

**EXHIBIT A
SCOPE OF WORK**

**Regional Fire and EMS Feasibility, Efficiency, and Service Enhancement Study
("Study")**

I. Purpose

The Study will advance regionalization efforts directed by the governing bodies of Washoe County, the Truckee Meadows Fire Protection District (TMFPD), the City of Reno, and the City of Sparks ("Participating Agencies") at the February 6, 2025, concurrent meeting. It will also comply with the legislative requirements outlined in Senate Bill 319 of the 83rd Session of the Nevada Legislature (SB319). In particular, the Study will evaluate current operations, identify opportunities for collaboration, and recommend strategies to improve service delivery, operational efficiency, and fiscal responsibility. Several studies have been conducted over the last 20 years on fire and EMS services in the region. These include:

- Regionalization Model & Recommendations – Reno/Sparks/Washoe/REMSA (Federal Engineering, 2023)
- Reno Fire Department Operational & Administrative Analysis (CPSM/ICMA, 2019)
- Blue Ribbon Committee Report on Regional Fire Service (ESCI, 2014)
- Washoe County Emergency Medical Services Systems Analysis (TriData/SPC, 2012)
- Sierra Forest Fire Protection District – Fire Service Alternatives (Phase 2) (Walker & Associates, 2004)
- Sierra Forest Fire Protection District – Fire Service Alternatives (Walker & Associates, 2003)

While reviewing these earlier studies (and other research), rather than replicating them, the Contractor will focus efforts on filling earlier study gaps, as appropriate.

II. Background

Participating Agencies provide fire protection and Emergency Medical Services (EMS) throughout the Truckee Meadows region. Recent initiatives, such as the regional Computer-Aided Dispatch/Records Management System (CAD/RMS) and expanded automatic aid discussions, underscore the potential for enhanced regional coordination.

While SB319 mandates the development of the Study to explore models for regional collaboration, the Participating Agencies seek an analysis that informs potential improvements on operational issues, Nevada's taxation model, governance models, and service delivery enhancements.

III. Approach

Contractor's approach to Study execution will be:

1. To approach tasks through the lens of the relevant earlier fire and EMS Studies; that is, consider earlier studies' continuing relevance, and assessment of the state of compliance with recommendations in those studies, and gaps between earlier studies and the current circumstances.
2. To ensure appropriate stakeholder engagement and collaboration when developing Study findings and recommendations; that is, Contractor will engage, as appropriate, with local and state stakeholders (i.e., local agencies, leadership and first responders), private sector providers, and vested labor groups, as well as community representatives.

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IV. Scope of Work

ADMINISTRATIVE TASKS: Project Management, Data Collection & Reporting, Study Initiation

Contractor is responsible for completing the following Administrative Tasks:

Project Management, Data Collection & Reporting

1. Conduct monthly Check-In Calls with Participating Agencies' Leads, from **February to November 2026**
2. Prepare and submit monthly Progress Reports (no more than 2 pages), from **February to November 2026** (inclusive).
3. Conduct preliminary Internal Stakeholder Meeting & Feedback Session with Participating Agencies to introduce the Contractor and determine points of contact (POCs), in **January/February 2026**.
4. Request, collect, review, and analyze data provided by Participating Agencies and other relevant organizations necessary to complete the Study (starting **January 2026**).
5. Prepare a Mid-project progress report to be delivered to an Internal Stakeholder Workshop, anticipated to be conducted in **July 2026**.

Study Initiation

6. **Project Kick-off Meeting.** Upon project kick-off, Contractor will meet with Participating Agencies' representatives at which time the following key matters will be addressed:
 - Confirm the identity and contact details of all Participating Agency stakeholders and their respective points of contact (POCs).
 - Confirm that all Participating Agency POCs agree to participate in the Study and that they are authorized to seek from their agencies and provide access to all data necessary for the completion of the Study.
 - Confirm/identify any specific stakeholder groups and/or their representatives who must be included in Study discussions.
 - Coordination between County and Contractor on posting of information to the Regional Fire Services Study Board website established by County, including Study progress updates and key event dates.
 - Discussion between Participating Agencies and Contractor on the feasibility of establishing a virtual project management workspace where information may be shared between Participating Agencies and Contractor. If such virtual project management workspace is feasible, the parties will establish a timetable for implementation.
 - Establish a process addressing Study execution issues (e.g., difficulties in meeting with key stakeholders, slow production of data necessary to conduct the Study).
 - Establish a draft timetable and format for:
 - Monthly Progress Reports (preferred days/dates, reporting format, location of reporting (e.g., virtual))
 - Preliminary Internal Stakeholder Meeting & Feedback Session with Participating Agencies
 - Initial Public Feedback Session
 - Mid-project progress report and internal stakeholder workshop
 - Finalize a Stakeholder Engagement Plan that sets out the framework for key stakeholder and community participation in the Study.

