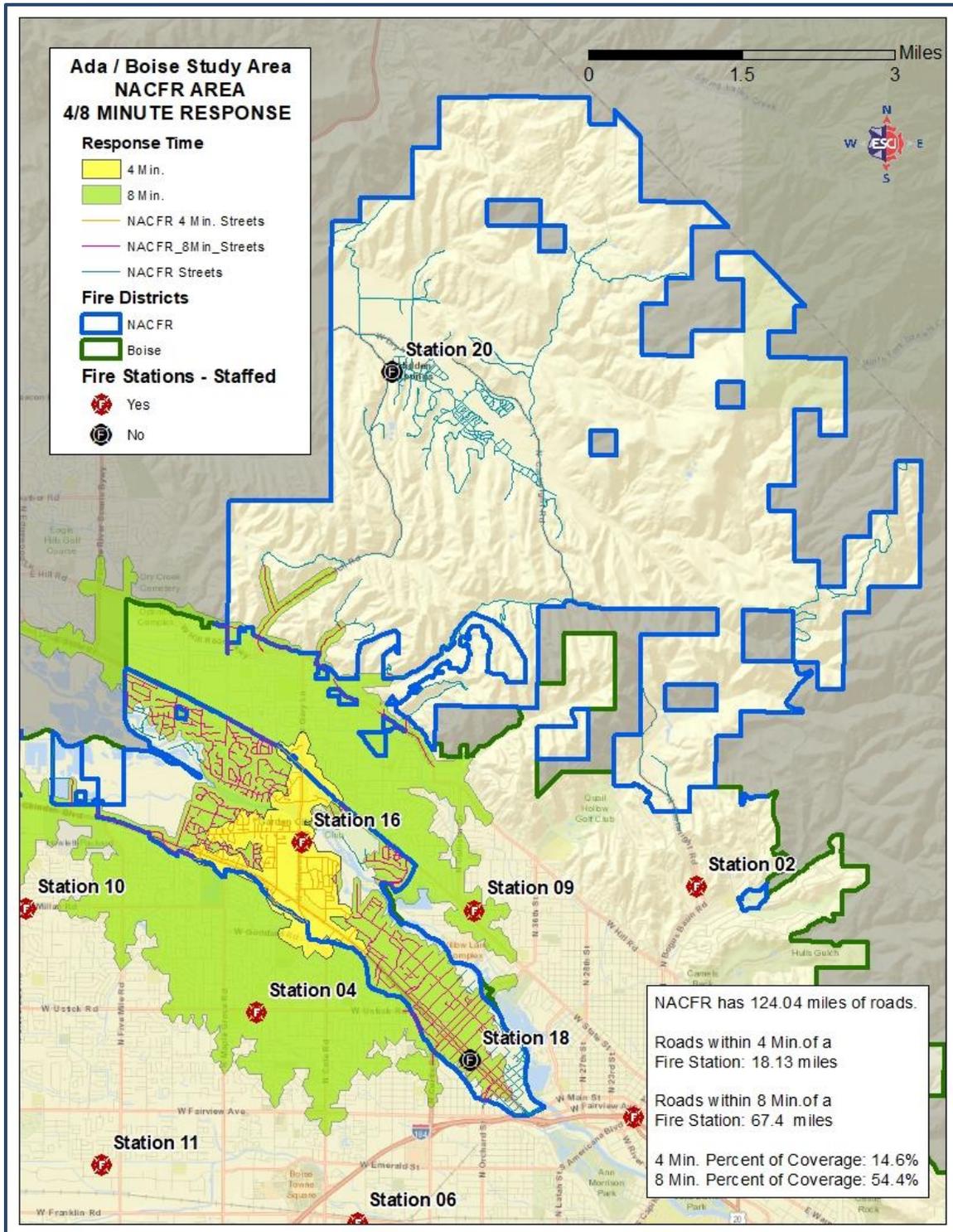


NFPA Distribution

National Fire Protection Association (NFPA) standards and the Center for Public Safety Excellence (CPSE) accreditation of fire departments both evaluate response time criteria to analyze resource distribution. For low/medium hazard incidents, the first unit should arrive within 4 minutes and the full assignment should arrive within 8 minutes. Travel time is calculated using the posted speed limit and adjusted for negotiating turns, intersections, and one-way streets.

The following figure illustrates the theoretical travel times based on response from Station 16. As illustrated, 14.6% of the NACFR service area falls within 4 minutes of Station 16 and 54.4% falls within 8 minutes.

Figure 31: NACFR 4/8-Minute Travel Time Model

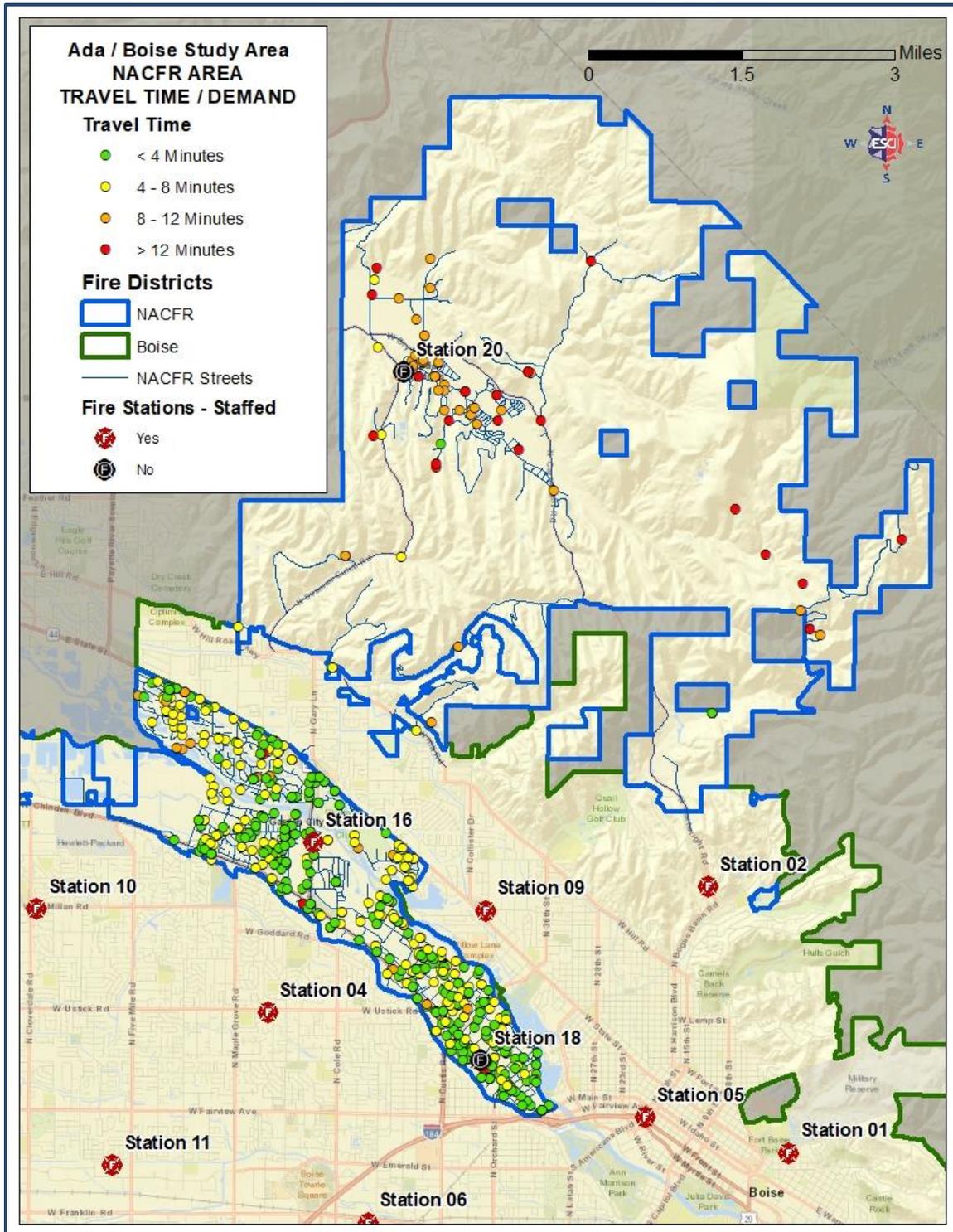


While the preceding figure illustrates the theoretical travel time based on units responding from Station 16, it is of value to also analyze the actual travel time experienced within the NACFR service area. Since actual responses may originate from a different location (E16 responding from a location other than its station or other BFD units responding into the NACFR service area), the following figures illustrate the actual travel time performance from 2017 to 2019. As expected, due to geographical separation from NACFR and BFD resources, the area with the greatest aggregate travel time was in Station 20's area.

Figure 32: NACFR Actual Travel Time, 2017–2019

Travel Time Performance	
Less than 4 Minutes	57.37%
4–8 Minutes	34.66%
8–12 Minutes	5.69%
Greater than 12 Minutes	2.28%

Figure 33: NACFR Actual Travel Time by Incident Location, 2017-2019



Resource Concentration Analysis

Accepted firefighting procedures call for the arrival of the entire initial assignment (sufficient apparatus and personnel to effectively deal with an emergency based on its level of risk) within a reasonable amount of time. This is to ensure that enough people and equipment arrive soon enough to safely control a fire or mitigate any emergency before there is substantial damage or injury.

The following three tables illustrate examples of the recommended resources needed to safely handle incidents similar to the examples. These recommendations are found as part of *NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*; and the Commission on Fire Accreditation (CFAI) Standards of Cover, 6th Edition.

Figure 34: Resources Needed for Residential Structure Fire
Initial Full Alarm Assignment
2,000 SF Residential Structure Fire

Command	1
Apparatus Operator	1
Handlines (2 members each)	4
Support Members	2
Victim Search and Rescue Team	2
Ground Ladders/Ventilation	2
Aerial Device Operator (if ladder used)	(1)
Initial Rapid Intervention Team	4
Total	16 (17)

Figure 35: Resources Needed for Strip Mall Fire

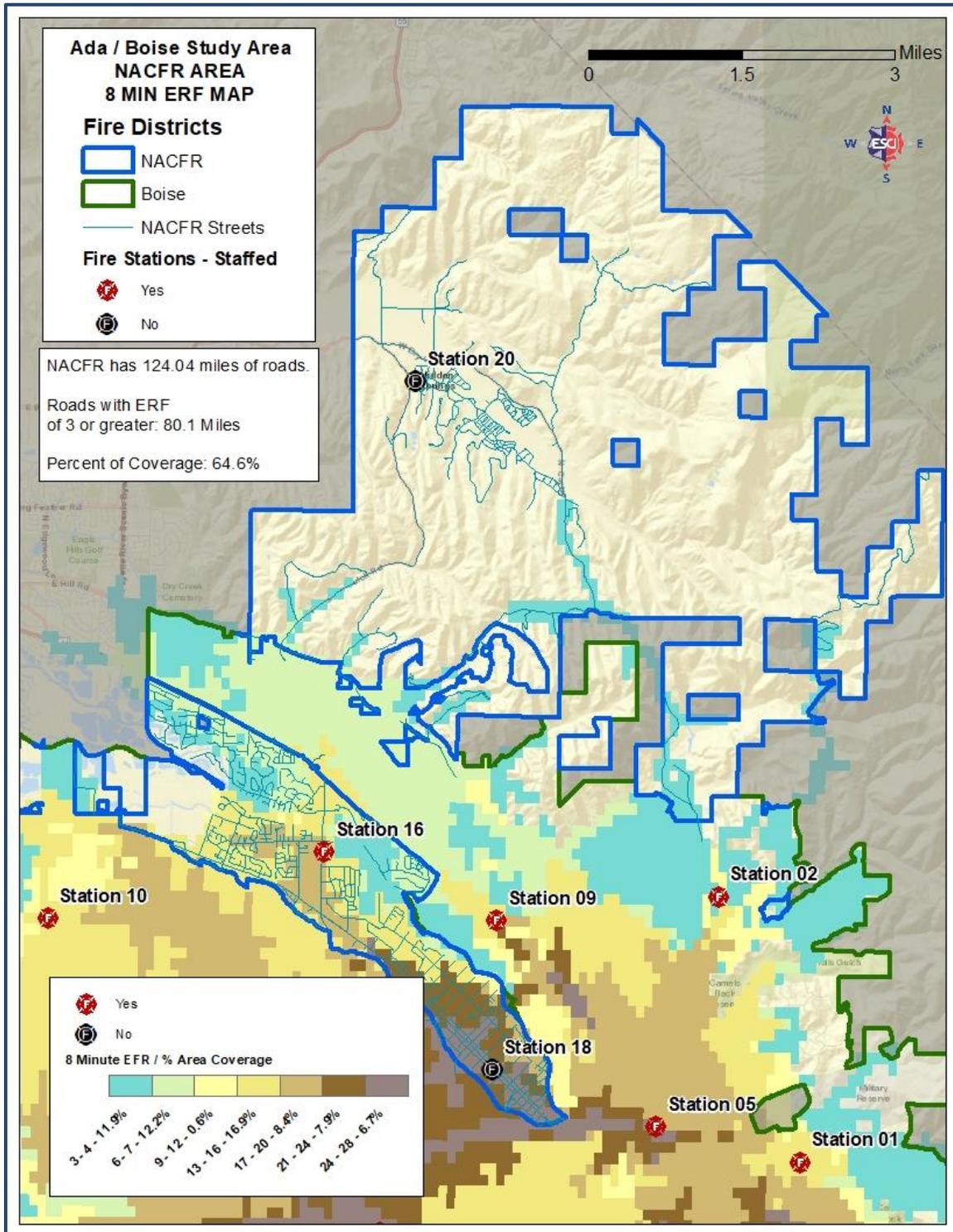
Initial Full Alarm Assignment Open Air Strip Shopping Center (13,000 SF to 196,000 SF)	
Command	2
Apparatus Operator	2
Handlines (2 members each)	6
Support Members	3
Victim Search and Rescue team	4
Ground Ladders/Ventilation	4
Aerial Device Operator (if ladder used)	(1)
Initial Rapid Intervention Team	4
Initial Medical Care Component	2
Total	27 (28)

Figure 36: Resources Needed for Garden Apartment Fire

Initial Full Alarm Assignment 1,200 SF Apartment (3-story garden apartment)	
Command	2
Apparatus Operator	2
Handlines (2 members each)	6
Support Members	3
Victim Search and Rescue team	4
Ground Ladders/Ventilation	4
Aerial Device Operator (if ladder used)	(1)
Initial Rapid Intervention Team	4
Initial Medical Care Component	2
Total	27 (28)

With only a single BFD staffed engine at Station 16, NACFR relies heavily on the overall BFD organization to provide an effective response force at incidents within the service area. As illustrated in the next figure, the ability to assemble an effective response force within 8 minutes sufficient for a residential structure fire only occurs in 64.6% of the NACFR service area. The ability to assemble an effective response force within 8 minutes sufficient for a larger commercial fire only occurs in 6.7% of the NACFR service area. ESCI also noted that between August 2018 and August 2019, fire units from BFD Stations 4, 5, and 9 arrived first at 386 incidents in the NACFR district area. It is not known how many times this was due to Engine 16 being unavailable, out of position, or another BFD engine was closer to the incident.

Figure 37: NACFR Effective Response Force



Workload and Response Reliability

While travel distance, geographic distribution, and other factors impact the ability of the Department to provide reliable service, two additional components that may have a significant impact are workload and call concurrency.

Unit Hour Utilization

Workload refers to the amount of work a unit incurs and may be measured either as the number of incidents or the amount of time spent on incidents. While the number of incidents is an acceptable measure, there is greater value in analyzing the amount of time spent on incidents by each unit. This measure is referred to as unit hour utilization (UHU).

While there are limited formal performance measures available to quantify UHU, in May 2016, Henrico County (VA) Division of Fire published an article after studying its department's EMS workload.¹⁰ As a result of the study, the Henrico County Division of Fire developed a general commitment factor (UHU) scale for its department. The next figure is a summary of the findings as it relates to commitment factors.

Figure 38: Commitment Factors as Developed by Henrico County (VA) Division of Fire

Factor	Indication	Description
16–24%	Ideal Commitment Range	Personnel can maintain training requirements and physical fitness and can consistently achieve response time benchmarks. Units are available to the community more than 75% of the day.
25%	System Stress	Community availability and unit sustainability are not questioned. First-due units are responding to their assigned community 75% of the time, and response benchmarks are rarely missed.
26–29%	Evaluation Range	The community served will experience delayed incident responses. Just under 30% of the day, first-due ambulances are unavailable; thus, neighboring responders will likely exceed goals.
30%+	"Line in the Sand"	Not Sustainable: Commitment Threshold—the community has less than a 70% chance of timely emergency service, and immediate relief is vital. Personnel assigned to units at or exceeding 0.3 may show signs of fatigue and burnout and may be at increased risk of errors. Required training and physical fitness sessions are not consistently completed.

¹⁰ How Busy Is Busy?; Retrieved from <https://www.fireengineering.com/articles/print/volume-169/issue-5/departments/fireems/how-busy-is-busy.html>

The following figure illustrates the UHU for primary BFD units responding into the NACFR service area. Since E16 is the primary response unit station in the NACFR service area, it is also important to illustrate the total workload to include incidents E16 responds to outside of its primary response zone.

Figure 39: NACFR Unit Hour Utilization, 2017–2019

Unit	2017 UHU	2018 UHU	2019 UHU	Change 2017 to 2019
E16 (NACFR Only)	3.88%	3.93%	3.66%	-0.22%
E16 (All Zones)	8.16%	7.56%	8.33%	0.17%
E18	0.87%	0.40%	1.34%	0.47%
E4	0.33%	0.56%	0.57%	0.24%
E42	0.54%	0.98%	1.10%	0.56%
E5	0.41%	0.52%	0.29%	-0.12%
E9	1.36%	1.15%	0.31%	-1.04%

As illustrated in the preceding figure, E16 and the other units that provide primary or backup response coverage into the NACFR service area had UHU activity that indicates a significant capacity for additional emergency incident workload.

Call Concurrency

Call concurrency refers to the number of incidents occurring at the same time within a jurisdiction. This is required information for leadership to have the ability to determine needed resources within the community. While there are no specific standards in reference to call concurrency, as it increases, the ability to provide service without relying on automatic aid or mutual aid resources decreases. Service for NACFR is provided primarily by a single engine responding from NACFR Station 16—staffed by BFD personnel. The following figure displays the concurrency of NACFR's incidents.

Figure 40: NACFR Concurrent Incidents, 2017–2019

Concurrent Incidents	2017	2018	2019	Change 2017 to 2019
Single Incident	86.92%	83.39%	85.95%	-0.97%
Two Incidents	11.97%	14.56%	12.99%	1.02%
Three Incidents	1.11%	1.89%	1.00%	-0.11%
Four Incidents	0.00%	0.16%	0.06%	0.06%

As illustrated in the previous figure, single incidents have ranged from 83.39–86.92% over the study period. This means that for the remaining 13.08–16.61%, NACFR relies on additional BFD units to respond to calls for service. This is consistent when compared to the UHU workload, as noted in the preceding figure, which includes five additional units that provide backup coverage in the NACFR service area. While some of that workload is associated with multi-unit response to single incidents, some portion is also related to handling concurrent incidents.

Response Performance

Throughout the nation, most citizens view the performance of their fire department based upon response times. For the 911 caller, this time seems to take forever, and they may seek to ascertain the actual time from the initiation of the 911 call until the fire department arrives. This measure is but a single portion of the overall response continuum and leadership should ensure that they monitor all the components associated with response time performance. This will enable leadership to verify if they are meeting their expected target times or identify any deficiencies or areas for improvement.

In this analysis, ESCI generates percentile measurements of response time performance. The use of percentile measurement using the components of response time follows the recommendations of industry best practices, including benchmarks identified by the Center for Public Safety Excellence (CPSE), Standards of Cover document and the National Fire Protection Association (NFPA) 1710: *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*.

The “average” measure is a commonly used descriptive statistic also called the “mean” of a data set. The most important reason for not using the average for performance standards is that it may not accurately reflect the performance for the entire data set and may be skewed by outliers, especially in small data sets. One extremely good or bad value can skew the average for the entire data set.

The “median” measure is another acceptable method of analyzing performance. This method identifies the value in the middle of a data set and thus tends not to be as strongly influenced by data outliers.

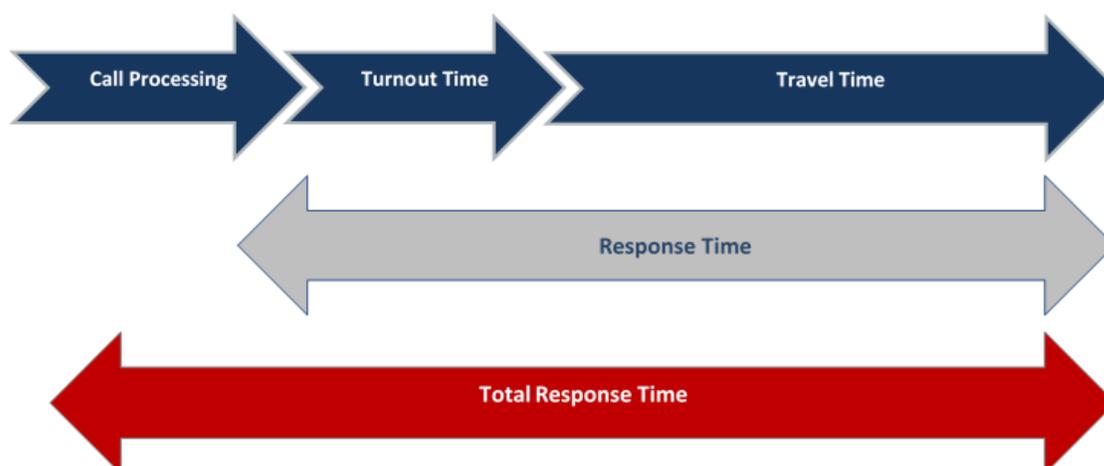
Percentile measurements are a better measure of performance because they show that most of the data set has achieved a particular level of performance. The 90th percentile means that 10% of the values are greater than the value stated, and all other data are at or below this level. This can be compared to the desired performance objective to determine the degree of success in achieving the goal.

As this report progresses through the performance analysis, it is important to keep in mind that each component of response performance is not cumulative. Each is analyzed as an individual component, and the point at which the fractile percentile is calculated exists in a set of data unto itself.

The *response time continuum*—the time between when the caller dials 911 and when assistance arrives—is comprised of several components:

- **Call Processing Time:** The time between a dispatcher getting the call and the resources being dispatched.
- **Turnout Time:** The time between when the unit is notified of the incident and when they are responding.
- **Travel Time:** The time the responding unit spends on the road to the incident.
- **Response Time:** A combination of turnout time and travel time, the most commonly used measure of fire department response performance.
- **Total Response Time:** The time from when the 911 call is answered until the dispatched unit arrives on the scene.

Figure 41: Response Time Components



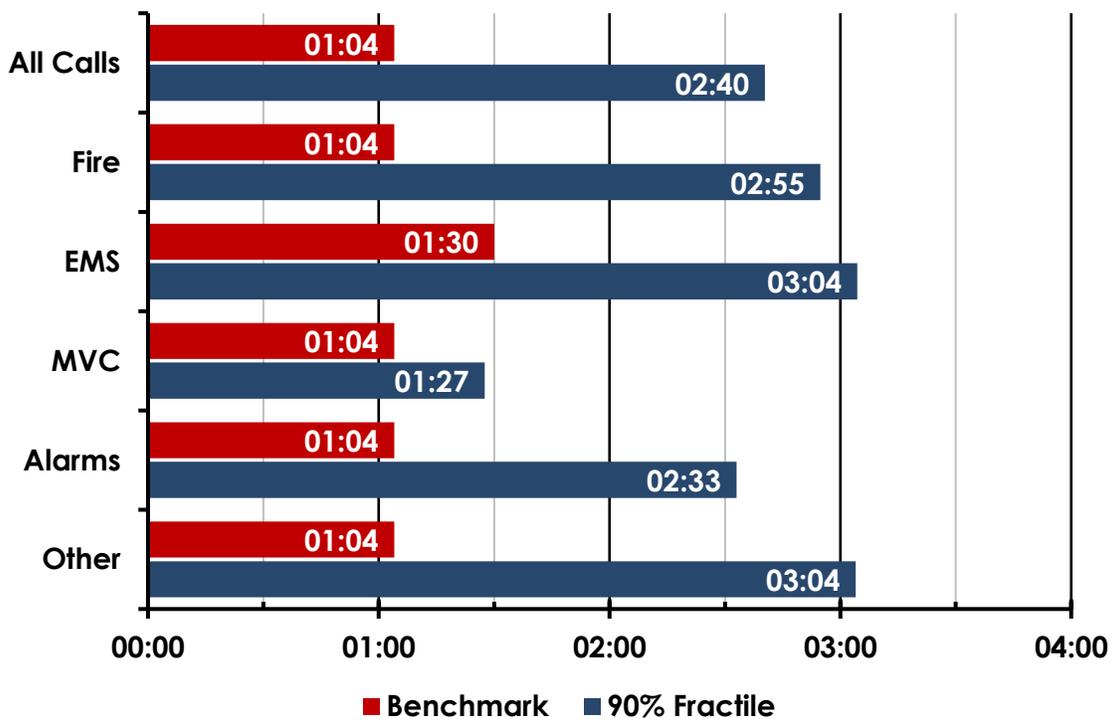
Total response time is the amount of time a resident or business waits for resources to arrive at the scene of an emergency beginning when they first placed a 911 call. This process begins for the fire department once the appropriate unit is dispatched by the communications center. The NFPA standard for alarm handling and call processing is derived from NFPA 1221: *Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems* and provides for communication centers to have alarm handling time of not more than 15 seconds, 90% of the time and not more than 20 seconds, 95% of the time. Additionally, NFPA 1221 requires call processing to occur within 64 seconds, 90% of the time for high-priority incidents. Similarly, NFPA 1710 requires the call processing time to be 60 seconds or less, 90% of the time, as does ISO.

For all of the time performance measures illustrated in this section, only those incidents that were coded as an emergency response were included in the analysis.

Call Processing Performance

The BFD is dispatched by the Ada County Sheriff's 911 Dispatch Center, so it does not have direct control over the Center's call processing time performance. However, the call processing time—the measure between the time the 911 calls are answered until dispatched—was 2 minutes, 40 seconds for all incidents (excluding emergency medical incidents). This is well above the target measure and individual performance by incident type ranged from 1 minute, 27 seconds for motor vehicle collision incidents to 3 minutes, 4 seconds for other incidents. Because the Ada County Sheriff's 911 Dispatch Center utilizes the *Priority Dispatch*® Emergency Medical Dispatch protocol system, the target measure for call processing time performance is 1 minute, 30 seconds. Also illustrated in the next figure, BFD's call processing time performance in this category is well beyond double the expected standard at 3 minutes, 4 seconds.

Figure 42: NACFR Call Processing Time Performance, 2017–2019



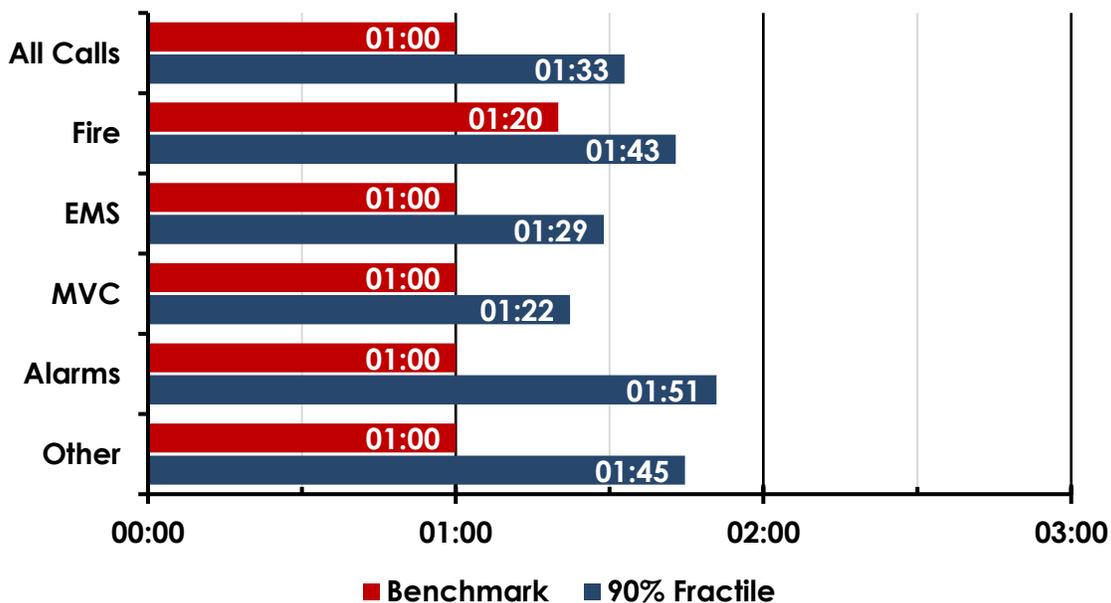
Turnout Time Performance

The first component of the overall response time continuum over which NACFR has direct control is the turnout time performance. This is the measure of time between the unit being dispatched and the unit beginning to respond to the incident. NFPA 1710 specifies that turnout time performance should be less than 60 seconds (01:00), measured at the 90th percentile for incidents other than fire and special operations. For those incidents, turnout time performance should be 1 minute, 20 seconds (01:20).

As illustrated in the following figure, the overall turnout time performance for NACFR is 1 minute, 33 seconds. When analyzed by incident type, performance ranged from 1 minute, 22 seconds for motor vehicle collision incidents to 1 minute, 51 seconds for alarm incidents. While overall performance is nearly double the expected performance, it is consistent with similar departments across the nation. Leadership should analyze the various components of turnout to determine if there are any areas where changes may be made to result in an improvement of performance. These areas may include:

- Station design/layout that may impact the length of time it takes crews to move from the living quarters of the station to the apparatus bays.
- Communications/Notification systems.
- Ability of personnel to quickly relocate personal protective gear between apparatus when cross-staffing units within the station.
- Functionality of door closing devices to quickly secure the station as units respond to incidents.

Figure 43: NACFR Turnout Time Performance, 2017–2019

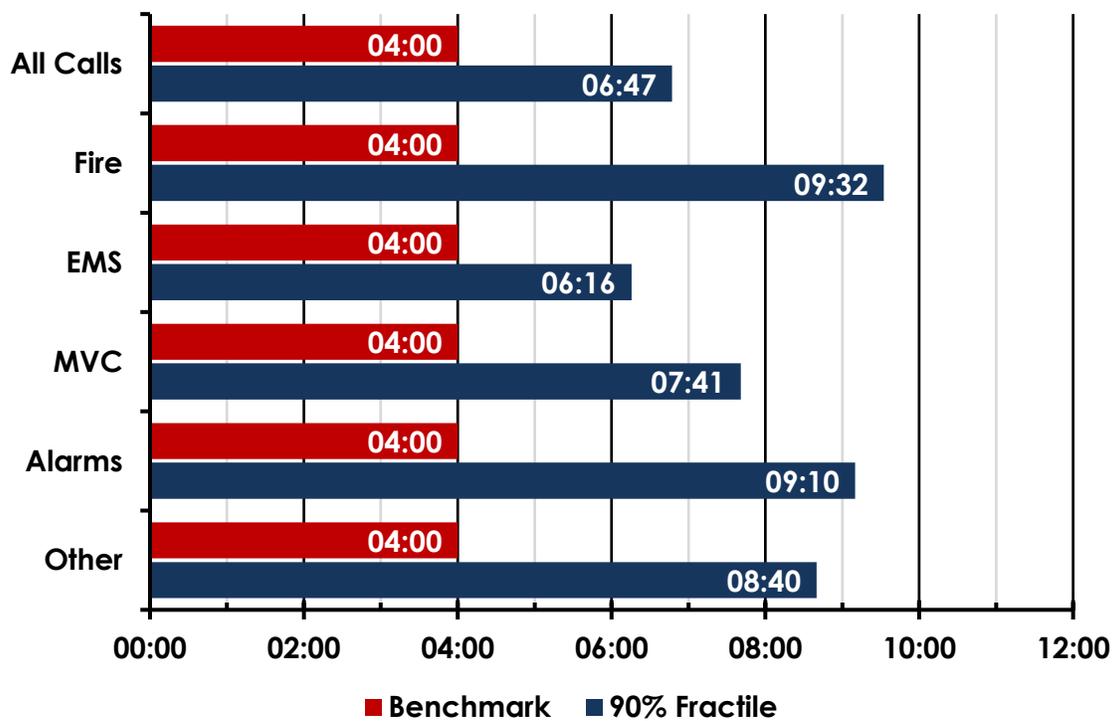


Travel Time Performance

While each of the various components of the response time continuum has an impact, travel time is potentially the component with the greatest impact on response time. This is affected by the actual geographical location of the incident as it relates to the fire department resources—the greater the distance, the greater the travel time. The ability to meet the 4-minute expected performance is hampered in most departments by the high cost of staffing stations/units in sufficient density to achieve the target measure.

As illustrated in the following figure, the overall travel time for NACFR is 6 minutes, 47 seconds. While this is nearly 2.5 minutes greater than the expected performance, it is demonstrably an excellent response time. When analyzed by incident type, performance ranged from 6 minutes, 16 seconds for emergency medical incidents to 9 minutes, 32 seconds for fire incidents.

