



## PERSONAL SERVICES CONTRACT

This agreement made this \_\_\_\_ day of \_\_\_\_ 2021, by and between **City of Independence and Emergency Services Consulting International** doing business as an Oregon corporation in Wilsonville, Oregon, hereinafter called **ESCI**.

### WITNESSETH:

For and in consideration of the payment, agreements, and scope of work herein attached as **Attachment A** to be made and performed, Client and *ESCI* hereby agree to commence and complete the consultation, to provide the work described, and comply with the terms of the contract to conduct a **CRA/SOC with Master Plan**

2. *ESCI* will furnish labor, materials, and other services necessary to complete the **Project** for Client, and Client shall provide to *ESCI* the information, data, and assistance required as specified in the attached scope of work.
3. Fees: The Client shall pay *ESCI* a sum not to exceed **Seventy Six Thousand Four Hundred Thirteen Dollars (\$76,423) including expenses. (NPP GOV contract #M-5697104)** Client shall pay *ESCI* according to the following schedule:
  - A. 10% due at contract signing
  - B. Monthly payments as work progresses
  - C. Payment shall be made within 30 days of receipt of invoice
4. This agreement shall be binding upon all parties hereto and their respective heirs, executors, administrators, successors, and assigns.
5. The laws of Missouri shall govern this agreement.
6. *ESCI* shall comply with all federal, state, and local laws applicable to the work under this agreement.
7. Termination. Client may terminate this agreement for any reason upon thirty (30) days written notice to *ESCI*. Payment for all work completed and expenses incurred up to the time of termination shall be due immediately upon termination by Client.
8. Amendment. This agreement may be amended by mutual written agreement of all parties.
9. Independent Contractor. *ESCI* is engaged as an independent contractor and will be responsible for any federal or state taxes applicable to the payments under this agreement. *ESCI* is not currently employed by Client and will not be under the direct control of Client. Because *ESCI* is an independent contractor, Client will not be liable for any tax withholding, social security payments, state workers' compensation insurance, unemployment insurance, retirement system payments, or other similar expenses normally payable on behalf of employees of Client.
10. Indemnification. *ESCI* agrees to indemnify, defend, and hold harmless Client and its officers, agents and employees, from and against any and all claims, losses, actions, or judgments for damages or injury to persons or property arising out of or in connection with the acts and/or any performances or activities of *ESCI*, *ESCI*'s agents, employees, or representatives under this Agreement.



11. Attorney Fees. If suit, action, or arbitration is brought either directly or indirectly to enforce the terms of this agreement, the prevailing party shall recover, and the losing party hereby agrees to pay, reasonable attorney's fees incurred in such proceeding, in the trial and appellate courts, as well as costs and disbursements as ordered by a court of competent jurisdiction.
12. This agreement is an integrated writing, executed by the parties after negotiation and discussions of all material provisions. None of the parties to this agreement have relied upon inducements, concessions, or representations of fact, except as set forth in this agreement.

IN WITNESS WHEREOF, the parties hereto have executed, or caused to be executed by their duly authorized officials, the agreement in two (2) copies, each of which shall be deemed an original, on the first date written above.

**City of Independence**

By: \_\_\_\_\_ Title: \_\_\_\_\_ Date: \_\_\_\_\_  
**Signature**

**Emergency Services Consulting International**

By: \_\_\_\_\_ Title: \_\_\_\_\_ Date: \_\_\_\_\_  
**Signature**



**Attachment A**  
**Scope of Work**

## Project Understanding

The City of Independence seeks a qualified fire service consulting firm highly experienced in fire, rescue and EMS service delivery, community risk assessment, fire station location and long-range master planning to provide the Independence Fire Department with a comprehensive operational assessment to successfully position it for future growth in service demand based upon community risk. Voters in the City of Independence, Missouri recently passed a Fire Protection Sales Tax proposal to increase the current 1/8 cent sales tax due to sunset at the end of 2026 to 1/2 cent with no sunset provision. The newly passed measure will provide additional, necessary funding to replace five aging stations and add one new fire station as well as replace critically needed apparatus and equipment. Further, while call volume has almost tripled since 1991 and staffing levels have been reduced, the new funding will be used to hire additional personnel to fully staff current and proposed apparatus, maintain appropriate span of control, and provide necessary, ongoing training and administrative support.

