



Watertown City Council
Monday, April 13, 2015
7:00 p.m.

Work Session Agenda

Discussion Items:

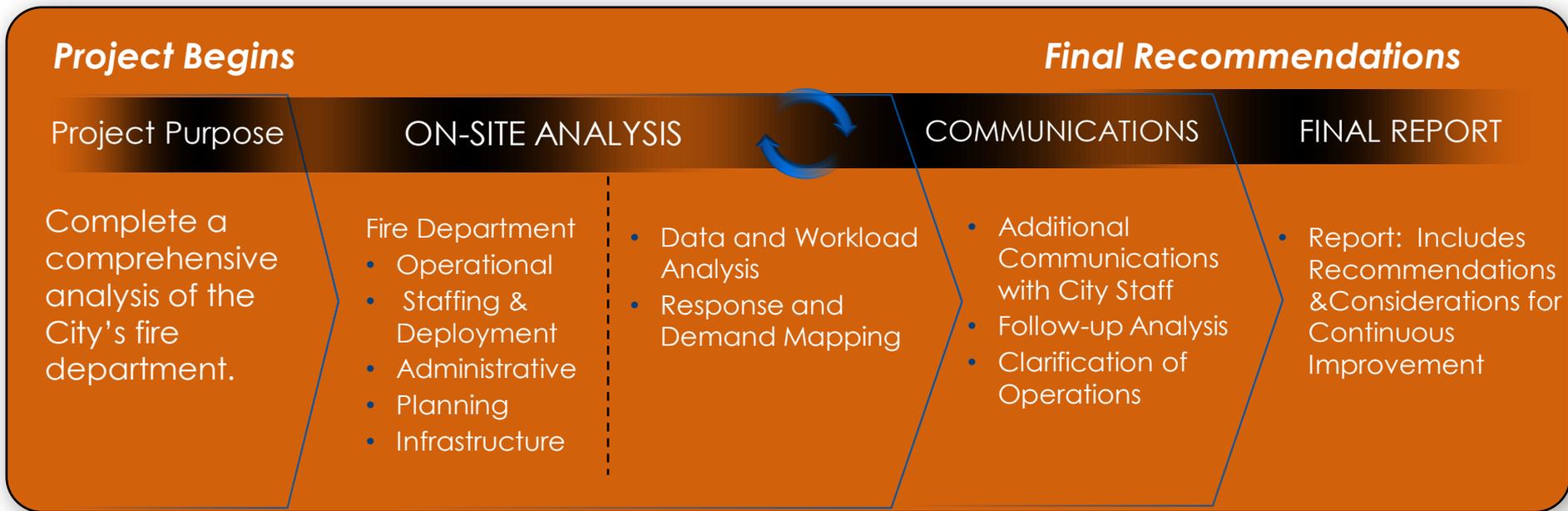
1. Fire Study: Fire Services Operations and Data Analysis
Center for Public Safety Management, LLC:
 - Leonard A. Matarese
Director of Research and Program Development
 - Gerard Hoetmer
Senior Associate
2. City Court Expansion – Conceptual Design Update
 - Justin L. Wood, City Engineer
3. Budget Update
 - Sharon Addison, City Manager
 - James E. Mills, City Comptroller

City of Watertown, NY
Fire Services
Operational and Data Analysis

April 13, 2015

Project Methodology

The CPSM team follows a standardized approach to conducting analyses of departments involved in providing services to the public.



Agenda

- I. What is the problem and the underlying causes?
- II. How are resources deployed and what is the workload?
- III. A new deployment model.
- IV. What does Council and Management need to do?
- V. Other observations and recommendations.
- VI. Questions.

I. What is the problem and its underlying causes?

- Ninety-five percent (95%) of WFD operational expenses are fixed.
- Operation costs are tied to a static staffing and deployment model, (based on a 1986 Cresap, McCormick, and Paget fire management study and NFPA 1710).
- Staffing levels and costs are bound to the current minimum “manning” requirements included in the WFD CBA.

II. Deployment of Resources

EMS Calls

- JCDC dispatches using emergency medical dispatching (EMD) deployment protocols.
- EMS Transport is provided by Guilfoyle Ambulance Service. Guilfoyle responds to 8000 calls/year.
- Guilfoyle resources include: 16 ALS ambulances, 3 Paramedic fly cars, 2 ALS support fly cars, and additional non-emergency and emergency transport services.
- WFD provides supportive EMT services which include on low priority EMS calls 1 rescue and on high priority EMS calls 1 rescue and 1 closest engine.
- WFD is the only department that does not use JCDC's EMD protocols.

