



Exploring Police, Fire and EMS Services in the City of Manistee



November 30, 2010

Mayor Richard Mack and Members of City Council:

Several months ago Administration recommended and City Council supported drafting a study that explored and reviewed various public safety options for Manistee's future. During the initial discussions with Council it was made clear to Administration that a full volunteer / paid on call Fire /EMS dept was not seen as an option and therefore needed no further exploration. It was also determined that the white paper study would not include a recommendation from Administration to Council as this is a policy decision and is the primary responsibility of City Council to make.

Clearly Council, Administration and the Community have and will continue to face significant financial challenges. The intent of the study is to provide unbiased information that was researched and compiled by Administration to allow City Council to make an informed and educated, albeit difficult, decision regarding these services. Without conducting another professional study, City Council has the best and most complete information Administration has available.

This report has been compiled by Finance Director Edward Bradford, Acting Fire Chief Timm Smith, Police Chief Dave Bachman and City Manager Mitch Deisch.

Sincerely,

Edward Bradford, Finance Director

Timm Smith, Acting Fire Chief

Dave Bachman, Police Chief

Mitch Deisch, City Manager

Table of Contents

Introduction	Page 4
Why this Report Has Been Created	Page 4
Need for Evaluation of City Services	Page 5
Why Police, Fire & EMS	Page 6
Current Police, Fire and EMS Service Levels	Page 7
Police Department	
Fire Department	
Options for Providing Police, Fire and EMS Services in the Future	Page 15
Existing Departmental Structure	
Status Quo	Page 18
Public Safety Options	
Administrative Consolidation (Public Safety Director)	Page 21
Partial Consolidation (Hybrid System)	Page 26
Full Consolidation (Integrated Public Safety Department)	Page 32
Regionalization	
Full Regionalization of Fire\EMS Services	Page 37
Contract Out Police Services	Page 39
Other Regionalization Options	Page 41
Alternative Funding Source	
Public Act 33 of 1951	Page 43
Emergency Services Cost Recovery Ordinance	Page 45
Conclusion	Page 46
Additional Resources	Page 46
Glossary	Page 47

Introduction

The purpose of this report is to research and document the various options for providing Police, Fire and Emergency Medical Services (EMS) in the City of Manistee.

The information presented is an objective look at various options that are available to the City to provide these critical services. The document is a collaborative effort between the City Manager, Police Department, Fire Department and Finance Department. The completed document has been reviewed by all parties who had a role in compiling and preparing the information.

This document will not suggest a recommended course of action, but will instead provide City Council and the public a resource from which to draw as service level, staffing and budgeting decisions for these services are made in the future.

Why this Report Has Been Created

The topics of Police, Fire and EMS were brought to the forefront during the 2010-2011 budgeting process. At the start of the budgeting process, a large general fund deficit was projected. In response to this deficit, several restructuring initiatives were proposed in the recommended budget. Among the restructuring proposals was the creation of a Public Safety Director position to oversee the Police and Fire departments. This proposal would have eliminated separate police and fire chief positions.

There was considerable discussion by both the Council and public about this particular recommendation. Ultimately, Council decided to retain separate Police and Fire Chief positions in the 2010-2011 budget. Shortly after the budget was adopted, Fire Chief Sid Scrimger retired from the City. Captain Timm Smith was named acting fire chief pending discussions on how to provide Police, Fire and EMS services in the future.

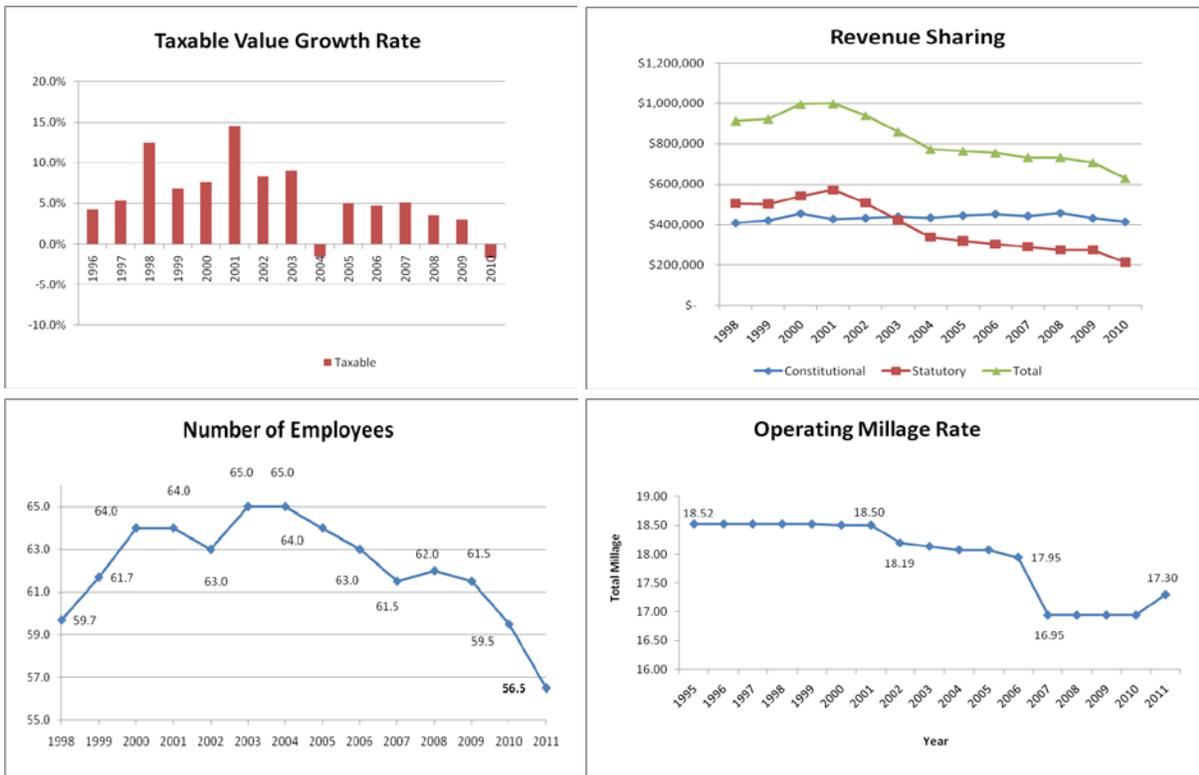
This report was suggested by Administration as a tool for City Council to use in evaluating the various options available to provide Police, Fire and EMS services. The goal is to present it well in advance of the next budgeting cycle so that the public and Council have ample time in which to make a decision on how to deliver these services prior to preparing the 2010-2011 budget.

Any discussion of Police, Fire & EMS tends to bring emotional responses from people. When you couple that with potential changes in how services are delivered, including the potential for loss of jobs, you set the stage for passionate and often heated discussions on both sides of the issue. The unfortunate reality of this process is that often the public loses sight of the facts and details that led to the discussion in the first place. This tendency, combined with assumptions and inaccurate information, can lead to a great deal of confusion and make the ultimate decision that much harder. It is hoped that this paper will help cut thru that confusion, provide objective information and focus all stakeholders on the issues at hand.

Need for Evaluation of City Services

As is typical in most communities across Michigan (and the rest of the country too), budgetary constraints are forcing a top to bottom evaluation of how and what type of services they should provide. Manistee is not immune from these budgetary pressures. Financial projections show that a reduced tax base, sharply declining state revenue sharing and increases in personnel and supply costs have put the City on a path that is unsustainable. The operating millage rate has also declined by 1.2 mills or 6.5% since 2001.

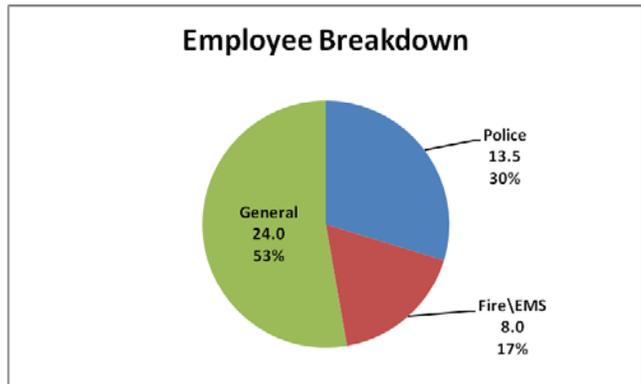
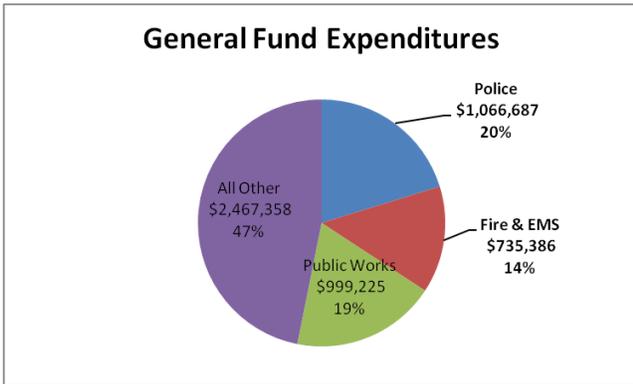
These projected deficits persist despite solid financial management by Administration and Council. Previous cost containment measures have included reducing the number of employees by 6.5 or 10% since 2006, implementing significant healthcare reforms thru cost sharing, addressing pension costs by moving to MERS, freezing wages, cutting benefits and reducing operational budgets.



The conclusion from all of this is inescapable: The City’s existing revenues can no longer support the service delivery model of the past. Manistee must reinvent how it delivers services so it can maintain the high quality of life enjoyed by residents, yet balance that with financial realities and respect for employees. Without doing this or; alternatively, finding significant new revenue, the City will not be able to continue to function effectively.