Figure 44: NACFR Travel Time Performance, 2017–2019

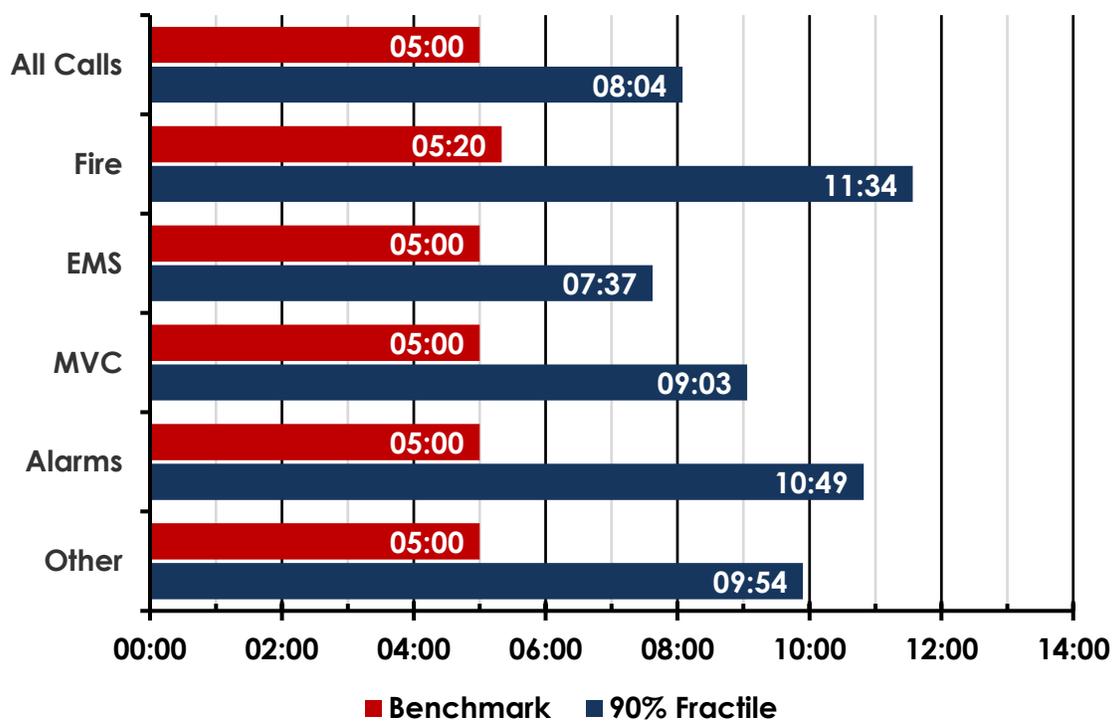


Response Time Performance

The next response criteria analyzed combined the components of turnout time and travel time and has an expected performance of 5 minutes or less. For many agencies, this is often the most tracked measure as it is comprised of only those components over which the fire department has direct control.

As illustrated below, the overall response time performance for NACFR is 8 minutes, 4 seconds. When analyzed by incident type, performance ranged from 7 minutes, 4 seconds for alarm incidents to 11 minutes, 34 seconds for fire incidents.

Figure 45: NACFR Response Time Performance, 2017–2019

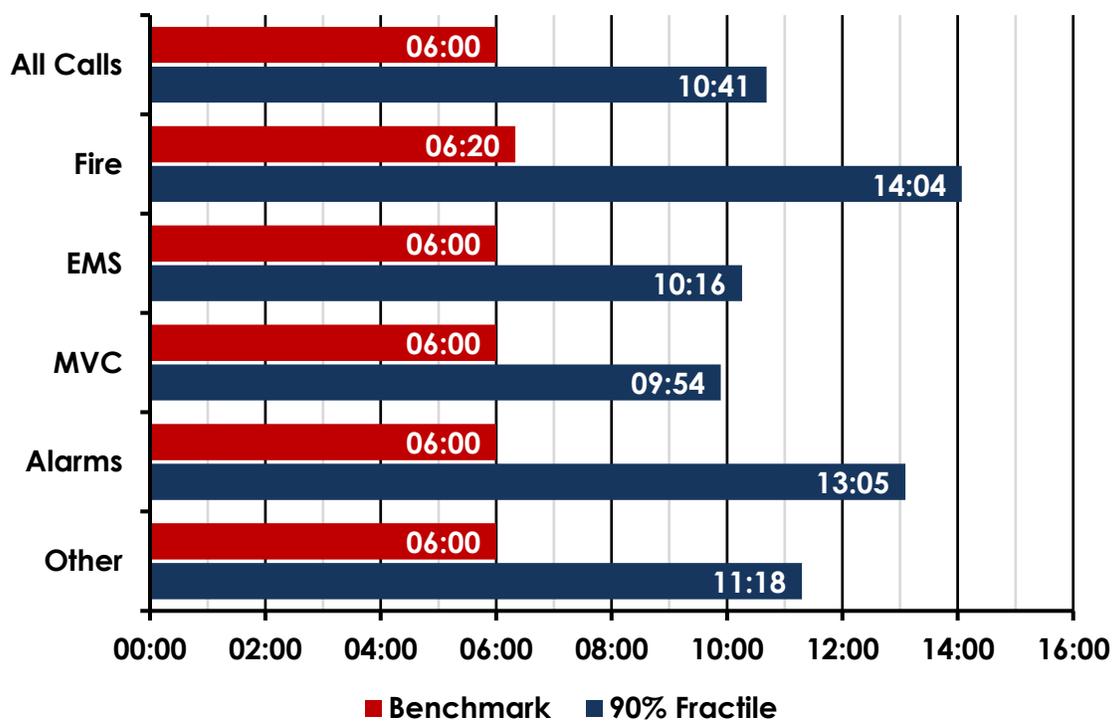


Total Response Time Performance

The final component combines all the other components into a single measure and provides the measurement of time between the 911 call taking place until the first unit arrives at the incident.

As illustrated in the following figure, the overall total response time performance for NACFR is 10 minutes, 41 seconds. When analyzed by incident type, performance ranged from 9 minutes, 54 seconds for motor vehicle collision incidents to 14 minutes, 4 seconds for fire incidents.

Figure 46: NACFR Total Response Time Performance, 2017–2019



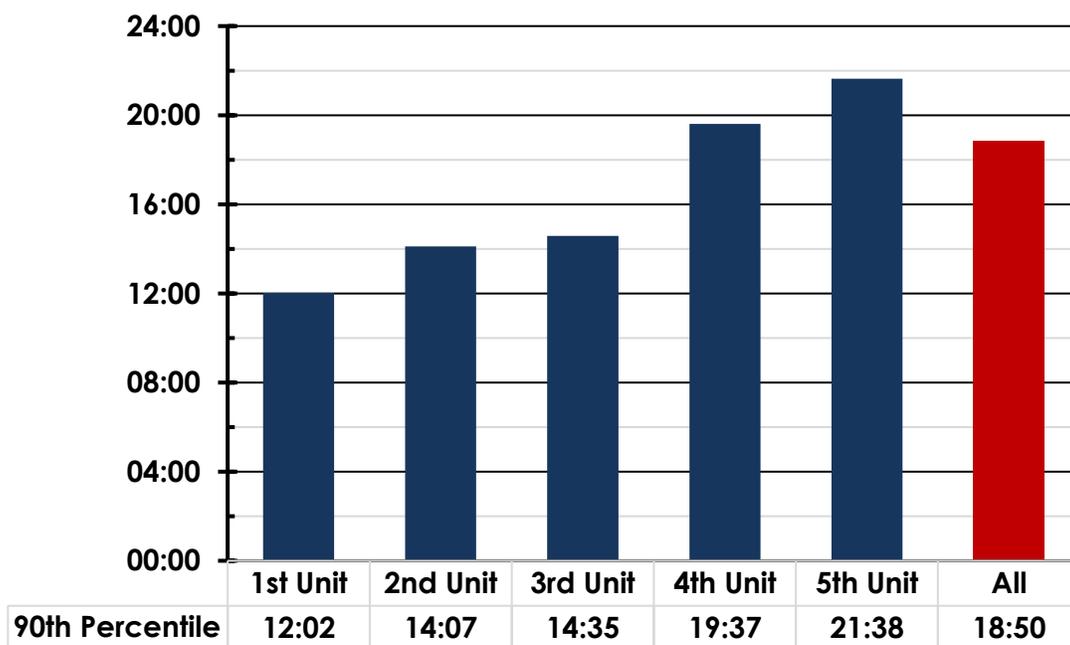
Response Time Performance for Structure Fires

When analyzing response performance specific to structure fires, it is important to determine the amount of time it takes for the entire initial first alarm assignment to arrive on-scene. This initial assignment should provide sufficient apparatus and personnel to effectively deal with the incident based on the level of risk—often referred to as Effective Response Force (ERF). The purpose behind the measure is to ensure that the ERF arrives soon enough to safely control the incident prior to the occurrence of substantial damage or injury.

For purposes of this analysis, only incidents coded as 111 (building fire) or 112 (fires in structures other than a building) were included, and only primary fire suppression apparatus were included (engines and trucks). To be included in the analysis, only units with an on-scene time stamp were utilized. The performance is the measure of time from notification (dispatch) until arrival.

The following figure illustrates the response time performance based on the order of arrival at the 90th percentile. It is important to note that as the NACFR service area only has a single staffed unit, the remaining units arriving on the scene of the incident within the NACFR service area are additional units from BFD.

Figure 47: Response Time Performance at 90th Percentile for Structure Fires



FINANCIAL REVIEW

This section of the study provides background information on the historical and current financial conditions of the BFD and NACFR. To provide an understanding of fire service financial resources and costs within the overall study area, ESCI reviewed the individual historical revenues and expenditures for each respective agency. This review includes, to the extent the data were available, a five-year historical look back. Individual agency historical trend data were later used to develop key assumptions leading to financial forecasts of revenue, expense, and fund balance (if applicable) for the period FY 21–26, given various potential new configurations.

This comparative snapshot of historical financial results sets the stage for modeling the likely financial outcomes of fire department consolidation options to help judge the fiscal viability of alternative cooperative service scenarios now and into the future. This analysis relies on documentation provided by the departments, including actual and adopted budget documents and departments' comprehensive annual financial reports (CAFRs) and audits as available.

Financial analysis is an important part of determining the potential for fire department consolidation. To this end, ESCI has developed data-driven models for each respective option based upon the data provided. A modeled budget is designed to fairly represent monetary policy and practices used by each agency and to neutralize differences or account for financial peculiarities. This modeling approach allows for a fair comparison to be made of the agencies, affording a realistic public cost of each agency's operations and provides a means to evaluate the financial impact of integration effectively.

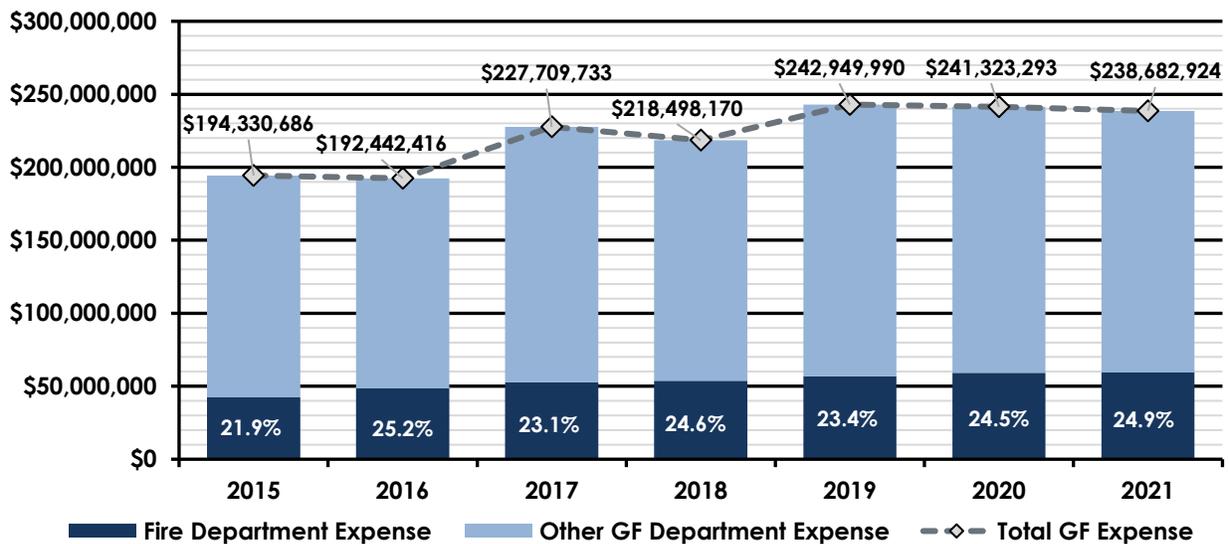
Historical Revenues and Expenses

The following discussion presents historical revenue and expense for each agency. A summary of each department is provided along with a comparative millage rate. Each department has different revenue streams, although both rely primarily on ad valorem taxes, with different categories of expenses and requirements for fund balance. Therefore, descriptions and analyses in each section may differ slightly from one another.

Boise Fire Department

The Boise Fire Department is one of several City of Boise external service departments housed within the City General Fund or GF (Fund 101). Program-specific revenues and, both operating and some limited capital expenses associated with traditional fire, rescue, and prevention activities are budgeted within the GF (Fund 101-Department 0150). Capital projects such as fire station construction and/or renovation and other infrastructure improvements are accounted for in the Boise Capital Projects Fund (Fund 402-Department 0150), which receives primary funding from GF transfers and Impact Fee Fund transfers. Major equipment/apparatus expenditures, including fleet replacement, and major repairs and/or maintenance items, are also accounted for in the Capital Projects Fund. The City collects a variety of impact fees on new development, including fire impact fees, which are accounted for in the Impact Fee Fund (Fund 405-Department 0150) and which are used to offset some fire department capital projects. The department also receives donated funds, which is a relatively minor source. Revenue and associated expenses are tracked in the Heritage Fund (Fund 210-Department 0150). Fire department operating expenditures as a percentage of the total GF expenditure budget have varied between a low of near 22% in FY 15 to highs of almost 25%, as shown in the following figure.

Figure 48: BFD as % of Total GF Expenditure Budget (FY 15 Actual–FY 21 Adopted)



The City uses a central service cost allocation methodology to account for various internal service departments housed within the GF, such as finance and budget, human resources, IT, legal, and administration. Although also residing within the GF, the various external service departments such as the BFD contain this charge as an expense in their annual budgets, even though this expense and resulting revenue lie wholly within the GF. The benefit of this budgeting technique is that it allows the reader to obtain a more realistic understanding of the full cost for a stand-alone fire department when fully burdened with all “back office” support costs. These costs typically average near 10% of the total annual operating budget. For the BFD, these costs have averaged just over 11% since its inception in FY 16. The cost allocation expenditure is included in the following analysis.

The City operates on an October 1 to September 30 fiscal year and uses a modified accrual basis for fund accounting with a current financial resources focus. Shown in the following figure is the Boise City total taxable assessed value for 2019 (which is the value used for the adopted FY 20 budget) and the combined Boise Fire Department net operating budget which includes Personnel Services, Materials and Services, Debt Service (various apparatus lease purchase payment and bonded debt service schedules), and Capital costs less any fire department-specific revenues (including NACFR and other service contract fees).

To calculate an equivalent millage rate, the net operating budget was divided by the total taxable assessed value (divided by 1,000) giving an equivalent millage rate of \$1.8552/\$1,000 taxable value. This calculation gives an approximation of the total impact to City taxpayers of the cost for providing fire service in FY 20. Further, exclusive of capital costs found in the Capital Projects Fund and funded by fire impact fees and other general revenues, this can be considered the full annual, recurring cost of providing fire services since central service allocated costs are included.

Figure 49: Boise Fire Department Budget and Finance Overview, FY 20

Component	Description
Fiscal Year	Oct 1–Sep 30
Total Taxable Assessed Value ¹	\$27,712,074,000
Net Operating Budget	\$51,423,669
Equivalent Millage	1.8552 Mills

¹Source: Ada County Auditor’s Office; 2019 Total Taxable Assessed Value used for FY 20 Budget.

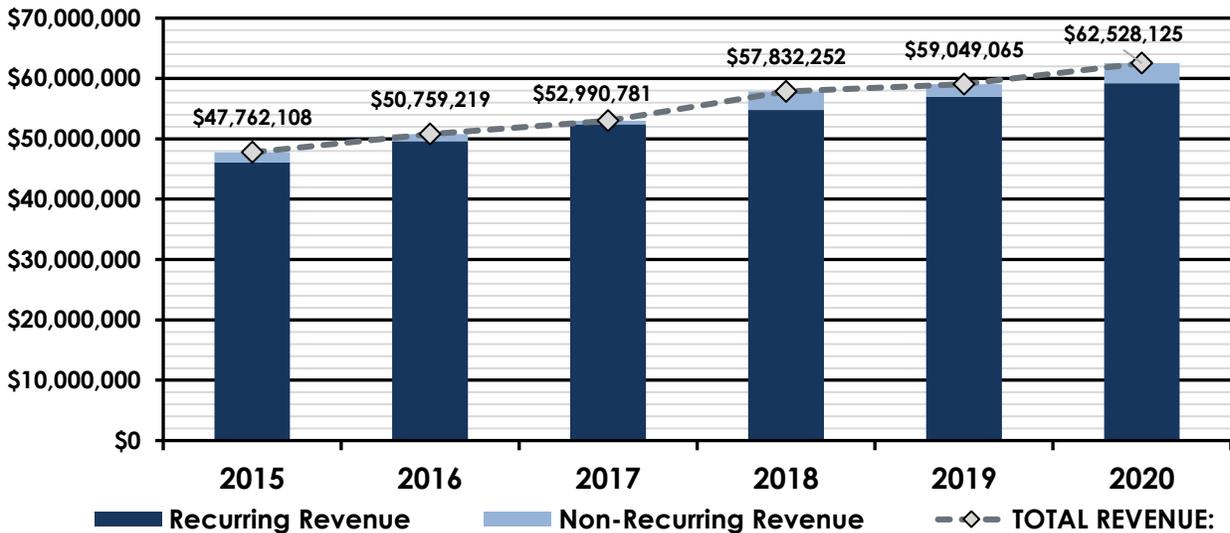
The following figure summarizes actual Boise Fire Department revenues for the period FY 15–19 and adopted revenues for FY 20. The contractual fee for the NACFR service agreement is shown separately from the other City fire service agreements in this analysis. The revenue source “CIP Funds” represents only those funds required to offset the CIP expenditures in the respective fiscal years and include fire impact fees and other GF revenues. The “General Fund Contribution” is that portion of GF revenues designated in the fire department actual budget documents to offset operating costs. There are additional fire department-related costs in this analysis, such as debt service, that require more GF revenues than shown in budget documents. Fire impact fees are not included here as a discrete revenue source since they are mixed with other GF sources and only used for non-recurring fire department capital projects in any given fiscal year. They may be carried forward in the capital fund year-to-year.

Figure 50: Boise Fire Department Revenue, FY 15 Actual–FY 20 Adopted

Revenue	2015 Actual	2016 Actual	2017 Actual	2018 Actual	2019 Adopted	2020 Adopted
General Fund Contribution	37,919,672	40,742,697	43,212,106	45,042,102	46,853,020	48,677,745
Permits/Service Fees	400,030	444,972	408,183	526,810	589,806	487,716
NACFR Service Agreement	2,445,309	2,858,801	3,038,303	3,098,288	3,333,816	3,457,064
Other Service Agreements	5,317,889	5,553,990	5,756,408	6,117,563	6,179,847	6,598,491
Recurring Revenue	46,082,900	49,600,460	52,415,000	54,784,763	56,956,489	59,221,016
State/Federal Aid/Grants	73,138	65,809	223,129	160,153	93,821	152,872
Fines & Forfeitures	19,025	17,625	16,750	13,925	16,500	17,100
Donations	211,186	10,590	12,495	16,120	16,500	11,000
Miscellaneous/Other	99,136	140,436	83,638	390,721	355,691	82,290
CIP Funds	1,276,723	924,299	239,769	2,466,570	1,610,064	3,043,847
Non-Recurring Revenue	1,679,208	1,158,759	575,781	3,047,489	2,092,576	3,307,109
TOTAL REVENUE:	\$47,762,108	\$50,759,219	\$52,990,781	\$57,832,252	\$59,049,065	\$62,528,125

The following figure compares the combined department recurring (base) and non-recurring (one-time) revenue to total revenue. Recurring revenues, primarily City GF tax revenues, comprise the bulk of fire department revenues. Total revenues increased linearly between FY 15 and FY 17 with a slight rise in the rate of increase between FY 17 and FY 18. Overall, total revenues have increased from \$47.8 million in FY 15 to an adopted \$59 million in FY 20, an increase of \$11.3 million or 23.6% for the period. This represents an average annual increase of approximately 5.6%. Total recurring revenue primarily represents GF ad valorem and sales tax revenues (82%), while the remainder, at 6% and 12%, represent the NACFR and other fire district service contracts, respectively.

Figure 51: Boise Fire Department Recurring vs. Non-Recurring Revenue, FY 15 Actual-FY 20 Adopted



The following figure shows Boise Fire Department expenses for the period FY 15–19 actual and FY 20 as adopted. Capital expenses are considered non-recurring expenses, although the department could consider an average annual capital expenditure amount of \$1.45 million as typical for fire apparatus and equipment replacement.

Figure 52: Boise Fire Department Expenses, FY 15 Actual–FY 20 Adopted

Expense	2015 Actual	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Adopted
Personnel Services	37,787,158	39,579,440	41,807,437	42,770,435	45,140,085	47,124,491
Maintenance/Operations	4,693,217	4,039,018	4,490,998	4,656,827	4,727,375	5,492,392
Central Services Allocation	-	4,829,461	6,249,309	6,399,871	7,015,201	7,002,442
Debt Service	117,203	2,211,116	2,366,091	2,368,757	2,367,567	2,362,615
Recurring Expense	42,597,578	50,659,035	54,913,835	56,195,890	59,250,228	61,981,940
Land	-	-	-	-	-	-
Buildings	762,273	97,399	-	-	-	-
Apparatus/Equipment	539,361	793,777	358,975	2,491,056	1,618,823	2,908,801
Non-Recurring Expense	1,301,634	891,176	358,975	2,491,056	1,618,823	2,908,801
TOTAL EXPENSES:	\$43,899,212	\$51,550,211	\$55,272,810	\$58,686,946	\$60,869,051	\$64,890,741

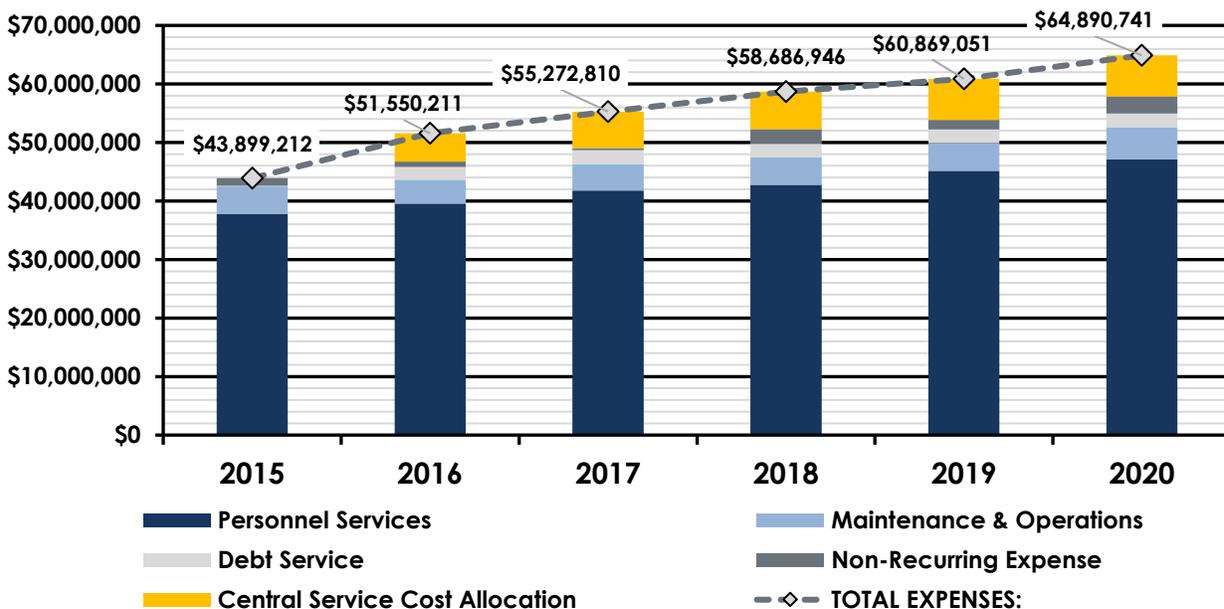
The following figure shows combined fire department expenses by major category. After central service cost allocation was added to departmental operating costs in FY 16, actual, total department operating expenses (less debt service and capital costs) have generally increased linearly between FY 16 and FY 19 at an average annual rate of approximately 5.4%. This rate of increase holds true when considering the adopted FY 20 operating budget.

Personnel Services costs have increased at an average annual rate of 4.5%.

Maintenance and Operations costs, excluding Central Services Cost Allocation and after decreasing significantly between FY 15 and FY 16 (by approximately \$650,000), have subsequently increased at an average annual rate of approximately 5.4% through FY 19 actual and are closer to 7.5% when FY 20 adopted figures are considered. Central Services Cost Allocation is generally calculated at least one year, and often two full fiscal years, in arrears but generally track other departmental operating costs. First implemented in FY 16, these costs increased by \$1.4 million between FY 16 and FY 17, after which they generally increased at an average annual rate of 4.2% when considering the FY 20 adopted budget.

Debt service includes two components; various lease purchase payments for two apparatus acquired in FY 14 (lease #183500000), two apparatus in FY 15 (lease #190302000) and a ladder truck acquired in FY 17 (lease #19395900), and a General Obligation Bond Series 2015 for construction of a training facility and major repair and renovation of several fire stations.

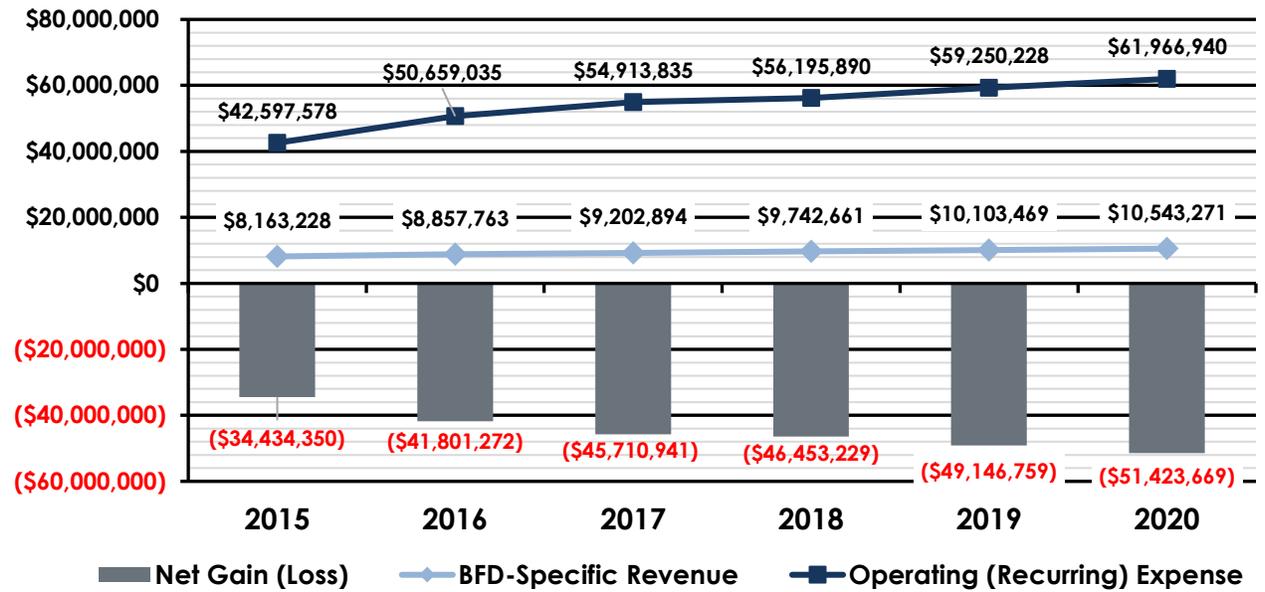
Figure 53: Boise Fire Department Expense by Major Category, FY 15 Actual-FY 20 Adopted



Since the Boise Fire Department lies wholly within the City General Fund, it is instructive to examine the estimated net financial impact on the City General Fund of historical department-specific revenue and recurring operating expenses (less very minor capital equipment accounted for in the GF budget). Recurring operating expenses include all debt service. This analysis excludes the effects of impact fee revenue and capital expenditures in the Capital Projects Fund.

The following figure shows department historical fire-related revenues, recurring operating expenses, and the difference between the two, whether positive or negative. The difference would have had a direct impact on the City General Fund. When expense exceeds department-specific revenue, additional GF revenues are necessary to support the expenditures and maintain services. After the addition of Central Services Cost Allocation, the annual subsidy required to fully fund annual fire department operations increased from \$41.8 million in FY 16 to \$49.1 million by FY 19; an increase of \$7.3 million or almost 17.6% over the period. This represents an average annual increase of approximately 5.5%.

Figure 54: BFD Recurring Operating Expense, Revenue, and Estimated Net Impact of City General Fund FY 15 Actual-FY 20 Amended



North Ada County Fire and Rescue District

The North Ada County Fire and Rescue District (NACFR) was established in 1967 through a merger of the Cole and Collister Fire Districts pursuant to the provisions of Idaho Code, Title 31, Chapter 14. A joint powers agreement (JPA) signed in 2010 and renewed annually thereafter, moved almost all employees (except for the District Administrative Manager) into the Boise Fire Department, which provides services to the District through an annual agreement. The District operates on a January 1 to December 31 fiscal year and uses a modified accrual basis for fund accounting with a current financial resources focus. The District accounts for all revenue and expense in one fund, the General Fund (GF). As shown in the following figure, the District GF millage rate for FY 20 is \$2.4/\$1,000 taxable value.

Figure 55: North Ada County Fire and Rescue District Budget and Finance Overview

Component	Description
Fiscal Year	Jan 1–Dec 31
Assessed Property Value (FY 20)	\$1,997,053,268
Operating Budget	\$3,759,516
Millage	2.4 Mills

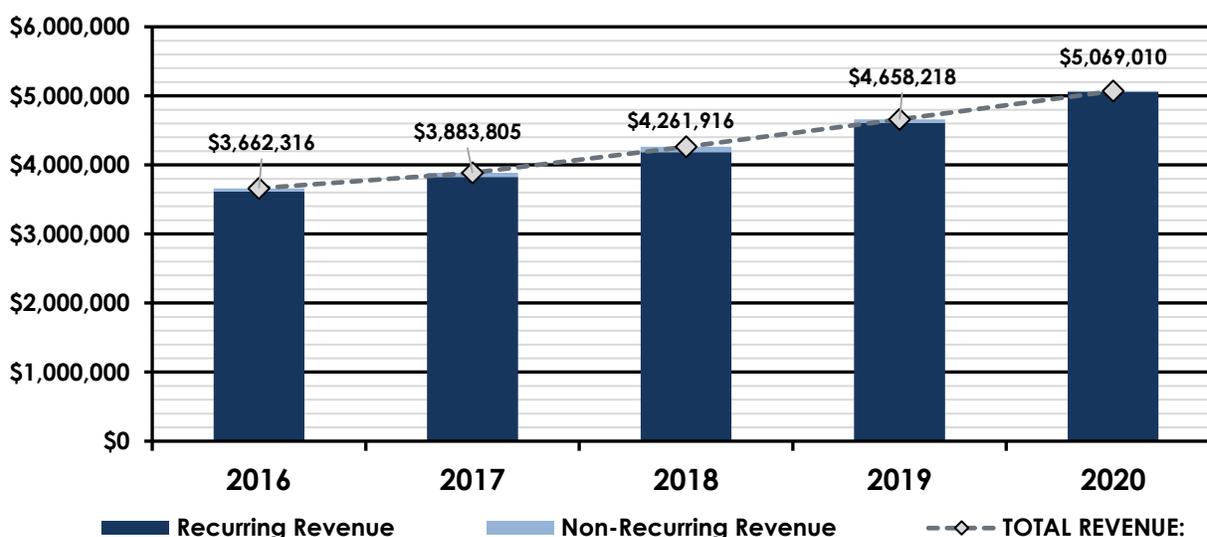
The following figure summarizes actual NACFR revenues for the period FY 16–19 and adopted revenues for FY 20. Actual data differ between the annual financial audit and budget actuals. For example, in FY 19, total revenue in annual audit is higher by \$41,216 with a difference in either interest, charges for services, or both. For consistency, all FY 16–19 actuals are based on audit data. FY 20 data are based on the adopted budget. The primary source of District recurring revenue (92–93%) is property tax, followed by sales tax at 5.5–5.8% of recurring revenue. Sales tax averages approximately 6.1% of the value of property tax collected each year.

Figure 56: North Ada County Fire and Rescue District Revenue, FY 16 Actual-FY 20 Adopted

Revenue	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Adopted
Property Taxes	3,383,862	3,561,832	3,863,184	4,229,559	4,858,393
Sales Tax	205,294	222,242	239,812	253,704	195,000
Interest	23,812	42,216	81,620	127,179	8,000
Recurring Revenue	3,612,968	3,826,290	4,184,616	4,610,442	5,061,393
Charges for Services	17,526	9,622	74,286	44,792	0
Other/Surplus Sales	0	43,750	0	0	0
Miscellaneous	31,822	4,143	3,014	2,984	7,617
Non-Recurring Revenue	49,348	13,765	77,300	47,776	7,617
TOTAL REVENUE:	\$3,662,316	\$3,883,805	\$4,261,916	\$4,658,218	\$5,069,010

The following figure compares the District's recurring and non-recurring revenue to total revenue. Clearly, recurring revenues make up most of the District's annual revenue, averaging 99% of total annual revenue. The District's overall revenue has grown each year from FY 16 through FY 19 actual with overall revenue increasing from \$3,662,316 in FY 16 to \$4,658,218 in FY 19 or 27.2%. This represents an average annual increase of 8.3% and is driven by the increase in tax revenue, which has increased at an average of 7.8% annually, while sales tax revenue has grown at an average annual rate of 7.3% from \$205,294 in FY 16 to \$253,704 in FY 19.