II. Deployment of Resources

Fire Service Calls

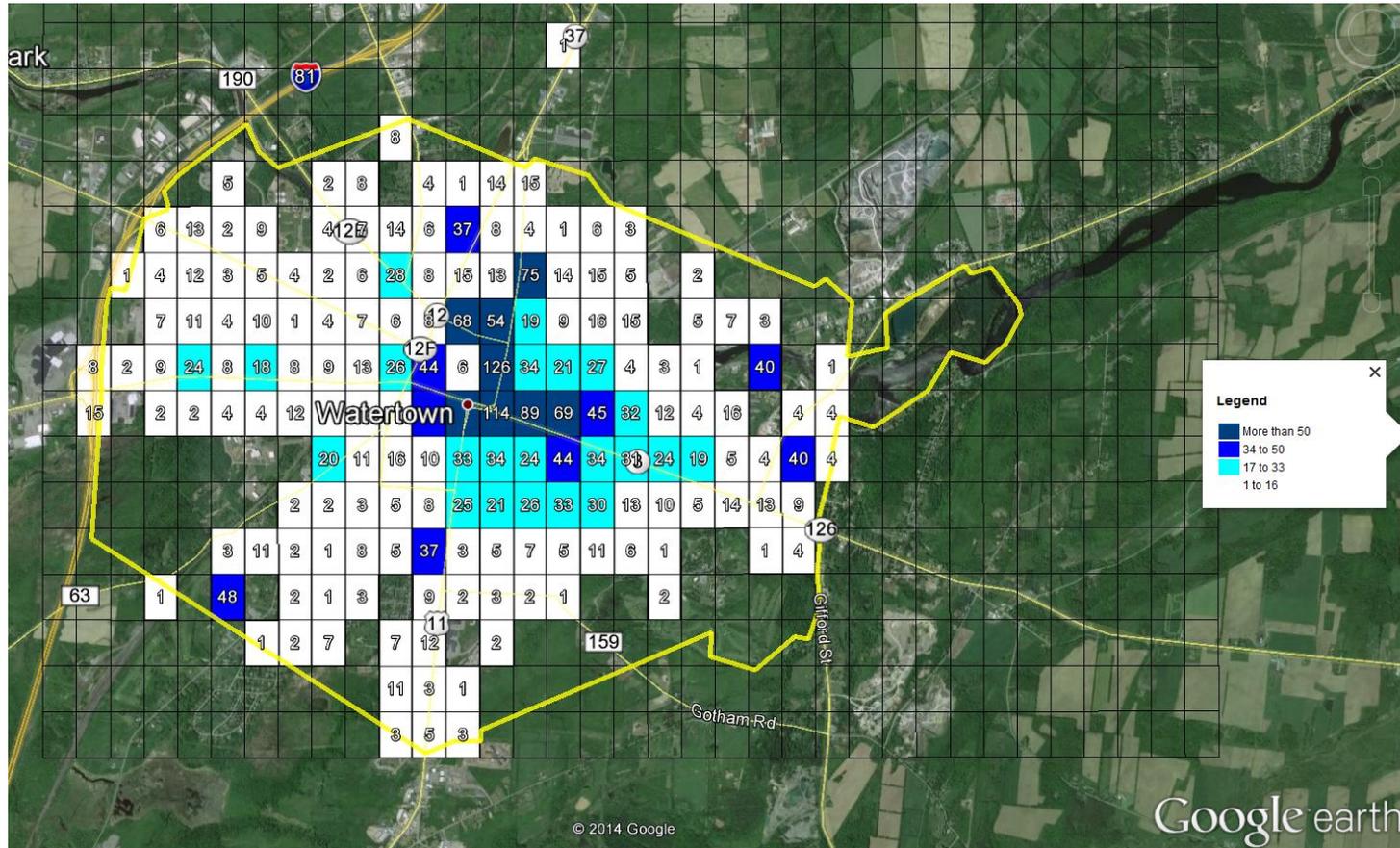
- Fire Alarms, low/moderate risks: 2 engines/ 1 truck/ 1 Battalion chief.
- Fire Alarms, high/substantial risk: 3 engines/1 truck/1 rescue/1 Battalion chief.
- Structural Fires: 3 engines/1 truck/1 rescue/ 1 Battalion chief
- Outside Fires: 1 engine (additional units/type)
- Service calls: 1 engine (rescue, BC/type)