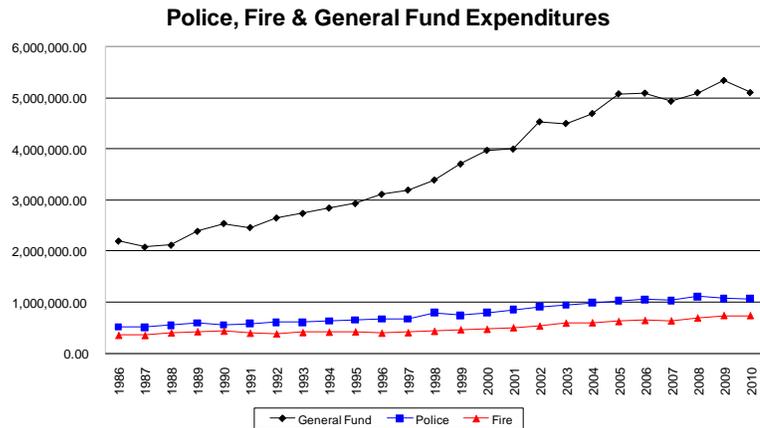
Why Police, Fire & EMS

Police, Fire and EMS services consume 34% of the City’s general fund budget and make up 47% of general fund employees. Since these departments are critically important to the City, consume a large amount of resources and have well established alternative delivery methods that could potentially save money, it is logical to start with an evaluation of them. Fortunately, Manistee is well positioned for this evaluation because we have a clear strategic vision thru our strategic planning process. Furthermore, we have been proactive in compiling resources, such as internal benchmarking, citizen service survey and operational service assessment to aid in this endeavor.



It should be noted that this review is not intended to single out or balance the budget on the backs of the Police, Fire & EMS services, nor is it intended to be the last comprehensive review of city departments. As the chart below shows, the growth in these departments has been less than the overall growth in the General Fund budget. This is due to a variety of factors, including but not limited to relatively static department size, the number and type of activities undertaken by the general fund, accounting convention changes and mix of services provided.

This review should be viewed as a starting point. In these difficult economic times, every service provided by the City, and how those services are delivered, needs to be scrutinized. Taxpayers are tightening their own belts and prioritizing their budgets and expect no less from their government.



Current Police, Fire and EMS Service Levels

In revisiting the City of Manistee’s service levels and delivery methods for Police, Fire and EMS there are several fundamental questions that must be answered. By answering each of these, the community and Council can arrive at the model that is best for Manistee.

- What service levels are desired by the community?
- What service levels are needed by the community?
- What level of service can the community afford?
- Is the current service delivery method the most effective & efficient?
- Are there alternative service delivery methods?

In order to evaluate these questions, it is imperative to understand what the current service levels are, how they are delivered and what it costs to deliver these services. This information is critical in evaluating alternatives so one can intelligently gauge what the real and perceived trade-offs are for various options versus the status quo. It is also important to document these service levels to address any misperceptions that citizens may have. Equally important is a discussion of internal and external constraints on the City thru laws, regulations, policies, financial condition and collective bargaining agreements.

In evaluating the level of Police, Fire and EMS services, one can look at high level statistical data compiled by the departments. However, to really understand this data (and thus the services provided) requires a closer look at the details. Drilling down into the data and looking at the component pieces is crucial. Summary data can often be misleading. It should also be noted that it is difficult to look at Police, Fire and EMS services and make objective judgments of their relative “quality” versus other communities, as this is a complex question.

Current departmental information and a discussion of the service levels and constraints are provided on the following pages.

Police Department

Staffing

The City currently operates a full time police department that operates 24x7. The annual budget is \$1,066,687. Staffing for the department is 13.5 FTE as indicated below:

Police Chief	1	Officers	9
Sergeants	2	Clerical	.5
Detective\Sgt.	1		

The police department also utilizes six part-time officers on an as needed basis which are funded with \$15,000 thru a cooperative agreement with the Little River Band of Ottawa Indians.

Scheduling

The police department currently works the following schedule(s):

- The Police Chief works Monday thru Friday 7am-4pm
- Detective/Sergeant works Monday thru Friday 8am-4pm
- Clerical staff works Monday thru Friday 10am-2pm
- Sergeants work 12hr shifts, rotate each month and fill in for shifts to reduce overtime.
- Officers work 12hr shifts, rotate every six months

Vehicles & Equipment

The police department has the following vehicles and equipment (not a complete list):

- 3 Dodge Chargers – Fully marked vehicles
- 2 Ford Expeditions – Fully marked vehicles mainly winter use
- 1 Ford Escape – Detective vehicle, unmarked
- 1 Police Chief Vehicle Allowance
- 2 Mountain bikes – Festivals and neighborhood watch patrol
- 1 Polaris All-terrain vehicle:
 - Beach Patrol with lifesaving equipment on board for water/pier rescues
 - Animal Control patrol in neighborhoods and beach areas
 - Parade Activities and set up
 - Plow parking spots for patrol vehicles during winter time
- 800 MHZ Radio system
- In-car computer linked to Central Dispatch, NCIC, LEIN and City network
- In-car camera systems with interior and exterior microphones
- Radars
- Sidearms, Shotguns, Tasers
- Fully equipped with patrol and investigative gear

Services Provided

The police department provides the following primary services to the residents of Manistee.

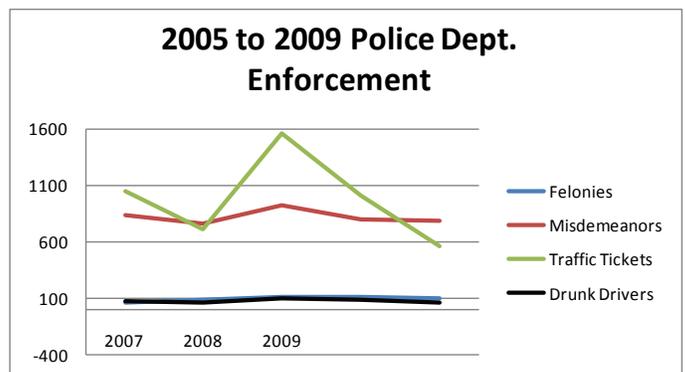
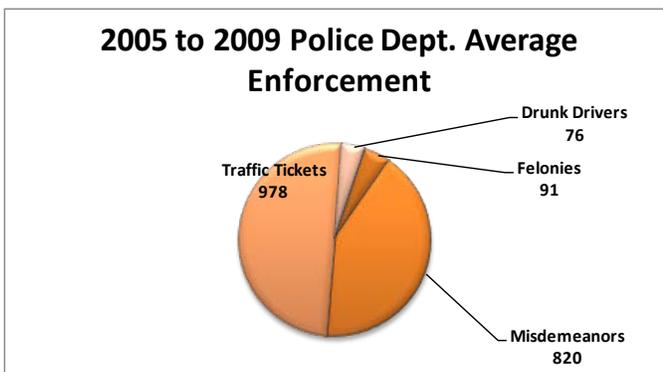
- Patrol activities: 1 man cars during daylight hours, 2 man cars after dark
- Non-Emergency Calls: 3-7 minutes response time
- Emergency Calls: 1-3 minutes response time
- 24 hours – 7 days a week operation
- Office hours 10am – 2pm for non-emergency and walk-in complaints
- Proactive and reactive patrols in the City of Manistee
- Traffic Enforcement
- Respond to non-emergency, emergency and criminal complaints
- Foot Patrol downtown district and river walk

- Neighborhood Watch Program
- Animal Control
- Beach Patrol
- School and school zone patrol
- School lockdown awareness programs
- Liquor inspections
- Seasonal officer foot patrols for festivals and activities
- Issue gun permits
- Provide traffic control for major festival events
- Provide traffic control support to Fire Department and DPW issues
- Provide child safety instruction to schools when asked
- Assist other agencies through mutual aid agreements

Departmental Statistics

For the period Jan 1 to Aug 31, 2010, the police department had the following activity level.

- Dispatched Complaints: 2785
- Written Complaints: 1016
- Traffic Stops: 1430
- Civil Infraction Citations: 599
- Verbal Warning: 351
- Misdemeanor Arrests: 395
- Felony Arrests: 54
- O.W.I. Arrests: 31



Budgetary Challenges\Responses

The police department has been proactive in dealing with the City’s current financial challenges.

- Use of two man patrol after dark to conserve on gas usage

- Use of more foot patrols
- Patrol vehicle purchases deferred for one additional year
- Use of Polaris Ranger for patrol in neighborhood to conserve on gas usage
- Use of 12hr shifts with an afternoon lap over shift to cut down on overtime
- Used current Sergeant and Officer staff for desk duty until September hiring of confidential secretary
- An agreement with the unions to use all holiday and sick time by the end of year in lieu of a payout
- An agreement with the unions for the use of part-time and seasonal officers to cover events, sick time, holiday time, and vacation time use to cut down on overtime
- An agreement with the unions to forfeit salary raise for last two years to retain employees
- Abated longevity for upcoming one year contract

Fire Department

Staffing

The City currently operates a full time fire department that operates 24x7 and also provides EMS. The annual budget is \$735,386. Staffing for the department is 8 FTE as indicated below:

Fire Chief	1	Driver\Engineers	3
Captains	3	Firefighter	1

The fire department does not utilize any part-time or paid on call firefighters. This is a stipulation in the collective bargaining agreement.