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7. **Data Collection from POCs.** Within the first week of the Study effort, Contractor will contact all POCs requesting introductory meetings and access to necessary Participating Agencies' data and associated reports. Where appropriate, secondary points of contact within Participating Agencies will be identified for technical follow-up. Personal/virtual meetings with key stakeholders will be assigned by the Project Director to subject matter experts as required. As data is collected, the Project Director will collate and assign analytical tasks to the relevant subject matter experts as required. This will likely mean that multiple tasks will take place at the same time.

Meetings with Regional Fire Services Study Board

8. **Board Introduction:** In-person presentation at a public meeting of the Regional Fire Services Study Board in **January/February 2026**.
9. **Conduct Mid-Project virtual individual informational meetings with each Regional Fire Services Study Board member in July 2026.**

TECHNICAL TASKS

The Study will include the data, findings, and recommendations from nine (9) Technical Task areas and be presented as one complete Final Study Report.

Contractor will approach every Technical Task through the lens of recommendations from relevant earlier fire and EMS Studies to refine and guide activities. The Contractor is responsible for undertaking the following Technical Tasks, including completion of any Deliverable identified for a specific task.

Technical Task 1. Feasibility, Efficiency, and Service Enhancement Assessment

Under Task 1, Contractor will develop the foundational technical component of the Study—integrating operational, financial, and spatial analyses to establish a clear understanding of current conditions and opportunities for system improvement. To support the Assessment's development, Contractor will hold a series of public and internal workshops to review goals, experiences, and needs, in accordance with this Scope of Work. The final assessment will be comprehensive yet focused on producing cost-efficient, practical, and actionable recommendations that support stakeholder ownership and informed decision-making.

Technical Task 1.1A: Prepare Feasibility, Efficiency, and Service Enhancement Assessment Initial Public Feedback Session

In accordance with the timetable established at the Project Kick-off meeting, Contractor will conduct a joint planning session with representatives of the Participating Agencies to establish the final date, duration, hosting, format, agenda, and any desired presentations for an Initial Public Feedback Session conducted by Contractor at a location provided by or through County. Feedback from the Session will be documented and published on the Regional Fire Services Study Board Website. This feedback will also inform the Study findings, as appropriate.

Deliverable (Task 1.1A): Initial Public Feedback Session, February 2026

Analyze Current Fire and EMS Service Delivery Frameworks

Contractor will document and validate the current operating environment across all Participating Agencies, including fire suppression, prevention, and EMS response functions. Key steps include:

- **Reviewing existing background current Reports:** Review reports to determine continuing relevance and determine gaps and avoiding duplication of existing research. In

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addition to other studies (2012, 2014, 2019), particular attention will be paid to the recommendations from the *Regionalization Model & Recommendations* (2023) study, and activities refined accordingly.

- **Data Compilation and Validation:** Compile and reconcile five years of incident, staffing, apparatus, facility, and financial data across TMFPD, Reno, Sparks, and partner agencies. Data will be standardized using common definitions and verified through cross-checks with National Fire Incident Reporting System (NFIRS), CAD/RMS exports, and publicly available reports.
- **Service Delivery Mapping:** Create an operational inventory of staffing structures, apparatus types and conditions, and facility locations and conditions. Asset status and debt obligations will be confirmed through site visits and interviews with agency finance and logistics officers.
- **Comparative Benchmarking:** Evaluate alignment of local operations against National Fire Protection Association 1710/1720 and other relevant standards, acknowledging local constraints and cost realities.

Identify Operational, Logistical, Administrative, and Technological Opportunities

The analysis will integrate quantitative analysis with operational insight to reveal areas of duplication, inefficiency, or underutilization. Activities will include:

- **GIS-Based Demand Mapping:** Conduct geospatial and temporal demand analysis to identify patterns in call volume, call type, and service distribution. Maps will illustrate daily, weekly, and seasonal variations, enabling precise assessment of resource alignment to demand.
- **Performance Analytics:** Evaluate turnout, travel, and total response times; unit hour utilization; and reliability metrics across agencies. Statistical summaries will be used to identify variance and opportunity for improvement.
- **Administrative and Technological Review:** Assess internal processes, dispatch technologies, fleet maintenance systems, and interagency coordination tools to determine efficiency gaps and modernization potential.
- **Stakeholder Collaboration:** Validate all findings through interviews and workshops with chiefs, union representatives, and dispatch managers to ensure operational realities are accurately captured and feasible improvement pathways identified.