II. Workload Analysis (Table D-1, p.48)

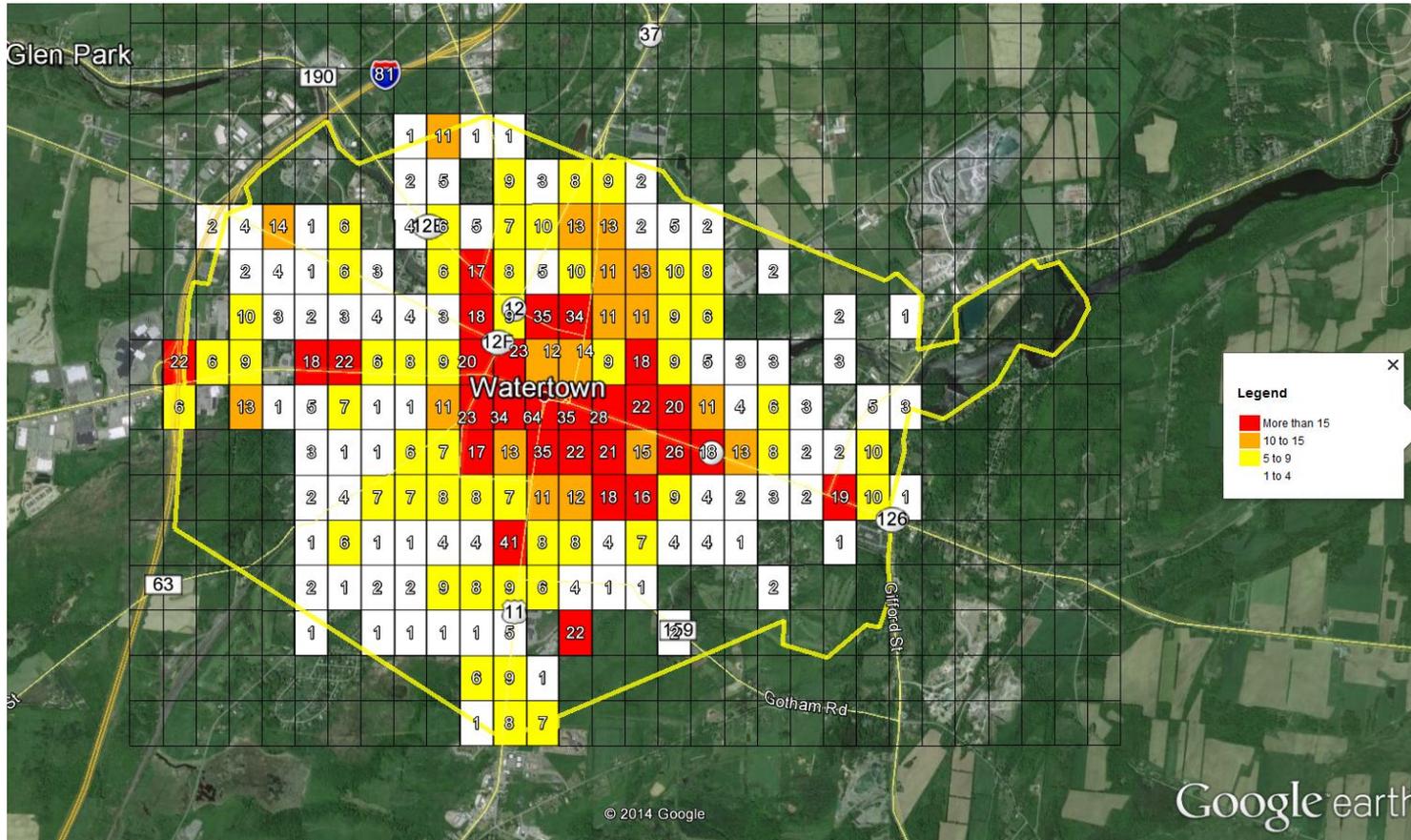
Call Type	Number of Calls	Average Calls per Day	Call Percentage
Cardiac and stroke	237	0.65	5.7
Seizure and unconsciousness	258	0.71	6.2
Breathing difficulty	355	0.97	8.5
Overdose and psychiatric	154	0.42	3.7
MVA	121	0.33	2.9
Fall and injury	846	2.32	20.2
Illness and other	587	1.61	14.0
EMS Total	2,558	7.01	61.2
Structure fire	50	0.14	1.2
Outside fire	84	0.23	2.0
Hazard	493	1.35	11.8
False alarm	519	1.42	12.4
Good intent	73	0.20	1.7
Public service	322	0.88	7.7
Fire Total	1,541	4.22	36.8
Mutual aid	9	0.02	0.2
Canceled	74	0.20	1.8
Total	4,182	11.45	100.0



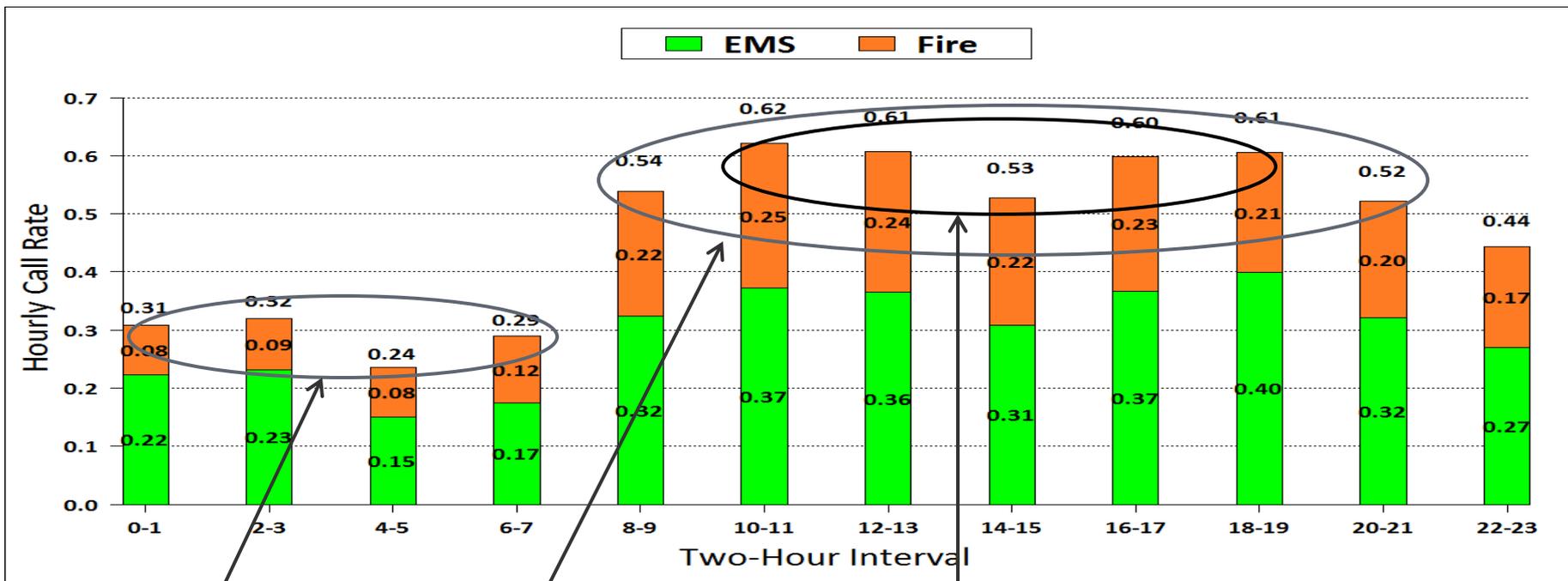
II. EMS Demand (Figure 8, p.22)