Scheduling

The Fire and EMS department currently works the following schedule(s):

- Captains, Driver Engineers and Firefighters 24 hours on and 48 hours off
- Fire Chief M-F 8-5

Vehicles & Equipment

The fire department has the following equipment (not a complete list):

- 2001 Ford Crown Vic – Chief’s car
- 2002 Ford E-450 Rescue
- 1997 E-ONE HP 70 Aerial Pumper
- 2004 Pierce Pumper
- 2004 Ford F-250 pick-up

- Four gas detection meter for conducting atmospheric testing
- SPO2 pulse oximeter for measuring blood oxygen levels

- Maximo Rad 57 for measuring CO blood gas levels
- Cold/Ice water immersion suits and equipment
- Confined spaces / Rope rescue gear, ropes, rigging, tripod, slings, helmets, lockout tagout, lighting, communications, stokes basket and other patient packaging devices
- Self contained breathing apparatus w/ spare SCBA tanks; for dangerous atmospheres
- Automatic Electronic Defibrillators
- Portable and vehicle mounted electrical generators and lighting
- Stationary electrical generator for station power supply during electrical outage

Services Provided

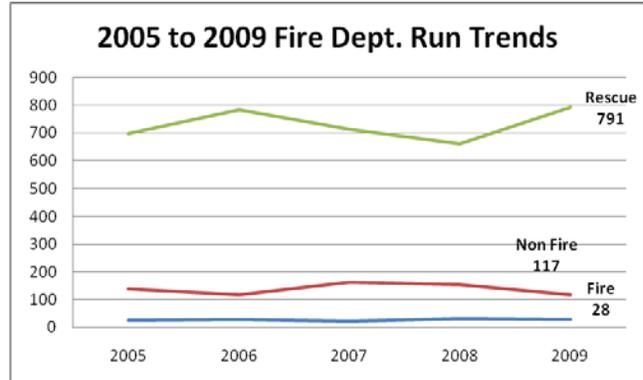
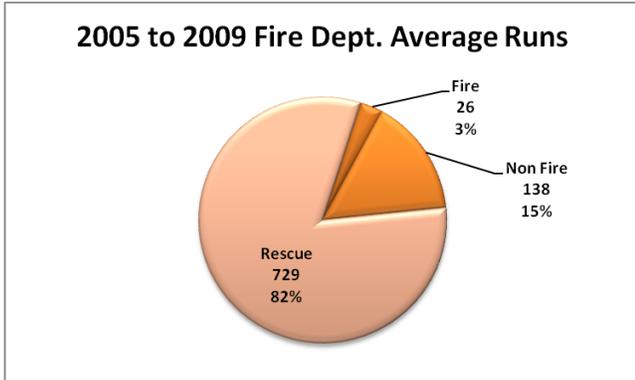
The fire department provides the following primary services to the residents of Manistee.

- Adult fire education
- School fire education - all elementary students, MAPS, Trinity, MCC, K thru 6
- Building fire safety inspections
- Fire response
- EMS response
- HazMat response
- Water/ Ice emergency response
- Confined space rescue / stand-by (Hybrid)
- Pre-fire planning
- Hydrant winter/ summer maintenance; snow removal
- Event stand-by
- Industrial rescue training
- Extinguisher training
- Atmospheric testing
- Assist County EMS/ mutual aid
- Fire mutual aid
- Extinguisher training
- Assist law enforcement & local utilities
- Assist County EMS/ mutual aid
- Fire hose testing
- Assist elderly / lift assist
- Non-Emergency after hour calls (City)
- Manistee County Fire Fighters Association Member
- Medical Control Board Member
- Vehicle & Station maintenance
- Station tours
- Grant writing

Departmental Statistics

For the period Jan 1 to Dec 31, 2009, the fire department had the following activity level.

- Fire 28 Non-Fire 117 EMS 791



Fire and EMS runs can be categorized in several ways as shown below.

Fires include the following:

- Building fires
- Other fires involving structure
- Trash, rubbish fires
- Grass, brush, vegetation fires
- Vehicle, Passenger, and Mobile fires

Emergency Medical Responses include the following:

- EMS emergencies
- Vehicle accidents with injuries
- Pedestrian injuries

Other Emergency responses include:

- Vehicle crashes without injuries
- Explosion without fire
- Extrications from vehicles and machinery
- Water, Ice, Swimming rescues
- Gasoline spills, Oil Spills
- Natural gas leaks
- Electrical problems
 - Arcing wires
 - Down power lines
 - Shorted electrical devices
- Smoke scares
- False calls

Alarm malfunctions including
 System malfunction
 Unintentional detector activation
 Police assists

Non emergency responses include:

Lock outs
 Lift assists (invalid)
 Public service calls
 Good intent calls
 Citizen complaints

A detailed breakdown in terms of type is listed below:

Fires other	2
Building Fire	7
Structure fire, other	1
Cooking fire	4
Trash fire	2
Mobile property	1
Passenger car fire	1
Vegetation fire	1
Brush fire	4
Grass fire	1
Rubbish fire	1
Demolition fire	1
Outside equipment	1
Explosion, no fire	1
Medical assist	4
EMS emergency	809
Vehicle accidents w/injury	23
Vehicle / Pedestrian w/injury	1
Motor vehicle w/o injury	11
Natural gas leak	9
Carbon Monoxide	5
Electrical problem	3
Light ballast short	1
Power line down	7
Arcing electrical	6
Assist Police	7
Assist Invalid	7
False alarm	10
Co alarm, no CO present	3
Citizen complaint	3

Runs can also be categorized by severity. In the calendar year 2009 the Fire Department responded to 723 emergency runs coded as “321 EMS call, excluding vehicle accident with injury”. Those runs were further coded by priority. Below is the breakdown of runs based on the assigned priority.

None Assigned	93	
Priority 1	28	Acute life threatening condition or injury requiring immediate treatment/transport.
Priority 2	154	Severe condition or injury requiring constant observation and rapid treatment/transport.
Priority 3	433	Minor injury, treatment when practical, transport or discharge when possible.
Priority 4	4	No or small chance of survival, used mainly during mass causality incident.
Priority 5	11	Dead on arrival.

One commonly used metric for the evaluation of a fire department is the Insurance Service Office Property Protection Class (ISO-PPC) rating. ISO is an independent organization that serves insurance companies, fire departments, insurance regulators, and others by providing information about risk. ISO's expert staff collects information about municipal fire-protection efforts in communities throughout the United States. In each of those communities, ISO analyzes the relevant data and assigns a Public Protection Classification — a number from 1 to 10. Class 1 represents exemplary fire protection, and Class 10 indicates that the area's fire-suppression program does not meet ISO's minimum criteria. Manistee’s ISO PPC rating is currently 6 based on a September 1995 rating. By way of comparison, the rating for similar or nearby communities is presented below:

Ludington	5	Manistee Twp.	6/9	(depends on location)
Cadillac	5	Filer Twp.	7/9	(depends on location)
Traverse City	5	Stronach Twp.	9/10	(depends on location)
Bear Lake (Village)	6			
East Lake (Village)	9			

Budgetary Challenges\Responses

The fire department has been proactive in dealing with the City’s current financial challenges.

- The Fire Chief position has been held open.
- The City and Manistee Fire Fighters Union have negotiated wage freezes beginning July 1, 2009 and this trend continues forward.
- For the current contract period (2010-2011), the fire fighters have again agreed to a wage freeze and in addition have agreed to forego longevity payments.
- Fire department employees recognize the continual increase in the cost of health insurance and pay weekly toward health insurance premiums. This co-pay has recently been increased due to increased costs and the fire fighters and City will again be meeting to discuss the future of health care increases in double digit percentages.
- Fire department personnel also assist with maintenance and repair of building, computers (hardware and software), and vehicles to limit downtime and expense.

Options for Providing Police, Fire and EMS Services in the Future

There are many different options for providing Police, Fire and EMS services. Communities across the State deliver many different levels of these services through an incredible variety of organizational structures, partnerships, and collaborative efforts. Whatever the structure is, each community has chosen it based on their community's unique needs. There is no cookie cutter approach to delivering these services. However, with that said, there are several models that are widely used and generally accepted as viable. These main options, as well as a few that are unique to the financial, political and geographical environment of Manistee, are the ones that this paper explores.

One of the hardest things to do is to make decisions under uncertainty. Anytime change is contemplated; a move from the known to the unknown, there can be trepidation, fear and reluctance. No matter the situation, there are always facts that are unknown, impacts that are unforeseen and hurdles that are unanticipated. The best you can do is research and plan to the best of the organization's ability and work thru issues as they arise. Risk is present in any service delivery model, including the status quo. The way to handle risk is to quantify it to the degree possible, establish mitigating procedures, and then decide on whether the level of risk is acceptable.

The important point to keep in mind when reviewing each option is that no one service delivery method is necessarily "right" or "wrong;" "superior" or "inferior;" "safe" or "dangerous." The reality is each approach has its advantages and disadvantages; pros and cons; challenges and opportunities. In the final analysis, it comes down to the questions posed earlier:

- What service levels are desired by the community?
- What service levels are needed by the community?
- What level of service can the community afford?
- Is the current service delivery method the most effective & efficient?
- Are there alternative service delivery methods?

This report explores several options for delivering police, fire and EMS services. It should be noted that a majority of Council did not favor moving to a totally paid on call model (sometimes referred to as a volunteer department) so this option was not reviewed as part of this paper.

Status Quo

1. Separate Police & Fire Departments

Public Safety Options

2. Administrative Consolidation: Public Safety Director
3. Partial Consolidation: Hybrid System
4. Full Consolidation: Public Safety Officers

Regionalization Opportunities

5. Full Regionalization of Fire\EMS Services
6. Contract Out Police Services
7. Other Regionalization Options

Alternative Funding

8. Public Act 33 of 1951
9. Cost Recovery Ordinance

Status Quo



Separate Police & Fire Departments

Description: The Status Quo Option maintains a full-time police and fire department. This would maintain the delivery of Police, Fire & EMS services exactly as we have for the past 15 years with full time fire and police departments. Each department would be supervised by a separate chief. Budgeting would also be done on an individual department basis.

Assumptions: For the purpose of this reviewing this option, current staffing and equipment levels are maintained so as to maintain the service levels to citizens. This also assumes that the current models are reasonably efficient and require staffing as currently allocated.

Service Level Impacts: With the Status Quo Option, service levels to the citizens would remain the same. In the absence of Council directive, future opportunities for departmental collaboration under this model are limited.

