

**Fire Service Based EMS Transport and First Responder Services
“Option 1” ***

Presented to the

**Pinellas County EMS and Fire Administration EMS and Fire
Reconfiguration Committee**

December 2008

** (During the presentation of this paper to the Fire & EMS Reconfiguration Committee on December 3, new information was presented by the finance sub-committee. This copy of the presentation paper has been revised to reflect those changes. The revisions occur on page two and page nine All revisions are identified with italicized text and underlining.)*

Executive Summary

In August of 2008, the Pinellas County EMS and Fire Administration Director, Dick Williams convened a committee to examine the current fire and EMS system which was titled the EMS and Fire Reconfiguration Committee. The make-up of the committee reflects all of the stakeholder entities currently involved in service provision and includes county staff, city managers, fire chiefs, Paramedics Plus staff, Office of the Medical Director staff, IAFF labor representatives and other allied or support agencies. The committee set a challenging meeting schedule and time frame for delivery of system alterations. The committee identified four sub-committee needs, they are: organization and management; operations; finance and legal. As the organization and management sub-committee undertook their work they created a sub-group to examine system designs.

The committee undertook discussions to identify methods for reducing the costs of the Pinellas County EMS system. The county budget for FY 08/09 had relied upon 14.5 million dollars of EMS reserve funds to meet a budget revenue shortfall due to declining property values, Florida Amendment 1 impacts and a desire by the EMS Authority to keep the EMS millage unchanged. Four options were discussed as potential system alterations and this paper reflects the proposal of Option 1. The remaining three options were examined and vetted by the various sub-committees and it was determined that each had flaws or drawbacks to implementation. Option 1 remained as the most viable and received the greatest amount of scrutiny and investigation.

The Option 1 EMS system design transfers the provision of patient transport to a network of fire service based transport rescues working both 24-hour shift assignments and peak time shift assignments. SunStar would continue to provide essential transport support services including scheduled inter-facility transport. Pinellas County would continue providing system oversight, contract monitoring and user fee billing. The operational concepts and deployment of the Option 1 design were researched for viability utilizing existing resources, 2007 EMS call statistics, anticipated additional resources and modeling of potential deployment plans. Financial analysis of the incremental costs and identified new costs for the Option 1 system design and operations were undertaken and included financial costing reporting from all stakeholder agencies. The financial numbers reported by agencies were reviewed for accuracy and justification sought when discrepancies were noted. Legal issues with Option 1 were minimal when compared to the other options explored. In addition, Option 1 system improvements and advantages were identified over and above the financial benefits.

The Option 1 proposal findings indicate improvement of services within the EMS system and a financial savings of between 2.9 and 4.2 million dollars in fiscal year 2009-2010 when coupled with additional revenue and expenditure enhancements in the amount of 1.7 million dollars identified by Pinellas County EMS and Fire Administration staff. The new system appears to be sustainable with projected savings of \$10,000,000 over a five year period and offers the potential for greater savings through inter-local agreements or Joint Powers Authorities (JPA) between EMS and fire service providers.

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I. System Design

The Option 1 system design is predicated on the use of fire service based rescue transports providing EMS patient transport to hospital emergency departments. These fire service based transports would be segmented into fulltime units operating 24-hours per day and peak time units operating an anticipated 12-hour work day. Additionally, the fire service based First Responder Advanced Life Support (ALS) Engine capability will be expanded to provide adequate and timely ALS responses. Pinellas County's private contractor for EMS transport services, SunStar will continue to provide non-emergency scheduled transports, often called inter-facility transports and continue to provide patient transport support services such as supply warehousing operations. Pinellas County EMS and Fire Administration will continue to provide overall EMS system oversight, patient billing, contracting for Continuing Medical Education (CME) and Medical Direction services.

The Option 1 system design was driven by the existence of 24 First Responder funded transport capable rescue vehicles. An analysis of the Pinellas County 911 Emergency Communications Computer Aided Dispatch (CAD) data for calendar year 2007 was undertaken to determine the EMS system overall demand for emergency responses and those incidents that resulted in a patient being transported to the hospital emergency department. This data was analyzed as to the geographical call volume within individual fire service agency EMS districts and then applied to the Pinellas County 911 Grid Map to provide an indication of where fire service based transport rescues would be best located to handle the demand.

Pinellas County EMS and Fire Administration staff provided a geographic distribution modeling of the 2007 call data and the proposed Option 1 geographically based fire service based transport units utilizing their DECCAN software capability. This modeling indicated that the Option 1 system design was viable in its design for distribution of transport units to meet or exceed current Pinellas County EMS standards for response times. The current standard is arrival at all incidents within the county in ten minutes or less 92% of the time and arrival at incidents within a specific jurisdiction in 12 minutes 90% of the time.