Develop Recommendations

Based on findings, Contractor will develop data-driven, locally grounded recommendations for improving service delivery and coordination. Recommendations are likely to focus on the following areas.

- **Integrated Dispatch Evaluation:** Analyze the regional CAD environment to identify redundancy, queue management, and cross-jurisdictional inefficiencies. Model options for coordinated or consolidated dispatch operations that enhance interoperability and reduce call transfer times.
- **Resource Optimization Modeling:** Using GIS and simulation tools, develop scenarios to optimize apparatus and staffing deployment, considering response reliability, fiscal impact, and community risk.
- **Service Model Options:** Propose incremental implementation models—ranging from enhanced mutual aid and shared dispatch oversight to full functional consolidation—ensuring each is operationally, fiscally and politically feasible.
- **Cost-Benefit Consideration:** Quantify projected gains in response performance and cost savings/losses under each model to support transparent decision-making.

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Conduct Mid-Project Internal Stakeholder Workshop

Once preliminary recommendations are developed, Contractor will convene an Internal Stakeholder Workshop and virtually meet individually with each Board member to present the preliminary recommendations for discussion purposes. The workshop will also be virtual and serve as a structured progress review involving agency, labor, volunteer, and dispatch leaders. Contractor will present preliminary data analyses, service mapping results, and early governance concepts for discussion. Facilitated dialogue will allow participants to validate findings, identify operational issues, and refine assumptions guiding the next Study phase. Contractor will document Workshop input in a Mid-Project Progress Report, noting consensus items and follow-up actions.

Deliverable (Task 1.1B): Mid-Study Internal Stakeholder Workshop, July 2026

Develop and Circulate Draft Study Report

Drawing on feedback from the Mid-Project Internal Stakeholder Workshop, the Contractor will develop the Draft Study Report and circulate it to Participating Agency POCs and Managers for review and comment. Final comments will be incorporated into the Draft Study Report by the end of September 2026. The Draft Report will contain a glossary of terms used within.

Deliverable (Task 1.1C): Draft Feasibility, Efficiency, and Service Enhancement Assessment Study Report (“Draft Study Report”), September 2026

Public Presentation of Draft Study Report & Feedback Session

Contractor will make a public presentation of the Draft Study Report at a meeting of the Regional Fire Services Study Board to provide the community and other stakeholders with an opportunity to review key findings before the Report’s finalization. County will provide venue for Contractor to conduct a hybrid in-person and virtual forum to present results, answer questions, and gather structured feedback. Participants will use online comment tools and surveys to provide targeted responses on proposed service models and cost implications. All feedback will be summarized and posted publicly to maintain transparency.

County will facilitate collection of written feedback on the Draft Study Report and will provide all such written feedback to Contractor and post such feedback on the website of the Regional Fire Services Study Board. Contractor will review and incorporate as appropriate, such feedback with the information gathered at the Public Feedback Session, but is not obligated to provide response(s) to individual written feedback or conduct any statistical analysis of such written feedback.

Deliverable (Task 1.1D): Public Presentation of Draft Study Report & Feedback Session, October 2026

Develop Final Study Report

Contractor will develop a **Final Study Report** based on the later synthesized recommendations from Tasks 2–9 (where they are not already incorporated in the Draft Study Report), ensuring all data, analyses and recommendations are harmonized and endorsed by stakeholder-endorsed findings. The Final Study Report will contain a glossary of terms used within.

At its conclusion, the Final Study Report will present validated findings, implementation scenarios, and cost-benefit analyses that guide decision-makers at the Participating Agencies in selecting the most effective pathway towards regionalization.

Deliverable (Task 1.1E): Final Feasibility, Efficiency, and Service Enhancement Assessment Study Report (“Final Study Report”), November 2026

Presentation of Final Study Report to the Regional Fire Services Study Board

Contractor will develop a Final Study Report Presentation. This will summarize all validated findings, stakeholder input, and final recommendations for the Regional Fire Services Study Board. It will be an in-person presentation where Contractor will present the governance options, fiscal models, and phased implementation strategies derived from data analysis and engagement feedback. The session will emphasize key decision points, anticipated outcomes, and next steps

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toward implementation. Contractor will provide supporting materials to assist Board deliberations and ensure clarity of recommendations.