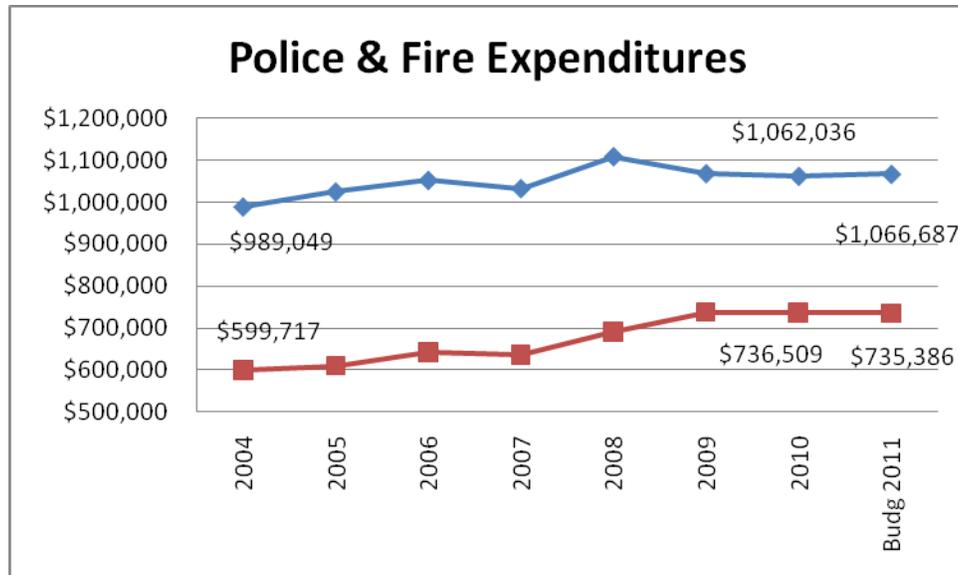
Pros and Cons Review:

PROS	CONS
Very high level of service	Expensive to operate
Maintains 24/7 police and fire/EMS protection	Does not consolidate services
Maintains Rescue 5 / BLST	Does not take advantage of intergovernmental cooperation opportunities
	Does not reduce operating cost during difficult financial times
	Does not take advantage of opportunities to maintain/enhance service

Financial Implications: With maintaining the current status quo the 2010-2011 fiscal year budget will be used as a baseline for establishing financial implications. Currently in fiscal year 2010-2011 the police and fire departments total \$1,802,073 for 34.2% of the General Fund budget. In the absence of personnel reductions, departmental budgets are expected to come under increasing inflationary pressures. For purpose of this discussion, we assume 4%.

Police Department - The budget for the police department is \$1,066,687 or approximately 20.2% of the General Fund budget. The actual increase of the police department from 2004 to 2010 was 7.4% or an average of 1.2% per year. This rate of increase is lower than would otherwise be the case because of significant cost saving measures implemented in the police department, and wage concessions from the police unions. It is not realistic to assume that this low rate of growth can be maintained in the future. Increasing the 2010-2011 police department budget by an inflationary factor of 4% equates to a potential 2011-2012 budget increase for the police department of \$42,667; to a total budget of \$1,109,355.

Fire Department - The budget for the fire department is \$735,386 or approximately 13.9% of the General Fund budget. The actual increase of the fire department from 2004 to 2010 was 22.8% or an average of 3.8% per year. This rate of increase is higher than for the police department because contractually required minimum staffing makes cost cutting more difficult. However, it is probably a more realistic growth rate. Nonetheless, significant cost saving measures have also been implemented in the fire department. Increasing the 2010-2011 fire department budget by a simple inflationary factor of 4% equates to a potential 2011-2012 budget increase for the fire department of \$29,415; to a total budget of \$764,801



The estimated growth in the combined budgets is \$72,082. In an environment of reduced revenues, this type of increase will necessarily put pressure on other City departments and likely squeeze out other City services. It is an unsustainable path in the long run, unless City revenues rebound dramatically.

Other Communities that Operate with Full Time Police & Fire Departments:

Detroit	951,270	Belding	5,877
Grand Rapids	197,800	Big Rapids	10,849
Lansing	119,128	Holland	35,048
Traverse City	14,532	Muskegon	40,105
Cadillac	10,000	Norton Shores	22,527
(with PS Director)		Wyoming	69,638
Alpena	11,304		
Midland	41,685		
Iron Mountain	8,154		
Marquette	20,714		
Menominee	9,131		

Public Safety Options



Administrative Consolidation: Public Safety Director

Description: The Public Safety Director option would provide one administrator over both departments. Both departments under this model would remain separate and provide full time status quo services. The director would be responsible for administrative oversight, payroll, budgets, scheduling and the day to day operations of the agencies. The director would rely heavily on individuals in each organization for additional day to day oversight. This model could be implemented within three months of Council endorsement.

A traditional Public Safety Director position relies upon Assistant/Deputy Chiefs in both the Police and Fire/EMS Departments to deal with continuity and day to day administrative functions. This proposal diverges somewhat from this traditional model based upon the need to evaluate how this option could function in a leaner fashion; and the financial need to reduce costs in the upcoming fiscal year. The model does not promote individuals in either department to an Assistant/Deputy Chief position; nor does it make the current half time police clerical position full time. It goes without saying that as you increase workload more responsibilities fall upon current employees, which will ultimately impact their effectiveness.

However, this model also does not reduce employees at this time. Upon reviewing both the Fire/EMS and Police Department, it was clear that unless the City is willing to reduce the level of service provided by the Fire/EMS Department, the current level of 7 employees (3 Captain's and 4 Firefighters) is as low as we can go. If we reduce the numbers lower service levels will be negatively impacted and OT will increase dramatically.

Captains in the fire department would be tasked with providing the administrative help while assigned to their normal shifts. Due to the 24 hour shifts, the work would have to be divided among the three. In addition the Captains would provide for a higher level of command at emergency situations that they have been required to do in the past with a working Chief. Captain skill sets should be interchangeable and may require additional training. The use of mutual aid remains an important component of the fire service for manpower and support.

In the police department, the two road Sergeants would take on greater responsibility for the day to day work at the police department. They would likely move from 12 hour shifts to 8 hour shifts.

This delegation of duties and structure would allow the Public Safety Director to split their time between the two agencies. Under this model, the director will be the department head but not a first responder. The director will be responsible to make certain all employees have the tools and training necessary to do their respective jobs in the most efficient and effective manner possible given the resources available. By way of comparison, the President or CEO of a hospital does not have the ability to do surgery, but is responsible for the OR and the ER. Their job is to make sure the right people are in the right places. This is the exact same role as the Public Safety Director under this model.

Regarding the Director of Public Safety’s qualifications, on the police side, the director needs to have the legal authority to carry out the mission of the police department, but not necessarily the expertise to work accidents and break in cases. Powers of arrest, MCOLES certification and access to the LEIN, NCIC and other databases are critical to the department function. On the Fire & EMS side, the director needs to have adequate training and experience to understand and support the mission of the Fire and EMS Service but doesn’t necessarily need to be a practicing paramedic or fire fighter. In both cases, their role is to make sure the jobs get done safely and effectively by the department staff.

Assumptions: This option uses the several assumptions. The primary assumption is that a goal is to maintain or enhance service levels to the community while cutting costs. It is reasonable to conclude that if we are unable to identify significant cost savings through this model, then it is not a viable alternative. The major assumptions used are:

- The director will not be a first responder for either agency.
- There will be one full-time clerical administrative assistant.
- The fire department will continue to be staffed with 7 full time fire fighting employees.
- The police department will continue to be staffed with 12 full time sworn staff.
- Administrative support within the fire department will be shared by the Captains.
- Administrative support within the police department will come from a working supervisor.
- The use of part-time or paid on call employees is a subject for collective bargaining.
- The use of part time employees is a subject for collective bargaining.

The assumed staffing level under the proposed scenario shows a reduction of 1 FTE.

	Status Quo	PS Director
Public Safety Director	0	1
Clerical Support	.5	.5
Police Chief	1	0
Police Deputy Chief\Lieutenant	0	0
Police Detective Sgt.	1	1
Police Sergeants	2	2
Police Officers	9	9
Fire Chief	1	0
Fire Deputy Chief\Lieutenant	0	0
Fire Captains	3	3
Fire Driver\Engineers	3	3
Firefighter	1	1
Total	21.5	20.5

Service Level Impacts:

Police: Under this model, sufficient resources are available in the police department to maintain current levels of service. If a director was appointed, the Chief’s position would be eliminated. The department by virtue of staff development and training has a number of individuals who could be elevated to an administrative role to help manage the day to day operations of the department under the direction of a Public Safety Director. No additional staff would be needed to fill in as the use of part time help gives us some flexibility. In addition, the Sergeants would be in uniform and available for an emergency response. The current ½ time clerical position would be maintained at this level.

Fire\EMS: Under this model, sufficient resources are available in the fire department to maintain current service levels. It is recognized that having seven fire department employees on shifts is the correct number to staff the shifts with two employees at a minimum and provide a full time EMS/Fire service. This model uses all of the current employees to their fullest extent and experience. The fire service does not have a history of training the senior staff to advance in rank to the level of Chief. This model requires them to work at that level and will require an investment in training. Time lost to training often results in overtime for the person being trained or someone to replace that person on the shift. This could be a future subject of bargaining with the fire union. The current A/Chief is a working example of what might be expected of the Captains without expecting them to work on a salary or beyond their shifts. Vacations, holidays, sick time, workers comp and short term disability all have a potential impact on this department due to the limited number of employees. A policy to have firefighters able to work as acting Captains would assist in the success of this alternative.

This model makes no assumptions as to what qualifications the Council or manager may desire in a Public Safety Director. It also maintains staffing levels for front line employees. It also does not anticipate the use of part-time employees beyond what is currently being utilized. However, one thing is clear from all the incoming data and research. Part time employees can lessen the impact on our long term budgets and allow us to deliver the same level of service for less money. They are used in the police department and are widely used in the fire service.