Figure 57: NACFR District Recurring vs. Non-Recurring Revenue, FY 16 Actual-FY 20 Adopted



The following figure shows NACFR expenses for the period FY 16–19 actual and FY 20 as adopted. Actual data differ between the annual financial audit and budget actuals. For example, total expenses between the FY 19 audit and budget actual differ by \$49,330 in capital, and audit expenditures do not include additional amounts set aside for committed fund balance in various categories. For consistency, all FY 16–19 actuals are based on audit data. FY 20 data are based on the adopted budget with estimates as noted in the figure. Capital expenses are considered non-recurring expenses and have generally been low, varying between \$5,055 in FY 17 and a high of \$204,849 in FY 19.

Figure 58: North Ada County Fire and Rescue District Expense, FY 16 Actual–FY 20 Adopted

Expense	2016 Actual	2017 Actual	2018 Actual	2019 Actual	2020 Adopted
Personnel Services ^{1,3}	59,929	60,421	77,815	78,023	93,000
Materials and Services ²	155,852	144,526	159,710	158,346	209,452
BFD Service Agreement	2,858,801	3,038,303	3,098,288	3,333,816	3,457,064
Recurring Expense	3,074,582	3,243,250	3,335,813	3,570,185	3,759,516
Land	0	0	0	0	0
Buildings	0	0	0	0	0
Apparatus/Equipment	74,390	5,055	141,903	204,849	40,000
Non-Recurring Expense	74,390	5,055	141,903	204,849	40,000
TOTAL EXPENSES:	\$3,148,972	\$3,248,305	\$3,477,716	\$3,775,034	\$3,799,516

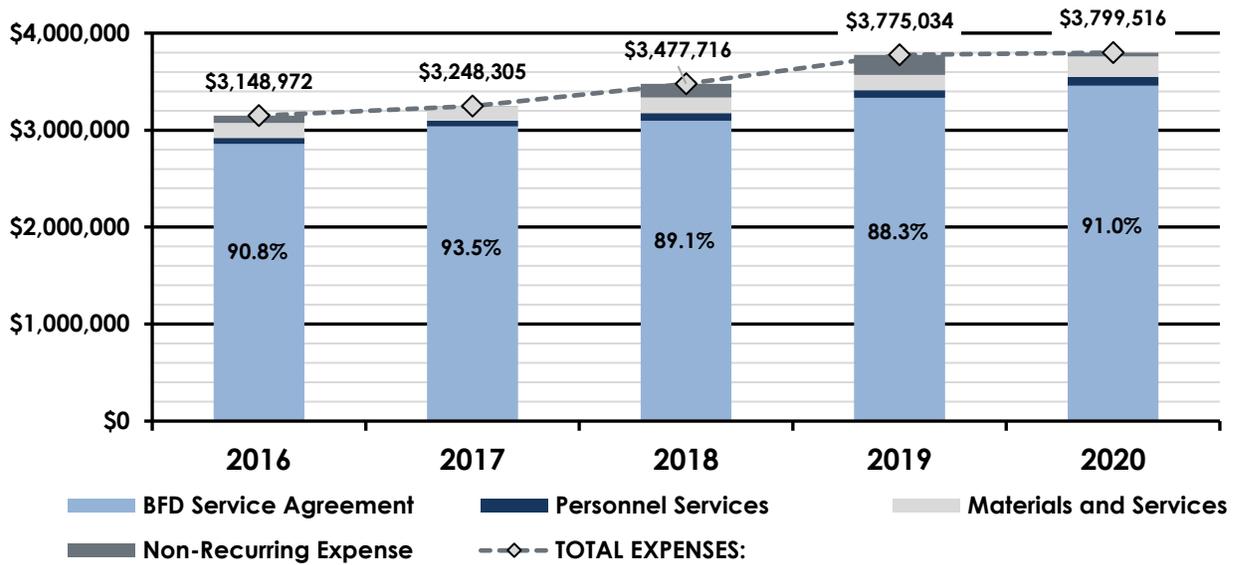
¹Wages and Volunteer Reimbursements

²Operations and Maintenance costs plus Utilities but excluding the BFD service agreement

³FY 20 estimated using past increases from audit and subtracting from adopted M & S budget amount

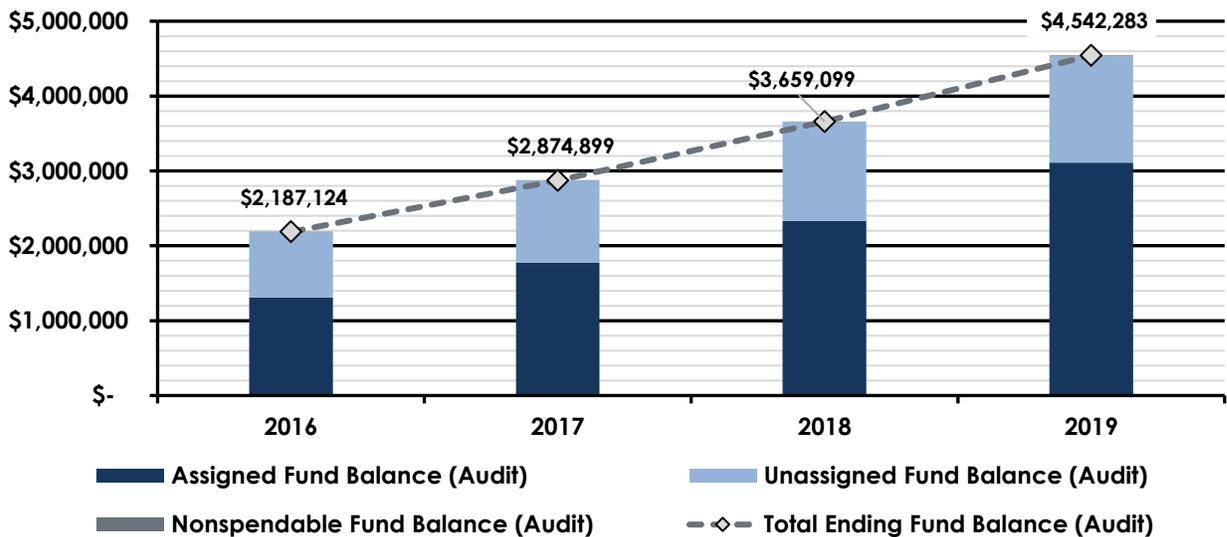
The following figure shows District expense by major category and illustrates the impact of the Boise Fire Department service agreement on overall expense. Total District expense has increased by just under 20% from \$3.15 million in FY 16 to \$3.78 million in FY 19, or 6.2% per year. This trend has been driven by an increase in the Boise Fire Department service agreement of approximately 5.3% per year. The rate of increase is closer to 4.5% annually when the FY 21 contract figure is included. Personnel Services costs are minor and include volunteer reimbursements and wages. Materials and Services include all operations and maintenance costs (excluding the BFD service agreement) plus utilities and, although fluctuating somewhat, have averaged \$155,000 between FY 16 and FY 19. The District has no debt.

Figure 59: North Ada County Fire and Rescue District Expense by Major Category, FY 16 Actual-FY 20 Adopted



Although District budget actuals show the addition of funds to various categories of committed reserves whose relationship to total reserves is shown in the following figure, these are not actual expenditures and are therefore included in the total fund balance, which matches the annual financial audit data.

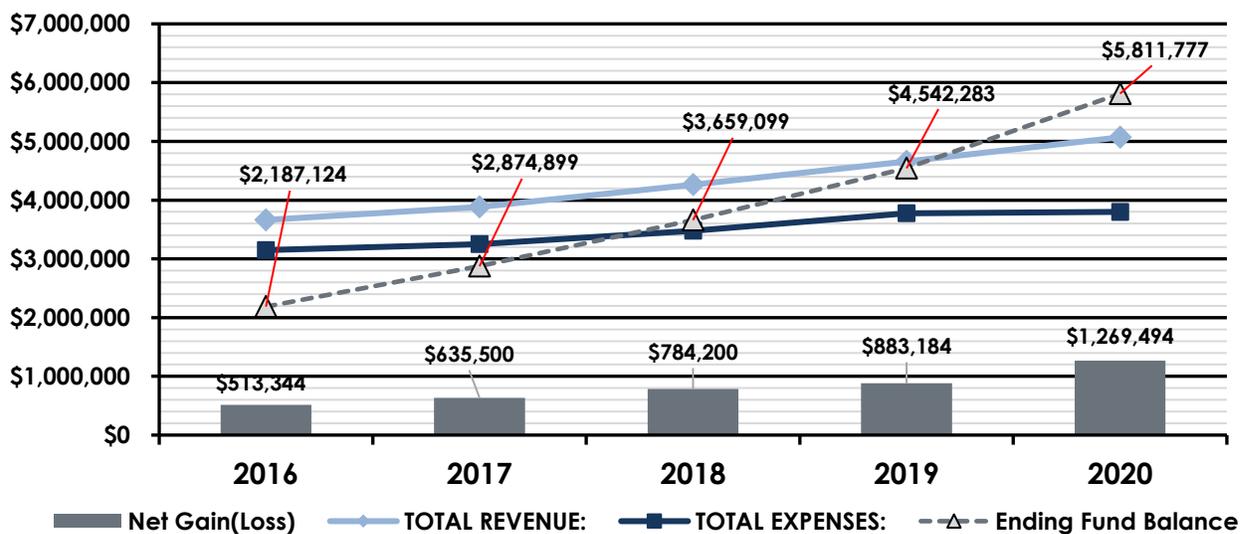
Figure 60: NACFR District Ending Fund Balance by Category, FY 16-19



The following figure summarizes the historical financial trajectory of the District with a comparison of total revenue, total expense, and the difference between the two, whether positive or negative and how that difference impacts the annual ending fund balance of the District. From FY 16 through FY 19, the District earned more recurring revenue than it spent on recurring obligations. This represents a sound financial practice and generally has a positive impact on ending fund balance each year. Best financial practice requires that recurring costs such as personnel, operating, and debt obligations be funded through recurring rather than one-time revenue sources such as fund balance or, even worse, incurring more debt.

District financial policy acknowledges the periodic need for large, one-time expenditures such as capital construction, apparatus and equipment replacement, or the potential for recurring increases such as the addition of staff or collective bargaining agreement changes which would impact the BFD agreement. The District has been building committed reserves for these potential additional expenditures as mentioned above and has funded them appropriately based upon a long-term plan. The following figure shows the impact of this policy as the ending fund balance has grown from \$2.19 million in FY 16 to \$4.4 million in FY 19, an increase of 103% or approximately 27.5% per year. The District is in a strong financial position as annual revenue continues to exceed annual expenditures by an increasing amount. This positive gap has grown from \$513,344 in FY 16 to a projected \$1.27 million in FY 20.

Figure 61: North Ada County Fire and Rescue District Total Expense, Revenue, Net Change, and Impact of Ending Fund Balance, FY 16 Actual–FY 20 Adopted



Section II:
FUTURE OPPORTUNITIES
FOR COOPERATIVE EFFORTS

SERVICE DELIVERY FINDINGS & RECOMMENDATIONS

As noted in the service delivery section of this report, GIS modeling of historical response time performance and travel distance and time measurements appear to show a coverage gap in the southern NACFR service area, and a significant coverage gap in the Dry Creek/Hidden Springs area. The Hidden Springs area is obviously underserved, as topography, distance from the closest staffed station, and road characteristics significantly inhibit timely response into this area. However, this area has a significantly lower incident volume compared to the rest of the District and Boise.

The NACFR and Boise area around Station 18, which is currently not staffed, also appears to be a first arriving unit response gap (1.5 mile/4 minutes). The incident location analysis performed also revealed a proportionately higher number of fire incidents in this area as well. However, it appears that BFD can deploy an adequate ERF in a timely manner into this area on larger incidents.

Based on the analysis and above observations, ESCI recommends the following enhancements along with retaining the existing staffing level at Station 16:

Recommendation 1-A: Reopen Station 18 and staff with a 3-person engine crew.

Reopening this station will reduce response times into an area that has a considerable number of incidents, including fires.

Recommendation 1-B: Staff Station 20 with a 2-person crew and a Quick Response Vehicle (QRV).

While the area around Station 20 has a relatively low number of incidents, its remoteness, lack of nearby other fire agency resources, and population characteristics compel adding a first-response resource, especially for EMS incidents. In addition, the area is considered a high-hazard wildland-urban interface fire risk during the summer months. ESCI recommends staffing the station initially with a two-person crew, one of whom is a firefighter/paramedic, who staff a Type 6 brush engine equipped with ALS EMS equipment.

As residential buildout continues, consideration should be given to increasing the staffing to a three-person crew staffing a Type I structural engine.

Recommendation 1-C: Place an aerial ladder truck at Station 16.

The lack of aerial ladder coverage in the northern NACFR service area should be addressed due to the number and type of commercial structures, including multi-story multi-family residential buildings, and the likelihood it may negatively affect the District's ISO rating. Placing a quint apparatus at Station 16, or an aerial ladder truck that is cross-staffed should be considered.

Future Options Analysis**Study Findings**

The following section describes a recommended process for moving forward with the potential implementation of an enhanced cooperative service delivery agreement or an NACFR stand-alone effort. The word "potential" is used here because a key part of this process requires policy decisions necessary to determine, based on the results of the study, whether or not there is sufficient desire among the political bodies of the organizations involved to continue with the process. Implementation begins with that important, initial step.

Based on the analysis completed by ESCI during this process, it is apparent that the BFD and NACFR have historically worked well together and continue to do so today. While a spirit of cooperative effort is in effect currently, opportunities exist for further improvement and increased efficiency. It would make sense that these organizations continue efforts to work more closely together. This can be accomplished by the recommended method discussed below. Which of the presented options is ultimately chosen is a policy decision placed squarely in the hands of the NACFR Board of Commissioners.

While the option to form either a contractual JPA or consolidation of services with the Eagle Fire District is presented in this report, the EFPD submitted no data for evaluation and showed little interest in this study or for entering into any contractual JPA elements with NACFR or BFD. The EFPD did voice a mild interest in the possibility of annexing the NACFR service area if that option was to be pursued.

Using the information developed, ESCI drew certain conclusions regarding the Boise Fire Department, Eagle Fire Protection District, and North Ada County Fire Protection District, and the opportunities for collaboration. A summary of those findings follows:

NACFR and BFD are Interdependent: The fire agencies depend upon each other and surrounding neighbors for mutual aid and automatic aid assistance during emergency incidents. As a stand-alone agency, NACFR would be challenged to effectively combat a significant, multiple alarm fire or other major incidents without assistance.

Each Agency Values Customer Service: During the work leading to this report, both agency representatives consistently demonstrated a focus toward serving those who live, work, and play in the area. Each agency is proud of its own community, as well as surrounding communities, and works hard to care for them.

Each Agency Strives to Meet the Expectations of its Customers: The agencies each display considerable efforts to ensure that they provide acceptable levels of service to their communities.

Each Agency Needs Operational and Administrative Improvements: Although the need varies between the two agencies, important gaps were identified in each organization. Those needs are identified in the Evaluation of Current Conditions section of the report and the Boise Fire Department Standards of Cover Report. Many of the improvements identified in these reports are easily achievable by continuing to combine efforts with each other and other local agencies.

Communication Among Agencies Needs Improvement: Dialogue is generally effective between NACFR and the BFD as it relates to the requirements in the current JPA. However, there are numerous examples where NACFR feels it is being dictated to, rather than talked to as a customer and partner with the City of Boise. It is essential that the current level of communication be enhanced in the future.

Multiple Functional Cooperative Effort Enhancements are Feasible: ESCI has identified seven key functional elements and strategies for inclusion in future service delivery partnerships and contracts between NACFR and BFD. These elements can be accomplished while the organizations participate in an enhanced joint powers agreement (JPA) model. From a governance standpoint, the only requirement to move forward is an agreement to do so. At a minimum, it is recommended that as many of the identified functional strategies be evaluated and implemented as possible.

NACFR and the BFD Do Not Share Common Fiscal Year: The agencies do not share the same fiscal year and budget cycle, which adds to complications when conducting financial planning. The City of Boise operates on a 1 October to 30 September fiscal year while the District operates on a calendar fiscal year from 1 January to 31 December. Were the District to move to the same fiscal year and budget cycle as the City, it would facilitate cooperative efforts.

District Fund Balance Variability: While municipal departments are typically part of a city general fund whose fund balance would not be a factor in future cooperative efforts, fire districts do carry fund balances that need to be considered. NACFR is in a strong financial position with a large and growing fund balance, including various committed reserves, and which will more than sustain current and future operations in a status quo scenario. Further, the current levy will allow the District to increase resources either through an adjusted JPA with Boise or some other mechanisms.

Value of Capital Assets: Each entity maintains its own inventory of fixed and mobile assets, including fire stations, apparatus, and capital equipment. Some of these assets, such as several City of Boise engines, are the subject of short or long-term spending or debt plans. Condition, age, residual value, and replacement schedule of these assets is an issue for negotiation between the parties in any cooperative effort.

Enhancing service delivery and functional strategies is feasible: Given the above findings, all strategies presented in this report are feasible, although any agreements or annexations with the EFPD will require additional study and analysis. The strategies range from maintaining the status quo, changing the JPA funding methodologies, increasing staffing for the NACFR service area, or reestablishing services provided by NACFR.

Eagle Fire District is only interested in limited participating options: During this study effort, the Eagle Fire District did not comply with any data requests and showed no interest in any JPA contractual relationship with the NACFR or BFD. This was most likely based on a previous bad experience with a contractual JPA. Eagle did indicate limited interest in annexing part or all of NACFR's service area and providing services.

FUTURE OPTIONS ANALYSIS

The following describes potential options applicable and available to the NACFR Board of Commissioners for consideration.

Option I: Maintain the Status Quo

This option maintains the current JPA without changes and will serve as the baseline against which the financial impact of other options can be measured. NACFR and the BFD could simply continue to do business as usual, with no change to governance, staffing, or the deployment of resources.

This approach has the advantage of being the easiest to accomplish while maintaining the independence of both organizations. What it lacks is a *joint* long-term commitment to work together cooperatively, which may preclude the ability to increase efficiencies, effectiveness, long-range planning, ability to add additional services, and *possible* cost-savings that may be realized in a long-term, more integrated environment.

Financial comparison of the various options requires a template of some sort that can be related back to the existing JPA. The following figure provides this template and uses both the Boise costing formula from the FY 21 Annual Budget Addendum detailing how the FY 21 NACFR payment is built and the total FY 21 NACFR budget as a starting point for the comparison.

In the template (Figure 62), Personnel Services includes the full, estimated costs for the personnel staffing Station 16. The budget addendum identifies these costs at \$1,907,588. The template further identifies personnel by position assigned and the total FTE for each position, including the cost of applying a relief factor of 1.2 to cover all estimated leave. Thus, the total personnel cost in the template is higher than the addendum at \$1,970,882. The extra difference is subtracted from the addendum "Swing Pool" amount of \$240,424 which is also shown as a Personnel Services cost. As positions are added in various other options and scenarios, this same process is followed, and FTEs are added using the 1.2 relief factor cost. The remaining swing pool costs are increased proportionally to the total personnel cost increase. NACFR District personnel costs (administration and volunteer stipends) which are budgeted by NACFR exclusive of the JPA, are also shown. Lastly, Workers' Compensation costs, which Boise considers as M&O overhead costs, are included with Personnel Services and are also scaled up or down proportionately as personnel are added or deleted.

Maintenance and Operations costs are considered next in the template. These include both direct station operating costs (\$74,338 for Station 16 in the FY 21 addendum) and indirect overhead costs, which are primarily calculated by Boise based upon the fractional share of personnel assigned to the JPA versus BFD totals. However, some of these costs are based proportionately on a three-year average of call distribution between the City and District. While apportioning these costs based solely upon personnel or call distribution may not be the most appropriate method for all M&O overhead costs (for example other facility, equipment, and apparatus costs) it is one method and is used throughout this section for comparison purposes.

The parties should consider alternative methods for apportioning these costs under Option II, the expanded JPA. After reviewing the following alternatives for apportioning costs and agreement upon a final method, the parties should use the entire budgeted cost for BFD's various M&O costs and then apply the final, adopted allocation methodology to that full amount. In this study, as personnel are added under various scenarios, these other costs are also increased proportionately with added staff. NACFR M&O costs exclusive of the JPA are also shown in the templates.

Capital costs from the FY 21 JPA addendum are shown at \$12,742. NACFR capital costs are budgeted at \$40,000 and, while the JPA costs are actually a subset of the NACFR budgeted costs (which are a maximum according to the JPA), these two are shown as additive in the template since this is how they appear in the NACFR adopted budget.

The template provides for the number of FTE after total cost in the Personnel Services portion of the template. Besides each agency cost for the various items shown in the template is a percentage of those costs to be shared by the parties. Those items shown that are non-JPA items are considered 100% NACFR cost throughout all scenarios. Those costs related to the staffing and operation of Station 16 and other NACFR stations under other scenarios are shared between the two parties based upon various allocation strategies to be decided upon in the event that any scenario under Option II, the expanded JPA, is chosen. Two potential sharing methodologies are shown as examples with each expanded service level option and these can be compared to each parties' costs under the current JPA. In the following figure, BFD costs are shown at 0% for all items since this template is showing the existing JPA costs, which are all paid 100% by NACFR. In subsequent options and scenarios, alternative allocation strategies will apportion costs to both NACFR and BFD, and those costs and percentages will be shown in the respective templates.

Figure 62: FY 21 Cost Comparison Template Showing Existing JPA & NACFR Expenditures

Fiscal Year 21	TOTAL		NACFR		BFD	
	Cost	FTE	Cost	%	Cost	%
Personnel Services¹						
<i>Captain</i>	724,419	3.6	724,419	100%	-	0.0%
<i>Engineer/App Op</i>	604,954	3.6	604,954	100%	-	0.0%
<i>Firefighter/EMT</i>	641,509	7.2	641,509	100%	-	0.0%
<i>Station W/C Direct Cost²</i>	52,326		52,326	100%	-	0.0%
<i>Swing Pool Personnel³</i>	177,130		177,130	100%	-	0.0%
<i>NACFR Staff Costs⁴</i>	93,000		93,000	100%	-	0.0%
Maintenance & Operations						
<i>Station M & O</i>	74,338		74,338	100%	-	0.0%
<i>Personnel M & O</i>	782,950		782,950	100%	-	0.0%
<i>Admin/Other M & O</i>	433,634		433,634	100%	-	0.0%
<i>Stores M & O</i>	19,169		19,169	100%	-	0.0%
<i>NACFR M&O Costs⁴</i>	210,000		210,000	100%	-	0.0%
Capital Apparatus/Equip						
<i>Annual Fleet Plan</i>	12,742			100%		0.0%
<i>NACFR Capital Costs⁴</i>	40,000			100%		0.0%
Current Total	\$3,866,171			100%		0.0%

¹Position cost includes a relief factor of 1.2 and would include some of "swing pool" cost in the current JPA.

²Boise classifies W/C as an M&O expense; it is shown here as a personnel cost.

³Current JPA "swing pool" less additional relief factor costs estimated in respective FY 21 position cost.

⁴NACFR costs exclusive of JPA costs.

The figure above shows the total FY 21 NACFR expenditure budget, including all FTE (with a relief factor of 1.2) currently assigned to Station 16 under the existing JPA. Note that all costs shown in the template reflect NACFR at 100% share.

Option II: Expand/Enhance Existing Joint Powers Agreement (JPA) (ESCI Recommended Option)

As an expanded form of the existing JPA, current cooperative efforts and concepts should be expanded. In this instance, the operational response is largely unified under a single organizational structure. The fire district and city remain independent in terms of governance and funding mechanisms, but from a service delivery perspective, they operate as one.

Potential JPA amendments could more closely unify NACFR and the BFD. The factor of autonomy is often viewed positively by agencies because it retains the governmental entity's ability to retain local control and decision-making. This methodology also includes the ability to withdraw from the arrangement if either party becomes dissatisfied with the result. However, the disadvantage of the autonomous approach is that it lacks long-term organizational commitment as well as the advantages that could be gained in terms of increased efficiency that are realized in a fully integrated long-term service delivery environment.

This model has proven to be an effective method in the regionalization of fire rescue services and provides a synergistic benefit to NACFR and the City of Boise. Both agencies would lose these synergies and benefits if the JPA were to be discontinued. This current model is a good "initial agreement" and should serve as a foundation that can be developed further to enhance the benefits and address limitations of the model.

Once it is established that there is a desire to consider an enhanced and more integrated service delivery system between NACFR and the City of Boise, the following *strategic* elements should be included in an updated JPA:

- Include an oversight and governance requirement that includes a joint Executive Management Oversight Committee (EMOC) that oversees contract performance, outcomes and provides input for all contract elements prior to submission for approval by the governing bodies.
- Designate an annual meeting format and structure for the Boise City Council and NACFR Board of Directors to review contractual elements and outcomes. It is recommended this take place prior to annual budget adoption.

- Establish a multi-variable weighted budget and cost allocation methodology that ensures fairness and consistency in the determination and allocation of costs for each jurisdiction. The costing and allocation model should address operational, support services, and administrative services.
- Establish benchmarking and performance metrics for operations, support, and administrative services with designated intervals and reporting format.
- Continue the integrated capital replacement plan/schedule and equipment/station specification standard as identified in the current JPA to ensure line personnel have equipment and facility elements addressed in a consistent manner.
- Contract for 3-person staffing at Station 18, reduce current 4-person staffing at Station 16 to 3-person staffing, and add 2-person staffing at Station 20 for a QRV 24/7. Shift staffing would be 8 positions (9.6 FTE with relief factor) or 28.8 FTE total. Increase Station 20 staffing to 3 upon meeting recommended call and performance triggers, which would add an additional 10.8 FTE.
- Establish extended long-range (20–30 years) contract terms and extensions that include a comprehensive 5-year analysis and review. Contract should include separation/discontinuation notice, and terms and conditions to include the hiring and movement of personnel to continue services to NACFR.
- The NACFR governing board should consider moving to a 1 October–30 September fiscal year to better align JPA budgeting processes with the City of Boise budget timeline.
- Establish a methodology to distribute special incident response personnel costs and revenues generated from state and federal mobilizations.

Assumptions & Considerations

Level of Cooperation

The current level of cooperation between the participating agencies is expected to continue with increased participation from each agency. This option will serve as a good opportunity to enhance the relationships, regional efficiencies, and policy initiatives.

Estimated Timeline for Completion

The completion timeline for this strategy is shortened due to the familiarity each agency has with the other and the collaborative working relationships that are already in place. As the participating agencies continue to operate under the existing JPA, they can implement a planning process and work on integrating operations, administration, policies, procedures, and identifying local and system needs that will need to be addressed under a contract for service fire authority. However, new issues may arise from the planning process, so the planning should not be short-cut due to presumed familiarity. If trust is high and conflicts minimal, this strategy could be implemented in as little as 6 months.

Affected Functions

Administration (including HR, Legal, and Finance), Fire Prevention, Training, and Operations.

Affected Stakeholders

While all agency members are affected in some manner, the Fire District Board Members, Council Members, and agency staff members within the affected sections will be impacted the most. If either agency chooses not to participate in the enhanced JPA, they will have missed efficiency and effectiveness opportunities with potential negative impacts to their long-term financial, administrative, and operational capabilities and sustainability.

Strategy Objective

The objective should be the seamless integration of all administrative and operations across both jurisdictions, with a corresponding contractual oversight and costing model that provides adequate input, guidance, and outcome measurements. With a decision to build upon the existing JPA agreement and regional delivery system, NACFR and the BFD will have proactively decided to maintain and build upon the value derived from existing shared services. There will be a service and capability enhancement as both agencies improve communication, oversight, and financial elements of the agreement.

ESCI Guidance

In preparation for such a direction, NACFR and BFD representatives must establish and conduct regular joint meetings for the purpose of establishing the parameters of this updated functional unification framework. This includes reviewing the workload analysis from this report to ensure the greatest effectiveness while maintaining proper balance. ESCI recommends that the NACFR and BFD convene an ad hoc JPA contract development committee for the purpose of developing proposed contract administration, cost allocation, performance standards, and functional elements of the JPA.

Based on ESCI's evaluation of current conditions, administrative and operational capabilities, and experience contracting with a fire district, it is the preferred option recommended that NACFR and the BFD execute an updated long-term joint powers agreement.

Special Considerations

This option continues to afford elected officials with a high level of control. However, as described in the previous section, key decisions must be made by each of the agencies if this strategy is adopted.

Expansion of the current agreement will require a commitment by the District and the City to participate in the existing regional model.

Needs and key recommendations identified in the current conditions section of this report list areas in which the study agencies can, and should, make improvements. Those areas should be carefully evaluated as a part of the process of determining future needs under this approach.

Policy Actions

The District Board and City Council will need to identify the BFD as the *"single host agency"* and authorize the development of an Intergovernmental Agreement, approve the agreement, and provide the resources to implement the comprehensive joint powers agreement.

Cost Apportionment for a Contract for Service (JPA)

Local governments provide services (such as fire protection) based on an assumption of public interest rather than the need for profitability, as in the private sector. Consequently, the limiting market forces of supply, demand, and price are not typically driving policy decisions concerning fire protection. While elected officials may spend significant time and effort debating the overall cost of fire protection, it is very unusual that the point of service price is considered. Thus, it is not surprising that local governments find it difficult to establish a fair market price for essential services when entering into partnerships.

Usually when a single local government provides fire protection to its residents, that community bears the entire financial burden because of the presumption that everyone benefits from the service. In the case of municipalities, the full cost of the service may not be easily determined because administrative and support expenses are frequently borne by other municipal departments and not documented in the fire department's budget. It all works because individual users of the service are not charged; therefore, the real price of that service is never an issue. On the other hand, when two or more communities share in providing fire protection, elected officials must assure that each community assumes only its fair *pro rata* share of the cost, thereby fulfilling an obligation to the JPA while representing the best interests of their respective constituencies.

However, while purely economic considerations may suggest that those who benefit from a service should pay in direct proportion to the level of benefit (the "benefits received" principle), social and political concerns may also enter into the price-setting process.

In analyzing various scenarios for Option II, costs for the purpose of contracting for fire protection should be divided into two categories:

Direct or Dedicated Costs: 100% of these costs are assigned to NACFR for the purposes of providing fire protection and administration of the District. These costs include any District overhead costs such as administration, legal, audit and finance, risk management, and any other costs not directly tied to providing services from the District's fire stations under the JPA. They would also include the direct costs of BFD personnel (for example, compensation and W/C costs) assigned to NACFR stations along with costs associated with operating and equipping that station.

Indirect or Allocated Costs: These costs are allocated between NACFR and BFD based on a mutually agreed-upon allocation methodology and could be based upon a multi-variable formula. Various options for determining an allocation formula between the partners are discussed below. Allocated costs should include a proportionate share of the total BFD cost for goods and services provided to and across both jurisdictions, including battalion coverage, training and other personnel-related M&O expenses, HR, IT, Fleet and Facilities, stores, fire department administrative costs and any other related M&O costs as outlined in the financial comparison template discussion.

The first three columns in the following figure titled "Fiscal Year 21" and "NACFR Cost" show the FY 21 NACFR expenditure budget in a format similar to the JPA expenditure categories used by BFD to prepare the annual budget addendum as well as the BFD personnel assigned to the JPA by position and cost. The next two columns titled "JPA Cost Basis" show the full BFD costs of resources (and FTE) directly or indirectly tied to the JPA. The last two columns titled "NACFR Allocation" show the basis under which the previous costs identified will be allocated to NACFR under the various scenarios. Direct or Allocated costs are apportioned to NACFR at 100% under any JPA scenarios that follow and costs that support both agencies and which are considered Indirect or that should be Allocated proportionately on some agreed upon basis as discussed further below are shown with a question mark since their apportionment will vary depending upon which methodology is selected.

Figure 63: FY 21 NACFR Costs by JPA Category, BFD Cost Basis, and Recommended Future Allocation Basis

Fiscal Year 21	NACFR Cost		JPA Cost Basis		NACFR Allocation	
	Cost	FTE	Cost	FTE	Basis	%
Personnel Services¹						
Captain	724,419	3.6	724,419	3.6	Direct	100%
Engineer/App Op	604,954	3.6	604,954	3.6	Direct	100%
Firefighter/EMT	641,509	7.2	641,509	7.2	Direct	100%
Station W/C Direct Cost	52,326		52,326		Direct	100%
Swing Pool Personnel ²	177,130		4,925,500		Indirect	??%
NACFR Staff Costs ³	93,000		93,000		NACFR	100%
Maintenance & Operations						
Station M & O	74,338		74,338		Direct	100%
Personnel M & O	782,950		9,663,472		Indirect	??%
Admin/Other M & O	433,634		5,352,075		Indirect	??%
Stores M & O	19,169		426,511		Indirect	??%
NACFR M&O Costs ³	210,000		210,000		NACFR	100%
Capital Apparatus/Equip						
Annual Fleet Plan	12,742		12,742		Direct	100%
NACFR Capital Costs ³	40,000		40,000		NACFR	100%
Current Total	\$3,866,171	14	\$22,820,846	14		

¹Position cost includes a relief factor of 1.2 and includes \$4,395/FF of total BFD "swing pool" cost.

²BFD total and NACFR Swing Pool amounts are less the \$63,294 included as JPA staff relief factor cost.

³NACFR costs exclusive of JPA costs.

For example, "Swing Pool Personnel" costs are personnel expenses that provide coverage for open positions across the entire service area. Therefore, any revised JPA should consider allocating a portion of the total BFD Swing Pool costs to NACFR. However, the position costs are estimates of total compensation based upon a relief factor of 1.2, which accounts for some leave coverage. To force balance these FY 21 estimated compensation costs with the actual JPA budget, the JPA Swing Pool line item is reduced by approximately \$4,440 per firefighter in the template above. The total BFD Swing Pool amount is also reduced by this amount since all scenarios presented already account for some leave coverage with the added relief factor.

Station M&O costs are based upon one fire station in the JPA. If other stations are added, then the JPA cost is increased by the total number of stations. Those costs preceded by “NACFR” are direct District costs and remain at 100% in all scenarios. The Station W/C cost assigned to personnel in the current JPA equates to approximately \$3,600 per FTE. This figure is used in the following scenarios to scale this direct cost either up or down.