Deliverable (Task 1.1F): Presentation to the Regional Fire Services Study Board, Late November/Early December 2026

Technical Task 2. Operational Performance Analysis

Contractor will undertake a data-driven evaluation of operational performance and forecasting analysis across all Participating Agencies to identify current service delivery effectiveness and to forecast the potential operational improvements achievable through regionalization. The analysis will integrate both Fire and EMS system performance and align with the intent of SB 319 to ensure compliance with other statutory requirements for interlocal cooperation, fiscal transparency, and efficient service delivery.

Technical Task 2.1: Establishing Baseline Performance Metrics

Contractor will begin by establishing a validated baseline for current operations for each Participating Agency. Recognizing that most agencies already maintain performance benchmarks, Contractor will build upon existing datasets rather than replicate prior work. Contractor will focus on verifying data and identifying opportunities to standardize and normalize data across all agencies to create a reliable regional baseline.

Indicative data collection and validation activities could include the following:

- Review of relevant fire protection and EMS operations data contained in earlier studies to refine and guide activities (e.g., *Reno Fire Department Operational & Administrative Analysis* (2019)).
- Review of agency-provided operational data, including:
 - Response times (dispatch-to-arrival, turnout time, and total response time)
 - Staffing levels, apparatus deployment strategies
 - Call volume and type (fire suppression, EMS, hazmat, rescue, wildland, etc.)
 - Station locations, coverage areas, and automatic/mutual aid agreements
 - Incident density mapping and historical demand patterns
 - EMS-specific metrics, including medical response intervals and patient transport coordination (Regional Emergency Medical Services Authority (REMSA) interface)
- Comparison of current actual performance against each agency's stated response goals, as adopted through their Standards of Cover or strategic plans.
- Evaluation of the consistency of data collection methodologies across CAD/RMS.
- Validation of reported performance data through agency interviews, site visits, and cross-referencing with NFIRS and EMS transport records.

The result will be a harmonized baseline dataset and a clear understanding of each agency's operational capability and current performance relative to both internal goals and nationally recognized benchmarks.

Technical Task 2.2: Forecasting Potential Impacts of Regionalization

To forecast potential operational changes and efficiency gains from regionalization, Contractor will employ quantitative modeling and geospatial analytics. Using existing GIS datasets, Contractor will develop response time contour models and demand heat maps to visualize service overlaps, gaps, and optimization opportunities, where appropriate.

Indicative forecasting activities could include the following:

- Develop current and proposed operational models simulating regionalized response deployment under varying governance and resource-sharing scenarios.

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- Apply NFPA 1710 and 1720 standards as comparative frameworks while considering locally accepted staffing practices, call volume, and available funding constraints. It is important to note that this analysis will take into account that the available funding may place limitations on optimum staffing.
- Model scenarios to evaluate include but are not limited to:
 - Reduced redundancy through unified management, training, prevention (Community Risk Reduction), and planning
 - Streamlining dispatch and automatic aid
 - Cross-jurisdictional response efficiencies and workload balancing
 - Resource optimization and its impact on unit reliability and response times
 - Improved EMS integration, including reduced response and handoff times under unified command and communication systems.
- Conduct sensitivity analyses to evaluate the impact of regionalization on performance metrics such as:
 - 90th percentile response times for first-arriving units and full alarm assignments.
 - Fire suppression coverage and effective response force (ERF) assembly times.
 - EMS response and patient care intervals
 - Apparatus utilization rates and availability

The result will be a set of evidence-based projections of how regional collaboration, dispatch integration, and consolidated resource management can enhance community service levels and operational efficiency while maintaining fiscal responsibility.

Technical Task 2.3: Standards of Cover Review and Strategic Deployment Recommendations

Contractor will review existing Standards of Cover (SOC) for each Participating Agency to identify gaps and opportunities for alignment. Contractor will not reproduce prior SOC's but will instead focus on updating and harmonizing the standards to reflect current conditions, evolving risks, and the potential of a regionalized model.

Contractor shall apply the following methodology to this subtask:

- Review existing SOC documents, deployment models, and accreditation materials (where applicable).
- Compare each agency's deployment concentration, resource distribution, and risk classifications to national best-practice standards (NFPA, Commission on Fire Accreditation International, International Association of Fire Chiefs), noting again, however, the need to weigh these national standards against locally accepted staffing practices and funding constraints.
- Identify inconsistencies or inefficiencies in current coverage and recommend refined deployment patterns for improved service equity.
- Evaluate wildland–urban interface risks, urban growth trends, and community hazard assessments to guide future facility siting and apparatus deployment.