The City of Independence has 123,000 residents, covers approximately 78 square miles, and is served by the Independence Fire Department, a full-service fire department providing fire, rescue, and first response EMS service from ten fire stations, only three of which have been built within the last 30 years. Ambulance service to the city is provided by a third-party provider and fire dispatching services are provided by the Independence Police Department. The IPD Communications Center is the primary Public Safety Answering Point (PSAP) for the city and EMS calls are initially handled by IPD which then dispatches the fire department. The call is then transferred to the third-party EMS provider. During the process, no caller information is provided to the fire department which is often cancelled enroute after the EMS dispatch center determines that the call is a lower priority call not needing fire department resources.

The study will determine the recommended number and optimal location(s) of fire stations needed to serve the community currently based upon industry standards and at full build-out based upon long-range growth/annexation plans and community risk. The study will accomplish four major goals including but not limited to the following:

- Determine adequacy of existing station locations to meet current and expected service demand
- Determine need for one or more new fire stations and optimal location to service existing and future demand based upon community risk profile
- Determine personnel needed to adequately staff apparatus at each station to maintain or improve upon current ISO PPC rating of two
- Provide recommendations on fire, rescue and EMS call handling and dispatch procedures

ESCI proposes a Long-Range Master Plan with Community Risk Assessment (CRA)/Standards of Cover (SOC) Study to provide the Independence Fire Department with a detailed analysis of current resource deployment as it applies to existing and potential new fire stations, including apparatus and personnel assigned as well as emergency call receipt, processing, and communications procedures. The study is designed to quantify current service delivery, evaluate service delivery and response performance, and develop strategies with which to make facility location and staffing decisions that will meet anticipated needs and resultant future service demand.

The project will consist of three components, beginning with an *Evaluation of Current Conditions*. In this step, ESCI will review existing fire station locations, risk and demand and conduct a detailed analysis of current service delivery, staffing, and response performance as well as a review of emergency call processing and dispatch communications procedures. These observations and findings, compared with industry standards and best practices, are accompanied by recommendations for enhancements where needed.

The next step is the development of *Future Service Demand Forecasts*. ESCI will use a combination of historical population data, census information, comprehensive plans, and past incident history to project anticipated future workload and identify community risk.

Finally, the Long-Range Master Plan will use information gathered to identify and evaluate future strategies to meet long-range needs and match community risk with appropriate resources. Recommended approaches offer short-range (one year or less), mid-range (1-3 years), and long-range (greater than three years) implementation time frames to assist elected and appointed officials by quantifying current service delivery, evaluating service delivery and response performance against industry standards, analyzing community growth and development trends over the next 10-15 years, and developing strategies to make sound facility location, renovation/construction, staffing and deployment decisions. Further, the ESCI approach will provide the department with realistic, sustainable solutions to meet its future public safety needs. However, ESCI strongly recommends that the department re-evaluate its status after five years and redirect the plan as appropriate.

## Long-Range Master Plan with CRA/SOC Scope of Work

### Phase I: Project Initiation & Site Visit

#### *Task 1-A: Project Initiation & Development of Work Plan*

ESCI will develop a project work plan based on the scope of work and converse with the Independence Fire Department (IFD) project team to gain a comprehensive understanding of the organization's background, goals, and expectations for the project. This work plan will be developed, identifying:

- Primary tasks to be performed
- Person(s) responsible for each task
- Timetable for each task to be completed
- Method of evaluating results
- Resources to be utilized
- Possible obstacles or problem areas associated with the accomplishment of each task

This process will establish working relationships, make logistical arrangements, determine lines of communication, and finalize contractual arrangements. Other agenda items will include data collection, interview plan and tentative schedule, interim milestones, meetings, deliverables, and transfer of pertinent reports and background material.