During the committee meeting process Pinellas County staff expressed a desire that the ALS First Responder contract entities seek ways to collaborate efforts to reduce costs associated with the provision of EMS and fire services. County staff was also seeking ways to reduce the number of EMS First Responder and possibly EMS Transport contracts they had to negotiate and manage. The idea of Joint Powers Authorities (JPA) was researched as a possible method to meet the county's desire with several successful examples found to exist in the western United States. A Joint Powers Authority is an institution permitted under state law, whereby two or more public authorities (e.g. local governments) can operate collectively. Joint Powers Authorities may be used where an activity naturally transcends the boundaries of existing public authorities or where, by combining their commercial efforts the public authorities can achieve economies of scale or market power.

The JPA is distinct from the local government member authorities and have separate operating boards of directors, and these boards can be given any of the powers inherent in all of the participating agencies. In setting up a JPA, the constituent authorities must establish which of their powers the new authority will be allowed to exercise. A term and the membership and standing orders of the board of the authority must also be laid down. A draft Fire and Emergency Services Joint Powers Authority was created for the committee's review and input (see Appendix F).

The Joint Powers Authority idea was accepted and recommended by the EMS and Fire Reconfiguration Committee with an overlay of four JPA zones within Pinellas County. These zones were determined by grouping geographically centric agencies, creating like size authorities and examining existing agency cooperative agreements. While the idea of creating a new layer of oversight and administration in Pinellas County's varying and numbered governmental entities may be viewed negatively by some, the JPA concept with its structure and powers wholly controlled by the constituent members is a viable solution. It also permits the capturing of existing non-contractual cooperative arrangements, such as the 911 Communications operations or hand-shake agreements between individual entities to be documented and codified. See Appendix G for a map of the proposed JPA zones.

The Joint Powers Authorities will also allow constituent members to identify additional areas for cost reductions in years two and three by planning for the most beneficial usage of EMS Coordinator positions within the JPA. Through organizational analysis the JPA can identify the needed numbers and plan for reductions through attrition or reassignment. It is expected that the Joint Powers Authorities will work to identify other system cost savings and better ways of doing business.

The Option 1 system design provides some advantages to the EMS system and in many cases improves the level of service while reducing costs. The fire service is unique in its capabilities for rapidly deploying, usually in four to six minutes, Firefighter/Paramedics to emergency scenes with overall system reductions from at-patient times to delivery at emergency departments. Geographically based fire rescue units will be an indemnity during unanticipated and unpredicted calls for service. System status management attempts to utilize past service demand to predict future EMS calls. The prediction model is sometimes fallible resulting in delays in ambulance on-scene and transport times. See Appendix E for additional advantages realized through fire service based transport.

II. Operational Concepts

The numbers of needed 24-hour transport rescues and the numbers of peak time units needed were analyzed against the 2007 calendar year EMS call statistics and a percentage increase anticipated within the system in 2008. The analysis work was accomplished with attention to providing an acceptable level of service with an acceptable number of transport rescue units within the overall system. Throughout the EMS and Fire Reconfiguration process the numbers of transport rescue units necessary has been revisited and adjusted based on overall system needs and those of individual jurisdictions.

The recommendation is for 23 of the existing fire service First Responder funded rescue transports to be utilized and incrementally funded for transport services; 17 new fire service based rescue transports would be funded and utilized for transport services; nine new fire service based peak time rescue transports would be funded and utilized for transport services and 10 existing fire engines would be newly funded as First Responder ALS engines. In some cases, existing EMS fire service units that are currently contractor funded will become EMS Authority funded or current authority funded units may be swapped from an existing rescue to an ALS engine. See Appendix A for the current and proposed EMS unit allocation by agency. The table provided below indicates the anticipated numbers of fire service based transport rescues, both existing and new 24-hour units, peak time units and additional ALS engine coverage needed to conduct successful operations.

	Existing Rescues Activated to Transport	New 24-Hour Rescues	New Peak Time Rescues	New ALS Engines
<u>Belleair Bluffs</u>	No Changes Proposed			
<u>Clearwater</u>	6		2	6
<u>Dunedin</u>		1	1	
<u>East Lake</u>		1		
<u>Gulfport</u>		1		
<u>Largo</u>	2	1	1	
<u>Lealman</u>	1	1	1	
<u>Madeira Beach</u>	No Changes Proposed			
<u>Oldsmar</u>			1	
<u>Palm Harbor</u>		1	1	
<u>Pinellas Park</u>	3		1	2
<u>Pinellas Suncoast</u>		1		
<u>Safety Harbor</u>		1		
<u>Seminole</u>		2	1	
<u>South Pasadena</u>		1		
<u>St. Pete Beach</u>	1			2
<u>St. Petersburg</u>	10	5		
<u>Tarpon Springs</u>		1		
<u>Treasure Island</u>	No Changes Proposed			
Total	23	17	9	10

Transport rescue work loads were researched to determine an acceptable Unit Hour Utilization (UHU) that would not over tax the paramedics and EMT's staffing transport rescues. The system design allocated a 0.30 to 0.35 UHU for the 24-hour units and a 0.50 UHU for the peak time units. Applying these unit hour utilizations to the 2007 EMS call statistics and assuming an averaged 57 minutes of involved time per call, each 24-hour rescue transport would respond to an average of no more than ten incidents per day and transport on average six patients per day. The peak time units, working a shorter shift assignment will have a higher workload placed upon them. The Option 1 system design

provides an operational advantage over the current system by allowing the rotation of work crews from peak time units to 24-hour geographic based units or ALS engines increasing crew experience while decreasing rust-out and lessening burn-out associated with system status management and higher unit hour utilization workloads.