Recognizing the fiscal realities faced by participating agencies, Contractor will provide a cost-sensitive analysis focused on optimizing deployment using existing funding levels. This hybrid approach (i.e., not starting with a completely new SOC in mind) will assess the most effective use of current resources to meet community risk profiles, exploring:

- Redistribution of units and staffing to balance coverage and workload
- Implementation of tiered response models (e.g., Advanced Life Support/Basic Life Support configurations)
- Cross-trained personnel deployment to support both fire suppression and EMS delivery
- Expanded use of dynamic or demand-based staffing during peak periods

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The product will be a refreshed Standards of Cover framework and deployment strategy that aligns service delivery with local risks, funding capacity, and the regionalization objectives including:

- Baseline Performance Metrics Report – validated performance dataset with comparative analysis.
- Regionalization Impact Forecast Memorandum – modeling outputs, maps, and performance change projections.
- Standards of Cover and Deployment Recommendations Report – updated SOC framework and cost-effective hybrid deployment options.

All findings and recommendations will be integrated into the Final Study Report.

Deliverable (Task 2): Standards of Cover Framework and Deployment Strategy, June 2026

Technical Task 3. Financial Modeling

The objective of this analysis is to develop a comprehensive and fiscally responsible model for regional fire and emergency medical service delivery. Contractor's financial modeling and cost analysis will independently assess:

- Funding models proposed/implemented under earlier relevant studies to refine and guide activities under this Task.
- The funding necessary to establish and sustain the operations of a consolidated Fire District; and
- The comparative fiscal impact between current agency operations and the proposed regionalized structure(s).

Because the financial modeling exercise will depend on the direction of recommendations for other Tasks (e.g., Tasks 2 and 4) there will be an iterative approach taken to the development of the models which will be finalized when dependent recommendations are finalized. The modeling will be based on compliance with applicable Nevada Revised Statutes, including SB 319, NRS Chapter 277 governing interlocal cooperation agreements, NRS Chapter 474 governing county fire protection districts, and NRS Chapter 354 addressing local government fiscal administration and oversight. The resulting deliverable will provide stakeholders with a clear understanding of: the fiscal feasibility of a regional Fire District; quantified cost implications and potential efficiencies; and practical, locally grounded set of recommendations that align with legislative compliance, fiscal oversight, and community expectations.

Guiding Principles

Contractor's financial modeling and cost analysis approach will be grounded in the following principles:

- **Fiscal Responsibility:** Recommendations will focus on cost-effective, sustainable solutions that enhance operational efficiency without imposing undue fiscal burden.
- **Transparency and Data Integrity:** All modeling assumptions and data sources will be fully documented, ensuring reproducibility and transparency for the participating jurisdictions.
- **Comparative Context:** The analysis will benchmark current financial performance and obligations against a fully regionalized scenario, highlighting both efficiencies and fiscal risks.
- **Legislative and Governance Alignment:** All findings will align with applicable legislative mandates, fiscal oversight requirements, and interlocal governance provisions.
- **Practicality and Local Relevance:** Financial recommendations will account for locally accepted staffing practices, existing resource levels, and available funding, recognizing that national standards may not always be financially achievable in the near term.

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Data Collection and Validation

The quality of the financial modelling will depend on access to accurate, comprehensive financial data. In particular, Contractor's approach will be dependent upon receiving access to all necessary financial statements, debt schedules, actuarial valuations, and other fiscal data from each participating agency upon request.

Data sources may include:

- Audited financial statements or Annual Comprehensive Financial Reports (ACFRs).
 - Budget documents, capital improvement plans, and debt service schedules.
 - Memorandum of Understanding(s) and collective bargaining agreements governing wage and benefit structures.
 - Post-employment benefit actuarial reports (pension liabilities).
 - Cost data for apparatus replacement, facilities maintenance, and equipment lifecycle.
- Financial data will be validated through interviews with agency finance staff and cross-referenced with public records to ensure completeness and consistency.

Technical Task 3.1: Financial Analysis and Modeling Framework

Under this financial modeling component, Contractor will evaluate funding mechanisms and long-term fiscal sustainability as follows:

- Modeling Framework:
 - A dynamic quantitative model will be developed to project revenues, expenditures, and liabilities consistent with Nevada local government budgeting practices.
 - The model will incorporate fund balance policies, reserve requirements, and debt ratio standards per NRS Chapter 354, as appropriate.
- Revenue and Expenditure Forecasting:
 - Forecasting will consider historical trends, regional growth projections, and statutory revenue limits (e.g., ad valorem tax caps).
 - Expenditure forecasts will integrate inflationary trends in wages, benefits, and operational costs.
- Funding Options and Fiscal Scenarios:
 - Scenario modeling will evaluate alternative funding strategies for a consolidated Fire District (e.g., shared revenue models, service fees, joint powers financing, and capital cost-sharing).
 - Although multiple scenarios may be analyzed, the primary focus will be on a full consolidation model, with sensitivity analysis applied to variations in service delivery or resource deployment. The final report will provide three (3) financial models for consideration (including a model based on unchanged circumstances).