II. Fire Demand (Figure 7, p.21)



II. Call Distribution by Hour of Day (Figure 6, p.20)

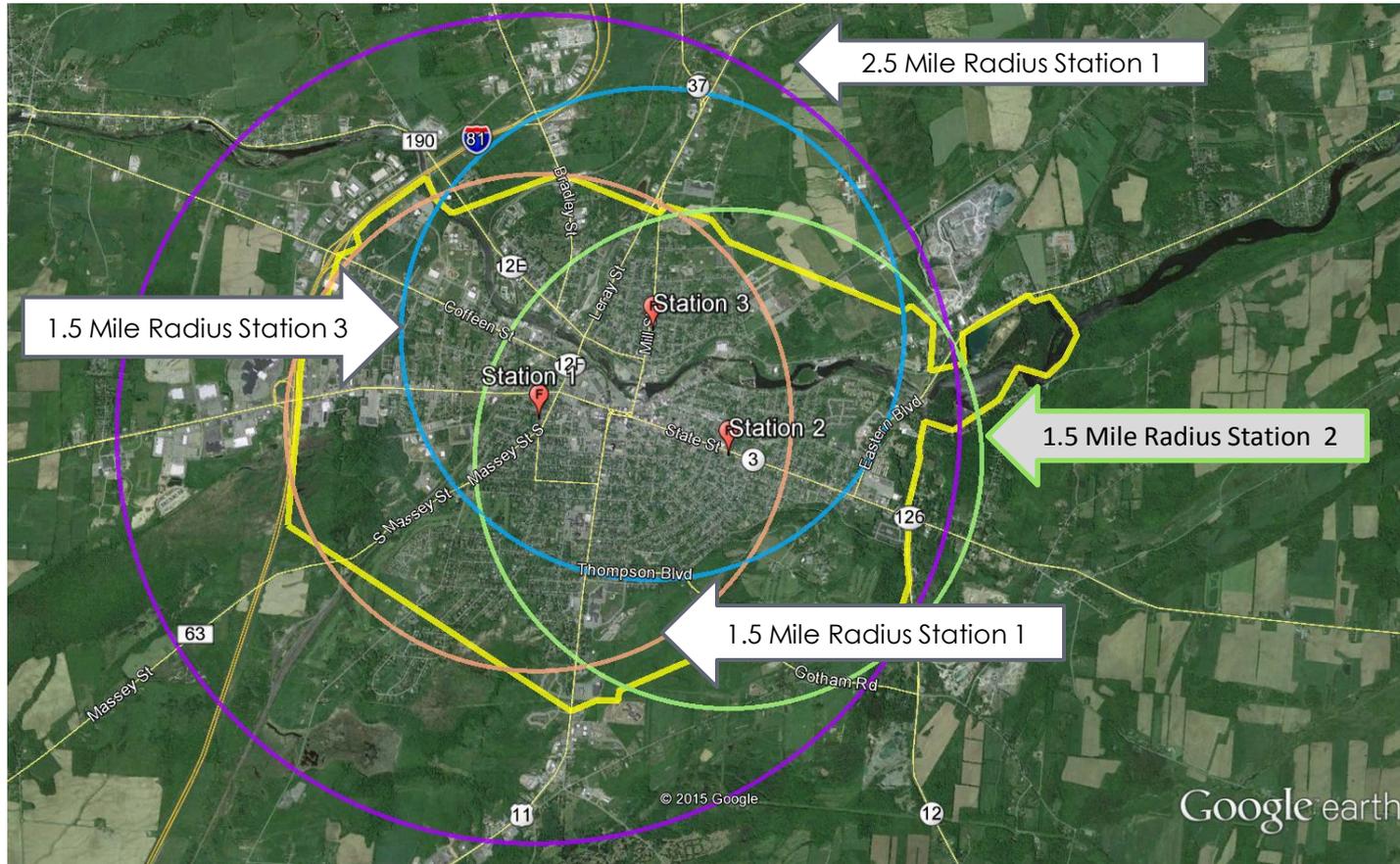


Peak Call Period
8:00 am to 10:00 pm

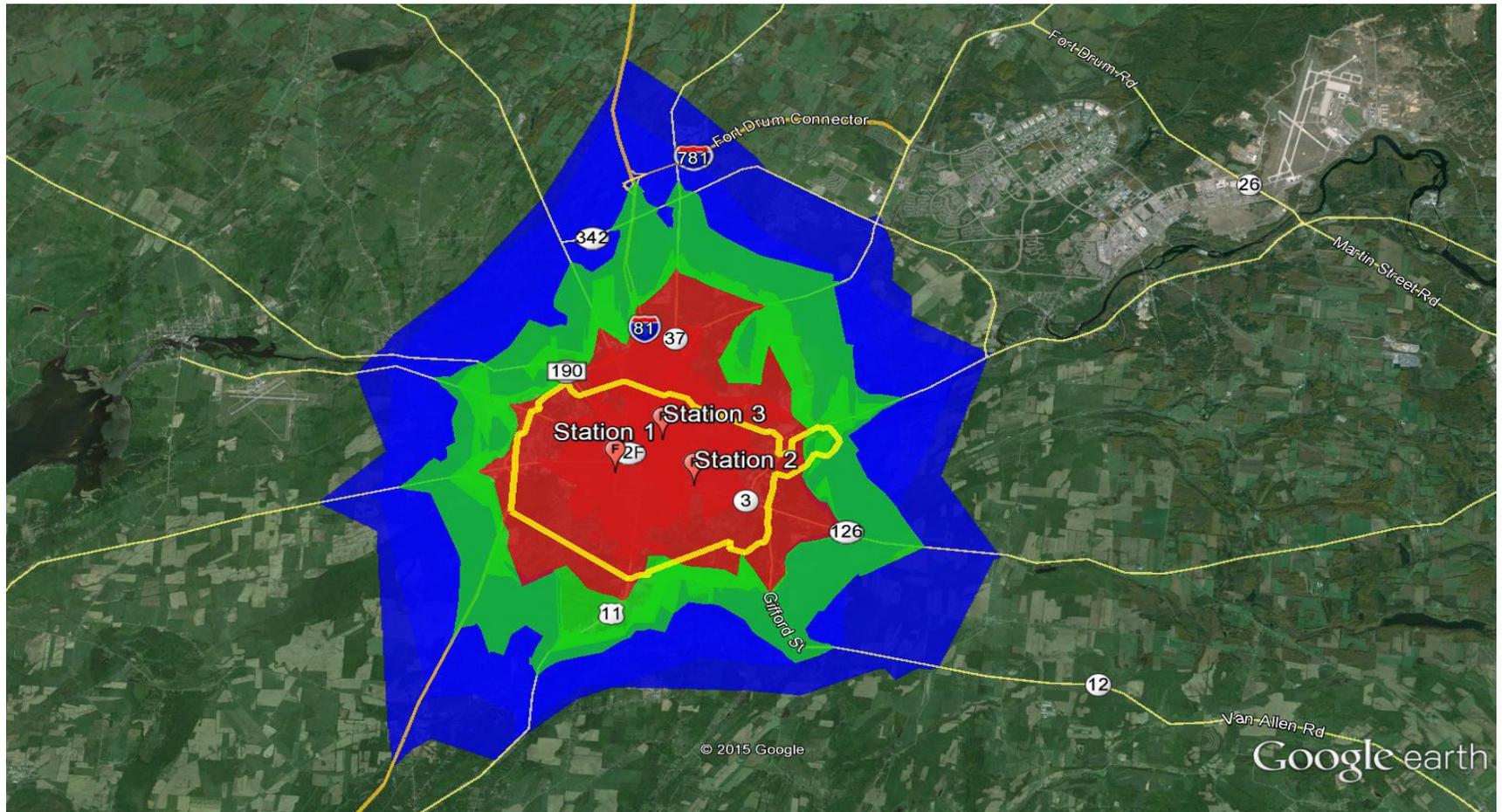
Highest Call Demand
10:00 am to 7:00 pm

Lowest Demand Period
12:00 midnight to 8:00 am

- II. 1.5 Mile Concentric Circles from WFD Stations (Insurance Service Office Engine Coverage Benchmark)
- 2.5 Mile Concentric Circle from Station 1 (Insurance Service Office Ladder Coverage Benchmark (Figure 12, p.39)