The EMS and Fire Reconfiguration Committee has recognized that under Option 1 the current SunStar work force will be impacted. While specific numbers are not yet provided it is likely that approximately 150 of the current street level work force would be subjected to a layoff or reassignment. This number is affected by the numbers of current fire service paramedics and EMT's employed in a part-time status by SunStar and the number of staff needed to meet the company's new role in providing scheduled inter-facility transport services while continuing to provide EMS transport support services. The fire service providers will be in need of additional work force to meet the new system design and agree that affected SunStar employees will be given first consideration for employment with the fire service agencies. Individual agency hiring practices would have to be adhered to and some may require commitments of the new employees to obtain firefighter certification within a specified period of time. There may be some opportunity for individual agencies to utilize the single certified Paramedic or EMT personnel on the peak time transport units.

Other initiatives currently being worked on for implementation will have an impact on the EMS operations. The implementation of an Emergency Medical Dispatching (EMD) system is scheduled to be put in place in April 2009. This EMD capability will allow the Pinellas County 911 dispatcher to question the caller and utilizing a nationally recognized system, determine the appropriate level of response. This system is projected to impact approximately ten percent of the current EMS calls for service in that no response by EMS personnel may be made. Remaining projects, such as electronic patient care reporting, mobile data computers and apparatus GPS positioning for closest unit response are also in various stages of development and/or deployment.

III. Financial Analysis

The FY 08/09 Pinellas County EMS budget without reserves is \$85,906,360. The budget has three major divisions: EMS Administration costs \$10,425,020; Paramedics Plus contract for services \$34,210,000 and First Responder contracts for service \$40,869,770. The Option 1 proposal redistributes monies currently spent on the Paramedic Plus contract for transport services to the fire service based entities. It allows the fusion of revenue streams from user fees and the EMS ad valorem tax which would result in a reduction of the ad valorem tax millage rate or allow for replenishment of the EMS reserve funds.

An in-depth financial analysis of the new Option 1 system was undertaken. The involved municipalities and fire districts were provided several financial survey instruments to identify the incremental costs of providing transport rescues utilizing existing First Responder funded transport capable units; the costs associated with providing a new transport rescue and the costs associated with providing additional ALS engines. See Appendix D for the survey instruments utilized. The numbers submitted were reviewed

by the Finance sub-committee and revisions or justifications were sought to make the financial picture as clear as possible.

The operational distribution of units was then applied to determine the savings based on the number of EMS transports that are currently purchased by contract with Paramedics Plus at a fixed price. Additionally, Pinellas County EMS and Fire Administration staff performed an analysis of the current Paramedics Plus contract to determine the potential savings in their administrative and support costs. See Appendix C for the financial spreadsheets created in this effort.

It is challenging to estimate the costs for SunStar to deliver the essential transport support services and non-emergency inter-facility transports envisioned in the Option 1 proposal due to competitive business practices within the ambulance transport industry. This impediment has not allowed the Paramedics Plus staff to provide financial information for review by the finance sub-committee. Pinellas County EMS and Fire Administration staff and the finance sub-committee have examined and evaluated the relevant services and structures and estimated that the non-emergency and support services can be provided for \$14,504,088. In two to three years it would be advantageous for Pinellas County to seek bids for the provision of non-emergency transport services to realize a greater savings through the competitive bidding process. The table below provides a financial projection of the operations that would be provided by SunStar.

SunStar Base Services/Infrastructure 2008/2009 Budget	From EMS & Fire Administration	Analyzed
Critical Care Transport	\$ 805,377	\$ 805,368
Critical Care Transport – Backup	\$ 42,113	\$ 28,000
Mental Health Transport Van 1	\$ 241,175	\$ 241,164
Mental Health Transport Van 2 (Peak)	\$ 115,216	\$ 119,040
All Children's Transports	\$ 307,349	\$ 255,600
Tactical EMS Team	\$ 64,119	\$ 64,116
Long Distance Transports (Base + Mileage)	\$ 449,515	\$ 377,250
Medical Supplies	\$ 2,900,000	\$ 2,900,000
Non-Emergency Transports	\$ 8,066,505	\$ 8,034,300
Patient Business Services (7 FTEs \$35,000 Salary and 25% Benefits)	\$ 306,250	\$ 220,500
Information Technology (2 FTEs - \$75,000 Salary and 25% Benefits)	\$ 187,500	\$ 135,000
Call taking and Dispatch (41 FTEs - \$45,000 Salary and 25% Benefits) – FD Dispatch through 911 EC	\$ 2,306,250	\$ 400,000
Fleet Services (6 FTEs - \$50,000 Salary and 25% Benefits)	\$ 375,000	\$ 270,000
Medical Supply Warehouse (5 FTEs - \$35,000 Salary and 25% Benefits)	\$ 218,750	\$ 157,500
Materials Management for Ambulances (25 FTEs - \$25,000 Salary and 25% Benefits)	\$ 781,250	\$ 156,250
Planning and Scheduling 2 FTEs/5 FTEs	\$ 340,000	\$ 340,000
Sub Total	\$ 17,506,369	\$ 14,504,088