Pros and Cons Review:

PRO	CON
High level of service	Loss of one first responder
Maintains 24/7 police and fire/EMS protection	May require more mutual aid runs
Saves money	Likely subject to collective bargaining
Maintains Rescue 5 / BLST	
Aids departmental cooperation	
Intergovernmental cooperation if more mutual aid is required	

Financial Implications:

There is significant savings from the elimination of two separate Chief positions and the sharing of one Public Safety Director. There is potentially some added cost through collective bargaining as responsibilities are realigned in both departments.

The loss of a Chief in the Police department would not result in any additional staffing as there are sufficient resources from the current ranks. The reliance of part time employees in the police department contributes significantly to the viability and savings of this model.

The loss of a Chief in the Fire Department would not result in any additional staffing as there are sufficient resources from the current ranks. However, this would result in the loss of a potential first responder as the Fire Chief occasionally fills this role.

The potential savings of moving to a Public safety Director are between \$75,000 & \$100,000.

Similar Communities that Operate under a Public Safety Director Option:

In preparing this report, input from directors of other public safety director agencies of similar size was obtained. Responses from similar sized communities are presented below.

City of Hillsdale Director of Public Safety: Hillsdale has had a Public Safety Director since 1995 when this position was converted from the position of Police Chief. The director was cross-trained as a fire fighter in 1995 (now Fire Officer I&II) when we did away with the position of Fire Chief. Staffing includes a deputy police chief and a deputy fire chief as second in command. The departments are separate with 13 full-time police officers, 4 full time fire fighters and 25 part-paid on-call fire fighters. The fire department is licensed for MFR only, as the local ambulance service in town transfers patients. The system works well as we have saved an annual salary (Fire Chiefs) for 15 plus years (\$1m plus). Hillsdale's population is 8,400, and we service 6 square miles. Police and fire fighters are unionized, part-time FF are not.

Center Line Public Safety: Center Line, with a population of 8,500, has had a Public Safety Department since 1980. It is comprised of 21 cross trained full-time officers, 20 police reserves and 17 part-paid fire fighters.

Administration consists of a Public Safety Director, Police Lieutenant, and Fire Lieutenant. Each Lt. runs their respective divisions within the department; however, they are both cross trained and can fill in for each other if needed. Patrol shifts consist of a sergeant, corporal, and 3 officers per 8 hour shift. Reserves and part-paid fire fighters fall under the command of the respective full-time lieutenant.

At one point in the late 1990's when funds were available, we had one Director, a Deputy Director for police, a Deputy Director for fire, a police lieutenant, a fire lieutenant and four sergeants.

Dowagiac Department of Public Safety: The police and fire departments maintain their own identities and are not combined or cross trained. The police department has 14 sworn full-time (includes Director of Public Safety and Deputy Chief), 1 administrative secretary covers both police and fire departments. The fire department has 4 full-time (includes Deputy Chief), and 20 paid on-call. The system started about 1 ½ years ago and so far it has been effective. The department has a Director of Public Safety (who was the Police Chief). Each department has a Deputy Chief that oversees the day to day operations of each department and acts as the department's Chief.

Cheboygan Department of Public Safety: The department has the following staffing:

- 7 certified police officers including the Chief.
- Director and one supervisor are cross trained as firefighters
- 25 firefighters certified as 1 and 2 level all are paid part time
- Service population is 5,200 with a service area of 7 square miles.
- This system is effective for them and has been in place since 1984
- Ordinance for Public safety can be found at the Cheboygan web site.

City of St. Johns: The St. Johns Police Department & Fire Department began five years ago: The departments have the following staffing:

- Police Department: Ten (10) Certified Officers (including Chief); two (2) administrative Assistants; five (5) Auxiliary officers; four (4) crossing guards
- Fire Department: Twenty (20) Paid On-call firemen

The Chief of Police also serves as "Director of Public Safety". They still have a Fire Chief in Fire Department who works a couple of hours a day, four days a week and receives a salary of \$8,000.00 per year.

Partial Consolidation: Hybrid System

Description: The Hybrid System is an innovative, and potentially controversial, method of providing police, fire and EMS services. This basic premise of the model is that police, fire and EMS departments will support and rely on each other for day to day operations. Although this is done to a limited degree today, this model would greatly ratchet up the level of cooperation. However, this model stops short of the fully cross-trained option in that each departments' members are not fully trained and licensed to do both police and fire and EMS.

This model has three distinct stages, short-term, intermediate term and long-term, each of which will be discussed and each of which has different implementation time frames.

Currently, both the police and fire departments staff a minimum of two personnel on duty for each shift. The firefighter's union has a minimum manning clause in their collective bargaining agreement for two firefighter's on-duty at all times. This is both a contractual and safety issue. The fire department calls in staff, typically on an overtime basis, to cover manpower shortages. Due to the contractual nature of this staffing requirement and the smaller force size of the fire department, the flexibility in the department is necessarily limited. The police also staff a minimum of two, however, not as a contractual agreement but as a safety issue. The Chief and/or Detective often fill as the second person during regular business hours (day shift). On weekends and after 4 pm, the police pay overtime or use part-time staff to maintain safe staffing levels.

Normal activities for fire & EMS department have historically been about 2 to 3 rescue runs during a 24 hour period. On-duty fire personnel duties for a normal 24-hour shift involve a lot of routine maintenance, equipment inspections and paperwork. The police officers normal 12-hour shift duties are to respond to calls, work traffic, do paperwork, and like the firefighters, perform a host of administrative tasks.

The fire department has well developed mutual aid agreements with surrounding agencies to receive or provide additional resources of workforce and equipment when incidents happen outside of normal activities. For illustration, a structure fire or multiple medical runs are times when the mutual aid agreement comes into play. City firefighters always depend on other City firefighters to be on call for back-up in normal operations; i.e. an all hands call.

The police department has mutual aid agreements with State and County officers for assistance in times of need. The City also had an agreement with the Tribal Police that expired on September 1, 2010, which should be revisited. The police interact at the line level on a daily basis by backing each other up and providing additional manpower whenever needed. A police officer always expects that another police officer is on duty to assist them with any call during normal operations.

Short-Term

In the short term, the departments would continue to function as independent operations. This 12 to 18 month period would entail several steps, including bringing the police department up to speed on fire department operations and protocols, obtaining MFR certification for the police officers and starting the collective bargaining process with Police and Fire unions to discuss the concept and potential implementation.

Intermediate Term

In the intermediate term, staffing remains the same at both departments. However, police personnel begin to fill in to cover shifts at the Fire Department in order to facilitate training and professional development, minimize overtime and cover sick days, holidays and vacations. In order for this to happen, the minimum man staffing clause in the fire department's collective bargaining agreement would have to be negotiated out. It is acknowledged that the fire union would arbitrate this provision. Resolution could take up to 24 months.

Long-Term

In the long-term, the Hybrid model suggests that, if used together, three employees can routinely respond to the same number and types of normal calls that four currently respond to. Currently, the firefighters' primary service call is for rescue and medical runs. The firefighters operate at EMT-Basic level, licensed through the medical control board. Some are trained at a higher level. They are currently licensed to operate at EMT Basic level, which is a significant and important level of service.

It is worth considering that a single EMT-Basic responder, paired with a Medical First Responder could provide the necessary medical service required at 80% of the medical runs that are dispatched to the fire department Rescue 5 unit. This 80% number is often used by the fire department to illustrate their call volume and types of calls. It is possible 20% of their medical runs could require the assistance of the Advanced Life Support (ALS) crews on the ambulances from West Shore. These numbers are best estimates. During BLS transport, the current model has one EMT-Basic responder in the back of the rig with the patient while the other responder drives.

It is being suggested that when only a single firefighter is available to respond to a rescue run, they do so with the expectation of a second person coming from the ranks of the police department. This would require each officer to be trained at a Medical First Responder (MFR) level in order to work under the direction of the Firefighter EMT. Eventually every employee in the police and fire department would be required to hold an EMT-Basic license. Training is available through on-line courses, paired with a five-day training period at a campus somewhere in the U.S. A variety of courses are highlighted on line. The cost to train someone to the EMT-Basic level is about \$3,000.

If this model were implemented, the fire department could provide a lot of things for their staff that is not currently feasible or expensive due to overtime. Out-of-town staff development

would be a primary example. Of course when the abnormal happens we would have to rely on all available staff and mutual aid agreements to respond to them.

The long term operation provides significant flexibility to the Fire Department. It also opens up the possibility that the department could transition to an ALS transport service. This transition would require a higher level of medical training for both the firefighters and the police officers. However, this is expected to be more than offset by the additional revenue that would be received not only from transport, but also patient transfers. ALS service would present its own set of management challenges similar to those presented by moving to BLS transport service.

Assumptions: This option uses the several assumptions. The primary assumption is that a goal is to maintain or enhance service levels to the community while cutting costs. It is reasonable to conclude that if we are unable to identify significant cost savings through this model, then it is not a viable alternative. The assumptions used are:

- Significant changes to collective bargaining agreements would have to be negotiated.
- Initially, staffing could remain near current levels.
- Over time, staffing may change depending on speed, method and efficacy of implementation; as well as attrition within departments.
- Existing dual Chief or Public Safety Director models could be used.

Service Level Impacts: Service level impacts under this model are anticipated to be minimal. Leveraging the resources of both departments in a collaborative way and thoughtful management of resources should mitigate potential issues. In the short term there would be no staffing changes in either department and positions would be preserved. In the long term, staffing could change based on an evaluation of the efficacy of the model and thru attrition.

This model would also present both opportunities and challenges. The greatest opportunity would be to provide flexibility for the Fire Department. For instance, it would be easier for firefighters to use their benefit time off without creating overtime as a single person could staff the station. The current model typically requires a call in for 24 hours at the overtime rate to meet minimum staffing requirements. Firefighters could be also be assigned to different tasks throughout the day without having to drop what they were doing for a normal medical run.