Deliverable (Task 3.0A): Preliminary financial modeling scenarios, June 2026

Task 3.2: Comparative Cost Analysis

Contractor will perform a detailed comparative cost analysis to assess current versus proposed regionalized operations. This analysis will include the following components:

- Current-State Cost Review:
 - Comprehensive documentation of each agency's operational and administrative costs, including debt service, personnel expenses, benefits, and liabilities for

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- active and retired employees.
- Identification of ongoing capital and facility obligations.
- Regional Model Cost Estimation:
 - Development of consolidated operations cost models reflecting unified command structures, shared facilities, and streamlined administrative support functions.
 - Application of economies of scale and shared service assumptions to estimate potential efficiencies.
- Variance and Sensitivity Analysis:
 - Comparison of baseline (current) and regionalized (proposed) fiscal structures.
 - Sensitivity testing of cost drivers (e.g., personnel costs, capital requirements, benefit assumptions) to understand financial exposure.
- Fiscal Health Evaluation:
 - Identification of any existing structural deficits or underfunded obligations that could influence the viability of regionalization.

Deliverable (Task 3.0B): Preliminary Cost Comparison, June 2026

Technical Task 3.3: Funding Strategy and Implementation Plan

The financial analysis will be closely coordinated with the operational and service delivery evaluations undertaken elsewhere in the Study, including:

- Standards of Cover and Performance Metrics:
 - Financial implications will be correlated with operational performance indicators, including response times, staffing models, and apparatus deployment.
 - Current performance will be compared with stated response goals for each participating agency.
- Hybrid Deployment:
 - In collaboration with operational analysts, the Contractor's Financial Modelling Specialist will explore scenarios in which existing funding levels are optimized for community risk reduction and improved service delivery.
 - This approach provides a cost-saving alternative to the full Standards of Cover analysis while maintaining alignment with community needs and fiscal realities.
- EMS System Integration:
 - The financial model will account for cost-sharing and efficiency opportunities related to fire and EMS integration, ensuring that the proposed regional models support both disciplines effectively.

Contractor will produce a Funding Strategy and Implementation Plan comprising options for phased implementation, potential revenue mechanisms, and financial governance recommendations, a Technical Note (Financial Analysis and Modeling Framework), and Comparative Cost Analysis Report (side-by-side financial comparison of current versus proposed regionalized operations).

Deliverable (Task 3.0C): Funding Strategy and Implementation Plan, July 2026

Technical Task 4. Policy and Operational Standards Recommendations

This task will assess, refine, and recommend governance structures, policy frameworks, and operational standards to support the regionalization of fire and EMS services across Participating Agencies. The objective is to establish a governance and standards foundation that promotes efficiency, accountability, interoperability, and fiscal sustainability while remaining compliant with

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Senate Bill 319 and consistent with other NRS (e.g., NRS 277 and 474) governing interlocal agreements and county fire protection districts. Key steps in the process will include the following:

Technical Task 4.1: Governance Structure Development

Contractor will identify and evaluate viable governance structures to support regional collaboration and oversight of a consolidated Fire and EMS system.

- **Review of Existing Statutory Authorities:** Assess existing interlocal and cooperative agreements among the agencies under NRS Chapter 277 (Cooperative Agreements) to identify the current legal basis for collaboration and potential pathways for formal regionalization (in coordination with Task 9).
- **Governance Model Evaluation:** Analyze alternative governance models such as:
 - Joint Powers Authority (JPA) structures offering shared decision-making and flexible cost-sharing arrangements.
 - Independent Regional Fire District or Consolidated District options established under NRS Chapter 474 or special legislative authority.
 - Hybrid Administrative Structures allowing joint management while maintaining certain agency autonomies.
- **Assessment Criteria:** Governance options will be evaluated on administrative efficiency, fiscal oversight, transparency, legislative feasibility, political feasibility, and compatibility with existing collective bargaining and personnel systems.
- **Integration with Financial Modeling Task:** Governance structures will be modeled against the financial projections developed under the Financial Analysis and Modeling component (Task 3) to ensure long-term fiscal sustainability.

The resulting governance recommendations will present practical, cost-efficient, and legally viable options, with implementation steps, transition milestones, and indicative administrative costs.