The finance sub-committee report provided at the December 3, EMS & Fire Reconfiguration Committee meeting reflected a cost of 1.66 million for the Call taking & Dispatch function. The table above reflected a cost of \$400,000. There was agreement during the presentation that the actual number is somewhere between those projections and additional analysis would be needed to determine the numbers of dispatchers needed. The financial savings are reported in a range format to account for this divergence

The total projected financial savings of the Option 1 proposal is between \$1,250,800 and \$2,532,359. See Appendix C for a complete spreadsheet analysis. It is projected that the financial savings would be sustainable and that over a five year period the savings will total between \$5,000,000 and \$10,000,000. In addition to the Option 1 savings the Pinellas County EMS and Fire Administration has identified an additional 1.76 million dollars in savings or increased revenues through several methods including eliminating First Responder EMS incentives; increasing ambulance user fees; cut First Responder funding for Pinellas Suncoast Truck 28 and reductions in contractual agreements and promotional activities. When combined, the projected savings within the total EMS system cost reduction in fiscal year 2009/2010 is between \$2,900,000 and \$4,200,000. Over a five year period the total EMS system savings could approach between \$10,000,000 and \$15,000,000.

IV. Legal Issues

The Option 1 proposal does not require any revision to the existing Special Legislative Act, Chapter 80-585 that created the Pinellas County EMS Authority. Pinellas County ordinance, Chapter 54 Emergency Services, section 54-62 “EMS authority, duties and responsibilities” sub-paragraph (b) will need to be revised as it relates to a competitive proposal process for ambulance service. The current contract for services between Pinellas County and Paramedics Plus could be disputed as to the county’s ability to alter the contract or, if needed, terminate the contract and begin a new contractor bidding process.

The creation of Joint Powers Authorities is permitted and governed under Florida State Statute 163.01 “The Florida Interlocal Cooperation Act of 1969”. Section 163.01(7) outlines how an inter-local agreement may be formed to create a separate legal or administrative entity, such as a JPA and what powers it may be enabled to carry out.

Pinellas County EMS and Fire Administration has indicated that it is their intention to cancel the existing First Responder contract agreements effective October 1, 2009. It is possible that some legal challenge could be mounted by the municipal and fire district providers to dispute the county’s ability under current law to not fund the providers for their costs to provide EMS services. The Option 1 proposal negates that to the extent that the fire service providers would enter into new contracts keeping the agencies funded in a fashion to meet their costs.

Appendix A

EMS Unit Allocation by Agency

	Existing First Responder Transport Rescues	Existing Rescue Activated to Transport	New 24-Hour Rescues	New Peak Time Rescues	Existing First Responder ALS Engines	New ALS Engines
Belleair Bluffs					1	
Clearwater	6	6		2	4*	6
Dunedin			1	1	3	
East Lake			1		3	
Gulfport			1		1	
Largo	2	2	1	1	5**	
Lealman	1	1	1	1	2	
Madeira Beach					1	
Oldsmar				1†	1	
Palm Harbor			1	1	4‡	
Pinellas Park	3	3		1	3	2***
Pinellas Suncoast			1		2	
Safety Harbor			1		2	
Seminole			2	1	5	
South Pasadena			1		1	
St. Pete Beach	2	1				2
St. Petersburg	10	10	5		2	
Tarpon Springs			1		2	
Treasure Island					1	
Total	24	23	17	9	40	10

* Clearwater provides two contractor funded ALS engines currently.

** Largo has three additional contractor funded units in addition to the five ALS engines in-service currently.

† Oldsmar's current rescue is contractor funded.

‡ Palm Harbor has one additional contractor funded unit in addition to the four ALS engines in-service currently.