The greatest challenge would be in developing coordinated policies that help mitigate response-related issues and in communicating this to the public. Contingency planning, setting response priorities and backups and ensuring coordination and cooperation between departments are significant, but not insurmountable challenges.

In the long term, staffing challenges also becomes an issue. Initially, Fire department staffing would not change and two firefighters would be on duty. When someone retires, what would be done about replacing them under this model? Would this model allow us to operate with fewer employees? On paper it does however there is an argument that says we start to erode services if we do not replace employees.

Hybrid Model in Operation: Often, the thing that kills new ideas is the “what if” question. As it stands today we have a pretty good system of delivering services. Both departments have two employees on duty and manage the normal stuff. However, “what if” there are multiple casualties or injuries in an auto accident? “What if” people are pinned in two different vehicles and someone else is having a heart attack? “What if” all the police officers are tied up on a case and unavailable to respond to a second emergency?

Police & fire agencies live with the “what if” scenarios everyday and build in a certain amount of contingencies to accommodate them. In addition, any large scale incident for either police or fire always result in a number of cooperating agencies sharing in the response, whether a structure fire or high speed chase. The Hybrid model would build upon the well established risk management tools in place for both agencies. By way of example and illustration:

Actual Incident:

September 16th in the early morning hours a man was assaulted and robbed. He needed medical attention and police services. The officers had to leave the scene of the crime to pursue the suspects and leave the victim with medical people. In an instant all available police resources in the county were tied up with one case for hours. This is what was done: Phone calls went to the police chief, sheriff, undersheriff and post commander. The initial incident was in the city, so Chief Bachman responded to the scene of the chase into Mason County. On his way there, he contacted Sgt. Bruce and asked him to come into work. He, in turn, called another officer to meet him at the station. It took less than 15 minutes to have an officer on-duty in the city at 12:30 am. In the meantime, the officers pulled away for the emergency requested the tribal police to drop into town and be available for an emergency under our mutual aid agreement.

“What if” this incident had happened under the Hybrid model? The officers on scene would have triaged the situation and made a decision with the EMT who responded from the fire department, assuming it was a single person response. Life safety trumps criminal activity in every medical situation. At a minimum, a single officer would have stayed to assist the EMT while the other would have a choice to join the pursuit or stay behind depending on medical needs of the patient. Potentially, both officers would have stayed with the medical run and let the State and County manage the chase and arrest.

Structure Fire or Similar Event:

“What If” there is a structure fire, ice water rescue, confined space rescue, or similar event? Currently, two professional responders on duty at the fire station make the initial response to these types of calls. Would response to those occurrences suffer from if only one professional fire\EMS responder is on duty?

If there were a single person on staff at the fire station, then this would result in a slower response time. The degree would depend on the type of call. As is the case today, if the second firefighter were scheduled to do a school program or an inspection, that person would drop the extra activities and respond. This would be very similar to the Hybrid model, where

police officers would be trained to assist with medical runs as a second responder, if needed. Thus, routine medical runs would be impacted the least under this system and likely would not be significant. For fire calls, response time would be reduced to a greater, but still acceptable, degree because of the complexity of the equipment and need to respond from the fire station.

Police on Call when Medical Run Comes In:

“What if” law enforcement is already out on a police-type call when a medical call is dispatched? This model clearly requires police officers to realign priorities. Medical runs would always take priority over routine service calls. There will be times when the officers are on a priority call and at least one of them will have to stay behind. In those situations we would pull one officer for the medical response or use mutual aid. Officers will no longer double up in one car to provide greater flexibility for available responders.

However, there could be a number of police-type calls that tie-up on-duty police officers, making them unavailable to respond to medical calls. From past experience, sometime when law enforcement is requested to the scene of a dispatched ‘medical call’ it has developed into an incident requiring law enforcement action. At times when law enforcement was not available, Central Dispatch sent the message that “law enforcement is unavailable”. During those isolated times, the Hybrid model could pose risks to a single responder; although West Shore Hospital also could respond to these incidents if available.

Back-up for fire is a pager tone-out away (three to ten minutes). For law enforcement, response times can vary as they have no immediate response means established. However, police always have two officers on-duty.

This model would take significant coordination between the two departments. On any shift where there was a single firefighter on duty, the police would have to designate a medical response car. That car would respond to every medical run no matter what else was happening. It would take a shift in the current deployment strategies and thinking. As officers go through medical first responder training, they will begin to appreciate this need. Supervision and coordination is the key to the success of this model.

This model presents some obstacles and some opportunities. Clearly it is a new service delivery model that will impact services at some point. On a normal shift however the services should not be impacted. Education, training, supervision and cooperation are the things that will make this a success or a failure.

Pros and Cons Review:

PRO	CON
Same level of service (with EMS upgrade)	Lower service level (without EMS upgrade)
Maintains 24/7 police and fire/EMS protection	Difficult to realize cost savings without decreasing number of employees

Maintains Rescue 5 / BLST (with manpower assigned to fire station)	Does not automatically take advantage of intergovernmental cooperation
Full time staff, maintain response times	Significant training requirements
Controlled staff levels	Would require changes to Collective Bargaining Agreements
Could enter into additional mutual aid agreements with outside agencies to assist with police	Upgrade of patrol vehicles to provide storage of all required gear (unless used in support mode)
Increased flexibility could allow City to transition to ALS transport	Typical on-duty force could be overwhelmed by large scale events
	Employees must possess many skill sets & maintain certifications
	Moving to ALS would negatively impact WSMC ambulance service

Financial Implications:

It is impossible to precisely quantify financial implications with a high degree of accuracy because there are too many variables. In the short term, there would be a one-time training cost to bring the police officers up to MFR of about \$6,000 to \$12,000. In the intermediate term, with police officers filling in at the fire department to reduce overtime, a savings of at least \$15,000 to \$20,000 per year could be expected. In the long term, both savings and enhanced revenues could be achieved. Savings would be directly related to reduction in staff between the two departments. Revenue could be enhanced if the City transitioned to an ALS transport service. If the Hybrid system also utilized a Public Safety Director, potential savings from just this are between \$75,000 & \$100,000 annually.

Similar Communities that Operate under a Hybrid System:

Since the Hybrid system is designed to respond to the unique circumstances of Manistee, no examples of communities using this approach are available. With that said, many communities encourage and use interdepartmental cooperation between police and fire to some degree.

Full Consolidation (Public Safety Officers)

Description: The Public Safety Officer option would provide fully cross-trained public safety officers operating in a Public Safety department. These officers would typically be on police patrol with equipment stored in their vehicle for response to a wide range of emergencies. Typical training would include police certification, FFI and FFII (Firefighter I & II) certification and MFR (Medical First Responder). A Public Safety Director would manage the Public Safety department. This model would provide 24/7 police, fire & EMS services. The Director would be responsible for administrative oversight, payroll, budgets, scheduling and the day to day operations of the agencies. Command structure would include various levels of officer ranks to manage day to day activities and command at emergency scenes. This model could be fully implemented within three to five years of Council endorsement.

Assumptions: This option uses the following assumptions. The primary assumption is that a goal is to maintain or enhance service levels to the community while cutting costs. It is reasonable to conclude that if we are unable to identify significant cost savings through this model, then it is not a viable alternative. The assumptions used are:

- Significant changes to collective bargaining agreements would have to be negotiated.
- A significant investment in training would be required.
- Initially, staffing could remain near current levels.
- Over time, staffing may change depending on speed, method and efficacy of implementation.

Service Level Impacts: The assumption of this white paper is to maintain the service levels thus, the typical PSO level of service would need to be upgraded in order to continue EMS services at the present level. Instead of MFR, PSO's training would be upgraded to Emergency Medical Technician (EMT-B). Maintaining service levels would require that personnel be staged at the fire department to respond to medical emergencies with Rescue 5 and/or fire emergencies with other appropriate equipment. Some current patrol vehicles may not have the space to carry all required medical equipment, possibly necessitating upgrades when the fleet is replaced. However, this issue would have less impact on operations when patrol vehicles are used in support capacity.

Other issues that could impact service delivery would be the number of employees on duty at any given period of time. The public safety officer model is often touted as a way to cut costs by having fewer personnel with more training. It may be suggested that three PSOs would be sufficient to provide current service levels instead of the two police, two fire-fighter/EMT-B minimum. As an example, a typical personal injury traffic accident could overwhelm just three responders. Once an officer is trained in emergency medical care, the very first priority is patient care. While a medically trained responder is responsible for an injured person's care, other equally important tasks are also needed to be taken care of. Traffic control, scene safety

for emergency responders and general public, witness statements, law enforcement, etc. also has to be conducted simultaneously.

If a PSO officer is out of service on a complaint they are not available to handle additional calls. When a subject is taken into custody the time out of service is dramatically longer. Fire calls require long scene times and clean-up times to ready fire trucks for return to service. Priority 1 medical calls also require long out of service times.

Mutual aid calls for EMS would have little effect on providing timely medical response, but can be effective for large scale incidents. Mutual aid calls are defined as requesting other neighboring agencies to respond to the city to provide manpower and/or equipment. Those response times (fire/EMS) are typically ten to fifteen minutes. Currently city fire fighters carry pagers that provide quick call-in for emergencies. Typical emergency call-in times are three to five minutes for the closest members. Currently, other law enforcement agencies in Manistee County are trained to use automated external defibrillators (AED), perform cardiopulmonary resuscitation (CPR), and provide first aid. Their response to our calls for assistance is dependent on availability – units on the road, available (not tied up with their own business), and their proximity to us.