Technical Task 4.2: Policy, Procedures, Training Standards, and Staffing Practices

This component will establish a framework to harmonize agency policies, operational procedures, and staffing models. While national standards (e.g., NFPA 1710/1720, National Incident Management System, Occupational Safety and Health Administration, IAFC, and International Association of Fire Fighters guidelines) will be used as reference points, the Contractor's recommendations will be locally adapted to align with available funding, operational realities, and community risk profiles. The methodology includes:

- **Policy and Procedure Review:**
 - Inventory and crosswalk existing operational policies, training manuals, and standard operating guidelines across agencies.
 - Identify redundancies, conflicts, or policy gaps that impede interoperability or efficiency.
- **Training and Certification Alignment:**
 - Compare current training standards with national benchmarks and locally mandated certifications.
 - Recommend standardized curricula and continuing education requirements, emphasizing interoperability and cost containment.
- **Staffing Practices and Deployment:**
 - Assess existing staffing levels, deployment models, and shift configurations in relation to community demand and fiscal constraints.
 - Develop options for phased staffing integration aligned with recommendations

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in the Standards of Cover (SOC) subtask and compatible with the financial sustainability models.

This review will culminate with recommendations for a Regional Policy and Standards Framework, identifying both minimum standards (to be uniformly applied across agencies) and optimal standards that can be implemented as fiscal capacity allows.

Technical Task 4.3: Equipment and Resource Standardization

To enhance interoperability and efficiency, under this task, Contractor will identify opportunities to standardize equipment, apparatus specifications, personal protective equipment (PPE), and technology platforms. The analysis will emphasize life-cycle cost savings and mutual aid compatibility.

- **Data Collection:** Review asset inventories, procurement cycles, and maintenance practices of each participating agency.
- **Benchmarking:** Compare current practices with NFPA and Federal Emergency Management Agency guidelines for equipment interoperability and maintenance.
- **Procurement and Replacement Policy Review:** Recommend joint procurement or regional purchasing agreements to achieve economies of scale.
- **Integration with Financial Modeling Task:** Evaluate potential capital cost savings and funding strategies arising from standardization initiatives.

Contractor will produce recommendations for inclusion in a Regional Equipment Standardization Strategy designed to support operational alignment and long-term cost control.

Technical Task 4.4: Dispatch Services Evaluation and Financial Modeling

This subtask will focus on the financial modeling and organizational design of dispatch functions, recognizing that performance evaluations may already exist under other Study components. Contractor's methodology will center on developing a cost-effective and practical dispatch governance and funding framework aligned with regionalization objectives.

- **Current-State Analysis:**
 - Review existing dispatch organizational structures, budgets, staffing models, and interagency cost-sharing arrangements.
 - Identify existing agreements under NRS Chapter 277 and their fiscal implications.
- **Financial Modeling:**
 - Quantify total and per-call dispatch costs under current and proposed regional configurations.
 - Model fiscal impacts of potential integration scenarios, including consolidated command and technology investments.
 - Evaluate cost-sharing options that preserve service quality while minimizing administrative overhead.
- **Organizational Design Options:**
 - Develop alternative models for regional dispatch governance (e.g., shared services model, centralized dispatch center, or co-located facilities).
 - Assess transition costs, technology compatibility, and administrative oversight requirements.

All financial projections will be coordinated with Contractor's Financial Modeling (Task 3), Operational Performance Analysis (Task 2), and Feasibility, Efficiency, and Service Enhancement Assessment (Task 1) Experts to ensure fiscal consistency and integration with broader regionalization recommendations.

The findings of Task 4 will be documented in a Technical Report on Governance, Policy, and

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Dispatch Standards, including:

- Comparative analysis of governance models with fiscal and administrative implications.
- Recommended regional policy and training framework.
- Equipment standardization roadmap with associated cost-benefit analysis.
- Dispatch financial modeling summary and recommended organizational structure.

Contractor's recommendations will emphasize practicality, cost efficiency, and compliance with Nevada's statutory frameworks and local government fiscal management practices.

Deliverable (Task 4.0): Technical Report on Governance, Policy and Dispatch Standards, June 2026

Technical Task 5. Equity in Service Delivery Analysis

Under this Task, Contractor will assess the degree to which fire and EMS service delivery provides equitable access to timely and effective emergency response. The analysis will identify disparities in geographic coverage and service access, evaluate demographic and socioeconomic equity dimensions, and recommend operational and structural strategies that ensure equitable, efficient, and sustainable public safety outcomes. Contractor will produce a set of recommendations that will provide the Board and participating agencies with a practical, evidence-based roadmap for achieving equitable, efficient, and sustainable regional emergency service delivery.