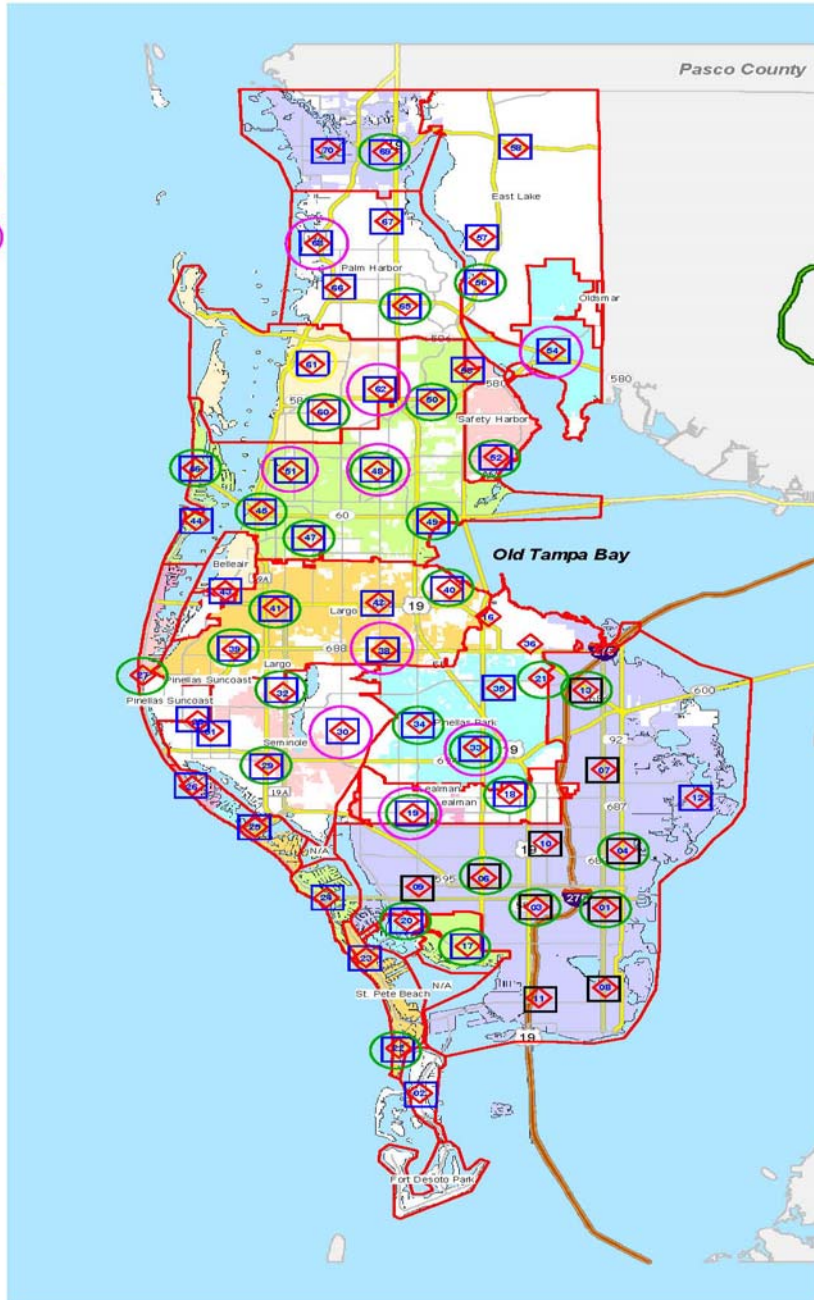
*** Pinellas Park has two contractor funded ALS engines in-service today.

(Contractor funded units are those in which the staffing costs are not paid for under the Emergency Medical Services ALS First Responder Agreement but are paid by the municipality or fire district.)

Appendix B
Unit Allocation Map

Draft 11-29-08 Subject to Revision

- ALS Engine 
- ALS Rescue 
- 24 Rescue 
- Transport 
- Peak Rescue 
- Transport 



Appendix C

Financial Projection Spreadsheets

Current Paramedic Plus Contract			\$34,210,000
Sunstar Base Services/Infrastructure	(Per Craig Hare)	(Analyzed)	
	Per 2008-2009 Budget		
Critical Care Transport	\$ 805,377	\$ 805,368	
Critical Care Transport – Backup	\$ 42,113	\$ 28,000	
Mental Health Transport Van 1	\$ 241,175	\$ 241,164	
Mental Health Transport Van 2 (Peak)	\$ 115,216	\$ 119,040	
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Call taking and Dispatch (41 FTEs - \$45,000 Salary and 25% Benefits)	\$ 2,306,250	\$ 400,000	
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Medical Supply Warehouse (5 FTEs - \$35,000 Salary and 25% Benefits)	\$ 218,750	\$ 157,500	
Materials Management for Ambulances (25 FTEs - \$25,000 Salary and 25% Benefits)	\$ 781,250	\$ 156,250	
Planning and Scheduling 2 FTEs/5 FTEs	\$ 340,000	\$ 340,000	
Sub Total	\$ 17,506,369	\$ 14,504,088	\$ 19,705,912.00
Note: Does not include Administration, Supervision, Training, Clinical/QA, Scheduling, Capital Equipment, Repair Parts, Fuel, Insurance			
Additional Fire Department Services Incremental Costs	(Per Option 1 Spreadsheet)		
Total incremental costs for transport with current rescues	\$ 399,467		
Total incremental costs for new rescues	\$ 15,258,444		
Total incremental costs for new ALS engines	\$ 1,515,642		
Sub Total	\$ 17,173,553		\$ 2,532,359
Total			\$ 2,532,359