Pros and Cons Review:

PRO	CON
Same level of service (with EMS upgrade)	Lower service level (without EMS upgrade)
Maintains 24/7 police and fire/EMS protection	Difficult to realize cost savings without decreasing number of employees
Maintains Rescue 5 / BLST (with manpower assigned to fire station)	Does not automatically take advantage of intergovernmental cooperation
Full time staff, maintain response times	Significant training requirements
Controlled staff levels	Would require changes to Collective Bargaining Agreements
Could enter into additional mutual aid agreements with outside agencies to assist with police	Upgrade of patrol vehicles to provide storage of all required gear (unless used in support mode)
Saves money if number of employees can be reduced	Typical on-duty force could be overwhelmed by large scale events
	PSO's may receive pay bonus
	Employees must possess many skill sets
	Individuals must maintain certifications and ongoing training

Financial Implications: Without a reduction of on-duty staff, cost savings would not be possible. If staffing was maintained, costs would likely increase due to the fact that fully cross-trained personnel would be compensated more. Whether cross training current police & fire employees or starting with new already trained public safety officers, significant monies would be expended along with extended time frames to allow training and implementation. This model anticipates reducing staff over time as services currently provided separately can be provided together.

The estimated costs of certification\training per category are listed below:

Fire Fighter I & II: Baker College, Cadillac, MI. The cost of \$580 includes course materials and covers the following courses: American Heart Association Emergency care, Drivers Training, Haz-Mat Training, ICS 700, NIMS (National Incident Management System) for the Fire Service, PDO, Basic Vehicle Extrication, Advanced Vehicle Stabilization. Classes are held Mondays and Thursdays with occasional Saturdays. 47 week nights, 10 Saturdays; approximately 8 months time duration.

Fire Fighting training is also available periodically in Manistee conducted by the Manistee County Fire Fighters Association. Classes are set up when a need arises and enough students are interested to make a class. Fire Fighter I and Fire Fighter II classes are separate and usually have a class size of 15 students. Costs per student are determined at time of class but are expected to be a customary fee.

Police Training: Associates Degree of Applied Science. This is a two-year program that entails 103 credit hours at \$205 per credit hour, plus books and course supplies. This is then followed up with an internship for on the job experience, and then attending a police academy. The Academy is included in the two year program. Also, there are academy programs that are just the academy and not college program specific. Lansing Community College offers such programs. The training is then followed up by certification.

Emergency Medical Technician – Basic level: Baker College, Cadillac MI. The training is 20 weeks, two nights per week comprising 24 credit hours at \$205 per credit hour. After successful completion of classes, State/ National Registry exam and licensure is required.

On-line EMT Basic classes are available for \$900 followed up with five days at a campus to do the practical. On-line courses may not be appropriate for all students due to the condensed schedule and self-learning skills required. A very specific EMT Basic program may cost about \$3,000 including travel.

Similar Communities that Operate under this Public Safety Option:

PSO communities are not easy to compare to due to geographic size and populations. The City of Manistee recently completed a Benchmark Survey with its peers. Of the communities only Petoskey has a Public Safety Department that operates as this plan describes. Alpena, Big Rapids, Cadillac, Charlevoix, Cheboygan, Greenville, Ludington, Marshall, St. Joseph, Traverse City, and White Lake Fire Authority are the other communities in the benchmark survey.

Other communities identified as using this model are listed below for comparative statistics.

	General Fund	Public Safety	% of GF
Petoskey	\$7,401,900	\$2,770,400	37.4%
East Grand Rapids*	\$8,708,764	\$4,074,655	46.7%
Greenville**	\$5,042,550	\$1,661,200	32.9%
Grand Haven***	\$9,538,145	\$3,664,030	38.4%
Manistee	\$5,349,000	\$1,894,420	34.8%

* East Grand Rapids trained to MFR, but respond to very few medical calls

** Greenville trains to basic first aid only

*** In talking to Ottawa county dispatch it was learned that Grand Haven trained to MFR, only respond to Priority 1, some Priority 2 only.

It should also be mentioned in this study of instances where organizations have moved back from fully integrated cross-training public safety department to separate police and fire departments.

Meridian Charter Township, as an example, attempted this model (PSO) and decided that it does not work for them. One of the important issues leading the return to separate police/ fire department was that adequate EMS service delivery could not be maintained.

Regionalization Opportunities



Full Regionalization of Fire\EMS Services

Description: This white paper describes the City of Manistee mutually joining forces with neighboring townships to create a regionalized Fire & EMS authority rather than individual community fire departments. This approach is completely dependent upon the City of Manistee and neighboring townships working together to jointly provide Fire and EMS services to a larger area than the individual municipalities. The primary reason for exploring this option would be to take advantage of the pooling of limited community resources, sharing of manpower and equipment. This model could likely be implemented within three months of Council endorsement, perhaps sooner. However, negotiations of this sort are complex and with multiple jurisdictions involved, the City does not control the time frame.

Assumptions: The primary assumption is that a goal is to maintain or enhance service levels to the community while cutting costs. It is reasonable to conclude that if we are unable to identify significant cost savings through this model, then it is not a viable alternative.

- Agreements would have to be discussed, negotiated and approved by the various communities.
- Significant changes to City collective bargaining agreements would have to be negotiated.
- Over time, staffing may change depending on speed, method and efficacy of implementation.

Service Level Impacts: A significant issue that has to be dealt with in the City of Manistee is the historic high level of service that is provided to area residents. The Fire/EMS Department is no exception to this rule. With more than 90% of our annual runs focused on EMS and the fact that all significant Fire events result in mutual aid being requested, it is appropriate to focus on EMS service impacts to residents.

Currently Rescue 5 responds to most emergencies in less than three minutes compared to the NFPA standard of four minutes or less 90% of the time. Clearly Rescue 5 exceeds those standards, but this level of service comes with a significant cost to the City budget. Ideally, there should not be a reduction of EMS services and potentially an increase in services with fire protection based upon having more equipment and personnel available. Again, the service level will be determined by the communities involved in the regional authority and the funds committed to the authority.

The primary downside to joining a regional Fire/EMS authority is the loss of absolute control over the department. Traditionally the communities involved in the authority will appoint a Board of Directors, which will result in membership from all communities. The Fire Department would no longer report to the City Manager and City Council, rather they would report to the Board for policy and direction.

Pros and Cons Review:

PRO	CON
Ideally maintain high level of service	Dependent on townships / other agencies wanting to join regional authority
Pools limited resources, should lower everyone's costs	Loss of autonomy
Eliminate over purchase of equipment necessary to protect the area	Impossible to know all the final details until negotiations are completed
Intergovernmental cooperation	
Takes a long-term perspective on solving future budgeting issues	May take many years, etc.
Pooled labor force	
Maintains 24/7 services	

Financial Implications: The exact financial implication of a Regional Authority is impossible to predict until the scope and nature of the regional Fire/EMS authority is determined. History and state-wide experience shows us that by pooling resources governments can reduce their costs and maintain high service levels by joining regional authorities.

Similar Communities that Operate under a Fire Authority Approach:

- Rogers City (Moltke, Belknap & Bismarck Twps.)

This authority provides fire service only. There is a separate regional authority for EMS. The Rogers City Area Fire Department Authority (RCAFDA) started on Jan 1, 2008. The taxes were authorized by each government and a vote of the people which passed about 2-1. RCAFDA's first millage dollars came in during 2008. A transitional process was established to transfer control of assets and people over three years. On Jan 1, 2011 RCAFDA will have full responsibility for the entire Fire Department which transferred from Rogers City to RCAFDA. The City still owns the Fire Hall which we lease to RCAFDA. The goal is to build a new Fire Hall in the next five years.

- City of South Haven (South Haven Charter Township, Casco Township, Geneva Township)
- Grand Traverse Rural Fire Authority

Contract Out Police Services

Description: This white paper describes the City of Manistee surrendering/transferring responsibility for all police services to another unit of government on a contractual basis. In Manistee County there are two potential units of government that employ MCOLES certified officers that could assume policing responsibilities in the City. These units of government are Manistee County Sheriff Department and Little River Band of Ottawa Indians Police Department. The primary reason for exploring this option would be to take advantage of savings through elimination of at least one or possibly two police administrative position costs. This model could likely be implemented within six months to one year of Council endorsement. However, this model involves negotiations in which the City could not dictate an exact time frame.

Assumptions: The primary assumption is that the goal is to maintain a community approved, acceptable level of police service while reducing cost. This would most likely result in a reduced service level to the community.

- Agreements would have to be discussed, negotiated and approved by the various entities.
- Significant changes to collective bargaining agreements would have to be negotiated.

Political Realities: The Sheriff is responsible by constitutional mandates to service the County. Daily deputy responsibilities include court security and inmate transfers to the courts. Beyond that the deputies run inmates to the prison and back depending on the needs of the court. Rest assured that under a contract to provide road patrol in the city there will be times when our city unit will be used to supplement County jail and inmate services. It is common for the only county car in service to be transporting inmates in the middle of the night to other jail facilities outside of this county.

In addition with all officers deputized it will be a lot easier to begin to blur jurisdictional boundaries, i.e. beginning to dispatch the closest car concept. This would also put city units outside the city until another unit could drop into the City.

A similar issue is the pressure the Sheriff will receive to provide a larger presence in the townships with more people on his staff. There could be a situation where all deputized personnel could be sent outside the City, based upon the County needs and complete control over personnel.

Under any circumstance if a police service is contracted out, it will correspond with a reduced level of presence and service inside the City. It is very difficult to determine how many crimes are prevented simply by have a visible road patrol presence in the City. Other losses may include traditional Community Policing activities, such as beach, downtown and Riverwalk patrol, raising and lowering of flags as required and locking of bathrooms. Community policing will be difficult to require in a contract for services.

Service Level Impacts: On paper there should be no service level reduction if we are able to negotiate with the other governmental entities for two patrol cars to be located inside the city limits 24/7. However, if we contract out police services the City would no longer control the actions of the patrol cars. If an accident or emergency occurred outside of the city limits, undoubtedly the Sherriff, LRBOI Police Chief or Central Dispatch would direct patrol cars outside the City limits, thus leaving City residents with no or reduced police presence for a period of time. This will occur.