Cost Allocation Options

What follows is a listing of system variables that can be used (singly or in combination) to allocate costs between agencies. Each option is summarized by the concept, its advantages and disadvantages, and other factors that should be considered. Regardless of the methodology(s) chosen to share the cost of fire protection, the resulting JPA cost-sharing agreement needs to address the issues of full cost versus marginal cost and should be clear about the inclusion of administrative or overhead costs. In addition, service contracts often must reconcile the exchange of in-kind services between the participating agencies.

Area

The cost of emergency service can be apportioned based on the geographic area served relative to the whole. For instance, the jurisdictional boundaries of the two agencies represent about 115 square miles. The following figure displays the service areas in square miles and the percentage for each jurisdiction.

Figure 64: Cost Allocation by Service Area, 2020

Jurisdiction	Service Area in Square Miles	Percentage of Total
BFD	85	74%
NACFR	30.6	26%
Total	115.6	100.00%

Apportionment based on service area alone may work best in areas that are geographically and developmentally homogeneous.

Pro: Service area is easily calculable from a variety of sources. The size of the service area generally remains constant with few, if any, changes.

Con: Service area does not necessarily equate to greater risk or to greater workload.

Consider: Service area may be combined with other variables (such as assessed value and number of emergencies) to express a compound variable (such as assessed value per square mile and emergencies per square mile).

Assessed Value

The assessed value (AV) of agencies is established by County tax assessors under laws of the state. Usually, higher-valued structures and complexes carry a greater risk to the community from loss by fire. Consequently, assessed value also tends to approximate the property at risk within an area. Fire departments are charged with being sufficiently prepared to prevent property loss by fire. Therefore, the cost of contracted fire protection may be apportioned relative to the assessed value of the allied jurisdictions. Typically, AV is used to apportion the cost of shared service by applying the percentage of each partner's AV to the whole. The following figure illustrates the allocation of cost by the assessed value of the two agencies.

Figure 65: Cost Allocation by Assessed Value, FY 2020

Jurisdiction	Assessed Valuation (per 1,000 AV)	Percentage of Total
BFD	\$27,712,074,000	93%
NACFR	\$1,997,053,268	7%
Total	\$29,709,127,268	100%

Pro: AV is updated regularly, ensuring that adjustments for changes relative to new construction, annexation, and inflation are included. Because a third party (the assessor) establishes AV in accordance with state law, it is generally viewed as an impartial and fair measurement for cost apportionment. Fire protection is typically considered a property-related service; thus, apportionment tied directly to property value has merit.

Con: AV may not reflect the property risk associated with certain exempt properties, such as schools, universities, government facilities, churches, and institutions. AV may not always represent the life risk of certain properties, such as nursing homes or places of assembly, which might dictate more significant use of resources. In addition, some large facilities may seek economic development incentives through AV exemptions or reductions. Adjustments may need to be made to AV if such large tracts of exempt property in one jurisdiction cause an imbalance in the calculation. Last, AV typically includes the value of land, which is not usually at risk of loss by fire. Depending on the local circumstance, however, this may not be a significant factor.

Consider: Discounted AV depending on the class of property (commercial or residential), which may skew the overall proportion of those properties compared to risk. As an additional consideration, assessors usually establish the AV in accordance with the property tax cycle, which can lag somewhat behind the budget cycle.

Deployment

The cost for service is based on the cost of meeting specific deployment goals. Deployment goals may be tied to the physical location of fire stations, equipment, and personnel (strategic deployment) or by stating the desired outcome of deployment (standards of cover). A strategic goal could specify the location of two stations, two engines, and four on-duty firefighters. A standards of cover might state the desired outcome as two engine companies and four emergency workers on the scene of all structure fire emergencies within eight minutes 90% of the time. While both strategic and outcome goals can be used effectively to assist in allocating cost, ESCI views outcome goals to be more dynamically linked to the quality of service and, therefore, preferable to strategic goals. This alternative is highly variable due to the independent desires of each community with respect to outcome goals.

A weighted scoring system uses a critical task analysis. This type of scoring system for each agency allows the ranking of each area based on the assigned risk as well as the apparatus, workforce, and Needed Fire Flow (NFF). The following figure illustrates the allocation of cost by the number of resources deployed to serve each jurisdiction, including fire stations and frontline engines and ladder trucks.

Figure 66: Cost Allocation by Resource Deployment, 2020

Jurisdiction	Facilities	Staffed Engines and Aerials	Total	Percentage of Total
BFD	14	22	36	90/86 %
NACFR	3	1/3	4/6	10/14 %
Total	17	23/25	40/42	100%

Pro: Deployment is intuitively linked to the level of service. The outcome of deployment based on a standards of cover can be monitored continuously to assure compliance. Such deployment can be adjusted if standards are not met. This ensures the continuous quality of emergency response throughout the life of a service contract.

Con: Strategic deployment may not equate to better service because such goals are prone to manipulation wherein resources may be sited more for political reasons and less for quality of service reasons. Outcome goals require common reporting points and the automatic time capture of dispatch and response activities to ensure accuracy. Record keeping needs to be meticulous to ensure the accurate interpretation of emergency response outcomes.

Consider: Contracts for deployment-based fire protection should address the inclusion of administrative or overhead cost, as well as capital asset cost, depreciation, rent, and liability insurance.

Service Demand

Service demand may be used as an expression of the workload of a fire department or geographical area. Cost allocation based on emergencies would consider the total emergency response of the service area and apportion system cost relative to the percentage of emergencies occurring in the jurisdictions.

Figure 67: Cost Allocation by Service Demand

Jurisdiction	2019 Service Demand	Percentage of Total
BFD	19,486	92 %
NACFR	1,794	8%
Total	21,280	100%

Pro: Easily expressed and understood. Changes in the workload over the long-term tend to mirror the amount of human activity (such as commerce, transportation, and recreation) in the corresponding area.

Con: Emergency response fluctuates from year-to-year depending on environmental and other factors not directly related to risk, which can cause the dependent allocation to fluctuate as well. Further, the number of alarms may not be representative of actual workload, for example, one large emergency event requiring many emergency workers and lasting many hours or days versus another response lasting only minutes and resulting in no actual work. Last, emergency response is open to (intentional and/or unintentional) manipulation by selectively downgrading minor responses, by responding off the air, or through the use of mutual aid. Unintentional skewing of response is most often found in fire systems where dispatch and radio procedures are imprecisely followed. Further, service demand does not follow a predetermined ratio to land area. As such, the service demand per square mile ratios may produce large variations.

Consider: Using a rolling average of alarms over several years can help suppress the normal tendency for the year-to-year fluctuation of emergencies. Combining the number of emergencies with the number of emergency units and/or personnel required may help to align alarms with the actual workload more closely. However, doing so adds to the complexity of documentation. In a similar manner (and if accurate documentation is maintained), the agencies could consider using the total time required on emergencies as an aid to establish the comparative workload represented by each jurisdictional area.

Fiscal Analysis

Financial analysis for this phase builds upon the existing JPA and includes the previously identified six recommended strategies. The total to be paid by each participating agency under the JPA will be in accordance with a cost allocation strategy adopted and utilizing one or more of the approaches discussed. The methodology should be developed by a study committee and agreed upon in advance by NACFR and BFD. NACFR and BFD should evaluate the potential for cost savings or increases and then compare to existing costs for each agency.

This allocation discussion should include the methodology used for determining indirect or overhead costs applied by the City to the JPA. The current method of allocating all M&O costs solely on the basis of fractional personnel assigned to NACFR fire stations or using a three-year average distribution of calls may not be the most appropriate method.

The following discussion offers two allocation approaches for each of several different service level scenarios. The following two figures provide examples of how the agencies might choose to allocate costs between themselves as part of a modified JPA. The first method utilizes service demand and assessed taxable value for each agency weighted by a factor of 50% for each, which leads to a cost share of 92.5% for BFD and 7.5% for NACFR. The second approach utilizes service area weighted 10% and service demand weighted 90%, which leads to a cost share of 90.2% for BFD and 9.8% for NACFR of the JPA costs.

Figure 68: Allocation Methodology Based on Service Demand (50%) and Assessed Value (50%)

Department	Allocation Method	Avg %	Weighting Factor Applied	%	Weighted % (Service Demand/ AV)
BFD	Service Demand	92%	0.5	46.0%	92.5%
	Assessed Value	93%	0.5	46.5%	
NACFR	Service Demand	8%	0.5	4.0%	7.5%
	Assessed Value	7%	0.5	3.5%	

Figure 69: Allocation Methodology Based on Service Area (10%) and Service Demand (90%)

Department	Allocation Method	Avg %	Weighting Factor Applied	%	Weighted % (Service Demand/ AV)
BFD	Service Area	74%	0.1	7.4%	90.2%
	Service Demand	92%	0.9	82.8%	
NACFR	Service Area	26%	0.1	2.6%	9.8%
	Service Demand	8%	0.9	7.2%	

The figures presented in the following discussion provide cost allocation templates for NACFR and BFD to use which will examine how the potential costs for various service level scenarios could be collected and compared against each other and current costs under the existing JPA as discussed under Option I: Maintain the Status Quo. The percent contribution from each agency to the total cost of the service identified would be decided using either of the allocation formula shown in the figures above, Scenarios A and B, respectively.

The multi-variable cost allocation formula is applied to all Indirect or Allocated costs which are not tied specifically to the dedicated firefighter FTEs and direct operational costs of the JPA, which are paid 100% by NACFR. The allocation formula applies proportionally to the total BFD indirect overhead costs. NACFR also pays 100% of its current District costs not directly tied to operational stations, staffing, and related overhead. These costs are included in the following figures for a full comparison to the existing FY 21 JPA costs.

Scenario 1A (50% Service Demand, 50% Assessed Value): Current 4-person staffing at Station 16.

In Scenario 1A of the modified JPA, staffing remains four firefighters per shift at Station 16. However, the allocation is based upon a formula that uses 50% Service Demand and 50% Assessed Value to develop a cost share for the direct and indirect allocated costs for BFD to staff and operate the station.

Figure 70: Financial Template Modeling Costs of Option II—Scenario 1A

Fiscal Year 21	TOTAL		NACFR		BFD	
	Cost	FTE	Cost	%	Cost	%
Personnel Services¹						
Captain	724,419	3.6	724,419	100%	-	0%
Engineer/App Op	604,954	3.6	604,954	100%	-	0%
Firefighter/EMT	641,509	7.2	641,509	100%	-	0%
Station W/C Direct Cost ²	52,326		52,326	100%	-	0%
Swing Pool Personnel ³	4,925,500		369,412	7.5%	4,556,087	92.5%
NACFR Staff Costs ⁴	93,000		93,000	100%	-	0%
Maintenance & Operations						
Station M & O	74,338		74,338	100%	-	0.0%
Personnel M & O	9,663,472		724,760	7.5%	8,938,712	92.5%
Admin/Other M & O	5,352,075		401,406	7.5%	4,950,669	92.5%
Stores M & O	426,511		31,988	7.5%	394,523	92.5%
NACFR M&O Costs ⁴	210,000		210,000	100%	-	0.0%
Capital Apparatus/Equip						
Annual Fleet Plan	12,742		12,742	100%	-	0%
NACFR Capital Costs ⁴	40,000		40,000	100%	-	0%
Current Total	3,866,171		3,866,171			0%
Option II-1A Total	22,820,846		3,980,855		18,839,991	
Cost Savings/Increase			(114,684)			

¹Position cost includes a relief factor of 1.2 and would include some of the "swing pool" cost in the current JPA.

²Boise classifies W/C as an M&O expense; it is shown here as a personnel cost.

³Current JPA "swing pool" less additional relief factor costs estimated in respective FY 21 position cost.

⁴NACFR costs exclusive of JPA costs.

Scenario 1B (10% Service Area, 90% Service Demand): Current 4-person staffing at Station 16.

In Scenario 1B of the modified JPA, staffing remains four firefighters per shift at Station 16. However, the allocation is based upon a formula that uses 10% Service Area and 90% Service Demand to develop a cost share for the direct and indirect allocated costs for BFD to staff and operate the station.

Figure 71: Financial Template Modeling Costs of Option II—Scenario 1B

Fiscal Year 21	TOTAL		NACFR		BFD	
	Cost	FTE	Cost	%	Cost	%
Personnel Services¹						
<i>Captain</i>	724,419	3.6	724,419	100%	-	0%
<i>Engineer/App Op</i>	604,954	3.6	604,954	100%	-	0%
<i>Firefighter/EMT</i>	641,509	7.2	641,509	100%	-	0%
<i>Station W/C Direct Cost²</i>	52,326		52,326	100%	-	0%
<i>Swing Pool Personnel³</i>	4,925,500		482,699	9.8%	4,442,801	90.2%
<i>NACFR Staff Costs⁴</i>	93,000		93,000	100%	-	0%
Maintenance & Operations						
<i>Station M & O</i>	74,338		74,338	100%	-	0%
<i>Personnel M & O</i>	9,663,472		947,000	9.8%	8,716,452	90.2%
<i>Admin/Other M & O</i>	5,352,075		524,503	9.8%	4,827,572	90.2%
<i>Stores M & O</i>	426,511		41,798	9.8%	384,713	90.2%
<i>NACFR M&O Costs⁴</i>	210,000		210,000	100%	-	0%
Capital Apparatus/Equip						
<i>Annual Fleet Plan</i>	12,742		12,742	100%	-	0%
<i>NACFR Capital Costs⁴</i>	40,000		40,000	100%	-	0%
Current Total	3,866,171		3,866,171			0%
Option II-1B Total	22,820,846		4,449,309		18,371,537	
Cost Savings/Increase			(583,138)			

¹Position cost includes a relief factor of 1.2 and would include some of the "swing pool" cost in the current JPA.

²Boise classifies W/C as an M&O expense; it is shown here as a personnel cost.

³Current JPA "swing pool" less additional relief factor costs estimated in respective FY 21 position cost.

⁴NACFR costs exclusive of JPA costs.

Scenario 2A (50% Service Demand, 50% Assessed Value): 3-person staffing at Station 16, 3-person staffing at Station 18, and 2-person staffing at Station 20

In Scenario 2A of the modified JPA, staffing at Station 16 is reduced from four to three firefighters per shift. Additionally, three firefighters per shift are added at Station 18 and two firefighters per shift are added at Station 20 in a QRV. Shift staffing at Station 18 would be one Captain, one Engineer/Apparatus Operator, and one Firefighter/EMT. The two personnel assigned to each shift at Station 20 would include a Firefighter/EMT and a Firefighter/Paramedic on each shift. The added personnel are budgeted at 1.2 FTE per position to cover the BFD relief factor; therefore, the BFD swing pool total expense is reduced by \$4,395/FTE paid for by NACFR in this scenario and the remainder is apportioned via the allocation.

BFD bases the current JPA allocation of Station Workers Compensation costs and Stores M&O costs on FTE count. In the following scenarios, total costs remain the same but direct W/C costs are allocated to NACFR at a rate of \$3,634/FTE in the scenario. Total stores costs are the same but are allocated based upon the scenario formula used. Personnel M&O and Admin/Other M&O overhead costs in the current JPA are allocated by BFD based upon a 3-year average of calls within the jurisdictions, with 8.1% being charged to NACFR currently. The following scenarios use the current total cost but apply the respective scenario allocation formulas. Station M&O costs are increased from the current one-station JPA amount based upon the number of fire stations in the scenario and the Annual Fleet Plan costs remain the same as in the current JPA and are considered direct costs allocated 100% to NACFR.

The allocation in Scenario 2A is based upon a formula that uses 50% Service Demand and 50% Assessed Value to develop a cost share for the direct and indirect allocated costs for BFD to staff and operate the station.

Figure 72: Financial Template Modeling Costs of Option II—Scenario 2A

Fiscal Year 21	TOTAL		NACFR		BFD	
	Cost	FTE	Cost	%	Cost	%
Personnel Services¹						
<i>Captain</i>	1,448,838	7.2	1,448,838	100%	-	0.0%
<i>Engineer/App Op</i>	1,209,908	7.2	1,209,908	100%	-	0.0%
<i>Firefighter/EMT</i>	1,283,018	14.4	1,283,018	100%	-	0.0%
<i>Station W/C Direct Cost²</i>	104,652		104,659	100%	-	0.0%
<i>Swing Pool Personnel³</i>	4,862,218		364,666	7.5%	4,497,552	92.5%
<i>NACFR Staff Costs⁴</i>	93,000		93,000	100%	-	0.0%
Maintenance & Operations						
<i>Station M & O</i>	233,014		223,014	100%	-	0.0%
<i>Personnel M & O</i>	822,098		724,760	7.5%	8,938,712	92.5%
<i>Admin/Other M & O</i>	455,316		401,406	7.5%	4,950,669	92.5%
<i>Stores M & O</i>	38,338		31,988	7.5%	394,523	92.5%
<i>NACFR M&O Costs⁴</i>	210,000		210,000	100%	-	0.0%
Capital Apparatus/Equip						
<i>Annual Fleet Plan</i>	12,742		12,742	100%	-	0.0%
<i>NACFR Capital Costs⁴</i>	40,000		40,000	100%	-	0.0%
Current Total	3,866,171		3,866,171	100%	-	0.0%
Option II-2A Total	24,929,455		6,148,000	100%	18,781,455	0.0%
Cost Savings/Increase			(2,281,829)			

¹Position cost includes a relief factor of 1.2 and would include some of the "swing pool" cost in the current JPA.

²Boise classifies W/C as an M&O expense; it is shown here as a personnel cost.

³Current JPA "swing pool" less additional relief factor costs estimated in respective FY 21 position cost.

⁴NACFR costs exclusive of JPA costs.

One possibility for reducing the cost of Option II to NACFR involves negotiation with the Eagle Fire Protection District. NACFR Station 20 is best positioned to provide first due coverage for some high growth portions of the Eagle FPD. Therefore, it might be more cost-effective for the Eagle FPD to contract with NACFR to provide service rather than building and staffing another fire station to provide the same coverage in this growing area. To provide a basis for potential negotiations, the scenarios under Option II are also presented with the costs broken out by the three stations under this option; Stations 16, 18, and 20. The full JPA cost basis under the option is shown first in the following figure, followed by the individual station estimated costs for Stations 16, 18, and 20, respectively. The next two columns show the combined breakdown for NACFR and BFD as shown previously in the figure above.

Figure 73: Financial Template Modeling Costs of Option II—Scenario 2A (Station Detail)

Fiscal Year 21	JPA Cost Basis		North Ada County Fire Rescue Share								Boise Fire Department Share	
			Station 16		Station 18		Station 20		Total			
	Cost	FTE	Cost	FTE	Cost	FTE	Cost	FTE	Cost	%	Cost	%
Personnel Services¹												
Captain	1,448,838	7.2	724,419	3.6	724,419	3.6	-	0.0	1,448,838	100%	-	0.0%
Engineer/App Op	1,209,908	7.2	604,954	3.6	604,954	3.6	-	0.0	1,209,908	100%	-	0.0%
Firefighter/EMT	1,283,018	14.4	320,754	3.6	320,754	3.6	641,509	7.2	1,283,018	100%	-	0.0%
Station W/C Direct Cost ²	104,659		39,247		39,247		26,165		104,659	100%	-	0.0%
Swing Pool Personnel ³	4,862,218		136,750		136,750		91,167		364,666	7.5%	4,497,552	92.5%
NACFR Staff Costs ⁴	93,000		31,000		31,000		31,000		93,000	100%	-	0.0%
Maintenance & Operations												
Station M & O	223,014		74,338		74,338		74,338		223,014	100%	-	0.0%
Personnel M & O	9,663,472		271,785		271,785		181,190		724,760	7.5%	8,938,712	92.5%
Admin/Other M & O	5,352,075		133,802		133,802		133,802		401,406	7.5%	4,950,669	92.5%
Stores M & O	426,511		11,996		11,996		7,997		31,988	7.5%	394,523	92.5%
NACFR M&O Costs ⁴	210,000		70,000		70,000		70,000		210,000	100%	-	0.0%
Capital Apparatus/Equip												
Annual Fleet Plan	12,742		4,247		4,247		4,247		12,742	100%	-	0.0%
NACFR Capital Costs ⁴	40,000		13,333		13,333		13,333		40,000	100%	-	0.0%
Current JPA Total	22,820,846		3,853,654		11,938		579		3,866,171		18,954,675	
Option II-2A JPA Total	24,929,455		2,436,626		2,436,626		1,274,748		6,148,000		18,781,455	
Cost Savings/(Increase)	(2,108,609)								(2,281,829)		173,220	

¹Position cost includes a relief factor of 1.2 which equates to \$4,395/FF of total BFD "swing pool" cost.

²Boise classifies W/C as an M&O expense; it is shown here as a personnel cost.

³Current JPA "swing pool" less additional \$4,395/FF relief factor costs estimated in respective FY 21 position cost.

⁴NACFR costs exclusive of JPA costs.

The Option II—Scenario 2A cost to NACFR of Station 20 is \$1,274,748, which could potentially be reduced by entering into a service agreement with the Eagle FPD to provide services to a portion of that district. In discussions with Eagle FPD leadership, there appears to be interest in cost sharing up to 50% to staff and operate Station 20 to serve the Dry Creek area within Eagle FPD and NACFR, which could reduce NACFR cost share to operate Station 20 up to \$637,374 for a total operating cost of \$5,510,626.

Scenario 2B (10% Service Area, 90% Service Demand): 3-person staffing at Station 16, 3-person staffing at Station 18 and 2-person staffing at Station 20.

In Scenario 2B of the modified JPA, staffing at Station 16 is reduced from four to three firefighters per shift. Additionally, three firefighters per shift are added at Station 18 and two firefighters per shift are added at Station 20 in a QRV. Shift staffing at Station 18 would be one Captain, one Engineer/Apparatus Operator, and one Firefighter/EMT. The two personnel assigned to each shift at Station 20 would include a Firefighter/EMT and a Firefighter/Paramedic on each shift.

In this scenario, the allocation is based upon a formula that uses 10% Service Area and 90% Service Demand to develop a cost share for the direct and indirect allocated costs for BFD to staff and operate the station.

Figure 73: Financial Template Modeling Costs of Option II—Scenario 2B

Fiscal Year 21	TOTAL		NACFR		BFD	
	Cost	FTE	Cost	%	Cost	%
Personnel Services¹						
<i>Captain</i>	1,448,838	7.2	1,448,838	100%	-	0.0%
<i>Engineer/App Op</i>	1,209,908	7.2	1,209,908	100%	-	0.0%
<i>Firefighter/EMT</i>	1,283,018	14.4	1,283,018	100%	-	0.0%
<i>Station W/C Direct Cost²</i>	104,652		104,659	100%	-	0.0%
<i>Swing Pool Personnel³</i>	4,862,218		476,497	9.8%	4,385,721	90.2%
<i>NACFR Staff Costs⁴</i>	93,000		93,000	100%	-	0.0%
Maintenance & Operations						
<i>Station M & O</i>	223,014		223,014	100%	-	0.0%
<i>Personnel M & O</i>	9,663,472		947,020	9.8%	8,716,452	90.2%
<i>Admin/Other M & O</i>	5,352,075		524,503	9.8%	-	
<i>Stores M & O</i>	426,511		41,798	9.8%	384,713	90.2%
<i>NACFR M&O Costs⁴</i>	210,000		210,000	100%	-	0.0%
Capital Apparatus/Equip						
<i>Annual Fleet Plan</i>	12,742		12,742	100%	-	0.0%
<i>NACFR Capital Costs⁴</i>	40,000		40,000	100%	-	0.0%
Current Total	3,866,171		3,866,171	100%	-	0.0%
Option II-2B Total	24,929,455		6,614,998	100%	13,486,885	0.0%
Cost Savings/Increase			(2,748,827)			

¹Position cost includes a relief factor of 1.2 and would include some of the "swing pool" cost in the current JPA.

²Boise classifies W/C as an M&O expense; it is shown here as a personnel cost.

³Current JPA "swing pool" less additional relief factor costs estimated in respective FY 21 position cost.

⁴NACFR costs exclusive of JPA costs.

Similar to the detailed NACFR station breakout provided for Option II—Scenario 2A above, the following figure shows the individual costs under Option II—Scenario 2B for Stations 16, 18, and 20. The cost to NACFR to operate Station 20 under this scenario is \$1,401,756, which could potentially be reduced by entering into a service agreement with the Eagle FPD to provide services to a portion of that district.

Figure 74: Financial Template Modeling Costs of Option II—Scenario 2B (Station Detail)

Fiscal Year 21	TOTAL		Station 16		Station 18		Station 20		NACFR		BFD	
	Cost	FTE	Cost	FTE	Cost	FTE	Cost	FTE	Cost	%	Cost	%
Personnel Services¹												
<i>Captain</i>	1,448,838	7.2	724,419	3.6	724,419	3.6	-	0.0	1,448,838	100%	-	0.0%
<i>Engineer/App Op</i>	1,209,908	7.2	604,954	3.6	604,954	3.6	-	0.0	1,209,908	100%	-	0.0%
<i>Firefighter/EMT</i>	1,283,018	14.4	320,754	3.6	320,754	3.6	641,509	7.2	1,283,018	100%	-	0.0%
<i>Station W/C Direct Cost²</i>	104,659		39,247		39,247		26,165		104,659	100%	-	0.0%
<i>Swing Pool Personnel³</i>	4,862,218		178,687		178,687		119,124		476,497	9.8%	4,385,721	90.2%
<i>NACFR Staff Costs⁴</i>	93,000		31,000		31,000		31,000		93,000	100%	-	0.0%
Maintenance & Operations												
<i>Station M & O</i>	223,014		74,338		74,338		74,338		223,014	100%	-	0.0%
<i>Personnel M & O</i>	9,663,472		355,133		355,133		236,755		947,020	9.8%	8,716,452	90.2%
<i>Admin/Other M & O</i>	5,352,075		174,834		174,834		174,834		524,503	9.8%	4,827,572	90.2%
<i>Stores M & O</i>	426,511		15,674		15,674		10,450		41,798	9.8%	384,713	90.2%
<i>NACFR M&O Costs⁴</i>	210,000		70,000		70,000		70,000		210,000	100%	-	0.0%
Capital Apparatus/Equip												
<i>Annual Fleet Plan</i>	12,742		4,247		4,247		4,247		12,742	100%	-	0.0%
<i>NACFR Capital Costs⁴</i>	40,000		13,333		13,333		13,333		40,000	100%	-	0.0%
Current JPA Total	22,820,846		3,853,654		11,938		579		3,866,171		18,954,675	
Option II-2B JPA Total	24,929,455		2,606,621		2,606,621		1,401,756		6,614,998		18,314,457	
Cost Savings/(Increase)	(2,108,609)		1,247,033		(2,594,683)		(1,401,177)		(2,748,827)		640,218	

¹Position cost includes a relief factor of 1.2 which equates to \$4,395/FF of total BFD "swing pool" cost.

²Boise classifies W/C as an M&O expense; it is shown here as a personnel cost.

³Current JPA "swing pool" less additional \$4,395/FF relief factor costs estimated in respective FY 21 position cost.

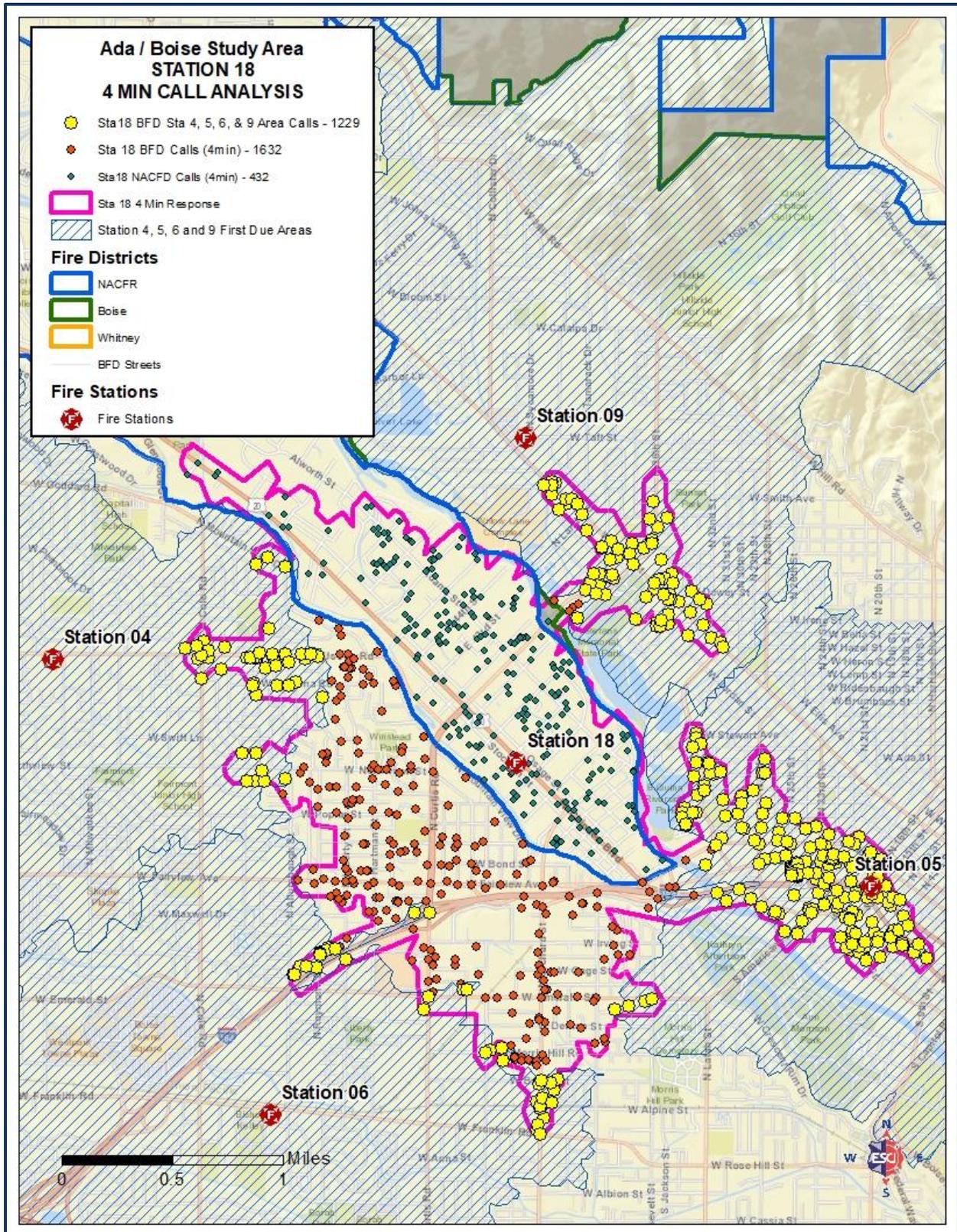
⁴NACFR costs exclusive of JPA costs.

While the above discussion provides one avenue for the potential reduction of Option II costs for NACFR, there is another opportunity to significantly reduce costs which involves discussion with the City of Boise. This study has shown that NACFR Station 16 does more than provide back-up within the City of Boise. NACFR Station 16 can, and does, provide a significant degree of first-due coverage to portions of the City of Boise. Anecdotal feedback from staff suggests that at least 25% of NACFR Station 16's initial response is into the City rather than the District. Further, the study has shown that NACFR Station 18, if staffed, is better positioned to provide a significant level of first-due coverage to the City within a four-minute travel time. Based upon this concept, ESCI suggests that the City and District negotiate a "First-Due Factor" that should be applied to the Option II costs of any NACFR fire station providing some level of first-due coverage to the City.

The following figure is a map showing the jurisdictional boundaries and incidents within the August 2019 to August 2020 timeframe in the vicinity of NACFR Station 18 that fall within a theoretical four-minute travel time. Since 1,229 of those calls lie within the first-due response areas of BFD Stations 4, 5, 6, and 9, it is likely that those calls would be covered by BFD and should not be counted towards any "first-due factor" applied to Option II of the JPA. On the other hand, there are a total of 835 calls outside of the current BFD Station 4, 5, 6, and 9 first-due zones that could more reasonably be expected to be handled on a first-due basis from NACFR Station 18 were it staffed, which would be the case under Scenario II.