#### *Task 1-B: Acquisition & Review of Background Information*

ESCI will request pertinent information and data from the IFD project manager. This data will be used extensively in the analysis and development of the master plan. The documents and information relevant to this project will include, but not be limited to, the following:

- Past or current agency studies, research, or reports

- City Comprehensive Plan documents, including current and future land use information
- Local census and demographic data
- Zoning maps and zoning code
- Financial data (past five years actual revenue and expense plus current adopted fiscal year in line-item detail), including debt information, financial audits (five previous years) long-range financial plans, and projections
- Administrative policies and procedures
- Standard Operating Guidelines (SOGs) and service delivery practices
- Current service delivery objectives and targets
- Resource deployment documentation
- Facility and apparatus inventories
- Local collective bargaining agreement
- Automatic and mutual aid agreements
- Records management data, including National Fire Incident Reporting System (NFIRS) incident data (at least the most recent five years)
- Police Department Communications Center policies and procedures, staffing and shift schedules
- Computer-Aided Dispatch (CAD) incident records (at least the most recent five years)
- Local Geographic Information Systems (GIS) data, where available

#### ***Task 1-C: Site Visit & Stakeholder Input***

The ESCI project team will conduct interviews with and gather information from key personnel, including:

- Elected or appointed officials from the City of Independence
- Independence Fire Department chief officers, managers, and other key staff
- Police Department communications personnel
- Finance Director
- City planning staff
- Human Resources Director
- External fire and EMS agencies within the region that respond within the City of Independence
- Medical facilities, EMS medical director
- Employee groups
- Others as they may contribute to the project

The project team will interview key stakeholders of any organization that may be associated with this study. At a minimum, members of the project team will interview appropriate city officials, fire department officials, labor organization representatives, and other stakeholders that the project team deems necessary.

#### **Phase II: Evaluation of Current Conditions/Standards of Cover Development**

The initial phases of the study focus on a baseline assessment (organizational analysis) of the current conditions and current service performance. The purpose of this evaluation is to assess IFD operations in comparison to industry standards and best practices, as well as to create benchmarks against which options for future service delivery can be measured.

#### ***Task 2-A: Organizational Overview***

An overview of the organization and community will be developed discussing:

- Service area population and demographics
- History, formation, and general description of the IFD
- Governance and lines of authority
- Foundational policy documents
- Organizational design
- Operating budget, funding, fees, taxation, and financial resources
- Description of the current service delivery infrastructure

#### ***Task 2-B: Financial Analysis***

ESCI will analyze actual revenues and expenditures for all budgets/funds supporting IFD operations for a five-year period, including the current adopted budget(s) and proposed budget(s), if applicable. Review will include any CIP funds/debt service related to the department to provide a complete picture of the annual and long-term cost associated with providing fire, rescue, and EMS services. A status quo projection will be provided as context for the added expense, and associated revenue needs, of any improvements that may be needed following adoption of recommendations.

#### ***Task 2-C: Management Components***

The IFD's basic management processes will be reviewed, including mission, vision, strategic planning, goals, and objectives; internal assessment of critical issues; internal assessment of future challenges; internal and external communications processes; document control and security; reporting and recordkeeping; information technology systems.

#### ***Task 2-D: Capital Assets and Capital Improvement Program (CIP)***

ESCI will review the status of current major capital assets (facilities and apparatus) and analyze needs relative to the existing condition of capital assets and their viability for continued use in future service delivery, including:

***Facilities:*** Review and make observations in areas related to station efficiency and functionality. Items to be contained in the report include:

- |                        |                    |
|------------------------|--------------------|
| • Design               | • Code compliance  |
| • Construction         | • Staff facilities |
| • Safety               | • Efficiency       |
| • Environmental issues | • Future viability |

***Apparatus/Vehicles:*** ESCI will review and make recommendations regarding the inventory of apparatus and equipment, providing an analysis of the IFD fleet, including all response, support, and staff vehicles. The evaluation shall consider types, number, replacement, condition, useful life, location, and deployment. Items to be reviewed include:

- Age, condition, and serviceability
- Distribution and deployment
- Maintenance
- Regulatory compliance
- Future needs

**Capital Improvement Program:** ESCI will review and make recommendations regarding the District Capital Improvement Program (CIP).