PRO	CON
Intergovernmental cooperation	Loss of authority and complete control of police services.
Works to maintain 24/7 service	Dependent upon other governmental units.
Saves money.	Impossible to know all financial details until negotiations are completed.
	Less community policing and ancillary services provided

Financial Implications: The exact financial implications of contracting out police services is impossible to predict with any degree of accuracy, until the scope and nature of the negotiations are completed with the other units of government. Our best estimate would show that by eliminating 2 administrative positions (Chief and Sergeant) that the City could potentially save approximately \$150,000-\$180,000.

Other Regionalization Options

Description: Regional fire authorities are not the only way to provide regionalized services. There are a large number of possibilities to provide these types of services. Many communities take pieces from various approaches and combine them in a system that works best for them. The options presented would vary in the amount of time required for implementation once Council endorsed an approach.

Examples of other options that are not explored in detail in this paper are:

- Paid On Call Fire\EMS Department
- Contract with WSMC to Respond to EMS Runs
- Contract out Ambulance Service (WSMC, Life EMS, Northflight EMS)
- Contract out Fire\EMS Services with Neighboring Townships
- Combination of Options; i.e.
 - POC + Contract with WSMC
 - Contract Out Police + Regional Fire Authority
 - Etc.

There are also opportunities to leverage the City's assets. This could take the form of:

- Contract City Fire\EMS to Neighboring Townships
- Contract Police services to Neighboring Townships

Any of these options can be explored in greater detail. The main point to take away is that there are multiple effective options for delivering Police, Fire & EMS services. Each has associated tradeoffs and each provides slightly different levels of service.

Alternative Funding Sources



Public Act 33 of 1951

Description: Public Act 33 of 1951 – Police & Fire Protection is a state law that allows the creation of ad valorem special assessment on real property for the purposes of operating and equipping police and/or fire departments. An ad valorem special assessment is one that is based on property values, as opposed to a flat amount per parcel. The law applies to townships and “qualified cities”, those being under 10,000 in population. It is in addition to any general operating millage. This law provides for funding of both equipment and operations. In essence, the property owners benefiting from the services are the ones bearing the costs. This funding model could likely be implemented as part of the 2011-2012 budget if endorsed by Council.

Assumptions: This alternative financing source assumes that the general operating millage is adjusted down when the assessment is put in place. Under this scenario, Council would have the ability to “choose” a revenue level that it feels is appropriate to sustain desired City services. On the one hand, it would have significant unlevied operating millage below the Headlee cap and on the other hand it would be able to set the PA 33 assessment as needed to fund Police, Fire and EMS.

Service Level Impacts: Implementation of this revenue source would allow the City to maintain whatever service level was desired; and utilize any service delivery method it chose. It would be able to do so because the revenue source could rise each year to meet the funding needs of Police, Fire and EMS. Implicit in using this revenue source is that the Council would need to adjust the rate of the ad valorem special assessment (presumably up) each year to meet the rising costs of providing the Police, Fire and EMS services. This is very similar to the annual inflationary adjustment for water and sewer rates.

Pros and Cons Review:

PRO	CON
Additional funding source available to City	May be perceived as a “tax” or “tax increase”
Stable funding source for Police, Fire and EMS services and equipment	More difficult to collectively bargain if revenue can be raised
Annual adjustment frees funding from constraints of growth in tax base\revenue sharing	Assessment is subject to vote if owner’s of 10% of the land petition council
Can choose any service level\delivery method	Not levied on personal property (real property owners shoulder the burden, smaller base)
Council can levy and adjust assessment each year (not typically subject to vote)	Applies to Renaissance, Brownfield and DDA properties (impacts businesses in these zones, significantly impacts DDA TIF capture)
Not levied on personal property (business tax relief)	May spark more public debate about funding levels for these services during budgeting

Applies to Renaissance, Brownfield and DDA properties (currently not taxed)	
Separate line item(s) on tax bill allows citizens to see exactly what these services cost.	
Eliminates competition for funding between public safety and all other City functions\services	

Financial Implications: This funding source has the potential to stabilize the City’s finances by making it easier to raise the necessary revenue to fund Police, Fire and EMS services. By way of example, the budgeted costs in 2010-2011 for Police, Fire and EMS are about \$1,800,000. To raise this much revenue thru a Public Act 33 of 1951 assessment would require an assessment of about 9.3 mills; 5.5 for Police and 3.8 for Fire & EMS. Our current general operating millage is 17.3 mills. This would likely be reduced to around 8 mills. These 8 mills, plus all of the other general fund revenue sources (including state shared revenue) would fund all non-public safety functions and services.

Since special assessments are not captured thru tax increment financing, the DDA would feel a significant impact if this were implemented. The DDA would lose approximately \$105,000 per year in revenue. This would put the DDA under enormous financial strain. In order to maintain the programs they provide and support their existing financial obligations, the City would likely have to levy up to an additional .6 mill and\or pay part of the \$145,000 annual street bond obligation thru 2020 to assist the DDA. Renaissance Zone & Brownfield properties would also be subject to the assessment. Currently, they pay little or no property taxes to support City services. This assessment would increase their costs.

Similar Communities that Have a Public Act 33 of 1951 Assessment: Many communities have PA 33 assessment. The state tax commission provided a list of over 150 communities that are using this assessment. Typically, these are found in Townships. Examples are as follows:

<u>Cities\ Villages</u>	<u>Townships</u>
Bangor	Royal Oak
Douglas	South Haven
Saugatuck	Niles
Gladwin	Saline
Newaygo	Negaunee
Ionia	Grand Haven
Climax	Elk Rapids
Holly	Glen Arbor
Saginaw	East Bay
Colon	Acme
Mattawan	Albion

Emergency Services Cost Recovery Ordinance

Description: A cost recovery ordinance is an ordinance passed by a municipality that allows for the billing and recovery of costs related to emergency services. These ordinances can be tailored to fit the needs of the community and may cover all manner of emergency service costs, depending on the community’s desire. Typically, things like fire response, responding to car accidents and hazmat response are included; however, these are just a few examples and the ordinance can be as narrow or broad as desired. This supplemental funding model could be implemented within six to nine months of Council endorsement.

Assumptions: This alternative financing source assumes that the City draft and adopt a cost recovery ordinance thru the regular ordinance process. Once in place, the City would be responsible for documenting, billing and collecting costs to be recovered.

Service Level Impacts: Emergency response services would not be directly impacted by implementing such an ordinance. Revenue would be increased which would help to stabilize the City’s general fund. However, administrative burden would increase a significant amount due to increased record keeping, billing and collection functions.

Pros and Cons Review:

PRO	CON
Additional funding source available to City	May be perceived as an unwarranted additional cost for City services that should be covered by city “taxes”
Enhances revenue to pay for key city services	If applied to non-residents only, significantly limits effectiveness
Makes people aware of true cost to provide services	Collection of billed costs can be difficult; may need third party assistance; i.e. Accumed, etc.
	Increase in administrative work

Financial Implications: This funding source has the potential to help stabilize the City’s finances by making it easier to raise the necessary revenue to fund Police, Fire and EMS services. The potential revenue that could be raised is directly proportional to the depth and breadth of the proposed ordinance. For example, if a charge of \$500 was levied on each of the 26 actual fire runs in 2009, this would potentially raise \$13,000.

Similar Communities that Have a Cost Recovery Ordinance: Many communities have this type of ordinance. They are very common. Just a few examples are as follows:

Cities\ Villages

Montrose

Ewart

Tawas City

Townships

Shelby

Ada

Covert

County

Otsego

Conclusion

Although this report has presented several different options, delivery of Police, Fire and EMS services it is ultimately a balancing act between the level of service provided, the cost to deliver that service and the relative level of risk. Nothing can change this basic fact. Any changes made to the status quo, whether incremental or wholesale, will result in a different service\cost relationship; but nonetheless, one that must be managed and affordable for the community. The difficulty is in gauging the desires of the community, and ultimately finding the correct balance between safety and affordability.

One option that is not viable is maintaining the status quo without addressing a method of funding this service level. This path is not sustainable will lead to reductions in other valued services such as maintaining streets and parks, or funding other community services.

Finally, any changes will likely result in impacts to existing employees. One of the reasons for carefully studying this issue and involving the affected employee groups in the discussions are to ensure that employees have input into the process and are shown the highest level of respect. Whatever decision Council ultimately makes will impact employees in some fashion.

Supplemental Information:

The following documents\reference information has been collected during the compilation of this document and may be of value to the reader. They are available upon request.

2006 City of Manistee Citizen Service Survey

Operational Service Assessment and Benchmarking Final Report, October 2010

Benchmarking Owosso Public Safety Structure, December 21, 2009, City of Owosso, MI

City of Holland Public Safety Services Report, June, 2009, PAR Group

Police & Fire Consolidation: An Ineffective Use of Resources, International Association of Fire Fighters, International Association of Fire Chiefs

City of Manistee & IAFF Collective Bargaining Agreement

City of Manistee and POAM Collective Bargaining Agreement

City of Manistee and COAM Collective Bargaining Agreement

Glossary:

Ad Valorem	Based on the value of real estate
AED	Automated External Defibulator
ALS	Advanced Life Support
BLS	Basic Life Support
BLS-T	Basic Life Support Transport service
CPR	Cardio Pulmonary Resuscitation
EMS	Emergency Medical Services
EMT-B	Emergency Medical Technical Level B
FFI	Fire Fighter I
FF II	Fire Fighter II
HazMat	Hazardous Materials
ISO-PPC	Public Protection Classification - A measure of a community's fire protection.
LEIN	Law Enforcement Information Network
MCOLES	Michigan Commission on Law Enforcement Standards
NCIC	National Crime Information Center
MFR	Medical First Responder
PSO	Public Safety Officer