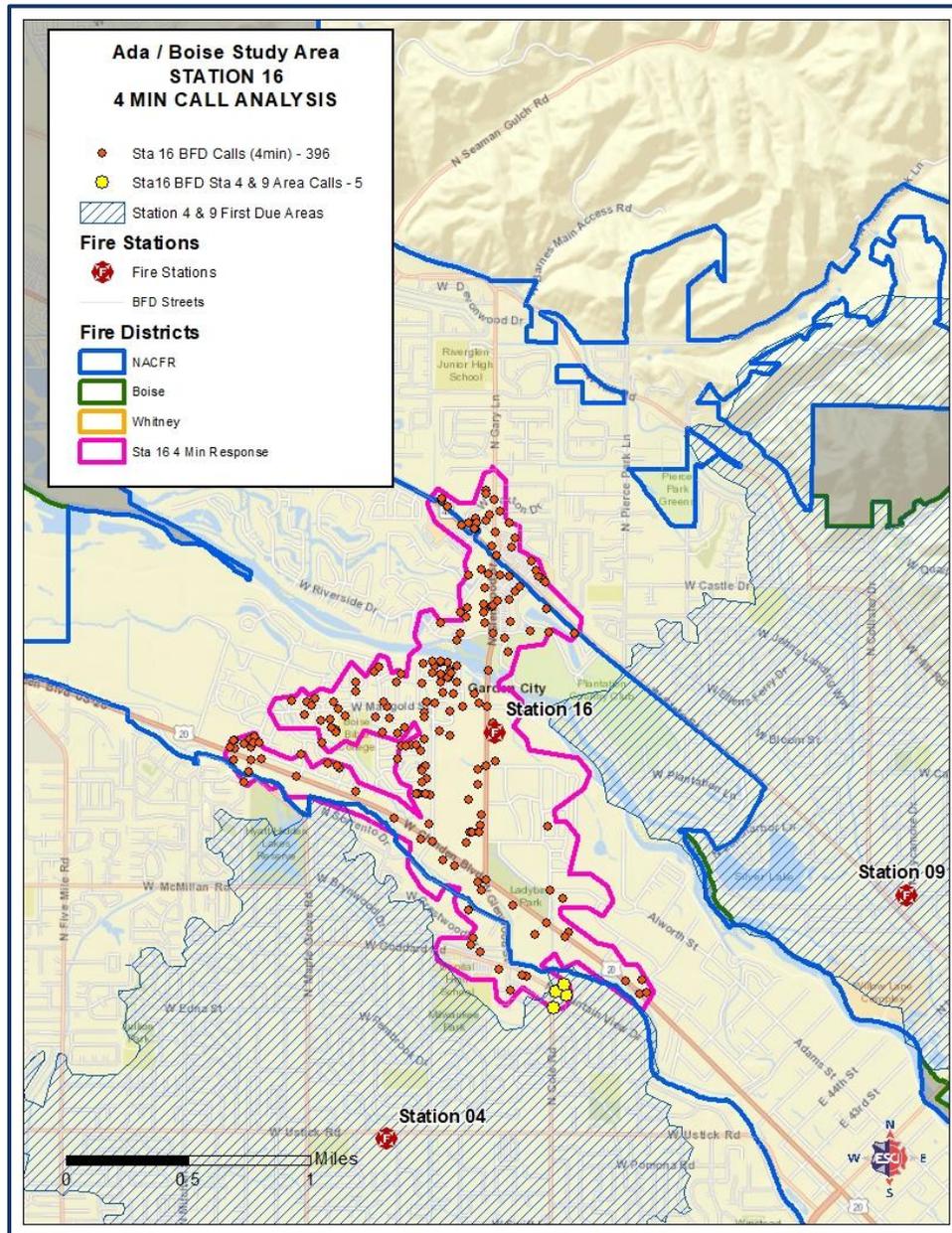
It would be appropriate that BFD share the costs of staffing and operating NACFR Station 18 under Option II in either scenario. Of the total 835 calls within four-minutes of NACFR Station 18 and outside of the BFD Station 4, 5, 6, and 9 first-due zones, 52% or 432 calls lie within the District and 403 calls lie within the City jurisdictional limits. Therefore, a first-due factor of 52% should be applied against the NACFR base cost of staffing and operating NACFR Station 18 under Option II in both scenarios. Further, using the same argument, it would also be reasonable to apply a similar first-due factor to the Option II cost of operating NACFR Station 16.

Figure 74: Distribution of Calls Within Four-Minute Travel of NACFR Station 18



ESCI also plotted all incidents within the same timeframe that occurred within a four-minute travel distance from NACFR Station 16. The following figure illustrates the location of these incidents in the NACFR and proximate BFD station response zones.

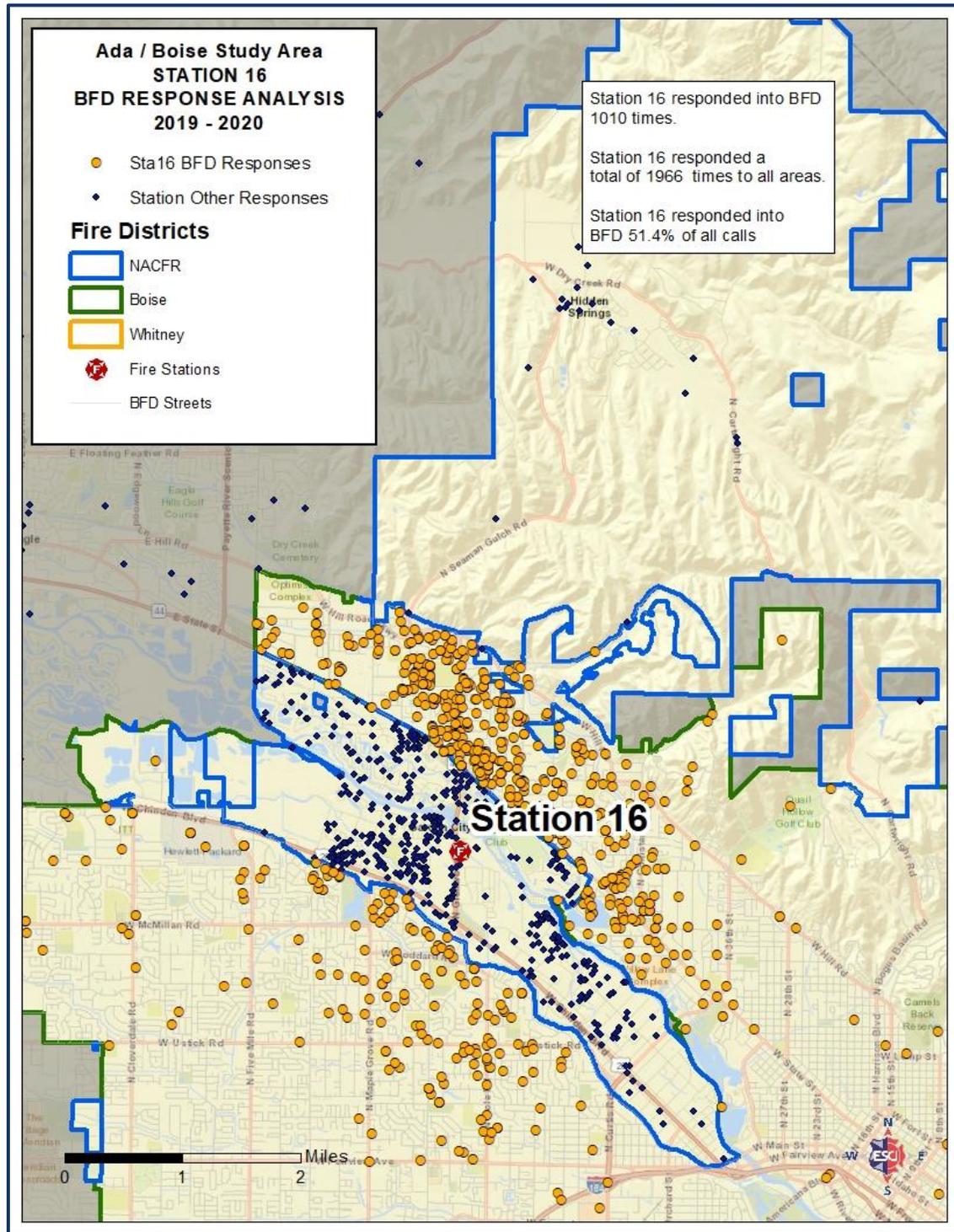
Figure 75: Distribution of Calls Within Four-Minute Travel of NACFR Station 16



As can be seen in the preceding figure, almost all of the Station 16 four-minute travel distance is within the NACFRS jurisdictional boundary. Approximately 16% (63) of the 401 incidents occurred within the BFD service area within a four-minute travel time from Station 16.

ESCI also used GIS modeling to identify the proportion of Station 16 responses for all incidents into the City of Boise between August 2019 and August 2020. The following figure illustrates these responses.

Figure 76: Station 16 Responses into Boise (August 2019–2020)



As shown in the preceding figure, Station 16 responses—including Engine 16, Brush 16, and Water Tender 16—responded to incidents within the Boise city limits for just over 51% of all incidents.

The following figure shows how the costs for Option II under the various scenarios previously discussed might be apportioned if the parties account for first-due response coverage. The first column is a “First Due Proration Factor” that would be applied to the NACFR Option II base case costs of staffing and operating each of the three NACFR fire stations. The next set of columns show the base or full NACFR Option II costs of staffing and operating the stations under the two scenarios as well as the pro-rated costs for NACFR and BFD after application of the first-due factor. Under the base case, BFD does not share in the costs which are borne 100% by NACFR.

Figure 77: Application of First-Due Proration Factor to Option II Cost-Sharing

Cost Item	First Due Proration Factor ¹	NACFR Cost Share		BFD Cost Share	
		Base Case	Pro-Rated Case	Base Case	Pro-Rated Case
Option #2 - Scenario 2A					
Station 16	49%	2,436,626	1,193,947	–	1,242,679
Station 18	52%	2,436,626	1,260,626	–	1,176,000
Station 20	100%	1,274,748	1,274,748	–	–
Share of JPA Cost Basis		6,148,000	3,729,320	–	2,418,680
Option #2 - Scenario 2B					
Station 16	75%	2,606,621	1,954,966	–	651,655
Station 18	52%	2,606,621	1,348,575	–	1,258,046
Station 20	100%	1,401,756	1,401,756	–	–
Share of JPA Cost Basis		6,614,998	4,705,297	–	1,909,701

¹Percentage of first-due station cost attributable to North Ada County Fire District based upon various factors

Application of a first-due factor to the Option II base costs would have a significant impact on the District's financial situation and the ability to fund this option as shown in the following figure. In the base case, the recurring cost differential between the current JPA cost to NACFR and the Option II cost under the various scenarios is between \$2.28 million and \$2.75 million, which would require additional recurring revenue. The District is not able to increase its millage rate above the current 2.4 mills; therefore, this option is not viable in the base case. By applying a first-due factor and sharing costs with BFD for the increased level of service to both entities, the NACFR share of the increased costs lies within the excess \$1.2 million that the District currently generates above the current JPA costs. Applying a first-due factor would certainly make this Option financially viable for the District and would improve service to both parties.

Figure 78: Financial Impact on NACFR Mill Rate of First-Due Proration Factor

Option	Current Mill Levy	Excess Recurring Revenue	Recurring Cost Differential	Additional Levy Needed	Mill Rate Increase	New Mill Rate
Option II - 2A Base	2.4	\$1,206,405	\$2,281,829	\$1,075,424	0.51	2.91
Option II - 2A Prorated			-\$136,851	-\$1,343,256	-0.64	1.76
Option II - 2B Base			\$2,748,827	\$1,542,422	0.74	3.14
Option II - 2B Prorated			\$839,126	-\$367,279	-0.18	2.22

While the above logic has been applied and modeled for Option II, it would also be applicable to Options I and III to the extent that NACFR fire stations were staffed and provided first-due coverage to some area within the City of Boise.

Scenario 3A (50% Service Demand, 50% Assessed Value): Close Station 16, add 3-person staffing at Station 18, and add 1-person to help staff the new Northwest Station.

In Scenario 3A of the modified JPA, Station 16 is closed, and the personnel (less one existing shift position or 3.6 FTE) are moved to Station 18. Further, one additional firefighter is added per shift to three BFD staff per shift assigned at the new northwest station (for a 4-person crew on each shift). The allocation is based upon a formula that uses 50% Service Demand and 50% Assessed Value to develop a cost share for the direct and indirect allocated costs for BFD to staff and operate the station.

Figure 79: Financial Template Modeling Costs of Option II—Scenario 3A

Fiscal Year 21	TOTAL		NACFR		BFD	
	Cost	FTE	Cost	%	Cost	%
Personnel Services¹						
Captain	724,419	3.6	724,419	100%	-	0.0%
Engineer/App Op	604,954	3.6	604,954	100%	-	0.0%
Firefighter/EMT	641,509	7.2	641,509	100%	-	0.0%
Station W/C Direct Cost ²	52,326		52,326	100%	-	0.0%
Swing Pool Personnel ³	4,925,500		369,412	7.5%	4,556,087	92.5%
NACFR Staff Costs ⁴	93,000		93,000	100%	-	0.0%
Maintenance & Operations						
Station M & O	92,923		92,923	100%	-	0.0%
Personnel M & O	9,663,472		724,760	7.5%	8,938,712	92.5%
Admin/Other M & O	5,352,075		401,406	7.5%	4,950,669	92.5%
Stores M & O	426,511		31,988	7.5%	394,523	92.5%
NACFR M&O Costs ⁴	210,000		210,000	100%	-	0.0%
Capital Apparatus/Equip						
Annual Fleet Plan	12,742		12,742	100%	-	0.0%
NACFR Capital Costs ⁴	40,000		40,000	100%	-	0.0%
Current Total	3,866,171		3,866,171	100%	-	0.0%
Option II-3A Total	22,839,431		3,999,439	100%	18,839,991	0.0%
Cost Savings/Increase			(133,268)			

¹Position cost includes a relief factor of 1.2 and would include some of the "swing pool" cost in the current JPA.

²Boise classifies W/C as an M&O expense; it is shown here as a personnel cost.

³Current JPA "swing pool" less additional relief factor costs estimated in respective FY 21 position cost.

⁴NACFR costs exclusive of JPA costs.

Scenario 3B (10% Service Area, 90% Service Demand): Close Station 16, add 3-person staffing at Station 18, and add 1-person to existing staffing at the new Northwest Station.

In Scenario 3B of the modified JPA, Station 16 is closed, and the personnel (less one existing shift position or 3.6 FTE) are moved to Station 18. Further, one additional firefighter is added per shift to the new northwest existing BFD staff at Station 9 for a 4-person crew. The allocation in this scenario is based upon a formula that uses 10% Service Area and 90% Service Demand to develop a cost share for the direct and indirect allocated costs for BFD to staff and operate the station.

Figure 80: Financial Template Modeling Costs of Option II—Scenario 3B

Fiscal Year 21	TOTAL		NACFR		BFD	
	Cost	FTE	Cost	%	Cost	%
Personnel Services¹						
Captain	724,419	3.6	724,419	100%	-	0.0%
Engineer/App Op	604,954	3.6	604,954	100%	-	0.0%
Firefighter/EMT	641,509	7.2	641,509	100%	-	0.0%
Station W/C Direct Cost ²	52,326		52,326	100%	-	0.0%
Swing Pool Personnel ³	4,925,500		482,699	9.8%	4,442,801	90.2%
NACFR Staff Costs ⁴	93,000		93,000	100%	-	0.0%
Maintenance & Operations						
Station M & O	92,923		9,106	9.8%	83,816	90.2%
Personnel M & O	9,663,472		947,020	9.8%	8,716,452	90.2%
Admin/Other M & O	5,352,075		524,503	9.8%	4,827,572	90.2%
Stores M & O	426,511		41,798	9.8%	384,713	90.2%
NACFR M&O Costs ⁴	210,000		210,000	100%	-	0.0%
Capital Apparatus/Equip						
Annual Fleet Plan	12,742		12,742	100%	-	0.0%
NACFR Capital Costs ⁴	40,000		40,000	100%	-	0.0%
Current Total	3,866,171		3,866,171	100%	-	0.0%
Option II-3B Total	22,839,431		4,384,077	100%	18,455,353	0.0%
Cost Savings/Increase			(517,906)			

¹Position cost includes a relief factor of 1.2 and would include some of "swing pool" cost in the current JPA.

²Boise classifies W/C as an M&O expense; it is shown here as a personnel cost.

³Current JPA "swing pool" less additional relief factor costs estimated in respective FY 21 position cost.

⁴NACFR costs exclusive of JPA costs.

Issues & Impacts

- No permanent organizational restructuring commitment is made since this is a contract, JPA.
- All final decision-making power relating to capital equipment, tax rates, revenue, liabilities, and service levels remains with individual agencies.
- Requires a collaborative approach to the management of the program(s) between the two agency policy boards.
- Does not require public approval at the ballot box.
- The two existing governing boards and their separate authority are preserved.
- Expectations are aligned around a well written and executed JPA that addressed, contract cost, administration, operations, outcomes, and consistent actions based on performance of the contractor.

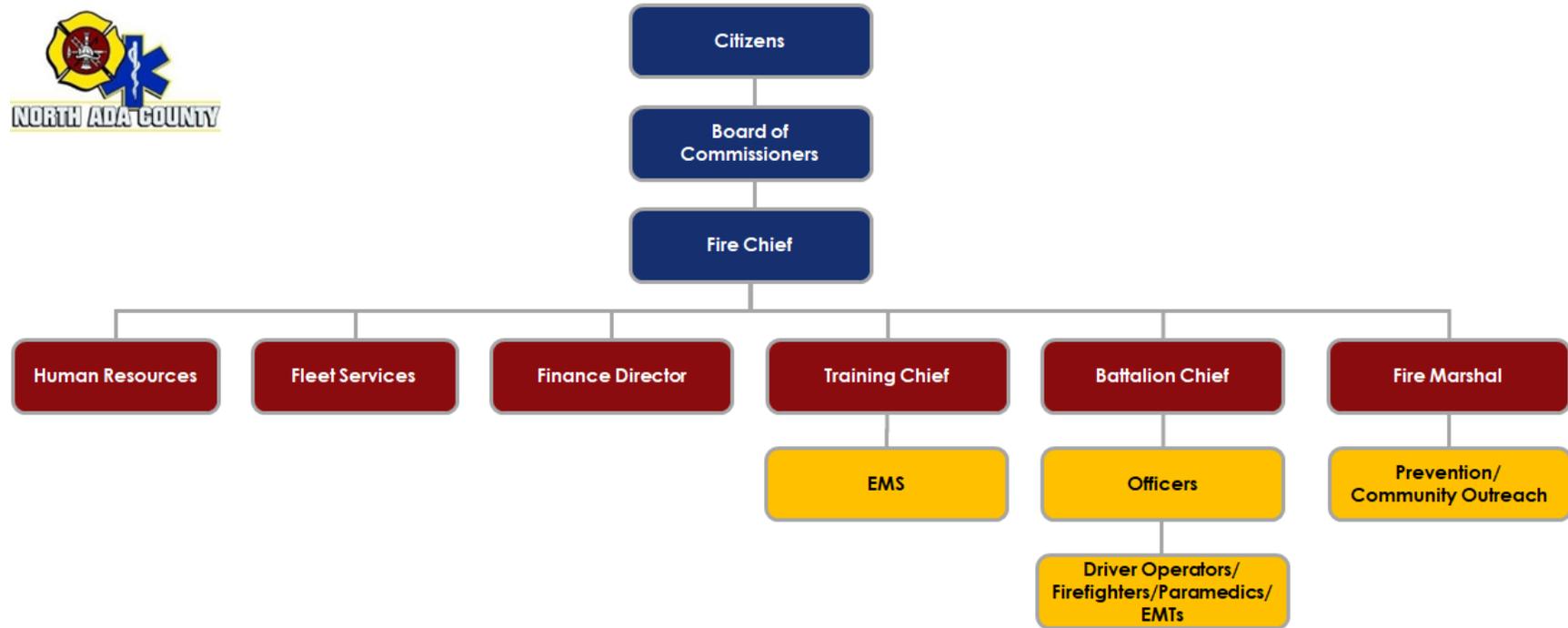
One aspect of the Option II scenarios that should be considered is the number of emergency responses made by the JPA staffed stations outside of the NACFR service area, and the number of responses made by non-JPA stations inside the NACFR service area. Consideration should be given to adding “reopener” language in a new JPA that provides for a proportional review of incident distribution. For example, the service demand component of both methodologies used above contemplates all first response calls within the JPA being handled by JPA funded fire stations. If, however, JPA stations are unable to respond to a significant number of calls within their first due zone, then the service demand on non-JPA BFD units is increased and vice versa. Therefore, the service demand should be periodically reviewed to determine if it should be modified with a service availability factor.

Option IIIA: Reconstituting the NACFR Department

In this option, the NACFR would reconstitute its operational fire department and take complete authority for providing and managing fire and rescue services within the NACFR service area. This will require a complete reestablishment of fire operations, including the hiring, training, and equipping of resources at Stations 16, 18, and 20. A detailed new department implementation plan is included in Appendix A. This implementation plan will provide a detailed work plan to address all issues of reconstituting a fully functional fire-rescue department.

The following organizational chart represents the nominal functions and positions that should be filled or contracted to operate the NACFR system.

Figure 81: Notional Organizational Structure for North Ada County Fire Rescue Department



Fiscal Analysis

Financial analysis for this option utilizes the Eagle Fire Protection District as a comparative model for preparing a stand-alone NACFR budget since the EFPD is also a fire protection district and maintains three fire stations staffed with career personnel. EFPD operates two engine companies and one ladder company along with several other pieces of equipment. The following model assumes that NACFR will staff two engine companies and one ladder company with three firefighters per shift and will cross-staff other apparatus on an as-needed basis.

For comparison purposes, staff costs in this option are the same as those used for BFD personnel in the above expanded JPA scenarios and personnel are budgeted using a 1.2 relief factor. The model assumes three Division Chief officers will be added; one to serve as Fire Marshal, one to manage operations, and one to manage administration and support services, which would include training, logistics and fleet, finance and budget, among other programs. The first-year budget, for comparison purposes, is FY 21 and would include one-time, non-recurring on-boarding costs for all positions of just under \$1 million. This cost would not be incurred in subsequent years.

The following figure compares the current FY 21 JPA costs and FTE counts with a proposed FY 21 NACFR stand-alone fire department. The column on the right shows the additional or increased cost (and FTEs) in either equivalent or newly added expense line items.

Figure 82: Financial Template Modeling Costs of Option IIIA

Fiscal Year 21	Current JPA		NACFR		Difference	
	Cost	FTE ²	Cost	FTE ²	Cost	FTE ²
Personnel Services²	2,293,338	10.8	7,944,242	41.0	5,601,243	27
<i>Fire Chief</i>	-	0.0	260,704	1.0	260,704	1.0
<i>Division Chief</i>	-	0.0	557,110	3.0	557,110	3.0
<i>Battalion Chief</i>	-	0.0	834,002	3.6	834,002	3.6
<i>Captain</i>	724,419	3.6	2,173,257	10.8	1,448,838	7.2
<i>Engineer/App Op</i>	604,954	3.6	1,814,863	10.8	1,209,908	7.2
<i>Firefighter/EMT</i>	641,509	7.2	962,263	10.8	320,754	3.6
<i>Admin Assistant</i>	-	0.0	61,597	1.0	61,597	1.0
<i>Onboarding costs</i>	-		988,800	-	988,800	-
<i>Station W/C Direct Cost³</i>	52,326		198,645	-	96,658	-
<i>Swing Pool Personnel⁴</i>	177,130		-	-	(177,130)	-
<i>NACFR Staff Costs</i>	93,000		93,000	-	-	-
Maintenance & Operations	1,520,091		1,370,000		(150,091)	
<i>Station/Facilities M & O</i>	74,338		300,000	-	225,662	-
<i>Personnel M & O</i>	782,950		125,000	-	(657,950)	-
<i>Admin/Other M & O</i>	433,634		450,000	-	16,366	-
<i>Apparatus M & O</i>	-		175,000	-	175,000	-
<i>Equipment/Supplies M&O</i>	-		320,000	-	320,000	-
<i>Stores M & O</i>	19,169		-	-	(19,169)	-
<i>NACFR M&O</i>	210,000		-	-	(210,000)	-
Capital Apparatus/Equip	52,742		250,000		197,258	
<i>Annual Fleet Plan</i>	12,742		-	-	(12,742)	-
<i>NACFR Capital Costs</i>	40,000		-	-	(40,000)	-
<i>Apparatus/Equipment</i>	-		250,000	-	250,000	-
Total Expenditures	3,866,171		9,564,242		5,648,410	

¹Assumes 2 engine companies and 1 ladder company; each staffed with 3 per shift.

²Position cost includes a relief factor of 1.2 and would include some of the "swing pool" cost in the current JPA.

³W/C costs considered a Personnel Services cost.

⁴No "swing pool" added since all positions include 1.2 relief factor.

Materials and services costs were developed and then estimated for FY 21 using the EFPD FY 20 expenditure budget line item detail and separating those costs into Station/Facilities Operating, Personnel Operating, Apparatus Operating, Admin/Other Operating, and Equipment/Supplies Operating costs. EFPD acquired some of its capital apparatus under a lease-purchase plan and the debt service is \$373,000 per year. In addition, EFPD budgeted approximately \$180,000 in equipment and apparatus replacement in FY 20. The NACFR model assumes an annual capital equipment/apparatus replacement cost of \$250,000. This can be considered an actual annual outlay, or an approximate amount needed for an equipment/apparatus committed fund balance amount each year.

To appropriately staff three fire stations and provide the necessary operational and administrative overhead, NACFR would need 27 FTE beyond those currently assigned to Station 16 under the JPA at an additional FY 21 cost of \$5.65 million. As discussed above, the almost \$1 million in on-boarding costs are non-recurring and would not be found in future budgets. Therefore, the actual recurring increase for FY 21 would be closer to \$4.6 million. NACFR already has three fire stations, so it would not need additional facilities. Further, it has its own modern fire apparatus and would not likely need to add to its current fleet except as part of an annual replacement program at a future date.

As a check on the estimated costs for NACFR to stand up its own fire department, the following figure shows the NACFR estimated costs and the Eagle Fire Protection District FY 21 estimated costs (total expenditure budget reflects the adopted FY 21 amount while PS and M&O budgets are estimates made by increasing the detailed FY 20 costs since a detailed line item budget for FY 21 was not available).

Figure 83: FY 21 Comparison of Current JPA, Stand-Alone NACFR and Estimated FY 21 Eagle FPD Expenditure Budgets

Fiscal Year 21	Current JPA		NACFR ¹		Eagle FD ²	
	Cost	FTE	Cost	FTE	Cost	FTE
Personnel Services	2,293,338	10.8	7,944,242	41.0	7,984,355	50.0
Maintenance & Operations	1,520,091		1,370,000		1,382,962	
Debt Service	-		-		373,000	
Capital Apparatus/Equip	52,742		250,000		986,945	
Total Expenditures	3,866,171		9,564,242		10,727,262	

¹Personnel Services includes first-year on-boarding costs of \$990,000.

²Total expenditures from EFPD FY 21 adopted budget summary, PS and M&O are estimates.

Issues & Impacts

- A permanent organizational restructuring commitment is made since this is a reconstituting of the NACFR stand-alone fire department.
- All final decision-making power relating to capital equipment, tax rates, revenue, liabilities, and service levels will be with the NACFR Board of Directors.
- Requires a collaborative approach prior to implementation and will require a number of automatic and mutual aid agreements with the BFD and EFPD.
- Authority already exists to implement this option without an authorizing vote of the District.
- The NACFR fire department is fully reconstituted.
- The Boise JPA ceases to exist and will not have any authority or function as it relates to fire protection in the existing NACFR service area.

Option IIIB: Reconstituting the NACFR Department with Eagle Fire Protection District Annexing a portion of NACFR Sub District 1 Area

In this option, the NACFR would reconstitute its operational fire department and take complete authority for providing and managing fire and rescue services within the NACFR service area. However, in this option, the Eagle Fire Protection District would annex a portion of the District's northern Sub District 1 area. This option will also require a complete reestablishment of fire operations, including the hiring, training, and equipping of resources at Stations 16 and 18. The same steps used to establish a new department discussed for Option IIIA would need to be followed for this option. In addition, the steps necessary for the EFPD to annex a portion of the NACFR would need to be taken.

Fiscal Analysis

Financial analysis for this option also compares NACFR against EFPD but assumes that NACFR will staff two engine companies with three firefighters per shift and will cross-staff other apparatus on an as-needed basis.

For comparison purposes, staff costs in this option are the same as those used for BFD personnel in the expanded JPA scenarios and personnel are budgeted using a 1.2 relief factor. As with Option IIIA, this model assumes three Division Chief officers will be added; one to serve as Fire Marshal, one to manage operations, and one to manage administration and support services, which would include training, logistics and fleet, finance and budget, among other programs. The first-year budget, for comparison purposes, is FY 21 and would include one-time, non-recurring on-boarding costs for all positions of \$720,000. This cost would not be incurred in subsequent years.

The following figure compares the current FY 21 JPA costs and FTE counts with a proposed FY 21 NACFR stand-alone fire department. The column on the right shows the additional or increased cost (and FTEs) in either equivalent or newly added expense line items.

Figure 84: Financial Template Modeling Costs of Option IIIB

Fiscal Year 21	Current JPA		NACFR		Difference	
	Cost	FTE ²	Cost	FTE ²	Cost	FTE ²
Personnel Services²	2,293,338	14.4	5,938,233	30.2	3,644,895	16
<i>Fire Chief</i>	-	0.0	260,704	1.0	260,704	1.0
<i>Division Chief</i>	-	0.0	557,110	3.0	557,110	3.0
<i>Battalion Chief</i>	-	0.0	834,002	3.6	834,002	3.6
<i>Captain</i>	724,419	3.6	1,448,838	7.2	724,419	3.6
<i>Engineer/App Op</i>	604,954	3.6	1,209,908	7.2	604,954	3.6
<i>Firefighter/EMT</i>	641,509	7.2	641,509	7.2	-	-
<i>Admin Assistant</i>	-	0.0	61,597	1.0	61,597	1.0
<i>Onboarding costs</i>	-		721,824	-	721,824	-
<i>Station W/C Direct Cost³</i>	52,326		109,739	-	57,413	-
<i>Swing Pool Personnel⁴</i>	177,130		-	-	(177,130)	-
<i>NACFR Staff Costs</i>	93,000		93,000	-	-	-
Maintenance & Operations	1,520,091		1,160,000		(360,091)	
<i>Station/Facilities M & O</i>	74,338		200,000	-	125,662	-
<i>Personnel M & O</i>	782,950		125,000	-	(657,950)	-
<i>Admin/Other M & O</i>	433,634		450,000	-	16,366	-
<i>Apparatus M & O</i>	-		175,000	-	175,000	-
<i>Equipment/Supplies M&O</i>	-		210,000	-	210,000	-
<i>Stores M & O</i>	19,169		-	-	(19,169)	-
<i>NACFR M&O</i>	210,000		-	-	(210,000)	-
Capital Apparatus/Equip	52,742		175,000		122,258	
<i>Annual Fleet Plan</i>	12,742		-	-	(12,742)	-
<i>NACFR Capital Costs</i>	40,000		-	-	(40,000)	-
<i>Apparatus/Equipment</i>	-		175,000	-	175,000	-
Total Expenditures	3,866,171		7,273,233		3,407,062	

¹Assumes 2 engine companies; each staffed with 3 per shift.

²Position cost includes a relief factor of 1.2 and would include some of the "swing pool" cost in the current JPA.

³W/C costs considered a Personnel Services cost.

⁴No "swing pool" added since all positions include 1.2 relief factor.

Materials and services costs for Option IIIA were developed and then estimated for FY 21 using the EFPD FY 20 expenditure budget line item detail and separating those costs into Station/Facilities Operating, Personnel Operating, Apparatus Operating, Admin/Other Operating, and Equipment/Supplies Operating costs. This model uses a reduced amount from the full three-station amount shown in Option IIIA for Station/Facilities and Equipment and Supplies M&O costs (reduced by approximately 1/3). This option also assumes a slightly lower annual capital equipment/apparatus replacement cost of \$175,000.

To appropriately staff two fire stations and provide the necessary operational and administrative overhead, NACFR would need 16 FTE beyond those currently assigned to Station 16 under the JPA at an additional FY 21 cost of \$3.41 million. As discussed above, the \$720,000 in on-boarding costs are non-recurring and would not be found in future budgets. Therefore, the actual recurring increase for FY 21 would be closer to \$2.69 million. The NACFR department already has the two fire stations needed under this option, so it would not need additional facilities. Further, it has its own modern fire apparatus and would not need to add to its current fleet except as part of an annual replacement program at a future date.

Issues & Impacts

- A permanent organizational restructuring commitment is made since this is a reconstituting of the NACFR stand-alone fire department.
- Reconstituting the full department would require significant one-time expense related to onboarding personnel, procuring capital equipment and supplies, and planning/legal facilitation.
- All final decision-making power relating to capital equipment, tax rates, revenue, liabilities, and service levels will be with the NACFR Board of Directors.
- Requires a collaborative approach prior to implementation and will require automatic and mutual aid agreements with the BFD and EFPD.
- Annexation into EFPD would require voter approval.
- The Boise JPA ceases to exist and will not have any authority or function as it relates to fire protection in the existing NACFR service area.
- NACFR's tax base will be reduced proportionally based on the taxable assessed value of the properties included in the annexation.

Option IV: Consolidate with the Eagle Fire Protection District to Provide Services within the NACFR District

The operational unification strategy takes the next step in the continuum of increased collaboration between NACFR and the EFPD. Functional and operational collaboration move beyond shared service delivery and the JPA initiative discussed above, in that the fire districts become a single host agency. Dispatch protocols are modified, equipment and personnel may be deployed differently, and district boundaries are erased to achieve the consolidated fire district.

Idaho statutes allow two or more existing fire protection districts to consolidate into a single jurisdiction. ID Section 31-1413 outlines the requirements and steps that must be taken to pursue consolidation. First, each of the Boards of Commissioners must determine and agree that consolidation would be advantageous. If so, an agreement must be prepared that provides:

- A name for the new consolidated fire protection district.
- That all property of the districts to be consolidated shall become the property of the consolidated district.
- That all debts of the districts to be consolidated shall become the debts of the consolidated district.
- That the existing commissioners of the districts to be consolidated shall be the commissioners of the consolidated district until the next election (described in more detail in Section 31-1413 [1][d]).
- The statute allows for a three- or five-member board of commissioners (ESCI recommends a board comprised of five members).
- That the employees of the consolidated fire protection district shall be selected from the employees of the fire protection districts being consolidated, which employees shall retain the seniority rights under their existing employment contracts.
- Following approval of the agreement of consolidation, each current fire protection district board shall hold a hearing not less than 10 days or more than 30 days thereafter (described in more detail in Section 31-1413 [2]).
- During the hearings, if there are not a substantial number of objections, or any petitions in opposition to consolidation, each board may approve the agreement to consolidate, which will then become effective.

- If a petition signed by 25% of the qualified electors of one or more of the current fire protection districts is filed, an election will be required in accordance with Idaho Code Sections 31-1405 and 31-1414.
- Once the agreement for consolidation becomes effective, the new board of fire commissioners must file a certified copy of the agreement with the Ada County recorder.
- Thereafter, the consolidated fire protection district will have the same rights and obligations as any other fire district in accordance with applicable Idaho statutes.

It is also important to note that the level of trust required to implement operational unification is very high, since independence and autonomy in core mission activities (emergency operations) have been subordinated in favor of the preferred state of complete integration. As explained below, the integration of NACFR and the EFPD can be accomplished through a merger or consolidation.