#### ***Task 2-E: Staffing and Personnel Management***

ESCI will review current IFD staffing levels, distribution by function, location, and assignment and scheduling methodology. Personnel management systems will also be reviewed, focusing on human resources policies and handbooks; quality and status of job descriptions; personnel reports and recordkeeping; compensation systems; disciplinary processes; counseling services; application and recruitment processes; testing, measuring, and promotion processes; and health and wellness programs.

#### ***Task 2-F: Fire, Rescue, and EMS Dispatching***

ESCI will review and make observations in areas specifically related to call processing/handling and dispatch communications for emergency calls for fire, rescue, and EMS calls for service. Emphasis will be placed on benchmarking current performance against industry standards including those of the Insurance Services Office (ISO), National Fire Protection Association (NFPA), National Emergency Number Association (NENA) and the Association of Public-Safety Communications Officials International (APCO). Impact of current performance on ISO PPC rating will be identified.

#### ***Task 2-G: Historical Service Delivery and Performance***

ESCI will review and make observations in areas specifically involved in, or affecting, IFD service levels and performance. Areas to be reviewed shall include, but not necessarily be limited to:

- Service Demand Study
  - Analysis and geographic display of current service demand by incident type and temporal variation
- Resource Distribution Study
  - Overview of the current facility and apparatus deployment strategy, analyzed through Geographic Information Systems software, with identification of service gaps and redundancies
- Resource Concentration Study
  - Analysis of response time to achieve full effective response force (ERF)
  - Analysis of company and staff distribution as related to effective response force assembly
- Response Reliability Review
  - Analysis of current workload, including unit hour utilization (UHU) of individual companies (to the extent data is complete)
  - Review of actual or estimated failure rates of individual companies (to the extent data is complete)
  - Analysis of call concurrency and impact on effective response force assembly
- Response Performance Summary
  - Analysis of actual system reflex time performance, analyzed by individual companies (to the extent data is available)
- Mutual and automatic aid systems

#### ***Task 2-H: Planning for Fire Protection and Emergency Medical Services***

The planning processes within the IFD will be reviewed. Key components include the adequacy of the current planning process; elements of tactical planning within the IFD; operational planning; strategic planning practices; long-range or other planning efforts; and recommendations relative to future planning process needs.



**Task 2-I: Support Programs**

ESCI will review and make overall observations involving support programs for the critical areas of training, life safety services, and communications.

**Task 2-J: Emergency Medical Services Support and System Oversight**

ESCI will evaluate the current Emergency Medical Services support and oversight mechanisms to include, but not limited to, the following: logistical support services; current medical control and oversight; quality assurance/quality improvement mechanisms in place; and system integrity against required credentialing.

**Task 2-K: Haz-Mat Services Support and Response Capability**

ESCI will review IFD hazardous materials response capability and supporting infrastructure against state standards.

**Task 2-L: Technical Rescue Services Support and Response Capability**

ESCI will review IFD technical rescue response capability and supporting infrastructure against state standards.

**Task 2-M: Community Risk Assessment**

ESCI will conduct an analysis of community risks, growth projections, and land uses and interpret their impact on emergency service planning and delivery. Land use, zoning classifications, parcel data, ISO fire flow data, economic value, building footprint densities, occupancy data, and demographic information may be used, along with specific target hazard information, to analyze and classify community fire protection risk by geography and type.