II. 240-, 360-, and 480-Second Travel Time Bleeds from WFD Stations (Figure 13, p.40)



III. Evidence Based Medical Analysis for Optimal EMS System Design



EMERGENCY MEDICAL SERVICES EVIDENCE-BASED SYSTEM DESIGN WHITE PAPER FOR



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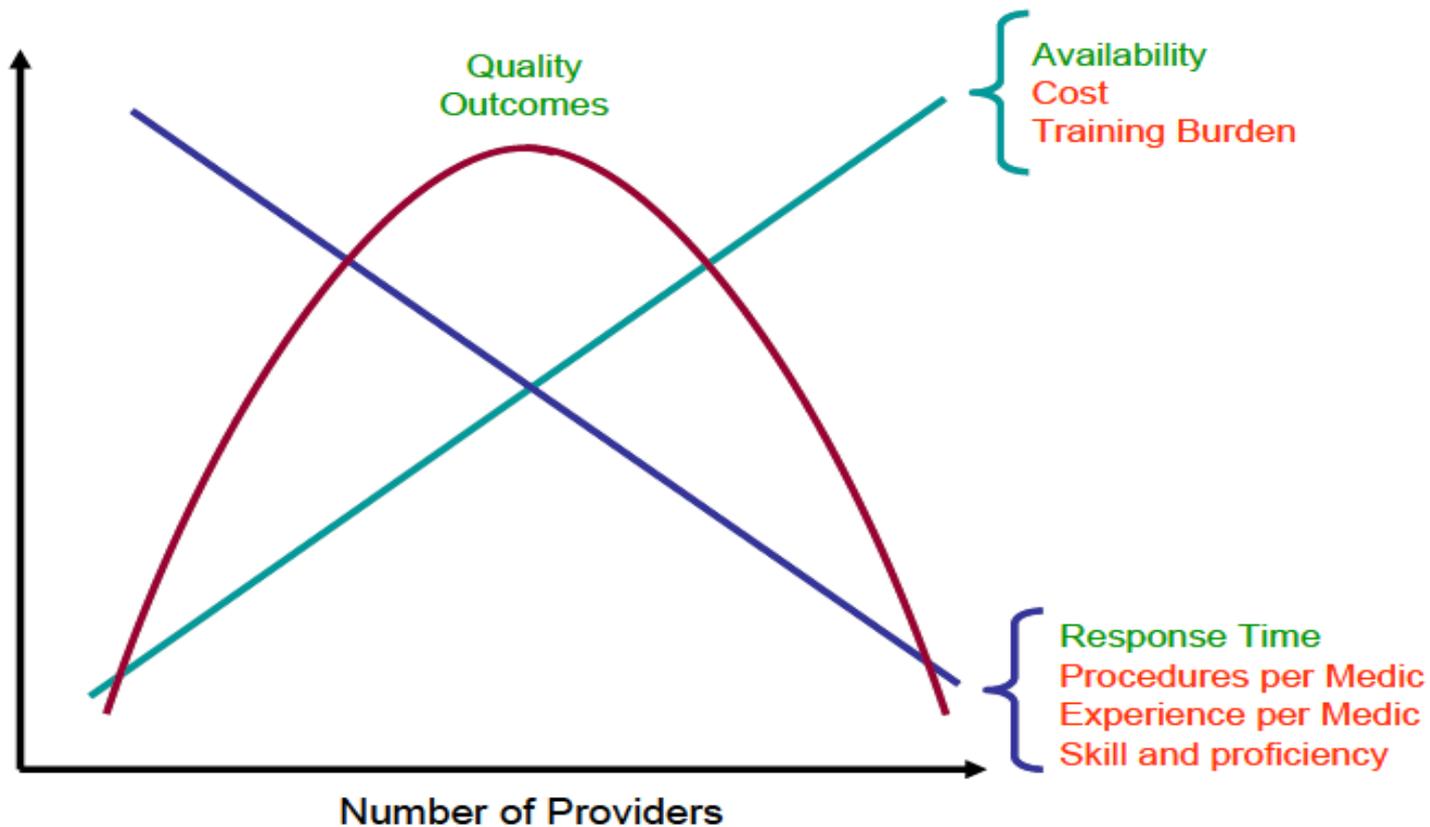
III. Evidence Based Medical Analysis for Optimal EMS System Design

“This fallacy is a common error made by many EMS systems. More paramedics, more ambulances, more personnel on scene, more medical devices, more medications, etc., equal better outcomes. Nothing could be further from the truth.”

“Staffing every ambulance with paramedics in an EMS system where it is known that the majority of patients only require BLS transport is about as efficient as staffing an urgent care center with cardiothoracic surgeons.”

Marc Eckstein, MD, MPH, FACEP

III. Evidence Based Medical Analysis for Optimal EMS System Design



III. A New Deployment Model

- *Direct the Jefferson County Dispatch Center to transition WFD to full use of the EMD system.*
- *Respond with only the closest unit to medical emergency calls for service.*
- *Discontinue the practice of the rescue apparatus responding to all low-priority medical calls for service.*
- *Discontinue the dual response of the rescue apparatus and an engine to high-priority medical calls for service.*
- *Respond only to high-priority life-threatening calls for service as identified by the JCDC priority EMD system.*
- *Respond with lighter vehicles on low acuity calls for service.*
- *Cross-staff the rescue unit and the truck (ladder) with a single crew.*
- *Peak load the rescue unit with a crew of two between 8am and 10pm.*

IV. What does Council and Management need to do? (P.46)

Local government has the ultimate responsibility to establish the level of service within a community.

- Establish a deployment policy
- Negotiate a “Management Rights Clause” in the CBA that reflects deployment policy set service levels, administration of the department, etc.(Article 5 section 4b and section 8)
- Bargain for manageable leave policies, i.e. union leave, number of leave positions, battalion chief leave (Article 6 section 4b)
- Annually review inter-local agreements (service commitments, risk management, legal) and MOU's.

V. Other Observations and Recommendations

- Develop a Strategic Plan and establish a performance measurement system.
- Address the lag in dispatch time with JCDC
- Update the 2004 Standards of Cover with a new fire and community risk assessment.
- Research the possibility of using volunteers as a surge capacity asset and consider them as an alternative to career member recall.
- Enhance fire prevention (civilians) and link to pre-fire planning.