Merger

In the State of Idaho, complete integration of fire districts can be accommodated in one of two ways by statute—merger or consolidation.

A merger is a complete integration of two or more districts into one. One is absorbed into, and becomes part of, the other agency. For two or more fire districts to merge, one or more ceases to exist (merging agency) and the other becomes the surviving entity (merger agency). The employees and volunteers of the merging agency are transferred to the merger agency, and the elected positions are either eliminated from the merging district or brought into the merger district through an agreement to re-configure the composition of the board of directors.

In this study area, the merger approach is complicated by the fact that the EFPD would only entertain being the host district and dissolving NACFR, in addition, the BFD has no interest in participating in a fire district merger at this time. As a result, if the districts were to merge, the City would not be included. If a fully regional district is desired, the districts would need to coordinate with the City of Boise to annex into the surviving fire district, an approach that is very complex and likely to be problematic.

Consolidation

Differing from merger, a consolidation occurs when two or more fire districts cease to exist, and an entirely new fire district is formed. Like a merger, employees become members of the newly formed fire district. A newly elected Board of Directors replaces existing elected official positions of both the merging district and the merger district. New foundational documents, such as policies, ordinances, and resolutions must be created, requiring additional administrative work.

The issues of city involvement are similar as in the merger scenario, with an important exception. In Idaho, fire protection districts can be established to include cities. In many cases, the district provides fire protection throughout the district, which simply includes the city(s). In other instances, in the state, the city operates the fire department and contracts (JPA) services to the district, like is done in Option II. The difference under the consolidation scenario is if an entirely new district is to be formed, it could be done so to be inclusive of the city so that a single, stand-alone, fire protection would result to serve the entire area.

As with a merger, a consolidation requires the approval of the district's electorate. In a study area of this size with multiple existing jurisdictions involved, the process is highly complex.

Annexation

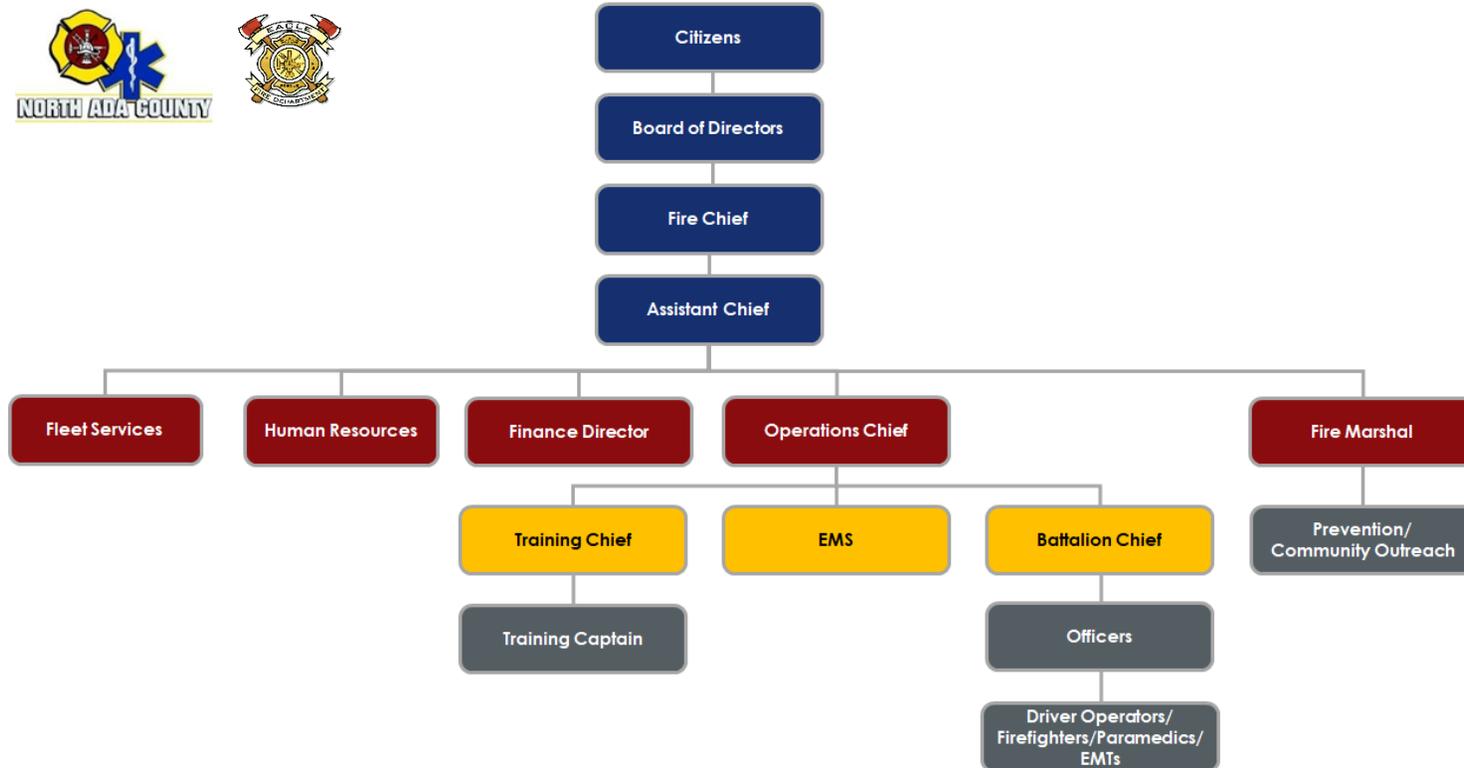
Annexation includes "the attachment or addition of territory to, or inclusion of territory in, an existing district." Annexations are more typical in the city/fire district relationship, where a city will ask voters to approve the annexation of the city into the fire district, and levy an agreed-upon tax rate to be collected and turned over to the fire district. The fire district assumes all responsibility for fire protection within both the fire district's and the city's boundaries.

In the case of the study area fire districts, an annexation between the districts can occur only if one district(s) takes the step of dissolving the impacted territory, immediately followed by being annexed into the other fire district, e.g., the EFPD could annex an area of the NACFR District in close proximity to its current boundaries, such as the Station 20 district area.

The primary impact of this method would be the loss of responsibility and revenue in the annexed region to NACFR. This funding would no longer be available to NACFR for regional service delivery to its other territory. In addition, the EFPD would have the revenue transferred to its district at its established mill rate and be responsible for providing services for the amount collected consistent with its service delivery model and standards.

The following is a sample organizational chart for a combined fire district for the EFPD and NACFR. It is a sample organizational chart with the necessary elements of a career all risk department. The actual staffing and organizational structure may vary but should address the identified functions.

Figure 85: Sample NACFR & EFPD Organizational Structure



Fiscal Analysis

Financial analysis of this option utilizes the EFPD budget as a baseline and extrapolates to the costs of staffing NACFR Stations 16, 18, and 20. This service level is recommended based upon an analysis of current and projected service demand balanced against the district's response capability. It is comparable to Option IIIA (3-person staffing at all three NACFR fire stations) and slightly better than Option II—Scenario 2. In this option, EFPD would add the necessary personnel and associated expense to operate two engine companies and one ladder company with three firefighters per shift and will cross-staff other apparatus on an as-needed basis. Further, it is likely that another Battalion Chief would be needed, and one is added for each shift in this model.

For comparison purposes, staff costs are the same as those used for BFD personnel in the above options and scenarios, and personnel are budgeted using a 1.2 relief factor. The first-year budget, for comparison purposes, is FY 21 and would include one-time, non-recurring on-boarding costs for all positions of just under \$1 million. It is also likely that both staff and on-boarding costs would be different and based on EFPD rather than BFD costs. However, the model uses the same BFD costs for these items to maintain consistency with the other options and scenarios presented above.

The following figure compares the current FY 21 JPA costs and FTE counts with a proposed FY 21 annexation by the EFPD. The column on the right shows the additional or increased cost (and FTEs) in either equivalent or newly added expense line items. It is assumed that these additional costs above the current JPA and including the current JPA costs would need to be funded by the taxpayers within the NACFR since these are the incremental costs to the EFPD of providing fire and rescue services to the taxpayers within the NACFR.

Figure 86: Financial Template Modeling Costs of Option IV

Fiscal Year 21	Current JPA		NACFR		Difference	
	Cost	FTE ²	Cost	FTE ²	Cost	FTE ²
Personnel Services²	2,293,338	14.4	6,805,120	36.0	4,511,782	22
Fire Chief	-	0.0	-	0.0	-	-
Division Chief	-	0.0	-	0.0	-	-
Battalion Chief	-	0.0	834,002	3.6	834,002	3.6
Captain	724,419	3.6	2,173,257	10.8	1,448,838	7.2
Engineer/App Op	604,954	3.6	1,814,863	10.8	1,209,908	7.2
Firefighter/EMT	641,509	7.2	962,263	10.8	320,754	3.6
Admin Assistant	-	0.0	-	0.0	-	-
Onboarding costs	-		889,920	-	889,920	-
Station W/C Direct Cost ³	52,326		130,815	-	78,489	-
Swing Pool Personnel ⁴	177,130		-	-	(177,130)	-
NACFR Staff Costs	93,000		-	-	(93,000)	-
Maintenance & Operations	1,520,091		1,370,000		(150,091)	
Station/Facilities M & O	74,338		300,000	-	225,662	-
Personnel M & O	782,950		125,000	-	(657,950)	-
Admin/Other M & O	433,634		450,000	-	16,366	-
Apparatus M & O	-		175,000	-	175,000	-
Equipment/Supplies M&O	-		320,000	-	320,000	-
Stores M & O	19,169		-	-	(19,169)	-
NACFR M&O	210,000		-	-	(210,000)	-
Capital Apparatus/Equip	52,742		250,000		197,258	
Annual Fleet Plan	12,742		-	-	(12,742)	-
NACFR Capital Costs	40,000		-	-	(40,000)	-
Apparatus/Equipment	-		250,000	-	250,000	-
Total Expenditures	3,866,171		8,425,120		4,558,949	

¹Assumes 2 engine companies and 1 ladder company; each staffed with 3 per shift.

²Position cost includes a relief factor of 1.2 and would include some of the "swing pool" cost in the current JPA.

³W/C costs considered a Personnel Services cost.

⁴No "swing pool" added since all positions include 1.2 relief factor.

Materials and services costs were developed and then estimated for FY 21 using the EFPD FY 20 expenditure budget line item detail and separating those costs into Station/Facilities Operating, Personnel Operating, Apparatus Operating, Admin/Other Operating, and Equipment/Supplies Operating costs. Current NACFR personnel costs would be eliminated. Costs for this option are the same as those used for Option IIIA.

To appropriately staff three fire stations and provide the necessary operational and administrative overhead, EFPD would need 36 FTE beyond the current staffing level at an additional FY 21 cost of \$8.43 million. As discussed above, the nearly \$1 million in on-boarding costs are non-recurring and would not be found in future budgets. Therefore, the actual recurring increase for FY 21 would be closer to \$7.4 million. Since the NACFR already has the three fire stations needed under this option, no additional facilities are required. Further, it has its own modern fire apparatus, and the EFD would not need to add to its current fleet except as part of an annual replacement program at a future date.

Issues & Impacts

- A permanent organizational restructuring commitment is made since this is a consolidation of the two fire districts.
- All final decision-making power relating to capital equipment, tax rates, revenue, liabilities, and service levels will be with the new district board.
- Requires a collaborative approach to the management of the program(s) between the two agencies prior to the consolidation and will require a NACFR service area representation on the new district board.
- Requires public approval at the ballot box.
- The two existing governing boards and their separate authority are reconstituted.
- NACFR ceases to exist and will not have any authority or function as it relates to fire protection in the existing NACFR service area.

Comparison of Financial Impact on NACFR District of Various Options:

The following figure compares the expenditure budget by major category, in FY 21 dollars, of the options to the existing JPA costs. In Option II—Scenario 1A and 1B, where service level remains the same, and only the allocation methodology varies, the District would end up paying more to the City of Boise than under the current JPA. In Scenario 3A and 3B, staffing remains the same as in the current JPA, although the staff are distributed in a more useful manner. In that case, the cost to NACFR would still increase by approximately the same amount as Scenario 1. Scenario 2A and 2B significantly improve service level by adding a three-person crew to Station 18 and a two-person QRV to Station 20, which also significantly increases the cost of the JPA to NACFR by an average of approximately \$2.5 million.

However, as pointed out above, NACFR Station 16 can, and does, provide a significant degree of first-due coverage to portions of the City of Boise (51% of Station 16 call volume). If the City and District were to negotiate a “First-Due Factor” and apply it to the operating costs of any NACFR fire station providing some level of first-due coverage to the City, then the NACFR cost of the scenarios below would be significantly reduced. For example, the Scenario 2A and 2B recurring cost differential would be reduced from \$2.28 million to -\$0.13 million and \$2.7 million to \$0.84 million, respectively.

Figure 87: Financial Impact Matrix

Option	Personnel Services	Maint & Ops	Apps & Equip	Total Expense	Total Cost Diff	Recurring Cost Diff
Option I (Current JPA) - Status Quo	2,293,338	1,520,091	52,742	3,866,171	-	-
Option II (Modified JPA) - Scenario 1A	2,485,621	1,442,492	52,742	3,980,855	114,684	114,684
Option II (Modified JPA) - Scenario 1B	2,598,907	1,797,660	52,742	4,449,309	583,138	583,138
Option II (Modified JPA) - Scenario 2A	4,504,090	1,591,168	52,742	6,148,000	2,281,829	2,281,829
Option II (Modified JPA) - Scenario 2B	4,615,921	1,946,336	52,742	6,614,998	2,748,827	2,748,827
Option II (Modified JPA) - Scenario 3A	2,485,621	1,461,077	52,742	3,999,439	133,268	133,268
Option II (Modified JPA) - Scenario 3B	2,598,907	1,732,428	52,742	4,384,077	517,906	517,906
Option IIIA - NACFR Dept ¹	7,894,581	1,370,000	250,000	9,514,581	5,648,410	4,660,410
Option IIIB - NACFR Dept (< Station 20) ²	5,938,233	1,160,000	175,000	7,273,233	3,407,062	2,685,238
Option IV - EFPD Annexes NACFR ³	6,805,120	1,370,000	250,000	8,425,120	4,558,949	3,669,949

¹Includes first-year, one-time onboarding cost of \$988,000; recurring total and JPA differential would be \$8,526,581 and \$4,660,410.

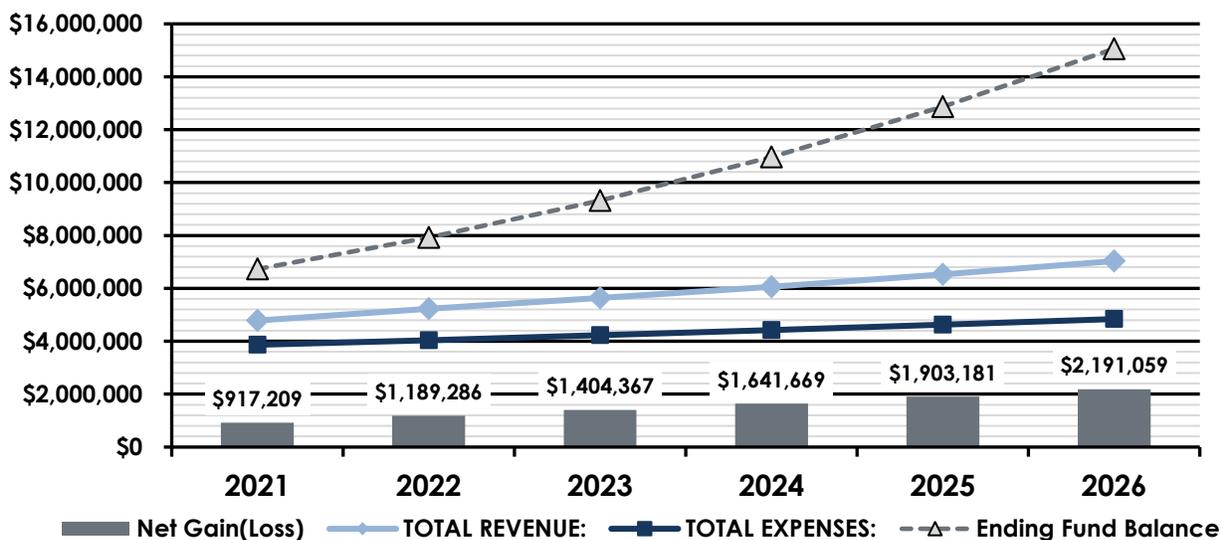
²Includes first-year, one-time onboarding cost of \$721,824; recurring total and JPA differential would be \$6,551,409 and \$2,685,238.

³Includes first-year, one-time onboarding cost of \$889,920; recurring total and JPA differential would be \$7,551,214 and \$3,685,043.

Clearly, the recurring cost associated with Option IIIA, standing up a fully-staffed fire department, at \$8.6 million (after subtracting onboarding costs of almost \$1 million), well exceeds the cost of the existing JPA and would require a significant increase above the current tax levy. In a variation of Option IIIA, the Eagle Fire Protection District would annex the subdistrict zone covered by NACFR Station 20. While the District would lose the associated revenue, its total cost of providing an improved level of service to that zone accounted for in Option IIIA would also be removed from the Option IIIA costs. This reduction in first-year expense amounts to approximately \$2.2 million or about \$2 million less in recurring costs. This would still be \$3.4 million more than the current JPA in the first year, and \$2.69 million in recurring costs. Option IV considered full annexation of the area served by NACFR by the EFPD. The incremental cost to EFD to provide the same services provided under Option IIIA to District taxpayers at \$8.4 million is still \$4.56 million more than the current JPA in first-year cost (\$3.67 million in recurring cost).

The following figure reiterates the status quo projection for NACFR from FY 21–26 under the existing JPA. Revenue is projected to exceed expenses by an increasing amount from just under \$1 million in FY 21 to \$2.2 million by FY 26. The fund balance, including committed reserves, in FY 21 is projected at a healthy \$6.7 million and would continue to rise under the status quo (Option I). Therefore, the District has sufficient excess revenue capacity at the current levy rate to adopt Option I or Option II, either Scenario 1 or 3.

Figure 88: NACFR Projected Revenue, Expense, and Fund Balance, FY 21–26 Under Current JPA with City of Boise



The following figure shows the estimated total taxable value and the estimated mill levy amounts at the current 2.4 mill levy rate for NACFR for FY 20 and FY 21. It also shows the estimated value of 1 mill and the “excess” recurring revenue over expense from the previous figure that could, theoretically, be used to offset any increase the District would incur if it were to adopt one of the options other than Option I—Status Quo. Below that data are shown the recurring cost differential between the ten different options discussed above and the current JPA. The next column shows the additional levy amount beyond the “excess” levy currently generated that would be needed to sustain the option. This is followed by a calculation showing how much the mill rate would need to be increased above the current rate of 2.4 mills, followed by a column showing the total new mill rate for each option. In Option IIIB, the total mill levy, value of 1 mill and excess amounts would be less by the amount lost from the portion of NACFR Subdistrict 1 zone that would be annexed by EFPD. Without knowing an identified area that would be potentially annexed, for modeling purposes, ESCI estimated the amount that may be lost at approximately 20% of the current total value of the entire District’s A/V. Figure 89:

Summary of Options—Cost Differential with Current JPA and Potential Mill Rate Increases Needed to Support Options

	FY 20	FY 21	Recurring Cost Differential	Additional Levy Needed	Mill Rate Increase	New Mill Rate
<i>Est Taxable Value</i>	\$1,997,053,268	\$2,096,905,931				
<i>Current Mill Levy Rate</i>	2.4	2.4				
<i>Estimated Mill Levy</i>	\$4,792,928	\$5,032,574				
<i>Value of 1 Mill</i>	\$1,997,053	\$2,096,906				
<i>Excess Recurring Rev</i>	\$1,033,412	\$1,206,405				
Option I - Status Quo; 4 FTE @ 16			-	(\$1,206,405)	-	2.40
Option II - 1A 4 FTE @16 (50/50 Calls/Value)			114,684	(\$1,091,721)	-	2.40
Option II - 1B 4 FTE @16 (10/90 Area/Calls)			583,138	(\$623,268)	-	2.40
Option II - 2A 3 FTE @ 16, 3 @ 18, 2 @ 20 (50/50)			2,281,829	\$1,075,424	0.51	2.91
Option II - 2B 3 FTE @ 16, 3 @ 18, 2 @ 20 (10/90)			2,748,827	\$1,542,422	0.74	3.14
Option II - 3A 3 FTE @18, 1 @ 9 (50/50 Calls/Value)			133,268	(\$1,073,137)	-	2.40
Option II - 3B 3 FTE @18, 1 @ 9 (10/90 Area/Calls)			517,906	(\$688,499)	-	2.40
Option IIIA - NACFR 3 FTE @ 16, 3 @ 18, 3 @ 20			4,660,410	\$3,454,004	1.65	4.05
Option IIIB ¹ - NACFR (less Station 20)			2,685,238	\$1,720,113	0.82	3.22
Option IV - EFPD Annexes NACFR			3,669,949	\$2,463,543	1.17	3.57

¹Value of one mill (and excess recurring revenue) was estimated at approximately 20% less if a portion of the northern Subdistrict 1 is annexed by EFPD and its taxable value is removed remaining NACFR recurring revenue stream.

Section III: **APPENDICES**

APPENDIX A: IMPLEMENTATION PLAN

ESCI has published and presented many studies and reports to clients over the years. Often, clients are overwhelmed with information and options. It takes time to digest the report and then figure out what to do next. ESCI finds it useful to offer a plan to help our clients break down the process into smaller segments. Those smaller pieces allow policymakers, fire chiefs, and communities to examine details and have discussions about what is possible. The following is offered as a framework to consider in the initial stages of evaluation. It is a strategic planning approach to partnerships.

The first decision is whether the organizations are to do anything at all, or continue on a status quo basis. Once a decision is made to consider an enhanced regional service delivery model, ESCI offers the following steps as a systematic and manageable process.

Conduct Vision Session(s) with Policymakers

The initial stage of implementation begins with the most elementary decision: "Do we want to move forward or not?" It is extremely important that, at this stage of the process, it is clearly recognized that this is a public policy decision on the part of the governing entities involved. A decision to consider altering the way in which a critical public safety service is provided, in some cases even permanently altering the governance of those services, is clearly in the purview of the elected bodies. While senior management input should be considered, the final decision should not rest at any level lower in the organization than those who are elected to represent the customers.

For this reason, ESCI recommends that the elected representatives of the agencies meet together for the initial discussion of the feasibility study and its projected operational and fiscal outcomes. Depending on the number of elected officials, the policymakers can decide whether to include all elected officials or a group assigned to represent each governing entity. During this policy stage, additional staff involvement should be somewhat limited, perhaps at the senior management level, and then for the sole purpose of providing technical support. It is important to limit the ability for the process to be "hijacked" at this point by strenuous arguments for or against the idea from those operations level personnel whose opinions may be influenced by turf, power, or control issues. Stakeholder input is important, but plentiful opportunities can be provided for this once the policy bodies have determined what is in the best interest of their citizens as a matter of public policy.

It is equally important that the policy bodies recognize exactly what decision is being considered in the initial vision meetings. The purpose is to weigh the strategies, operational advantages, fiscal outcomes, and potential impediments of the feasibility to determine whether to commit local resources to move the process forward. The decision is not, at this point, a final decision to “flip the switch.” The final commitment to take legal actions necessary to finalize the implementation of any given strategy will come much further into the process.

This initial vision meeting can be likened to the court process known as a probable cause hearing. The purpose of such a hearing is for a judge or grand jury to determine if sufficient evidence exists to warrant an arrest and a trial. The probable cause hearing does not determine the final verdict or sentence. That occurs after the much more thorough process and deliberation of the trial. Likewise, the vision meetings are for the policymakers to judge whether sufficient evidence exists to warrant moving forward. The final verdict on whether to take legal or contractual actions to implement will come after weeks, months, or even years of additional detailed planning work involving stakeholders, operations staff, legal counsel, finance personnel, and others. As this actual implementation planning work moves forward, there may be several points at which new information or significant obstacles arise that cause one or more communities to decide not to finalize and implement the Plan.

The term “vision session” is used here because the policymakers will be determining their joint decision on a future vision toward which the additional work of implementation will be directed. In many cases, several legal, operational, or functional strategies are presented as being feasible in the study. These may involve various options for governance, finance, and organizational structure. Which one or ones should the entities pursue, if any? This will become the joint vision of the policymakers.

One of the best methods for initiating this visioning process is to begin with policymakers sharing an open discussion of critical issues. Each entity's representatives can present a short description of those critical issues, service gaps, or service redundancies that might be concerning them relative to their provision of public safety services. As each entity takes their turn presenting these issues, a picture typically emerges of those shared critical issues that two or more of the entities have in common. This assists in focusing the discussion on which of the feasible options from the study best address those critical common issues and how.

As the discussion focuses on those feasible options with the greatest opportunity to positively impact shared critical issues, the discussion can expand to the strengths and weaknesses of the strategies relative to the conditions, financial abilities, and cultural attitudes of the communities involved. There should be a concerted effort to remain at a policy level without becoming overly embroiled in operational discussions of implementation details. Those will be addressed once a common vision has been established for a future strategy that is in the best interest of all the communities involved.

This is also the time that participants may decide to opt-out of further involvement. This may occur for a number of reasons. There may be a legitimate concern that an individual community does not truly share an adequate number of common critical issues with the other communities. There may also be a legitimate concern that the feasible strategies do not do enough to benefit a given community and would leave it with too many remaining critical issues. And, of course, there is always the possibility that a given community will not feel that the projected financial outcome is within their ability or provides a cost-benefit that is better than their current situation. Any such decisions by one or more communities should not be considered a discouraging factor, for that is the very purpose of the vision sessions. In many cases, other remaining entities continue moving forward with a shared vision for cooperative service delivery even after one or more communities determine not to.

The goal of the vision session(s) is to come out with a decision by the policy bodies on whether to continue with the next steps and, if so, what direction those steps should take. The vision should be sufficiently decisive as to be actionable by senior appointed officials and staff. While there will be many, many details to work out in the implementation process, the vision should clearly articulate the intention of the agreeing policy bodies on the desired outcome from the specified cooperative service strategy or strategies. Once this occurs, the real work begins.

After setting the joint vision, this policymaker group should meet together at set intervals, or as needed, to hear the progress of the Implementation Committee and its Working Groups and refine direction when necessary. The appropriate interval will depend on the situation and the complexity and length of the process itself, but a quarterly meeting is often sufficient.

Establish a Joint Implementation Committee

The next step in the process is to establish a Joint Implementation Committee that will be given the overall responsibility with leadership and management of the planning and implementation process. This will be the “nuts and bolts” group that works through the details, overcomes the challenges, reacts to new information, and makes many of the actual decisions on the implementation plan. This group should have a much wider representation from stakeholders both inside and outside of the individual organizations involved. Membership in the Joint Implementation Committee may include senior management personnel and, where appropriate, labor representatives. The following is an example of a Joint Implementation Committee:

- City Manager or Board Chair (or equivalent) from each organization
- Fire Chief
- Finance Director from each organization
- Labor representatives from each agency
- Volunteer representatives from each volunteer organization involved

The Joint Implementation Committee should select a chair or co-chairs to function as organizers and facilitators for the committee meetings. In addition, their first order of business should be to determine the rules and procedures of this committee. This should include such items as:

- How often does this group meet (monthly is typical)?
- How are absences handled (assigned alternates are recommended)?
- How does communication (occasionally secure) within this committee take place?
- How will meetings be conducted? Are there “rules of conduct” for the meetings?
- Under what circumstances will the meetings be opened to attendance by non-members?
- How will the group pursue consensus? When voting is necessary, how will that occur?

Develop an Implementation Strategic Plan

Once the ground rules have been set, the Joint Implementation Committee should schedule a strategic planning process. The strategic planning process should be held in a neutral setting away from the daily activities and noise of the usual office environment. It need not be an expensive retreat, but it should be organized to focus energy and attention exclusively on the planning process for its duration.

The purpose of the initial strategic planning session should be as follows:

- To further articulate and refine the joint vision set by the policy bodies.
- To identify critical issues that will be met as the implementation process unfolds.
- To identify potential impediments to implementation from:
 - Organizational culture
 - Availability of data and information
 - Lack of sufficient staff to carry through implementation processes
 - Outside influences and time demands
- To set the specific goals and objectives of the implementation process and the timelines for accomplishment.
- To establish the necessary Implementation Working Groups.

This process should result in the preparation of an implementation-planning document that can be shared with the policy body, stakeholders, and others who will be involved in or affected by the implementation process. The document should provide the joint vision, describe the cooperative service strategy or strategies being pursued, the desired outcome, the goals that must be met in order for implementation to be achieved, and the individual objectives, tasks, and timelines for accomplishment. When fully and adequately prepared, this document will serve as the master “road map” for the process and will help guide the next steps of developing working groups and assigning responsibilities.

Establish Implementation Working Groups

As part of the implementation strategic planning process, various Implementation Working Groups should be established that would be charged with responsibility for performing the necessary detailed work involved in analyzing, weighing, and deciding on specific processes. Membership for these Implementation Working Groups should be roughly identified as part of that process as well.

The number and titles of the working groups will vary, depending on the type and complexity of the strategies being pursued. However, the following list provides some typical working groups used in most consolidation processes and a description of some of their primary assigned functions and responsibilities.

Governance Working Group

This group will be assigned to examine and evaluate various governance options for the cooperative services effort. A recommendation and process steps will be provided back to the Joint Implementation Committee and the Policymaker Group. Once approved, this working group is typically assigned the task of shepherding the governance establishment through to completion. The membership of this group typically involves one or more elected officials and senior city/district and agency management.

Finance Working Group

This group will be assigned to review the financial projections contained in the feasibility study and complete any refinements or updating necessary. The group will look at all possible funding mechanisms and will work in partnership with the Governance Working Group to determine the impact on local revenue sources and options. Where revenue is to be determined by formula rather than a property tax rate, such as in a contractual cooperative venture, this group will evaluate various formula components and model the outcomes, resulting in recommendations for a final funding methodology and cost distribution formula. The membership of this group typically involves senior financial managers and staff analysts, and may also include representatives from the agencies' administrative staffs.

Legal Working Group

Working in partnership with the Governance Working Group, this group will identify all of the legal aspects of the selected strategy and will identify steps to ensure the process meets all legal obligations of process and law. Where necessary, this group will oversee the preparation and presentation of policy actions such as ordinances, joint resolutions, petitions, dissolutions, and enabling legislation. The group will also be responsible for working with other elected bodies, such as State Legislatures, the State Fire Marshal, and the insurance industry, when necessary, to accomplish the establishment of local selected governance. The membership of this group typically involves legal counsel from the various entities involved and may also include senior city/district management staff.

Operations Working Group

This group will be responsible for an extensive amount of work and may need to establish multiple sub-groups to accommodate its workload. The group will work out all of the details of the necessary operational changes required by the strategy. This involves a detailed analysis of assets, processes, procedures, service delivery methods, deployment, and operational staffing. Detailed integration plans, steps, and timelines will be developed. The group will coordinate closely with the Support Services and Logistics Working Group, if established. The membership of this group typically involves senior agency management, mid-level officers, training staff, and volunteer representatives. This list often expands with the complexity of the services being provided by the agencies.

Support Services and Logistics Working Group (Optional)

This group will be responsible for any required blending of capital assets, disposition of surplus, upgrades necessary to accommodate operational changes, and the preparation for ongoing administration and logistics of the cooperative effort. The membership of this group typically involves mid-level agency management, administrative, and support staffs. Where involved, support divisions such as Maintenance, Fire Prevention, etc., will also be represented.

Communications Working Group

Perhaps one of the most important, this group will be charged with developing an internal and external communication policy and procedure to ensure consistent, reliable, and timely distribution of information related to the cooperative effort. The group will develop public information releases to the media and will select one or more spokespersons to represent the communities in their communication with the public on this particular process. The importance of speaking with a common voice and theme, both internally and externally, cannot be overemphasized. Fear of change can be a strong force in motivating a group of people to oppose what they do not clearly understand. A well-informed workforce and public will reduce conflict. The membership of the group typically involves public information officers and senior city or agency management.

Meet, Identify, Challenge, Refine, and Overcome

Once the working groups are established, meeting, and completing their various responsibilities and assignments, it will be important to maintain organized communication up and down the chain. The working group chairs should regularly report to the Joint Implementation Committee. When new challenges, issues, impediments, or opportunities are identified by the working groups, these issues need to be communicated to the Joint Implementation Committee so the information can be coordinated with the findings and processes of the other working groups. Where necessary, the Joint Implementation Committee and a working group chairperson can meet with the Policymakers to discuss significant issues that may precipitate a refinement of the original joint vision.

The process is continuous as the objectives of the strategic Plan are accomplished one by one. When sufficient objectives have been met, the Joint Implementation Committee can declare various goals as having been fully met until the point comes when the actual implementation approval or petitioning for a district formation/vote needs to be sought from the policy bodies. This formal “flipping of the switch” will mark the point at which implementation ends and integration of the agencies begins.

APPENDIX B: EXAMPLE TRANSITION PLAN

Restarting the direct delivery of fire/EMS service will not be a simple task. Much work is required to ensure the seamless transition of service from [AGENCY] to the [AGENCY]. The primary focus of this effort must be to effectively manage the transition so that there is no interruption of service to the community.

This Transition Plan describes in detail the actions that are necessary to accomplish the transfer of operational responsibility. The Plan is divided into eight functional areas:

1. Organization and Operations
2. Capital Assets and Equipment
3. Human Resources
4. Finance
5. Risk Management
6. Legal
7. Technology
8. External Relationships

Each functional area begins with a summary description of the work effort required to ensure all needs of that function have been properly addressed prior to transition. Following the summary is a comprehensive and detailed list of tasks to be completed, the outcomes intended by each task, and the person(s) or department(s) responsible for completing each task.

The transition of service will add workload to the [AGENCY] organization. Establishing clear authority and effective communications systems during the transition will be important. The use of interdisciplinary teams focused on developing collaborative solutions should produce efficient support systems for [AGENCY].