ESCI will use local planning/zoning data combined with available Geographic Information System (GIS) data to evaluate the physical risks within the community to include:

- Overall geospatial characteristics including political and growth boundaries, construction, and infrastructure limitations
- Topography including response barriers, elevation extremes, and open space/interface areas
- Transportation networks including roads, rail lines, airports, and waterways
- Evaluation of physical assets protected

An interpretation of available census and community development data will be provided indicating:

- Population history
- Census-based population and demographic information
- City planning-based population information
- Transient population and demographic information (to the extent data is available)
- Population density
- Community land use regulations
- Occupancy types by land use designation
- Hazardous substances and processes
- Non-structural risk categorization

ESCI will evaluate the current workload of the IFD and relate that analysis to the previously described community risk:

- A Service Demand study will analyze and geographically display current service demand by incident type and temporal variation

An analysis will be completed, and a matrix will be developed for the city's common and predictable risk types identifying staffing and resource needs. The matrix will be developed with consideration given to:

- Risk-specific staffing levels to meet the critical tasking analysis for the identified risks
- Apparatus assignments to accommodate the anticipated fire flows and other critical functions of the identified risks

### **Phase III: Future System Demand Projections**

The project moves forward with an assessment of the future community conditions, service demand, and fire protection risks that the Independence Fire Department can be expected to serve. ESCI will analyze city growth projections and interpret their impact on emergency service planning and delivery.

#### ***Task 3-A: Population Growth Projections***

An interpretation of available census and city development data will be provided, indicating:

- Population history
- Census-based population growth projections and demographic changes anticipated
- City planning-based population growth projections

#### ***Task 3-B: Service Demand Projections***

Population growth projections, along with historical and forecast incident rates, will be utilized to develop projections for future service demand.

### **Phase IV: Future Delivery System Modeling/Recommended Enhancements**

The project concludes with strategies intended to place the IFD in a position to serve its future demand and risk successfully. ESCI will develop and analyze various facility location models and recommended response goals and targets for providing emergency services with the specific intent of identifying those options that can deliver the desired levels of service identified in the previous task at the most efficient cost. Further, recommendations designed to improve call processing and dispatch communications for fire, rescue and EMS calls for service will be provided which are designed to align the department with current industry standards. Recommendations for enhancements to the service delivery system will be provided, identifying the best long-range strategies for service delivery and the impact of initiating such a strategy.

#### ***Task 4-A: Recommended Response Goals and Targets***

The establishment of fire and EMS response time standards and targets is a primary responsibility of policymakers, based on community risk, citizen expectations and the District's capabilities. ESCI will provide data analysis and comparison against industry standards and will recommend response performance goals.

ESCI will identify the current level of emergency services provided by the District and compare performance against industry standards and best practices, such as the benchmarks described by the Insurance Services Office (ISO), consensus standards from the National Fire Protection Association (NFPA), recommended practices from the Center for Public Safety Excellence (CPSE), and other pertinent resources.

A review and discussion of existing response performance goals and response performance will be provided matching the nature and type of risks identified in the previous report sections. ESCI will then recommend response performance goals as follows:

- Response Time Performance – Each timed element of the response system, from receipt of call (call handling/processing) to first unit arrival
- Resource Distribution – Initial attack (first due) resources for risk-specific intervention
- Resource Concentration – Effective response force assembly (apparatus and personnel), of the initial resources necessary to stop the escalation of the emergency for each risk type

#### ***Task 4-B: Overview of Compliance Methodology***

ESCI will work with the department's management team to develop a methodology that will allow the IFD to continually measure future performance. This methodology will include, but not necessarily be limited to:

- Records Management Systems (RMS) usage policies
- Assignment of oversight responsibilities
- Schedule of assessments
- Review requirements

#### ***Task 4-C: Optimization of Fire Station Locations***

- Any relocations of existing fire stations
- Need for additional, future fire stations and potential locations
- GIS images of future fire station locations

#### ***Task 4-D: Other Short-, Mid-, and Long-Term Strategies***

Recommendations for improving service delivery and system efficiency through short- (within one year) and mid-term (1-3 years) as well as longer-term (3-5 or more years) strategies will be provided in areas such as:

- Agency management and organization
- Service delivery methods
- Any relocation of existing facilities
- General locations of future necessary fire stations with trigger points for construction decision-making
- Selection and deployment of apparatus by type
- Staffing, crew configuration, and deployment of operations personnel
- Deployment of special units or resources
- Training programs
- Prevention programs and staffing
- Potential enhancements to emergency communications/dispatch system
- Enhanced cooperative service agreements with other communities or agencies
- System funding and cost recovery
- Others as appropriate and necessary