Questions







CITY OF WATERTOWN
ENGINEERING DEPARTMENT
MEMORANDUM

DATE: April 8, 2015

TO: Sharon Addison, City Manager

FROM: Justin Wood, P.E., City Engineer

SUBJECT: City Court Expansion – Conceptual Design Update

Concept drawings have been developed for the City Court Expansion Project and require input from City Council prior to further development. At the May 6th 2014 City Council meeting with the court officials, Council tacitly agreed with the court's suggestion to move forward with securing all of City Hall. Based on that direction, we have worked with our consultant, MRB Group, to develop three conceptual layouts. All three layouts establish the security screening station such that City Hall as a whole will be secure, not just the court spaces. The level of security for the building has serious implications on the layout of first floor space, so before we proceed with schematic design based on that premise, I would like to get concurrence from Council that is the direction they still wish to pursue. Whether securing City Hall as a whole, or securing only Court space, many challenges exist and the implications at this conceptual stage are not fully known.

It is important to note, that if City Hall as a whole is secured, access will be restricted to the main secure entrance only. This would require all City employees, delivery companies, and public visitors to go through the main entrance and full security screening process, albeit City employees could utilize a new ID badge system to bypass the screening. The entrance which is NOT chosen for primary access will be restricted to emergency exiting only. It is also likely the court will try to restrict the employee entrance in the basement for afterhours use only. Meaning during normal business hours, all employees will be required to enter through secure entrance.

The second subject Council may wish to provide direction on is the location of the main entrance to City Hall, should full security be chosen. It is likely a building addition will be necessary to accommodate the security screening space requirements. This addition has been evaluated for both Washington Street and Sterling Street entrances. Both have pro's and con's however the cost difference is believed to be relatively insignificant at this point. A concept to absorb the security screening station into the existing Code Enforcement space was also looked at; however, it is not clear if this option provides sufficient space to satisfy the court system. If Council prefers one concept over the other, we will use that entrance configuration to develop schematic design plans.

With Council's direction for security and a preferred entrance, schematic design plans will be developed to allow detailed review from the Unified Court System (UCS). Based on that review, the layout of first floor space and the security screening station as well as construction costs will become much more defined to help answer many of the questions you may have.

Civil Engineer II - Brian Drake's memo, explains the three concepts in further detail, security measures in place at some other municipalities across the state, and the latest Opinion of Probable Cost (OPC) which still estimates the total project cost, including design at \$1.6 Million.

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CITY OF WATERTOWN
ENGINEERING DEPARTMENT
MEMORANDUM

DATE: April 10, 2015

TO: Justin Wood, P.E., City Engineer

FROM: Brian Drake, P.E., Civil Engineer II

SUBJECT: City Court Expansion – Conceptual Design Update

The design of the City Court Expansion is in the conceptual stages and we have worked with our design consultant to develop three conceptual layouts. With the selection of a conceptual layout, we are prepared to move to schematic design phase. Essentially, two decisions are needed. The first is whether or not Council members would like to direct staff to move forward with the design of a City Court that secures the entire City Hall. The second decision is whether Council members desire the main entrance of the building to be designed as Washington Street or Sterling Street.

The options of securing the entire City Hall and conversely only securing the Court areas both have their challenges. It should be emphasized that the administrative costs of securing City Hall during business hours will be that of the Court. Sean Egan, Chief of Security for NYS Unified Court System Judicial District #5, provided a list of other municipalities in the state that have secured buildings, which include:

Fulton County Court – The building houses the DMV, District Attorney offices, Board of Supervisors, etc and Supreme Court, County/Surrogate's Court, and Family Court. The only people that have to go through security however are visitors to the court. There is City Police that stand at the front entrance to direct people either to security or not. Court employees use an unsecured separate entrance – no ID's.

City of Fulton Municipal Building – The building includes City Court, along with City offices – Mayors office, codes, etc. Only visitors to court have to go through security.

Herkimer County – The building includes Supreme and Family Courts, as well as DA offices, Social Services, and County Health Department. There is a magnetometer and x-ray machine. Employees have badges that allow them to bypass around security at the front entrance. The building connects to the DMV on the 3rd floor where those with badges can enter the court building, but this leads to large groups of unsecured people entering. The courts are currently trying to change this policy.

Montgomery County Court – The building includes 5 courts and the District Attorney offices. The single floor building has a main entrance with an x-ray unit and magnetometer. The remaining 5 doors each have security cameras, are alarmed, and are emergency exit only. Employee ID cards allow security bypass at main door only.

Saratoga County Municipal Center – Supreme, County, Surrogates and Commissioner of Jurors office, as well as County Offices (ie. clerk, DMV, historian). Security is unclear at this time.

Onondaga Civic Center – Dept. of Social Services, County Health Dept, Special events. There are Special Deputies posted as security, but the County lacks the funding to screen everyone coming in. There is a front desk operated by the Sherriff's Dept. The building is secured by controlled point access – ID badges required for entry to different areas of the building.

Onondaga County Court – The Criminal court is the larger tenant and the entire building is secured, which includes the DA's office. The entrance is on the ground level with two magnetometers and xray machines. Employees have ID badges issued by the County. The IDs are different color depending on the level of security. A separate entrance by card access with cameras does exist. The building has two public elevators, but also a prisoner transport elevator that only the police dept. can use. In addition, there is an employee only elevator that operates on card access – certain cards give certain elevator permissions.