Finally, keeping an open line of communications with the public will be imperative. They will need assurance that their fire and emergency services will continue unimpaired through the transition from [AGENCY] to the [AGENCY] and beyond.

Implementation of this Plan should provide for a smooth transition of service in keeping with the core goal of providing seamless and uninterrupted delivery of fire and emergency services to the community.

Organization and Operations

[AGENCY] will need to develop and staff an operating organization, including administrative command and control, support and logistics, and operational emergency staff. Additionally, it will need to build the organizational systems necessary to support the delivery of services.

[AGENCY] has been the direct service provider to [AGENCY] for a number of years. As such, it has systems and procedures in place that can be adapted to the consolidated organization.

A variety of activities are necessary. Clearly defined service delivery standards of performance must be established to lay the foundation for the acquisition of resources needed to deliver that service level. Policies, procedures, and guidelines must be developed to define operational practices. Staffing plans, training systems, response assignments, and other organizational systems must be developed and implemented.

The most pressing need is the recruitment and retention of a Chief Executive Officer (Fire Chief) for the [AGENCY]. This person will lead the organization pre and post-transition and must be intimately involved in its establishment. [AGENCY] should seek a dynamic, modern-thinking leader with the energy and capability to develop the organization into a robust, efficient, and effective service delivery system.

A staffing plan will need to be developed and implemented, listing all of the human resources needed to deliver the defined level of service within budgetary limitations. Some of these staff may transition from [AGENCY/AGENCIES] to [AGENCY], but it is not certain how many, or what rank and experience levels staff may migrate. However, it is not expected that all positions will be filled in this manner. The Fire Chief will need to work closely with the [AGENCY] Human Resources Department to recruit quality staff for the [AGENCY] (specific tasks are listed in the Human Resources section of this Plan).

It is likely that individual [AGENCY] city departments can absorb and provide a variety of support functions to the [AGENCY] system (i.e., Human Resources, Finance, Facilities, and Equipment Services). It will be very important to establish clear lines of communication and accountability between the City and [AGENCY] to ensure quality interactions and to minimize new workloads.

Organization and Operations Tasks	Estimated Hours	Responsibility
1. Establish a transition team made up of key stakeholders from the [AGENCY] and [AGENCY]. Implement a regular meeting schedule and update process. Outcome: Transition activities are well coordinated, and all parties are invested in the result.	80	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep
2. Clearly define the level of service expected to be provided by [AGENCY]: <ul style="list-style-type: none"> a. Fire suppression b. EMS c. Fire prevention d. Hazardous materials e. Technical rescue Outcome: Level of service is defined allowing [AGENCY] resources and systems to be developed and acquired to provide that level of service.	80	[AGENCY] Fire Services Coordinator
3. Create and regularly distribute public information about the transition. Emphasize that service continuity will be preserved. Create and distribute the message jointly with the [AGENCY] and the [AGENCY]. Outcome: The public is fully informed of transition activities and its impact on them.	60	[AGENCY] Fire Services Coordinator [AGENCY] Community Relations [AGENCY] Human Resources
4. Create and regularly distribute information about the transition to [AGENCY] Fire Department, [AGENCY], and regional departments. Create and distribute the message jointly with the [AGENCY] Fire Chief and [AGENCY] Fire Chief. Outcome: [AGENCY] staff are fully informed of transition activities and its impact on them.	90	[AGENCY] Fire Services Coordinator [AGENCY] Community Relations [AGENCY] Fire Chief [AGENCY] Human Resources
5. Establish the position of [AGENCY] Fire Chief. Develop the classification specification, reporting relationships, pay, and benefits. Recruit and retain a Fire Chief for [AGENCY]. Outcome: A Fire Chief is hired and ready to assist with transition implementation.	150	[AGENCY] Fire Services Coordinator Assistant City Manager [AGENCY] Community Relations [AGENCY] Human Resources
6. Prepare, refine, and finalize the staffing plan and position list for all operations and support positions. Establish all positions, including classification specifications. Outcome: A comprehensive staffing plan has been developed that fully supports [AGENCY]'s defined level of service.	60	[AGENCY] Fire Services Coordinator [AGENCY] Human Resources

Organization and Operations Tasks	Estimated Hours	Responsibility
7. Work with Human Resources to produce and publish notifications to hire firefighters and staff members fulfilling required staffing as indicated by staffing templates. Set deadlines well in advance of transition for receiving applications, interviews, background checks, and all testing processes. Outcome: All requires staff members have been appointed, and are in place prior to transition.	100	[AGENCY] Fire Services Coordinator [AGENCY] Human Resources
8. Review and evaluate available options for emergency dispatch services and select the most appropriate dispatch provider. Develop and execute agreements as needed. Outcome: The most appropriate provider supporting both cost efficiency and response effectiveness in place prior to transition.	40	[AGENCY] Fire Services Coordinator
9. Develop and establish clear lines of communication and accountability between the [AGENCY] Fire Chief and city support functions. Outcome: Expectations between the parties are clearly defined, resulting in more efficient delivery of support services.	10	[AGENCY] Fire Services Coordinator City Manager [AGENCY] Department Heads
10. Evaluate existing apparatus owned by [AGENCY] for suitability to the [AGENCY] service area. Develop apparatus specifications for appropriate [AGENCY] apparatus and develop an apparatus replacement plan. Outcome: The most appropriate apparatus type and configuration for [AGENCY] operations have been defined.	Detail in Capital Asset Section Task 1.	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep [AGENCY] Fleet Services Manager
11. Identify if co-location of [AGENCY] fire prevention personnel conducting new construction activities in the Building and Safety Department is feasible. If so, arrange for space and furnishings. Outcome: Co-location, if practical, promotes strong interaction between [AGENCY] and the Building and Safety Department.	10	[AGENCY] Fire Services Coordinator Building and Safety Facilities Manager
12. Develop a procedure for a joint review of new development proposals for building projects. Outcome: Developers experience a seamless transition of services between [AGENCY] and [AGENCY].	16	[AGENCY] Fire Services Coordinator Building and Safety
13. Establish a detailed matrix for the construction code elements that are reviewed by the Building and Safety Department and those that will be reviewed by [AGENCY] fire prevention staff. Outcome: Division of authority and responsibility between the Building and Safety Department and [AGENCY] is clearly defined.	40	[AGENCY] Fire Services Coordinator Building and Safety

Organization and Operations Tasks	Estimated Hours	Responsibility
14. Develop [AGENCY] policies, procedures, and standard operating guidelines. Review current [AGENCY] policies, procedures, and standard operating guidelines for use as a base. Outcome: [AGENCY] policies, procedures, and guidelines are comprehensive and appropriate to achieved defined levels of service.	210	[AGENCY] Fire Services Coordinator Human Resources
15. Identify alternative revenue opportunities to support [AGENCY] operations. Propose revenue opportunities for implementation as appropriate. Outcome: [AGENCY] is capturing all appropriate revenue to support the delivery of services.	40	[AGENCY] Fire Services Coordinator Finance Manager
16. Establish workflow procedures for the plans review and site inspection process. Outcome: Workflow expectations between [AGENCY] and the Building and Safety Department are clearly defined.	24	[AGENCY] Fire Services Coordinator Building and Safety
17. Determine the most appropriate source of medical director services and execute agreements to provide that service. Consider using the current [AGENCY] medical director. Outcome: Medical director services are available on the transition date.	24	[AGENCY] Fire Services Coordinator EMS Director
18. Identify records maintained by [AGENCY] that should be transferred to [AGENCY]. Identify the most appropriate method for transferring the records to [AGENCY] and address record transfer costs. Outcome: All records maintained by the [AGENCY] that are needed by [AGENCY] have been identified and transferred.	20	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep
19. Determine whether [AGENCY] can continue to use the [AGENCY] Knox Box keys or whether [AGENCY] area boxes will need to be re-keyed. Outcome: [AGENCY] has access to Knox Boxes installed in its service area.	10	[AGENCY] Fire Services Coordinator Building and Safety
20. Develop effective response forces, response assignments, and station order tables for the computer-aided dispatch (CAD) system. Provide assignments and station order tables to the dispatch provider for implementation. This data may be available from [AGENCY]. Outcome: Dispatch protocols are developed and in place by the transition date, ensuring seamless service delivery to the community.	60	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep

Organization and Operations Tasks	Estimated Hours	Responsibility
21. Develop desk manuals containing all policies and procedures for administrative functions to be performed by [AGENCY]. Outcome: [AGENCY] support staff members have the tools to assist them in performing their work.	64	[AGENCY] Fire Services Coordinator
22. Determine the exact date and time for the transition of service delivery from the [AGENCY] to [AGENCY]. Develop a transfer of service process and notify all cooperating and area agencies of the details. Outcome: The transfer of service responsibility occurs with no impact on the delivery of fire and emergency services.	20	[AGENCY] Fire Services Coordinator
23. Acquire occupancy and inspection records for [AGENCY] businesses from [AGENCY]. Outcome: [AGENCY] fire prevention staff has any historic inspection information to use for their work.	16	[AGENCY] Fire Services Coordinator
24. Complete a skills, knowledge, and certification inventory for all [AGENCY] employees. Outcome: The current level of knowledge and capability of all [AGENCY] employees is known.	80	[AGENCY] Fire Services Coordinator Human Resources [AGENCY] Training Chief
25. Based on the skills, knowledge, and certification inventory, defined job requirements, and skills needed that are unique to each service area, develop a training plan that maintains required personnel capability and develops personnel for succession purposes. Outcome: A comprehensive training program is in place and ready to be delivered on the transition date.	80	[AGENCY] Fire Services Coordinator Human Resources [AGENCY] Training Chief
26. Quantify existing firefighting, EMS, etc., supplies inventory that will be transferred from [AGENCY] to [AGENCY]. Identify and acquire supplies that need to be in-stock. Outcome: Supplies are available on the date of transition.	45	[AGENCY] Fire Services Coordinator Fleet Services Manager Facilities Manager
27. Develop a radio communication and frequency utilization plan and procedure in conjunction with [COMM CENTER]. Outcome: A radio communication and frequency use Plan and procedure are in place by the transition date.	64	[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep

Organization and Operations Tasks	Estimated Hours	Responsibility
28. Determine the mapping system that will be used for [AGENCY] mapping mobile data computers and map books. Produce new map systems for all [AGENCY] apparatus. Outcome: Map systems using a common system are available by the date of transition.	120	[AGENCY] Fire Services Coordinator [AGENCY] GIS
29. Revise the station and apparatus numbering system for the [AGENCY]. Use the [AGENCY] regional numbering system. Outcome: The numbering system is established and all stations and apparatus are properly marked by the date of transition.	10	[AGENCY] Fire Services Coordinator Fleet Manager
30. Develop and deliver training for [AGENCY] personnel on geography, risks, and target hazards in the service area. Outcome: [AGENCY] personnel are familiar with the service area.	100	[AGENCY] Fire Services Coordinator [AGENCY] Training Chief
31. Apply and receive a state emergency medical services advanced life support (ALS) license. Outcome: The state license is properly in place so that ALS delivery can continue during transition.	20	[AGENCY] Fire Services Coordinator EMS Coordinator
32. Purchase new firefighting and EMS equipment to be used by [AGENCY]. <ul style="list-style-type: none"> a. Personal Protective Equipment-for all firefighting, EMS activities b. Uniforms, badges, etc. c. Helmets d. Footwear e. Medical Equipment Outcome: Equipment consistency is provided to ensure effective operations and minimize training requirements.	120	[AGENCY] Fire Services Coordinator [AGENCY] Training Chief
33. Develop a list of community fire prevention programs delivered by [AGENCY]. Determine which of these will be delivered to the [AGENCY]. Outcome: The type and level of fire prevention services to be delivered are determined.	20	[AGENCY] Fire Services Coordinator
34. Implement State and County EMS protocols for all levels of EMS service to be provided. Gain approval by the [AGENCY] medical director. Outcome: EMS protocols are developed so that appropriate levels of EMS service can be delivered.	30	[AGENCY] Fire Services Coordinator EMS Coordinator

Capital Assets and Equipment

The effective delivery of fire and emergency services requires the use of facilities, apparatus, equipment, and supplies. [AGENCY] owns many of these assets that are currently operating in the [AGENCY].

These assets will need to be converted for use by [AGENCY]. During the course of the transition, a variety of tasks will be required. Facilities, apparatus, and equipment owned by [AGENCY] will need to be inventoried, and agreements reached on the timing for the transition. The current condition of each asset will need to be identified, and any required repairs completed prior to the transition.

Systems to provide ongoing repair and maintenance for [AGENCY] facilities, apparatus, and equipment will need to be developed and resources to conduct that work acquired. Contracts for service and repair vendors will need to be negotiated and executed. Utility services must be notified of the transition so that billings are routed correctly.

The suitability of apparatus for the [AGENCY] service area should be evaluated. If apparatus type changes are needed, the acquisition process should begin early in the transition process.

A supplies inventory will need to be identified and sufficient quantities of supplies acquired. This includes office supplies, station operation and maintenance supplies, and more.

Agreements must be reached with [AGENCY] for specific timing of conversion of assets and inventory. The [AGENCY] will be the service provider until the actual date and time of transition. Developing a plan for the seamless transition of service and the hand-off of the assets necessary to conduct that service will be critical.

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
<p>1. Develop a Fleet Master Plan. Meet with [AGENCY] to establish a mutually agreeable fleet transition plan. Evaluate assigned fleet resources for condition and serviceability. Obtain guidance from [AGENCY] Public Works Director on the process. Determine minimum standards for fleet acceptance. Evaluate the fleet to determine if surplus apparatus/vehicles exist and if sufficient numbers of apparatus by type are available. Surplus or acquire apparatus/vehicles as needed based on the evaluation.</p> <p>Outcome: A Fleet Master Plan listing [AGENCY] apparatus fleet reflecting the most appropriate quantity and type of front line and reserve equipment.</p>	160	<p>[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep [AGENCY] Fleet Services Manager</p>
<p>2. Review workload of new Facilities Management staff and determine if additional staffing and other resources are needed.</p> <p>Outcome: Adequate staffing and resources are available to conduct facilities maintenance for [AGENCY].</p>	20	[AGENCY] Fleet Manager
<p>3. Perform a space needs assessment study to identify and acquire building space for [AGENCY] administration based on, but not limited to, the following criteria:</p> <ul style="list-style-type: none"> a. Employee count b. Functional needs c. Connectivity (telephone, computer, radio) d. Parking e. Power f. Growth Planning <p>Outcome: Suitable building space is available for [AGENCY] administrative personnel.</p>	60	<p>[AGENCY] Fire Services Coordinator [AGENCY] Facilities Manager</p>
<p>4. Evaluate the fleet to determine if surplus apparatus/vehicles exist and if sufficient numbers of apparatus by type are available. Surplus or acquire apparatus/vehicles as needed based on the evaluation.</p> <p>Outcome: The [AGENCY] apparatus fleet reflects the most appropriate quantity and type of equipment.</p>	45	<p>[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep [AGENCY] Fleet Services Manager</p>

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
5. Complete a current condition assessment of the [AGENCY] stations: <ul style="list-style-type: none"> a. Conduct inspection b. Identify maintenance and repair needs c. Determine responsibility for repairs required prior to the transfer of operations. Outcome: Facilities staff has a thorough understanding of the current condition of [AGENCY] stations and any repair work required prior to the transition.	20	[AGENCY] Facilities Manager
6. Review deeds of [AGENCY] fire station/land to determine appropriate measures for the transition to [AGENCY]. Outcome: Deeds properly reflect [AGENCY] ownership prior to transition	40	[AGENCY] Fire Services Coordinator [AGENCY] Facilities Manager [AGENCY] Transition Rep
7. Acquire maintenance and repair records for [AGENCY] apparatus. Retain an outside contractor and complete an evaluation of the condition of the [AGENCY] apparatus/vehicles. Outcome: Equipment Services fully understands the condition of the fleet, can anticipate ongoing maintenance costs, and all repairs required prior to transition have been completed.	80	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager [AGENCY] Transition Rep
8. Determine the number of garage spaces available for fire apparatus. Identify available space to house apparatus for which no garage space currently exists or develop a plan to fund and construct new space. Outcome: Suitable indoor apparatus storage is available for those vehicles that need it.	16	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager
9. Develop an accurate inventory of all [AGENCY] owned equipment, radios, station inventory, and other assets currently in [AGENCY]'s possession. Reach an agreement with [AGENCY] on inventory transfer to [AGENCY]. Outcome: [AGENCY] owned assets have been converted by the date of transition.	45	[AGENCY] Fire Services Coordinator

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
10. Identify station maintenance that will be provided by [AGENCY] and the staffing/budget needed by Facilities to support that service. Include appropriate costs in future [AGENCY] Facilities budgets: a. [#] staffed fire stations Outcome: The impact of the additional work is identified and resources are available to maintain facilities.	40	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager [AGENCY] Transition Rep
11. Identify outside contracts that will be needed for station equipment and services such as communication/tech services, generator maintenance, alarm system maintenance, appliance maintenance, landscaping, etc. Outcome: All outside contracts are in place on the date of transition.	45	[AGENCY] Fire Services Coordinator [AGENCY] Facilities Manager
12. Decide if the fleet costs will be charged as a monthly rental or on time/materials basis with [AGENCY] responsible for replacement planning. Outcome: The most appropriate method for charging fleet costs has been determined.	30	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager
13. Set up apparatus and vehicles in a fleet records management system. Outcome: Apparatus and vehicle maintenance and repair can be accurately tracked in a fleet records system.	25	[AGENCY] Fleet Manager
14. Establish preventative maintenance schedules for each apparatus and vehicle. Outcome: Schedules are in place on the date of transition.	20	[AGENCY] Fleet Manager
15. Identify any [AGENCY] owned shop equipment, parts, and supplies that are devoted to [AGENCY] operations. Outcome: [AGENCY] owned shop equipment, parts, and supplies devoted to [AGENCY] operations have been identified	10	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager [AGENCY] Transition Rep
16. Identify the annual cost of fleet maintenance and repair for a future [AGENCY] budget. Outcome: [AGENCY] has budgeted sufficient funds for fleet repair and maintenance.	20	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager Finance Manager
17. Identify parts that should be in stock for [AGENCY] apparatus. Purchase and/or identify a ready source for the parts. Outcome: Parts are readily available to ensure a minimum of apparatus down-time.	30	[AGENCY] Fleet Manager

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
18. Acquire fuel cards for apparatus that will need them. Consider the use of an independent system. Outcome: The source of fuel for [AGENCY] apparatus has been determined and made available.	10	[AGENCY] Fleet Manager
19. Notify utilities and garbage services of the new billing address for [AGENCY] stations. Outcome: Notification has been made to ensure the continuation of service.	10	[AGENCY] Facilities Manager
20. Re-key all facilities. Outcome: The security of fire stations has been maintained.	10	[AGENCY] Facilities Manager
21. Recruit, hire, and train new Equipment Services employees. Outcome: New staff is employed and ready to begin service on the date of transition.	20	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager Human Resources
22. Transition the fleet to [AGENCY] maintenance. Outcome: Apparatus are transitioned to [AGENCY] maintenance.	10	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager
23. Complete the transition of legal ownership of buildings and land of all [AGENCY] fire stations in [AGENCY]. Outcome: All stations and properties are under [AGENCY] legal ownership	20	[AGENCY] Fire Services Coordinator [AGENCY] Fleet Manager Finance Manager

Human Resources

The delivery of fire and emergency services is a human resources intensive function. [AGENCY] will need to hire, equip, and train over 200 personnel and have them ready to provide service by the date of transition. Much work is involved in accomplishing this.

Human resources rules will need to be established for [AGENCY]. Ideally, the existing [AGENCY] rules, with minor modifications, can be used for [AGENCY].

Some employees may be former [AGENCY] employees. A lateral entry process should be developed that would allow [AGENCY] firefighters who may be laid-off as a result of the transition an opportunity to be considered for [AGENCY] positions. Others will be recruited and hired from outside the organization.

Wages, benefits, and other considerations must be determined. Insurance plans will need to be established, the status of health plans for [AGENCY] retirees determined, and benefits coordinated between insurance plans.

Records systems need to be established and relevant information entered into these systems. Labor representation will need to be determined and any agreements developed as necessary. Outside agencies, such as PERS, will need to be notified.

A significant recruitment, testing, and hiring process will be required. This is a time-intensive activity and should begin as quickly as possible. All [AGENCY] employees will require orientation and training in advance of the date of transition. This training includes required compliance training (EEO, substance abuse, workplace, etc.) and job-specific training so that personnel are able to provide effective service on the date of transition.

The use of interdisciplinary teams for this transition activity will be important. Systems and considerations established for [AGENCY] employees will impact a variety of support departments. Coordination is important in order to develop ongoing support capability that has the least impact on workload.

Human Resources Tasks	Estimated Hours	Responsibility
1. Review potential new Human Resources workload and determine the staffing needed to effectively manage the workload. Outcome: Human Resources workload is quantified and resources required to support that workload have been identified for pay administration, records, employee relations, benefits administration, labor relations, legal, and training.	30	[AGENCY] Fire Services Coordinator Human Resources
2. Determine the number of former [AGENCY] employees who may elect to seek [AGENCY] employment. Outcome: The number and names of potential employees have been identified.	10	[AGENCY] Fire Services Coordinator Human Resources
3. Obtain personnel files from any former [AGENCY] employees to determine former class, hire date, promotion dates, certifications, etc. Outcome: Information has been gathered regarding former [AGENCY] employees.	20	Human Resources
4. Develop classification specifications for all [AGENCY] positions. Outcome: Classification specifications are available for all positions.	80	[AGENCY] Fire Services Coordinator Human Resources Labor Consultants
5. Identify wages, benefits, and other considerations for newly hired [AGENCY] employees. Outcome: The wage and benefit packages have been identified.	40	[AGENCY] Fire Services Coordinator Human Resources Labor Consultants

Human Resources Tasks	Estimated Hours	Responsibility
<p>6. Recruit, select, and hire employees as needed:</p> <ul style="list-style-type: none"> a. Fire Chief b. Division Chiefs c. Battalion Chiefs d. Captains e. Engineers f. Firefighters g. Paramedics h. Office Staff i. Mechanics j. Fire Marshal k. Fire Inspectors l. Others as needed <p>Outcome: All positions are filled with qualified employees in time to conduct required training prior to the date of transition.</p>	240	[AGENCY] Fire Services Coordinator Human Resources
<p>7. Develop curriculum and deliver orientation training to all new [AGENCY] personnel.</p> <p>Outcome: All [AGENCY] employees have received quality orientation training.</p>	80	[AGENCY] Fire Services Coordinator Human Resources
<p>8. Identify personnel file information that will be maintained by [AGENCY] and information to be maintained by Human Resources. Establish procedures to ensure information is routed correctly.</p> <p>Outcome: Complete personnel files are maintained.</p>	40	[AGENCY] Fire Services Coordinator Human Resources
<p>9. Develop a plan to format labor representation for [AGENCY]:</p> <ul style="list-style-type: none"> a. Line Staff b. Management c. Administrative staff <p>Outcome: Labor representation concepts have been identified, described, and implemented.</p>	80	[AGENCY] Fire Services Coordinator Human Resources Labor Consultants Legal
<p>10. Review [AGENCY] human resources rules to determine their suitability for [AGENCY]. Add or modify rules as appropriate to accommodate [AGENCY] human resources activities.</p> <p>Outcome: Fully developed human resources rules have been established and are in place in the [AGENCY] prior to transition.</p>	40	[AGENCY] Fire Services Coordinator Human Resources Labor Consultants

Human Resources Tasks	Estimated Hours	Responsibility
11. Add lateral entry provisions to the [AGENCY] human resources recruitment rules to support efficient appointments to open fire positions for experienced personnel. Outcome: Qualified and experienced personnel can be hired by [AGENCY].	32	Human Resources
12. Develop a program for [AGENCY] employees to be included in [AGENCY] insurance programs. If applicable, develop an orientation plan for the new health benefit programs. Outcome: [AGENCY] employee eligibility for health insurance programs has been determined.	45	Human Resources
13. Develop a website for [AGENCY] that will support recruitment activities and employee information. Outcome: The website is developed and is a useful source of information for potential employees.	60	[AGENCY] Fire Services Coordinator Technology Services
14. Examine legal method of obtaining full personnel files for any employees hired from [AGENCY]. Outcome: Personnel files have been acquired.	10	Human Resources
15. Provide notice to PERS that [AGENCY] is an active employer with both safety and non-safety personnel working. Outcome: Proper notice has been provided to PERS.	10	Human Resources
16. Establish clear pathways and coordination for the relationship between [AGENCY] and Human Resources functions: <ul style="list-style-type: none"> a. Employee complaints b. Disciplinary investigations c. Classification process Outcome: Responsibilities, authorities, and processes have been defined and acknowledged by all.	20	[AGENCY] Fire Services Coordinator Human Resources
17. Deliver compliance training to all [AGENCY] employees (EEO, workplace harassment, substance abuse, etc.) Outcome: All [AGENCY] employees have received quality compliance training prior to the transition date.	60	[AGENCY] Fire Services Coordinator Human Resources
18. Establish a process and vendor to conduct and monitor elective or mandatory annual medical exams. (Policy decision) Outcome: Employees are provided the required annual medical exams.	20	[AGENCY] Fire Services Coordinator Human Resources

Human Resources Tasks	Estimated Hours	Responsibility
19. Identify the source of health benefits and deferred compensation programs for [AGENCY] employees. Align these as closely as possible to plans offered to existing [AGENCY] employees. Outcome: Plans offered to the consolidated organization employees are in place and as consistent as possible.	30	Human Resources Labor Relations

Finance

Like any organization, the [AGENCY] will need a wide range of budget and accounting services. Establishing highly efficient systems will be a very important consideration during the transition.

Initially, a transition budget must be developed and adopted along with the necessary appropriation of funds. The transition will incur a variety of costs, including the appointment of new fire department employees in advance of the actual date of transition.

A budget for [AGENCY] must be developed and adopted. Accounting systems must be established to manage district funds. Use of the [AGENCY's] financial system will be the base of accounting efficiency, and will require programming the system to support that activity.

Purchase agreements and open purchase orders need to be established. An asset tracking system will need to be developed to ensure [AGENCY] assets are accurately recorded. A five-year capital improvement plan will need to be developed and adopted.

Accounting and purchasing procedures will need to be developed and [AGENCY] personnel trained in their use. Decisions will need to be made regarding the level of financial analysis capability that will exist within the [AGENCY] organization and qualified personnel retained to perform those functions.

This is an area where the use of interdisciplinary teams will be very important. Agreements reached by one area of the organization will impact the workload of the Finance function. Developing highly efficient systems must be a critical consideration.

Finance Tasks	Estimated Hours	Responsibility
1. Identify and appropriate funding for [AGENCY] transition costs. Outcome: Sufficient funds are available to complete transition activities.	80	[AGENCY] Fire Services Coordinator Assistant City Manager Finance Manager
2. Establish and implement a process to ensure active coordination between Finance, Human Resources, and Technology Services as records systems, processes, and labor agreements are being developed and implemented to ensure [AGENCY] internal systems can support changes. Outcome: All related financial systems support the [AGENCY] operations.	80	[AGENCY] Fire Services Coordinator Finance Manager Technology Services Human Resources
3. Identify the type and level of financial administration capability that should exist within the [AGENCY] administrative staff. Determine if that capability is best provided by contracted services or full-time staff. If full-time staff, ensure that position(s) is included in the [AGENCY] staffing plan: <ul style="list-style-type: none"> a. Budget development and reporting b. Annual audit preparation c. Other accounting activities d. Coordination with [AGENCY] Finance Department Outcome: Fiscal administration capability has been defined and the source of that capability identified.	16	[AGENCY] Fire Services Coordinator Finance Manager Technology Services Human Resources
4. Conduct analysis to determine the value of all fire/EMS/ancillary services provided by [AGENCY] to the [LOCATION]. Consider an annual contract for services to be presented to the [LOCATION] for services rendered. Outcome: Understand the dollar value of fire/EMS services to UC [AGENCY] Campus has been quantified and secure an appropriate contract.	40	[AGENCY] Fire Services Coordinator Finance Manager
5. Coordinate labor agreements regarding employee compensation with Finance to ensure financial systems and payroll can accommodate accounting requirements. Outcome: Financial systems can efficiently support employee compensation processing.	30	[AGENCY] Fire Services Coordinator Finance Manager Technology Services Human Resources

Finance Tasks	Estimated Hours	Responsibility
6. Determine if the current internal finance department staffing levels can manage the anticipated new workload associated with [AGENCY]. Identify and quantify staff and other resources that will be needed. Outcome: Finance Department's workload is quantified, and the resources required to support the new workload have been identified.	40	[AGENCY] Fire Services Coordinator Finance Manager Human Resources
7. Establish cost centers within the financial accounting system so that costs can be appropriately attributed to functional activities. Outcome: Cost centers are established that provide detailed functional area cost accounting information.	20	[AGENCY] Fire Services Coordinator Finance Manager Technology Services Human Resources
8. Develop a five-year capital improvement plan for the [AGENCY]. Outcome: The five-year capital improvement plan has been developed and adopted.	40	[AGENCY] Fire Services Coordinator Finance Manager Human Resources
9. Negotiate and enter into a heavy equipment vendor contract. Outcome: Heavy equipment is available to support [AGENCY] response by the date of transition.	30	[AGENCY] Fire Services Coordinator Finance Manager
10. Confirm that [AGENCY] assets are accurately recorded in an asset management system. Update the system as needed for missing assets. Outcome: A complete and accurate list of [AGENCY] assets is available.	40	[AGENCY] Fire Services Coordinator Finance Manager
11. Identify and establish open purchase orders needed to support [AGENCY] operations. Outcome: Open purchase orders are in place to support [AGENCY] activities.	45	[AGENCY] Fire Services Coordinator Finance Manager
12. Identify the number of purchasing cards that will be needed for [AGENCY] operations. Establish a policy and procedure for the use of purchasing cards. Outcome: Purchasing cards are provided to appropriate [AGENCY] employees, procedures are in place for their use, and training on the procedures has been provided.	20	[AGENCY] Fire Services Coordinator Finance Manager
13. Develop and adopt [AGENCY] one-year and five-year budgets for FY TBA at the time of transition. Outcome: [AGENCY] has adopted budgets by the date of transition.	80	[AGENCY] Fire Services Coordinator Assistant City Manager Finance Manager

Risk Management

Risk management services include health and safety services as well as insurance programs. A variety of activities must be completed prior to the date of transition.

All [AGENCY] fire stations will need to be evaluated for safety and compliance concerns and corrections made prior to transition.

Insurance policies will need to be updated to reflect the return of direct service delivery. Workers' compensation coverage will need to be obtained and coordinated with employee health insurance programs.

Databases and other records systems will need to be established and updated to properly track claims activity. Employee wellness/fitness programs will need to be established.

Decisions will need to be made regarding the provider of risk management services and any third party administration. Predicted new workload and the current capability of [AGENCY] resources will be key considerations in this process.

Risk Management Tasks	Estimated Hours	Responsibility
1. Work with Technology Services to develop a property and liability claims database for [AGENCY]. Outcome: A property and liability claims database is in place.	30	[AGENCY] Fire Services Coordinator Human Resources Technology Services Risk Management
2. Identify sources and costs for contracted EAP and wellness/fitness programs for [AGENCY] employees. Establish vendor relationships as appropriate. Outcome: Wellness/fitness programs are available to [AGENCY] employees.	35	[AGENCY] Fire Services Coordinator Human Resources Risk Management
3. Conduct inspections of facilities to identify any potential risk issues, such as code compliance, OSHA, etc., that may be present (in conjunction with Facilities). Outcome: All risk issues have been identified and resolved by the date of transition.	50	[AGENCY] Fire Services Coordinator Risk Management Facilities Manager
4. Coordinate health benefits coverage with workers' compensation coverage provided to [AGENCY] employees. Outcome: Health insurance and workers' compensation benefits coverage have been coordinated.	26	Risk Management Human Resources
5. Provide [AGENCY] employee count and payroll information to Risk Management for insurance application updates. Outcome: Information is provided that allows insurance applications to be updated.	16	[AGENCY] Fire Services Coordinator Human Resources Management Services
6. Develop workers' compensation coverage to support [AGENCY] staff members. Identify any alternative coverage for [AGENCY] as appropriate. Outcome: An administrator has been identified with the capacity to support [AGENCY] workers' compensation processes.	20	[AGENCY] Fire Services Coordinator Human Resources Risk Management
7. Explore methods to legally obtain and review copies of workers' compensation claim files for any [AGENCY] employees appointed to the [AGENCY]. Outcome: Information about active workers' compensation claims has been obtained.	20	[AGENCY] Fire Services Coordinator Human Resources Risk Management Legal

Risk Management Tasks	Estimated Hours	Responsibility
8. Set up [AGENCY] employees in a workers' compensation database. Outcome: All [AGENCY] employees are entered into the workers' compensation database.	20	Human Resources Risk Management
9. Determine if current staffing levels can manage the anticipated new workload associated with [AGENCY]. Identify staff and other resources that will be needed. Outcome: Risk Management workload is quantified and resources required to support that workload have been identified.	30	[AGENCY] Fire Services Coordinator Human Resources Risk Management
10. Work with insurance broker/carriers to update all applicable insurance applications: <ul style="list-style-type: none"> a. Workers' compensation, adding new full-time workers b. Property and equipment c. Motor vehicles d. General liability Outcome: Insurance is in effect, providing coverage when needed.	60	Human Resources Risk Management

Legal

Legal services will be required throughout the process of transition. [AGENCY] will need to review, renegotiate, and execute a long list of agreements with other agencies and entities. These include cooperative service agreements (hazardous materials response), mutual and automatic aid agreements, purchase of services agreements (heavy equipment, dispatch), and more. A legal review of these documents will be required.

As transition discussions progress, legal services will be needed to interpret these various agreements and contained provisions to ensure a smooth, legal transition.