Appendix D
Financial Survey Instruments

Pinellas County Emergency Medical Services				
Estimated Incremental Fire Transport Costs		Estimated Annual Incremental Costs		
<u>Emergency Medical Services</u>	<u>Current 2008/2009 Budget</u>	<u>Fire Transport w/ Current Transport Units Only</u>	<u>Add'l Annual Costs Per Rescue Added</u>	<u>Add'l Annual Costs Per ALS Engine Added</u>
FTE's - Paramedics				
FTE's - EMT's				
FTE's - Other				
EMS paramedics/EMT salaries, benefits, certifications				
New FTE Salaries & Benefits per EMPTM worksheet				
<u>Vehicle & Equipment Costs</u>				
Maintenance & repairs				
Vehicle & excess liability insurance				
Vehicle equipment				
Other (please explain)				
<u>EMS Coordination</u>				
EMS Coordinator and staff salaries				
EMS Coordinator and staff benefits				
Other (please explain)				
<u>Other Operating Costs</u>				
Training & education				
Uniform costs				
Other (please explain): Protective Clothing				
<u>Contact person for above financial info</u>	<u>Fire Department</u>		<u>Contact Phone #</u>	<u>Contact E-Mail</u>

<u>CONTINUOUS STAFFING MULTIPLIER</u>	
Average Workweek	
Total Hours per FTE (Average Workweek x52 Weeks)	
- Paid Time Off – Vacation	
- Paid Time Off – Sick	
- Paid Time Off - Kelly Day	
- Paid Time Off – Holiday	
Total Coverage (365 Days x 24 Hours)	
Hours Worked per FTE	
Continuous Staffing Multiplier	
<u>PARAMEDIC FUNDING</u>	
Paramedic Salary (Average Base Salary)	
Paramedic Benefits (% of Salary for Pension, Comp, Medical, Dental, Disability)	
Paramedic Benefits	-
State Paramedic, ACLS, and BTLS Certification Cost	
PARAMEDIC COST PER ONE POSITION	-
<u>EMT FUNDING</u>	
EMT Salary (Average Base Salary)	
EMT Benefits (% of Salary for Pension, Comp, Medical, Dental, Disability)	
EMT Benefits	-
State EMT Cert Costs	
EMT COST PER ONE POSITION	-
PARAMEDIC COST PER ONE POSITION (3 Shifts)	-
EMT COST PER ONE POSITION (3 Shifts)	-
Total to add 1 PM and 1 PM per Rescue	-

Appendix E

Advantages of Fire Service Based EMS Transport in Pinellas County

- Fire service-based system using cross-trained/multi-role all-hazards responders prepared and equipped to handle any situation including rescue, patient care and transport. Enhanced productivity of cross-trained personnel in providing public education/public information, i.e. pool safety inspections, walk to school programs, CPR, first aid, senior slip and fall programs, etc.
- The fire service is unique in its capabilities for rapidly deploying, usually in four to six minutes, Firefighter/Paramedics to emergency scenes with overall system reductions from at-patient times to delivery at emergency departments.
- Fire service-based personnel may perform vehicle inspections, cleaning and stocking in the fire stations during down time reducing the current FTE numbers needed in medical supply staff.
- Improved working condition, greater job satisfaction and better opportunities for professional growth for rescue transport crews that will have a home station to return to during the workday, contrasting to working from a street corner assignment with few employee comforts.
- Rotation of work crews from peak time units to geographic based units or ALS engines would be advantageous for increasing crew experience while decreasing rust-out and lessening burn-out associated with system status management and higher unit hour utilization workloads.
- Geographically based fire rescue units will be an indemnity during unanticipated and unpredicted calls for service. System status management attempts to utilize past service demand to predict future EMS calls. The prediction model is sometimes fallible resulting in delays in ambulance on-scene and transport times.
- Fire service based transport provides the greatest opportunity for rehiring of employees that lose their jobs due to funding reductions to meet budgetary goals.
- Continuity of patient care reporting will be enhanced through the reduction of patient transfers from one care giver to the next. While there are pros and cons to the various system approaches, the emergency medicine literature indicates that the most likely time to create error in medical care is when care is transferred from one provider to another in a relatively short encounter time. These opportunities would be reduced in a fire-service based system.
- Reduction in on-scene conflicts between fire service and SunStar crews related to patient assessment, treatment, transport decisions and interpersonal/interagency conflicts.
- Patients not only have medical needs, but they also need simultaneous physical rescue, protection from the elements and the creation of a safe physical environment as well as management of non-medical surrounding sociologic concerns. The fire service is uniquely equipped to simultaneously address all of these needs.
- The current private contractor financial profit will be retained within the Pinellas County EMS system.