#### ***Task 4-E: Cost Projections***

ESCI will provide general projections of the cost of recommended long-term strategies, specifically related to:

- Facility changes or additions

- Staff changes or additions
- Primary apparatus changes or additions

Cost projections will be provided for both capital expenditures and on-going operational costs. Operational costs will be provided as one-year projections of additional or reduced expenditures resulting from full implementation of the strategy. Additional findings and recommendations will be made, where appropriate, regarding:

- Options for long-term funding strategies
- Options for cost avoidance
- Options for cost recovery

## **Phase V: Development, Review, and Delivery of Master Plan with CRA/SOC**

### ***Task 5-A: Development and Review of Draft Project Report***

ESCI will develop and produce an electronic version of the draft written report for review by the IFD team and other client representatives as appropriate. Client feedback is a critical part of this project, and adequate opportunity will be provided for review and discussion of the draft report prior to finalization. The report will include:

- Detailed narrative analysis of each report component structured in easy-to-read sections and accompanied by explanatory support to encourage understanding by both staff and civilian readers
- Clearly designated recommendations highlighted for easy reference and cataloged as necessary in a report appendix
- Supportive charts, graphs, and diagrams, where appropriate
- Supportive maps, utilizing GIS analysis as necessary
- Appendices, exhibits, and attachments, as necessary

### ***Task 5-B: Delivery and Presentation of Final Project Report***

ESCI will complete any necessary revisions of the draft and produce five publication-quality bound, final versions of the written report along with an electronic copy in PDF file format. A formal presentation of the project report will be made by ESCI project team member(s) to staff, elected officials, and/or the public as necessary and will include the following:

- A summary of the nature of the report, the methods of analysis, the primary findings, and critical recommendations
- Supportive audio-visual presentation
- Review and explanation of primary supportive charts, graphs, diagrams, and maps, where appropriate
- Opportunity for questions and answers, as needed
- All presentation materials, files, graphics, and written material will be provided to the client at the conclusion of the presentation(s)

## **Master Plan with CRA/SOC Project Completion Timelines**

ESCI offers the following project timeline, which is subject to change based upon the mutual agreement of the Independence Fire Department and ESCI. The timeline will not begin until ESCI has been provided with *all* information and data necessary for the successful completion of the project. ESCI estimates a timeline of 180 days from the completion of fieldwork.

Project Phase	Month 1	Month 2	Month 3	Month 4	Month 5	Month 6
Phase I: Project Initiation						
Phase II: Evaluation of Current Conditions						
Phase III: Future System Demand Projections						
Phase IV: Future Delivery System Models						
Phase V: Development, Review, & Delivery of Project Report						

### Long-Range Master Plan with CRA/SOC Proposed Project Fee

Emergency Services Consulting International is pleased to present the following formal cost proposal for the project outlined in the Scope of Work. The fee ESCI is proposing to perform this study is inclusive of expenses as follows:

Project Phase	Consulting Fees	Expenses	Total
Phase I: Project Initiation	\$18,951	\$4,215	<b>\$23,166</b>
Phase II: Evaluation of Current Conditions	\$25,500	\$0	<b>\$25,500</b>
Phase III: Future System Demand Projections	\$7,365	\$0	<b>\$7,365</b>
Phase IV: Future Delivery System Models	\$11,014	\$0	<b>\$11,014</b>
Phase V: Development, Review, & Delivery of Project Report	\$7,838	\$1,530	<b>\$9,368</b>
<b>Total Cost (Not to exceed):</b>			<b>\$76,413</b>

### ESCI Hourly Rates

- Senior Level Project Oversight, Senior Data Engineer/SME ..... \$200/hr.
- Project Manager, Senior Developer, GIS, BIA, mid-level Systems Engineer ..... \$170/hr.
- Senior Data Analyst.....\$150/hr.
- Mid-level Data Analyst .....\$125/hr.
- Admin Support..... \$90/hr.

### Proposed Payment Schedule

- 10% payment due upon signing of the contract.
- Monthly invoicing thereafter as work progresses.