Albany City Hall (not provided by Mr. Egan, but referred by Fulton City Court) – Traffic Court in basement, Civil Court on first floor, along with City offices (mayor, codes, water, etc). Everyone goes through magnetometer and xray machine (up to officers to enforce). Employees have ID badges. Firearms with permits allowed to City Hall, but have to be locked up for Court entrances. Security is at the main entrance which is not ADA compliant. There are two other doors that are emergency exits only, with alarms, and an ADA call button for entry into the building. An officer responds to the ADA call button approximately 5 times a week, wandering and patting down the visitor only. Security is provided by the Albany Police Dept. The past Mayor liked the security setup; the current mayor reportedly dislikes the setup and procedures.

Lewis County Court (not provided by Mr. Egan, but referred by Herkimer County Court) - Consists of a new court expansion attached to the old county courthouse building connected by a corridor. There are county offices in the old court building. The security is in the new building lobby, which includes a magnetometer and x-ray machine. Employees of the building have an ID with different colored stickers – a certain color allows possession of firearms. With the exception of the main entrance to the new court building, all doors to the two buildings are locked during normal business hours.

This is an interesting scenario. The two buildings started out with the same setup as they currently have, however after public backlash, the County decided to abandon securing the entire building. There was, at the time, the Department of Motor Vehicles in the County Building. The DMV has since been relocated. Currently, the county building includes the Probation Department, County Clerk, Codes Dept., Board of Legislators, and District Attorney Offices.

Approximately two weeks ago, after a security event with the Probation Department led to an attack on officers, the two buildings reverted to an entirely secured building. The employees seem to be happy about the building being secured.

Securing entire City Hall: This option would require employees to wear new identification badges and all employees and visitors to City Hall to go through screening. The employee access door in the basement would likely become an emergency exit only. Deliveries as well as maintenance workers would also be subject to security requirements.

Securing only Court areas: The 5th Judicial District has requested that a separate and distinct Court area be provided to provide separation of the secured and unsecured areas. If the court offices are to be included in this secure area the lobby would have to be modified to separate the spaces, ADA compliant court bathrooms would need to be constructed and a secondary means of egress from the unsecured City Hall would need to be evaluated. The resulting outcome would push the construction cost much closer to the option of securing the entire building.

Following are summaries of the three concepts:

Concept 1: Essentially the layout included in the Request for Proposals (RFP) that was originally vetted by the Courts. The layout provides a 675 sf space for the new Civil Court Room in the area currently being utilized by the court offices. The POMCO office is required to be relocated. Washington Street is the dedicated main entrance to the building, Sterling Street entrance becomes an emergency exit only.

Pros:

- Entire Building Secured
- Inviting building access from Washington Street
- New queuing and screening area as a building addition, freeing up Lobby space
- Building addition under an existing cover (plaza)
- Addition easily blends into the existing architecture
- Least amount of interior renovation work
- Relatively easy to heat/cool

Cons:

- Sterling Street entry limited or not at all. Minimally maintained as a means of emergency egress
- Longer entry distance from existing parking lot
- Requires new interior ramp between lower lobby and main lobby
- Some congestion at screening area with existing stairwell and restrooms in the area
- New Civil Court is limited in space and an irregular shape
- Some challenges mechanically serving the new Court Room

Concept 2: Essentially the same interior layout included in Concept 1 above, utilizing Sterling Street as the main entrance for security. This concept requires the Washington Street entrance to be a dedicated emergency exit only.

Pros:

- Entire building secured
- New building entry convenient to the existing parking lot
- ADA accessible entry as it exists
- Limited amount of interior reconfiguration
- Addition would not affect existing Lobby space
- Similar entry experience with the existing experience

Cons:

- Construction challenges tying into the existing structure with higher related costs
- Existing underground utilities in area of the addition
- New Civil Court is limited in space and an irregular shape
- Some challenges mechanically serving the new Court Room
- Washington Street is only utilized as a means of emergency egress
- Security limited views of Court Office transactions

Concept 3: This concept attempts to minimize the exterior improvements required. The Codes Department will be relocated to the existing space to the west of the existing court offices, currently utilized as court offices and records storage. The layout still provides for a 675 sf space for the new Civil Court Room in the area currently being utilized by the Bailiff and General Code offices.

Pros:

- Sterling Street entry exists as ADA compliant
- Entry/Egress is convenient to the existing parking lot
- More ideal location for new Civil Court - architectural and mechanically
- Ability to effectively compartmentalize public, staff, judicial and prisoner holding areas
- Likely the least costly option

Cons:

- Cost of relocating the Code Office
- Washington Street utilized as a means of emergency egress only, if attempting to secure entire building
- Phasing challenge with the amount of interior renovations
- Some lobby congestion with interior queuing/screening – leading to a possibility of a small Sterling Street Addition

The latest Opinion of Probable Cost (OPC) estimates the construction cost at ±\$1.5 Million and includes approximately 15% for contingency. Adding soft costs for design (\$107,625) puts the estimated total cost at \$1,607,625.

As the design progresses and detailed numbers are compiled, the construction costs and the scope of work will be fine tuned. Based on Council's input and direction, we will proceed with schematic design and submission to the NYS Courts for review.

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