Appendix F

Draft Fire and Emergency Services Joint Powers Authority

AGREEMENT ESTABLISHING * FIRE AND EMERGENCY SERVICES
JOINT POWERS AGENCY**

WHEREAS, the Municipalities and Independent Fire Districts which are signatories to this agreement are “public agencies” of the State of Florida, authorized, pursuant to §163.01 to enter into a agreement to jointly exercise powers common to them; and

WHEREAS, these agencies recognize that substantial economies and enhanced services can be provided by coordination of activities and joint operation of some services; and

WHEREAS, with the growth in the community and changes in emergency service organization, the agencies have found it desirable to enter into an agreement to share resources in order to more efficiently provide services to their constituents while continuing to meet current needs;

NOW THEREFORE, the undersigned Municipalities and Independent Fire Districts, in consideration of the mutual promises, covenants and conditions contained herein, agree to the following revised joint powers agreement as follows:

1. Definitions: Certain terms used in this agreement shall have the meanings as provided in this section.
 - (a) “Board” – the Board of Directors of the *** Fire and Emergency Service Joint Powers Agency.
 - (b) “JPA” – short-form name for *** Fire and Emergency Service Joint Powers Agency.
 - (c) “Member Agency” – one of the public agencies which has executed this agreement and so has joined in the agreement.
 - (d) “Participating agencies” – those member agencies who choose to participate in a particular service agreement.
 - (e) “Service Agreement” – an agreement between the participating agencies which establishes how a specific service will be provided and funded.
2. Formation of the *** Fire and Emergency Joint Powers Agency. To effectuate the purpose of this agreement, there is hereby created a joint powers agency to be named “The *** Fire and Emergency Service Joint Powers Agency”, which shall be a separate

entity from the member agencies who are parties to this agreement.

3. Service Authorized Under this Agreement.

(a) The JPA is authorized to and currently provide the following services to the member agencies:

- 1)
- 2)
- 3)

(b) Members of the JPA shall contribute the following services:

- 1) Pinellas County shall provide:
 - i) 911 PSAP services and infrastructure
 - ii) Funding for Emergency Medical Services pursuant to Laws of Florida 80-585, as amended.

The JPA shall have the authority to provide additional services and programs to those member agencies who desire to participate in them.

4. Organization of the JPA.

(a) Overall Supervision by Board. The overall function of the JPA shall be governed by a Board of Directors appointed by the member agencies. The Board shall be organized and operated as provided under Section 5 below.

(b) Service Agreements. For each service to be provided, there shall be a separate service agreement between the participating agencies setting forth the terms and conditions governing the provision of that service. Each such agreement shall provide for representatives from the participating agencies to oversee the provision of service under that service agreement. A Public Agency may participate in individual service agreements without becoming a member agency of the JPA. Any non-member participating entity must be approved by the JPA Board and will have the participation rights as provided in the service agreement. The JPA Board shall approve all service agreements prior to implementation of the service.

5. The JPA Board.

(a) Composition: The Board shall be comprised of one voting member for each member agency, and an alternate who may only vote in the event the regular director is absent. Each member agency shall appoint a director and alternate to the Board, to serve at the will and pleasure of the appointing agency. The Fire District regular JPA director shall be appointed from the legislative body of the member agency. The alternate director shall either be another director of the member district or its fire

chief. Representatives and alternates of the cities and the county shall be members of and appointed by their governing boards.

(b) Meetings. The Board shall act only at meetings noticed in accordance with §286.011, F.S. and any other applicable law. Meetings shall be called by the Chair, or the Vice-Chair, or at the written request of any three directors. Except in an emergency as determined by the Chair, Directors shall receive notice, an agenda and other meeting materials at least 7 days before the meeting. Minutes shall be taken of all meetings and distributed to all directors for review and approval by the Board at a subsequent meeting.

(c) Voting: A quorum for a meeting shall be a majority of the Board. Action may only be taken by the Board through the affirmative vote of a majority of the quorum, with each agency's appointed director entitled to vote.

(d) Officers: Annually, in January of each year, the Chair and Vice Chair shall rotate alphabetically through the member agencies. The representative for the first agency, in alphabetical order, shall be the Chair, and the second agency representative shall be the Vice-Chair. The Vice Chair will assume the Chair position the following year, etc.

(1) Chair: The Chair shall preside at all Board meetings and sign all necessary documents on behalf of the JPA. The Chair shall determine the scheduling and content of agendas for all meetings. The Chair shall oversee the day-to-day functioning of the agency and report on operations at each Board meeting. The Chair may delegate responsibilities to staff, board committees, or other board members as appropriate.

(2) Vice-Chair/Treasurer: The Vice-Chair/Treasurer shall preside at meetings in the absence of the Chair and assume the other duties of the Chair in his or her absence. The Vice-Chair/Treasurer shall also be responsible for overseeing the financial affairs of the JPA, including the preparations of budgets and issuance of warrants as provided herein.

(3) Secretary: The Secretary shall be responsible for overseeing the preparation of the Board and Committee agendas, notices and minutes, certify all Board actions and maintain all JPA records.