There will likely be disagreements between various parties about how the transition should occur and details regarding assets, employees, and the like. It will be very valuable to have an effective dispute resolution process in place so these disagreements can be resolved quickly.

Legal Tasks	Estimated Hours	Responsibility
1. Identify and implement a dispute resolution process to address disagreements regarding transition issues, costs, and activities. Outcome: A dispute resolution process has been implemented and disagreements are resolved through this process.	40	[AGENCY] Fire Services Coordinator Human Resources Legal Counsel [AGENCY] Transition Rep
2. Finalize and execute the transfer of all fleet and facility resources from [AGENCY] to [AGENCY]. Outcome: All fleet resources, facilities, and land are the sole ownership of [AGENCY].	30	[AGENCY] Fire Services Coordinator Legal Counsel [AGENCY] Transition Rep Facilities Manager Fleet Manager
3. Develop and adopt an agreement to allow [AGENCY] to enforce all Federal, State, County, and City Fire Codes. Outcome: [AGENCY] has the authority to enforce the Fire Code.	24	[AGENCY] Fire Services Coordinator
4. Identify and modify all applicable contracts and agreements as required to reflect the transition to [AGENCY] operational service delivery: <ul style="list-style-type: none"> a. Dispatch b. Radio Frequency Use—[COMM CENTER] c. Medical Director d. Regional Training Centers Outcome: All contracts and agreements have been modified and re-executed by the date of transition.	60	[AGENCY] Fire Services Coordinator
5. Negotiate and execute automatic and mutual aid agreements: <ul style="list-style-type: none"> a. [AGENCY] b. [LIST MUTUAL AID PARTNERS] c. Coordinated Communications System Outcome: All automatic and mutual aid agreements have been modified and re-executed by the date of transition.	40	[AGENCY] Fire Services Coordinator Legal Counsel [AGENCY] Transition Rep
6. Monitor transition activities for legal concerns. Review all agreements between [AGENCY] and various agencies and entities. Outcome: Potential legal risk has been identified and resolved.	60	[AGENCY] Fire Services Coordinator Legal Counsel

Technology

The use of technology is essential to the delivery of services and provides an opportunity to maximize the effectiveness of those services. [AGENCY] will need to ensure that various technologies are available for its use before the transition. These include telecommunications equipment, computer software and hardware, radios, and computer networks.

A comprehensive inventory of existing [AGENCY] systems must be completed. This will provide a baseline for needed acquisitions and for the transition of systems from [AGENCY] to [AGENCY].

A thorough technology needs assessment must be prepared to ensure that technology acquisitions support the [AGENCY] mission. Service improvement opportunities through technology should be identified at this stage so that acquisitions provide maximum value to the organization.

Appropriate technology must be available to [AGENCY] prior to and especially on the date of transition. System "cut-over" agreements must be reached with the [AGENCY] to ensure uninterrupted service.

Technology Tasks	Estimated Hours	Responsibility
<p>1. Conduct a walk-through of each station to review existing network, computer, and telecom equipment and systems. Outcome: A full and accurate inventory of existing IT systems has been developed.</p>	28	<p>[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep Facilities Manager Fleet Manager Technology Services</p>
<p>2. Work with [AGENCY] Technology Department personnel to identify computer hardware, software, and other system components that need to be installed in [AGENCY] facilities and apparatus. Outcome: A full and accurate inventory of existing system components has been developed.</p>	80	<p>[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep Technology Services</p>
<p>3. Confirm the type and make of the telephone system used in the fire stations, what phone equipment is in place, and who owns the equipment. Outcome: A full and accurate inventory of telecommunications equipment and its ownership has been developed.</p>	30	<p>[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep Technology Services</p>
<p>4. Evaluate existing network connectivity and performance. Identify the ideal pathway and configuration options to transition to [AGENCY] network systems. Outcome: The best solution for network configuration that provides high performance has been identified.</p>	40	<p>[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep Technology Services</p>
<p>5. Complete a technology assessment and plan to determine and quantify hardware and software requirements to fully support [AGENCY] operations:</p> <ul style="list-style-type: none"> a. Office use systems b. Communications equipment (cell, radios, tablets, electronic patient care reporting systems—EPCR) c. Mobile systems (MCT, mobile laptops for operations, etc.) <p>Outcome: Technology needs have been thoroughly assessed and a plan for implementation developed.</p>	80	<p>[AGENCY] Fire Services Coordinator Facilities Manager Fleet Manager Technology Services</p>

Technology Tasks	Estimated Hours	Responsibility
6. Determine if current staffing levels can manage the anticipated new workload associated with [AGENCY]. Identify and quantify staff and other resources that will be needed. Outcome: Technology Services workload is quantified and resources required to support that workload have been identified.	20	[AGENCY] Fire Services Coordinator Technology Services
7. Acquire and implement a staff scheduling software system. Outcome: A staff scheduling software system has been acquired and installed prior to the date of transition that communicates with the accounting and payroll system.	20	[AGENCY] Fire Services Coordinator Technology Services Human Resources
8. Based on the inventories and needs assessment, purchase and install new technology equipment, network connectivity, telephone systems, etc., as needed. Outcome: Technology systems and equipment have been acquired and installed as of the date of transition.	40	[AGENCY] Fire Services Coordinator Technology Services
9. Evaluate available fire records management systems (RMS). Acquire, implement, and install suitable software. Develop policies and procedures for system use. Outcome: A fire records management system has been acquired and installed prior to the date of transition.	100	[AGENCY] Fire Services Coordinator Technology Services
10. Meet with geographic information systems (GIS) staff to determine the capacity of GIS use in [AGENCY] for administrative and field use. Determine levels of GIS use in [AGENCY], acquire and implement needed hardware and software equipment. Outcome: Geographic information systems software has been explored, acquired, and installed prior to the date of transition.	60	[AGENCY] Fire Services Coordinator Technology Services
11. Develop curriculum and deliver training to [AGENCY] employees on the use of computer systems, telephone systems, and other technology. Outcome: All [AGENCY] employees have received training on the technology systems they will use during the course of their employment.	120	[AGENCY] Fire Services Coordinator Technology Services

External Relationships

No single agency can provide effective delivery of service without the cooperation of other regional service providers. [AGENCY] will need to develop new relationships and identify new opportunities for regional cooperation.

Partnerships for the delivery of specialized services will need to be identified and agreements set in place. This includes fire/EMS service delivery, hazardous materials response, technical rescue services, and fire prevention programs.

Developing cooperative programs with [MA AGENCY], [MA AGENCY], and [MA AGENCY] could provide [AGENCY] residents significant benefit by sharing resources. In turn, [AGENCY] could also offer services outside to neighboring agencies in a reciprocal manner. Training, quality improvement, and EMS supply partnerships should be evaluated and entered, as appropriate.

Establishing effective regional partnerships now will enhance the overall quality of service provided to the community.

External Relationship Tasks	Estimated Hours	Responsibility
<p>1. Develop or revise and execute an agreement for a regional hazardous materials response team. Outcome: The agreement for the three-party regional hazardous materials response team is in effect as of the date of transition.</p>	24	<p>[AGENCY] Fire Services Coordinator Finance Manager [AGENCY] Transition Rep Legal Counsel</p>
<p>2. Identify alternatives for technical rescue services. Negotiate and implement agreements as appropriate for services delivered by other regional departments or through cooperative ventures until [AGENCY] staff can be fully trained and operational:</p> <ul style="list-style-type: none"> a. Confined space rescue b. High angle rescue c. Water rescue <p>Outcome: The source of technical rescue services has been identified, and agreements are in place as of the date of transition.</p>	10	<p>[AGENCY] Fire Services Coordinator [AGENCY] Transition Rep Legal Counsel</p>
<p>3. Identify regional efforts in which [AGENCY] should be a participant, such as regional arson investigation programs, and regional juvenile fire-setter education programs. Determine [AGENCY]'s appropriate participation level and the resources needed. Outcome: The regional initiatives [AGENCY] will participate in have been identified, and resources are assigned.</p>	20	<p>[AGENCY] Fire Services Coordinator</p>
<p>4. Create an agreement and set up procedures to accomplish EMS supply exchange between an appropriate local hospital (EXAMPLE), or vendors, and the [AGENCY] Fire Department. Explore the ability to re-supply at the EMT-Intermediate level 24X7. Outcome: EMS re-supply agreements and procedures are in place at the agreed-upon EMT level by the date of transition.</p>	36	<p>[AGENCY] Fire Services Coordinator EMS Director Legal Counsel</p>
<p>5. Develop automatic and mutual aid agreements between [AGENCY], [MA AGENCY], [MA AGENCY], [MA AGENCY], and other regional departments for improved service delivery to [AGENCY]. Negotiate and execute agreements as appropriate. Outcome: Signed agreements are in place prior to transition.</p>	30	<p>[AGENCY] Fire Services Coordinator [AGENCY] Legal</p>

External Relationship Tasks	Estimated Hours	Responsibility
6. Evaluate opportunities for sharing services between [AGENCY], [AGENCY], [MA AGENCY], [MA AGENCY], and other regional departments for services such as fire prevention services and Battalion Chief coverage. Outcome: Service-sharing opportunities are identified and evaluated.	64	[AGENCY] Fire Services Coordinator
7. Establish a task force including [AGENCY] and staff from [AGENCY] (to assist) to develop response protocols and point of dispatch procedures for emergency medical response. Determine EMS incidents by priority level that are appropriate for [AGENCY] response. Continue to focus on the use of tiered dispatch procedures. Outcome: Point of dispatch and response protocols have been developed that provide the most effective level of service to the community.	90	[AGENCY] Fire Services Coordinator EMS Director
8. Identify EMS training that can be provided to [AGENCY] by regional departments along with the costs and logistics associated with that training. Integrate appropriate REMSA training opportunities into the [AGENCY] training plan. Outcome: EMS training to be provided by REMSA has been identified and agreements are in place to implement the training.	20	[AGENCY] Fire Services Coordinator EMS Director
9. Develop an internal CQI program to measure [AGENCY] EMS effectiveness and quality. Outcome: The manner in which the [AGENCY] will conduct CQI programs has been identified and implemented by the date of transition.	20	[AGENCY] Fire Services Coordinator EMS Director

Implementation

This transition plan describes the work to be accomplished to effect the transition of service delivery from the [AGENCY] to the [AGENCY] Fire Department. There is a great deal to be done in a relatively short time frame. Key considerations to ensure success include:

1. Establishing clear lines of authority and accountability.
2. Ensuring constant and comprehensive communication between the various [AGENCY] staff, the new [AGENCY] staff, and other internal and external interests.
3. Detailing each task into an action plan to fully define the work effort involved.
4. Keeping the public and employees fully informed of activities and progress.

Authority and Accountability

There needs to be one person to whom responsibility clearly rests for the accomplishment of this Plan. This person needs to have the organizational placement required to ensure his or her authority regarding this transition plan is respected.

All who have the responsibility to accomplish tasks outlined in this Plan need to be held accountable. Reporting systems must be in place to identify the level of progress on the Plan at key milestones.

Communication

Many tasks outlined in this Plan involve more than one agency or interest. Developing systems to ensure constant and productive communication between the various stakeholders will be important to success.

Multi-disciplinary teams should be established to ensure the work of one department or interest does not adversely affect the work of another. These teams should also ensure that work is not duplicated.

Regular progress meetings should be conducted so that all stakeholders understand the progress and challenges of others. Further, these meetings will help coordinate efforts to avoid duplication or progress along different paths.

Documenting progress in written form will also provide value. Written progress reports provide a ready reference to all stakeholders as to the status of the transition effort, challenges being encountered, and a listing of tasks completed.

Action Plans

This Transition Plan provides a comprehensive and detailed list of tasks to be accomplished. Detailing each task into a written action plan will help to define potential roadblocks, describe special resources that may be required, identify unexpected inter-relationships, and define critical milestones.

The following page provides an example action plan form that could be used for this effort. These plans should be shared with other stakeholders, particularly those who are involved in task accomplishment.

Public Information

Providing frequent information to the public will be important to the transition's success. The public will be understandably concerned about the future of their fire and emergency services as a result of the termination of the services currently provided by the [AGENCY].

Information should be provided on a regular basis identifying progress on the Transition Plan. Details about how service will be delivered by the newly reconstituted [AGENCY] should be included. As early as possible, contact information for [AGENCY] should be provided so members of the public with concerns or special needs post-transition can begin to share those directly with [AGENCY] staff.

Transition Action Plan				
Task:				
Start Date:			End Date:	
Task Lead:			Assisting:	
Action Steps	Start Date	End Date	Person Assigned	Resources Required
Desired Outcome:				
Special Considerations:				
Results:				

APPENDIX C: BOISE FIRE STATIONS

Boise Fire Stations and Department Facilities

The BFD Administrative offices are in the City Hall West complex, located at 333 North Mark Stall Place. The complex also houses the Boise Police Department offices, and other City administrative offices.

The following facility descriptions identify the location, condition, and programmatic features of the fire stations owned and operated by the Boise Fire Department that provide primary support into the NACFR service area.

Boise Fire Station #4

Physical Address: 8485 West Ustick Road



General Description:

Station opened in 2017. Houses a Battalion Chief and an engine and truck crew.

Survey Component	Observations
Structure	
Construction Type	Concrete Masonry Block
Date of Construction	2017
Seismic Protection/Energy Audits	Yes
Auxiliary Power	Yes
Condition	Excellent
Special Considerations (ADA, gender, etc.)	Yes
Square Footage	13,774
Facilities Available	
Exercise/Workout	Yes
Kitchen/Dormitory	Yes
Lockers/Showers	Yes
Training/Meeting Rooms	Yes
Washer/Dryer	Yes
Safety Systems & Assignments	
Sprinkler System	Yes
Smoke Detection	Yes
Security	Yes
Apparatus Exhaust System	Yes

Boise Fire Station #5

Physical Address: 215 South 16th Street



General Description:

Two bay, two story masonry station. Houses a three-person engine company and four-person truck company.

Survey Component	Observations
Structure	
Construction Type	Ordinary-Brick
Date of Construction	1952
Seismic Protection/Energy Audits	No
Auxiliary Power	Yes
Condition	Fair
Special Considerations (ADA, gender, etc.)	No
Square Footage	8,830
Facilities Available	
Exercise/Workout	Yes
Kitchen/Dormitory	Yes
Lockers/Showers	Yes
Training/Meeting Rooms	Yes
Washer/Dryer	Yes
Safety Systems & Assignments	
Sprinkler System	No
Smoke Detection	Yes
Security	Yes
Apparatus Exhaust System	Yes

Boise Fire Station #9

Physical Address: 310 Sycamore Drive



General Description:

Station opened in 2019. Single story, two-bay station. Houses a three-person engine crew. Also houses a brush engine.

Survey Component	Observations
Structure	
Construction Type	Concrete Masonry Block
Date of Construction	2019
Seismic Protection/Energy Audits	Yes
Auxiliary Power	Yes
Condition	Excellent
Special Considerations (ADA, gender, etc.)	Yes—ADA
Square Footage	7,903
Facilities Available	
Exercise/Workout	Yes
Kitchen/Dormitory	Yes
Lockers/Showers	Yes
Training/Meeting Rooms	No
Washer/Dryer	Yes
Safety Systems & Assignments	
Sprinkler System	Yes
Smoke Detection	Yes
Security	Yes
Apparatus Exhaust System	Yes

APPENDIX D: SCENARIO OPTION IIIA ADDENDUM

Near the end of this study, NACFR requested ESCI evaluate and estimate the costs of reconstituting the District's fire and EMS operations as a stand-alone fire department operating out of three fire stations (Option IIIA in the main body of the study), using personnel costs from the Kuna Rural Fire Protection District (KRFPD) rather than those of the BFD. The findings of this additional analysis are presented here.

Option IIIA: Reconstituting the NACFR Department Using Various Staffing Cost Assumptions

In this option, the NACFR would reconstitute its operational fire department and take complete authority for providing and managing fire and rescue services within the NACFR service area. This will require a complete reestablishment of fire operations, including the hiring, training, and equipping of its own resources at Stations 16, 18, and 20. The original report utilized Boise Fire Department personnel costs to model staffing costs for various positions in a stand-alone NACFR Department. This addendum compares the total cost of Option IIIA using personnel costs from the Kuna Rural Fire Protection District to the personnel costs from the BFD.

Fiscal Analysis

Financial analysis for this option utilized the Eagle Fire Protection District (EFPD) as a comparative model for preparing a stand-alone NACFR budget since the EFPD is also a fire protection district and maintains three fire stations staffed with career personnel. EFPD operates two engine companies and one ladder company along with several other pieces of equipment. The following model assumes that NACFR will staff two engine companies and one ladder company at the Basic Life Support (BLS) level with three firefighters per shift and will cross-staff other apparatus on an as-needed basis.

For comparison purposes, personnel costs for various modeled positions in the original Option IIIA discussed previously were the same as those used for BFD personnel in the expanded JPA scenarios and personnel were budgeted using a 1.2 relief factor. In this addendum, personnel costs for equivalent positions from the Kuna Rural Fire Protection District were used, also assuming a 1.2 relief factor, and compared with Option IIIA costs from the original study. The model assumes three Division Chief officers will be added—one to serve as Fire Marshal, one to manage operations, and one to manage administration and support services, which would include training, logistics and fleet, finance, and budget, among other programs. The Kuna Rural Fire District does not have this position, so salary and benefits were extrapolated using the Kuna Battalion Chief and Fire Chief position data. The first-year budget, for comparison purposes, is FY 21 and would include one-time, non-recurring on-boarding costs for all positions of just under \$500,000 based upon BFD costs of hiring, equipping, and training new firefighters. This cost would not be incurred in subsequent years.

The following figure compares the current FY 21 JPA costs and FTE counts with a proposed FY 21 NACFR stand-alone fire department (Option IIIA) using BFD, as in the original study, and then Kuna personnel costs. The reader should bear in mind that the current JPA has only one of the three district fire stations staffed with career personnel, while the NACFR stand-alone costs include career staff at all three stations, thus providing a much higher level of service compared to the current JPA.

Figure 90: Comparison of Option IIIA Financial Model Using BFD and Kuna RFPD Personnel Costs by Position

Fiscal Year 21	Current JPA		NACFR Stand-Alone			
			BFD Staff Cost		Kuna Staff Cost	
	Cost	FTE ²	Cost	FTE ²	Cost	FTE ²
Personnel Services²	2,293,338	14.4	7,400,181	41.0	5,665,326	41.0
Fire Chief	-	0.0	260,704	1.0	165,133	1.0
Division Chief ³	-	0.0	557,110	3.0	453,600	3.0
Battalion Chief	-	0.0	834,002	3.6	507,161	3.6
Captain	724,419	3.6	2,173,257	10.8	1,501,384	10.8
Engineer/App Op	604,954	3.6	1,814,863	10.8	1,377,367	10.8
Firefighter/EMT	641,509	7.2	962,263	10.8	860,831	10.8
Admin Assistant	-	0.0	61,597	1.0	61,597	1.0
Onboarding costs	-	-	494,400	-	494,400	-
Station W/C Direct Cost ⁴	52,326	-	148,984	-	148,984	-
Swing Pool Personnel ⁵	177,130	-	-	-	-	-
NACFR Staff Costs	93,000	-	93,000	-	94,869	-
Maintenance & Operations	1,520,091		1,370,000		1,370,000	
Station/Facilities M & O	74,338	-	300,000	-	300,000	-
Personnel M & O	782,950	-	125,000	-	125,000	-
Admin/Other M & O	433,634	-	450,000	-	450,000	-
Apparatus M & O	-	-	175,000	-	175,000	-
Equipment/Supplies M&O	-	-	320,000	-	320,000	-
Stores M & O	19,169	-	-	-	-	-
NACFR M&O	210,000	-	-	-	-	-
Capital Apparatus/Equip	52,742		250,000		250,000	
Annual Fleet Plan	12,742	-	-	-	-	-
NACFR Capital Costs	40,000	-	-	-	-	-
Apparatus/Equipment	-	-	250,000	-	250,000	-
Total Expenditures	3,866,171		9,020,181		7,285,326	

¹Assumes 2 engine companies and 1 ladder company; each staffed with 3 per shift

²Position cost includes relief factor of 1.2 and would include some of "swing pool" cost in the current JPA

³Division Chief position does not exist in Kuna, extrapolated between Batt Chief and Fire Chief

⁴W/C costs considered a Personnel Services cost

⁵No "swing pool" added since all positions include 1.2 relief factor

Materials and services costs were developed and then estimated for FY 21 using the EFPD FY 20 expenditure budget line-item detail and separating those costs into Station/Facilities Operating, Personnel Operating, Apparatus Operating, Admin/Other Operating, and Equipment/Supplies Operating costs. These costs would remain the same regardless of which salary structure was used to model personnel costs; BFD or KRFPD. EFPD acquired some of its capital apparatus under a lease-purchase plan and the debt service is \$373,000 per year. In addition, EFPD budgeted approximately \$180,000 in equipment and apparatus replacement in FY 20. The NACFR model assumes an annual capital equipment/apparatus replacement cost of \$250,000. This can be considered an actual annual outlay, or an approximate amount needed for an equipment/apparatus committed fund balance amount each year.

To appropriately staff three fire stations and provide the necessary operational and administrative overhead, NACFR would need 27 FTE beyond those currently assigned to Station 16 under the JPA at an additional FY 21 cost of \$5.1 million using BFD staffing costs or \$3.37 million using KRFPD staffing costs for the necessary positions. As discussed above, the almost \$500,000 in on-boarding costs are non-recurring and would not be included in future budgets. Therefore, the actual recurring increase over the current JPA cost for FY 21 would be closer to \$4.6 million under the BFD staffing cost scenario and \$2.88 million under the KRFPD staffing cost scenario. NACFR already has three fire stations, so it would not need additional facilities. Further, it has its own modern fire apparatus and would not likely need to add to its current fleet except as part of an annual replacement program at a future date.

As a check on the estimated costs for NACFR to stand up its own fire department, the following figure shows the NACFR estimated costs (using the BFD and KRFPD staffing costs; respectively) and the Eagle Fire Protection District FY 21 estimated costs (total expenditure budget reflects the adopted FY 21 amount while PS and M&O budgets are estimates made by increasing the detailed FY 20 costs since a detailed line-item budget for FY 21 was not available). Again, the current JPA costs represent one career-staffed fire station and is shown for cost comparison purposes only with the NACFR Option IIIA and EFPD three-station career-staffing examples.

Figure 91: FY 21 Comparison of Current JPA, Stand-Alone NACFR and Estimated FY 21 Eagle FPD Expenditure Budgets

Fiscal Year 21	Current JPA		NACFR Stand-Alone				Eagle FPD ²	
	Cost	FTE ²	BFD Staff Cost		Kuna Staff Cost		Cost	FTE
			Cost	FTE ²	Cost	FTE ²		
Personnel Services ¹	2,293,338	14.4	7,400,181	41.0	5,665,326	41.0	7,984,355	50.0
Maintenance & Operations	1,520,091		1,370,000		1,370,000		1,382,962	
Debt Service	-		-		-		373,000	
Capital Apparatus/Equip	52,742		250,000		250,000		986,945	
Total Expenditures	3,866,171		9,020,181		7,285,326		10,727,262	

¹Personnel Services includes first-year on-boarding costs of \$494,000

Comparison of Financial Impact on NACFR District of Various Options

The following figure compares the expenditure budget by major category, in FY 21 dollars, of the options to the existing JPA costs. In Option II—Scenario 1A and 1B, where service level remains the same, and only the allocation methodology varies, the District would end up paying more to the City of Boise than under the current JPA. In Option II—Scenario 3A and 3B, staffing remains the same as in the current JPA, although the staff are distributed in a more useful manner. In that case, the cost to NACFR would still increase by approximately the same amount as Option II—Scenario 1. Option II—Scenario 2A and 2B significantly improve service level by adding a three-person crew to Station 18 and a two-person QRV to Station 20, which also significantly increases the cost of the JPA to NACFR by an average of approximately \$2.5 million.

However, as pointed out previously in the main narrative, NACFR Station 16 can, and does, provide a significant degree of first-due coverage to portions of the City of Boise (51% of Station 16 call volume). If the City and District were to negotiate a “First-Due Factor” and apply it to the operating costs of any NACFR fire station providing some level of first-due coverage to the City, then the NACFR cost of the scenarios below would be significantly reduced. For example, the Option II—Scenario 2A and 2B recurring cost differential over the current JPA cost in FY 21 would be reduced from \$2.28 million to -\$0.13 million and \$2.7 million to \$0.84 million, respectively.

Figure 92: Financial Impact Matrix

Option	Personnel Services	Maint. & Ops	Apps & Equip	Total Expense	Total Cost Diff	Recurring Cost Diff
Option I (Current JPA) - Status Quo	2,293,338	1,520,091	52,742	3,866,171	-	-
Option II (Modified JPA) - Scenario 1A	2,485,621	1,442,492	52,742	3,980,855	114,684	114,684
Option II (Modified JPA) - Scenario 1B	2,598,907	1,797,660	52,742	4,449,309	583,138	583,138
Option II (Modified JPA) - Scenario 2A	4,504,090	1,591,168	52,742	6,148,000	2,281,829	2,281,829
Option II (Modified JPA) - Scenario 2B	4,615,921	1,946,336	52,742	6,614,998	2,748,827	2,748,827
Option II (Modified JPA) - Scenario 3A	2,485,621	1,461,077	52,742	3,999,439	133,268	133,268
Option II (Modified JPA) - Scenario 3B	2,598,907	1,732,428	52,742	4,384,077	517,906	517,906
Option IIIA - NACFR Dept (BFD Costs) ¹	7,400,181	1,370,000	250,000	9,020,181	5,154,010	4,659,610
Option IIIA - NACFR Dept (KRFPD Costs) ¹	5,665,326	1,370,000	250,000	7,285,326	3,419,155	2,924,755
Option IIIB - NACFR Dept (< Station 20) ²	5,577,321	1,160,000	175,000	6,912,321	3,046,150	2,685,238
Option IV - EFPD Annexes NACFR ³	6,360,160	1,370,000	250,000	7,980,160	4,113,989	3,669,029

¹Includes first-year, one-time onboarding cost of \$494,400.

²Includes first-year, one-time onboarding cost of \$360,912; also uses BFD staffing costs.

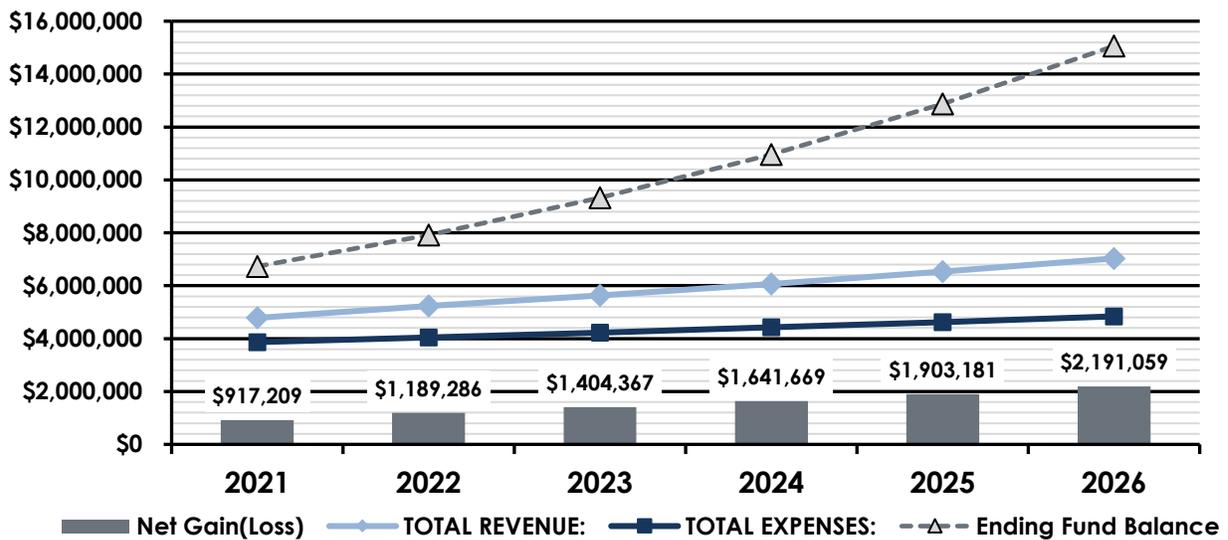
³Includes first-year, one-time onboarding cost of \$444,960.

Clearly, the recurring cost associated with Option IIIA, standing up a fully staffed fire department, at \$8.5 million using BFD staffing costs or \$6.8 million using KRFPD staffing costs (after subtracting onboarding costs of almost \$500,000), well exceeds the cost of the existing JPA and would require a significant increase above the current tax levy which only provides approximately \$5.3 million in revenue.¹¹ In a variation of Option IIIA, the Eagle Fire Protection District would annex the subdistrict zone covered by NACFR Station 20. While the District would lose the associated revenue, its total cost of providing an improved level of service to that zone accounted for in Option IIIA would also be removed from the Option IIIA costs. This reduction in first-year expense amounts to approximately \$2.2 million or about \$2 million less in recurring costs. This would still be \$3.05 million more than the current JPA in the first year, and \$2.69 million in recurring costs. Option IV considered full annexation of the area served by NACFR by the EFPD. The incremental cost to EFD to provide the same services provided under Option IIIA to District taxpayers at \$7.98 million is still \$4.1 million more than the current JPA in first-year cost (\$3.67 million in recurring cost).

¹¹Attributed to NACFR District Commissioner in email communication from Shelley Young 5/5/21.

The following figure reiterates the original status quo projection for NACFR from FY 21–26 under the existing JPA. Revenue is projected to exceed expenses by an increasing amount from just under \$1 million in FY 21 to \$2.2 million by FY 26. The fund balance, including committed reserves, in FY 21 is projected at a healthy \$6.7 million and would continue to rise under the status quo (Option I). Therefore, the District has sufficient excess revenue capacity at the current levy rate to adopt Option I or Option II, either Scenario 1 or 3.

Figure 93: NACFR Projected Revenue, Expense, and Fund Balance, FY 21–26 Under Current JPA with City of Boise



The following figure shows the estimated total taxable value and the estimated mill levy amounts at the current 2.4 mill levy rate for NACFR for FY 20 and FY 21. It also shows the estimated value of 1 mill and the “excess” recurring revenue over expense from the previous figure that could, theoretically, be used to offset any increase the District would incur if it were to adopt one of the options other than Option I—Status Quo. Below that data are shown the recurring cost differential between the ten different options discussed above and the current JPA. The next column shows the additional levy amount beyond the “excess” levy currently generated that would be needed to sustain the option. This is followed by a calculation showing how much the mill rate would need to be increased above the current rate of 2.4 mills, followed by a column showing the total new mill rate for each option. In Option IIIB, the total mill levy, value of 1 mill and excess amounts would be less by the amount lost from the portion of NACFR Subdistrict 1 zone that would be annexed by EFPD. Without knowing an identified area that would be potentially annexed, for modeling purposes, ESCI estimated the amount that may be lost at approximately 20% of the current total value of the entire District's A/V.

As discussed previously, this model is particularly sensitive to the salary and benefit assumptions used for the positions that would be needed under Option IIIA, a stand-alone NACFR fire department consisting of three career-staffed fire stations. For example, and as shown in the following figure, if the BFD salary structure is used to estimate FY 21 costs, the millage rate would need to be increased by 1.65 mills over the current rate. However, if the KRFPD FY 21 salary and benefit structure is used, the millage increase is cut in half to just 0.82 mills over the current rate, as shown in the following figure. However, given that the District millage rate is currently at its cap of 2.40 mills, the only options that appear open for consideration are Option I, Option II—Scenarios 1A and 1B, and Option II—Scenarios 3A and 3B.

Figure 94: Summary of Options—Cost Differential with Current JPA and Potential Mill Rate Increases Needed to Support Options

	FY 20	FY 21	Recurring Cost Differential	Additional Levy Needed	Mill Rate Increase	New Mill Rate
<i>Est Taxable Value</i>	\$1,997,053,268	\$2,096,905,931				
<i>Current Mill Levy Rate</i>	2.4	2.4				
<i>Estimated Mill Levy</i>	\$4,792,928	\$5,032,574				
<i>Value of 1 Mill</i>	\$1,997,053	\$2,096,906				
<i>Excess Recurring Rev</i>	\$1,033,412	\$1,206,405				
Option I - Status Quo; 4 FTE @ 16			-	(\$1,206,405)	-	2.40
Option II - 1A 4 FTE @16 (50/50 Calls/Value)			114,684	(\$1,091,721)	-	2.40
Option II - 1B 4 FTE @16 (10/90 Area/Calls)			583,138	(\$623,268)	-	2.40
Option II - 2A 3 FTE @ 16, 3 @ 18, 2 @ 20 (50/50)			2,281,829	\$1,075,424	0.51	2.91
Option II - 2B 3 FTE @ 16, 3 @ 18, 2 @ 20 (10/90)			2,748,827	\$1,542,422	0.74	3.14
Option II - 3A 3 FTE @18, 1 @ 9 (50/50 Calls/Value)			133,268	(\$1,073,137)	-	2.40
Option II - 3B 3 FTE @18, 1 @ 9 (10/90 Area/Calls)			517,906	(\$688,499)	-	2.40
Option IIIA ¹ - NACFR 3 FTE @ 16, 3 @ 18, 3 @ 20			4,660,410	\$3,454,004	1.65	4.05
Option IIIA ² - NACFR 3 FTE @ 16, 3 @ 18, 3 @ 20			2,924,755	\$1,718,350	0.82	3.22
Option IIIB ³ - NACFR (less Station 20)			2,685,238	\$1,720,113	0.82	3.22
Option IV - EFPD Annexes NACFR			3,669,949	\$2,463,543	1.17	3.57

¹BFD staffing costs used to estimate position costs.

²KRFPD staffing costs used to estimate position costs.

³Value of one mill (and excess recurring revenue) was estimated at approximately 20% less if a portion of the northern Subdistrict 1 is annexed by EFPD and its taxable value is removed remaining NACFR recurring revenue stream.

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