(e) No Compensation: Directors and alternate directors shall receive no compensation for their services as directors, but shall be entitled to reimbursement for actual and necessary expenses incurred in connection with the business of the JPA. Any reimbursement must be approved by the JPA Board.

6. Powers of the Board. The JPA shall have all powers of a public agency reasonably necessary to accomplish its purposes, including, without limitation, the following:

(a) To enter into contracts with public and private entities and individuals to procure necessary services and materials; provide that no contract shall bind the JPA for

period in excess of three years, unless all member agencies give their written consent thereto.

(b) To employ counsel and sue and be sued in its own name.

(c) To acquire real property within Pinellas County as allowed by law, to hold, manage, occupy and dispose of real property.

(d) To appoint necessary employees and independent contracts, to define their qualifications, and duties and establish appropriate compensation programs.

(e) To consider and approve agreements with other entities or agencies who are not member agencies of the JPA, but provide appropriate public services which could benefit the citizens of Pinellas County within the JPA.

7. JPA Finances.

(a) Assessment of Member Agencies. Member agencies shall be assessed for the costs of operation of the JPA as follows:

(1) General Services: The basic costs of operation of the JPA, including administration and general overhead shall be shared equally by the member agencies. If the agencies consolidate or withdraw, the cost shall be reapportioned among the remaining member agencies so that the cost is shared equally among the remaining member agencies.

(2) Specific Services: The cost of providing each specific service shall be apportioned amongst the participating members in the manner as they agree in the service agreement for that service.

(b) Budgeting. Each year by _____, the JPA Treasurer, in consultation with other Board Officers, and service committees, shall prepare a preliminary budget for general services and each specific service for the following fiscal year. The final budget for each specific service shall be approved by the appropriate service committee and adopted by the Board, not later than _____ of each year.

(c) Financial Operation. All monies of the JPA shall be deposited with _____, who shall maintain said funds in separate accounts on behalf of the JPA, and provide periodic statements to the JPA of activities on the accounts. All purchases will adhere to the JPA Purchasing Policy (Appendix A) attached. Expenditures for such funds shall only be made upon warrant requests signed by two authorized Board Directors. The Board shall establish each year at their organizational meeting, authority for _____ directors to sign warrant requests. The _____ authorized directors shall include the _____ Board Officers and _____ additional directors. No expenditures may be made by Board Officers unless authorized under an approved budget, or the expenditure is specifically authorized by the JPA Board, or service

committee.

(d) Annual Audit. The Board shall retain an experienced, independent, certified public accountant to audit the books of the JPA after the close of each fiscal year. The auditor shall be requested to review all financial procedures and prepare a management letter for the Board as to any recommended modifications to those procedures. Copies of the audit shall be sent to each member agency.

8. Property of the JPA. Except as otherwise specified in any service agreements, all real property, equipment, materials and other assets of the JPA shall be considered the joint property of the member agencies. Upon termination of the JPA, the JPA assets which are not governed by separate service agreements shall be distributed equally to all members, or they shall be liquidated and the proceeds distributed equally to member agencies.

9. Term: Withdrawal

(a) This JPA shall remain in force and effect until terminated by majority vote of the board or withdrawal of all member agencies.

(b) A member agency may withdraw from this JPA only at the end of a fiscal year and upon at least 6 months prior written notice to the Board. Upon withdrawal, the JPA shall distribute to the withdrawing agency its share of the JPA assets, or the cash equivalent thereof. The withdrawing agency shall remain liable along with the other members for any liability incurred by the JPA while it was a member of the joint powers agency, to the extent that the liability cannot be satisfied out of JPA assets. The withdrawing agency shall further be liable for its share of any long term contract which it expressly consented to pursuant to Section 6. (a) above, unless the remaining members agree to assume the withdrawing agency's share.

10. Amendment. The agreement may be amended only by agreement of the parties.

11. Construction.

(a) The terms of this revised joint powers agreement, and any service agreements adopted hereunder, shall supersede all previous joint powers agreements.

(b) The terms of this agreement shall be liberally construed to achieve the purposes of this agreement.

(c) The terms of this JPA and service agreements shall be construed to harmonize wherever reasonable possible. However, with respect to the provision of a specific service, the terms of a service agreement for that service shall supersede any conflicting terms of this JPA.

12. Successors. This agreement shall be binding upon and inure to the benefit of

the any successor agency of any member agency.

13. Entire Agreement. This instrument and any service agreements adopted hereunder contain the entire agreement between the parties. Any oral representations or modifications concerning this instrument shall be of no force and effect unless put in writing and signed by the parties.

14. Counterparts. This agreement shall be signed in counterpart and shall become effective, as if all had signed a single copy of this agreement, when all of the duly executed signature pages have been received by the Board Secretary. Each member agency shall be given a photocopy of the complete executed agreement for its records, and the original executed agreement shall be kept in the JPA files.

AGENCY SIGNATURE PAGES TO FOLLOW

Appendix G

Proposed JPA Zones Map