Technical Task 5.1: Assessing Service Level Equity Across Jurisdictions

Contractor's methodology will distinguish between two interrelated dimensions of equity:

- Geographic Equity – Examining spatial distribution of fire and EMS resources in relation to incident demand, community risk, and response times.
- Demographic Equity – Evaluating access to services relative to population characteristics (e.g., age, income, linguistic diversity, health vulnerability) and community risk indicators.

In executing this analysis, Contractor will undertake the following key steps:

- Data Collection and Validation: Obtain and validate datasets including CAD response data, NFIRS incident reports, REMSA transport data, facility inventories, and current Standards of Cover (refer to Task 2). Completion of this task is contingent upon timely access to these data sources.
- GIS-Based Analysis: Use geospatial tools to map current response zones, station locations, and service coverage areas.
- Performance Benchmarking: Compare current service performance against established agency standards and national benchmarks (e.g., NFPA 1710/1720), while recognizing that locally accepted staffing practices and funding constraints will guide recommendations.
- Community Vulnerability Overlay: Integrate Census and local planning data to assess whether higher-risk communities (e.g., schools, hospitals, retirement communities, prisons, minority neighborhoods or rural communities) experience inadequate coverage or disproportionate service gaps.

Technical Task 5.2: Identifying Coverage Gaps and Service Delivery Disparities

To identify inequities, Contractor's analysis will employ a combination of quantitative and qualitative methods:

- Comparative Performance Metrics: Evaluate actual versus target response times, resource availability, and call volume per capita across jurisdictions.
- Service Density and Access Modeling: Use incident clustering and drive-time analysis to identify underserved areas.
- Equity Mapping: Develop narrative and visual (heat map) summaries that depict service

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level variations, focusing on areas where population growth, wildland-urban interface risks, or demographic vulnerability coincide with longer response times.

- Operational Validation: Confirm findings through consultation with fire chiefs, EMS directors, and dispatch supervisors to ensure contextual accuracy.

Technical Task 5.3: Recommending Strategies to Ensure Equitable and Consistent Services

Contractor's recommendations will emphasize cost-effective, practical, and regionally sustainable approaches, integrating results from the Operational Performance Analysis (Task 2) and Financial Modeling (Task 3) tasks to ensure operational feasibility. Proposed strategies may include:

- Optimized Resource Deployment: Realign staffing or apparatus assignments to balance demand and response coverage without requiring major capital expansion.
- Regional Deployment Models: Explore phased regionalization scenarios that redistribute resources based on call demand and fiscal capacity.
- Standardization and Shared Services: Recommend standardized response protocols, mutual aid agreements, and interoperable training to reduce redundancy.
- Community Risk Mitigation: Link operational deployment decisions to community risk reduction and fire prevention initiatives, prioritizing areas of highest vulnerability.
- Ongoing Monitoring Framework: Develop a repeatable set of performance and equity indicators for annual regional review and adjustment.

The result will be a Service Delivery Equity Analysis Report (to be included in the Final Study Report) including:

- Comparative tables of service performance metrics
- Narrative findings supported by heat maps and risk overlays
- Equity-focused recommendations integrated with financial and operational feasibility considerations

Deliverable (Task 5.0): Service Delivery Equity Analysis Report, June 2026

Technical Task 6. Develop Transition Plan

Contractor will build upon recommendations advanced under the other Technical Tasks outlined in this Scope of Work in the development of a Transition Strategy for regionalization that conforms to SB 319 obligations. As appropriate, it will ensure compliance with Nevada Revised Statutes (NRS) Chapters 277 and 450B, governing interlocal cooperation agreements and EMS operations, respectively.

Technical Task 6.1: Analyze coordination needs of Fire Services and EMS for integration

Contractor will take care to advance a strategy or strategies that are predisposed towards efficiency, practicality, and cost effectiveness for all stakeholders. When read with the recommendations flowing from Task 9 (Legislative Considerations), the resulting strategy will map an approach that follows the simplest fiscal, administrative, legal, and policy pathways in the circumstances, thereby limiting risks of protracted debates that may impact reasonable execution timelines.

Technical Task 6.2: Develop Phased Transition Plan for Regionalization

Based on Study recommendations, Contractor will develop a phased Transition Plan that will provide a structured roadmap for moving towards a regionally coordinated system. It will phase activities based, among other things, on the reaching of agreed and/or mandated milestones (e.g., legal, budgetary, administrative). Broadly, such a Transition Plan might consider ideas such as:

- Establishing appropriate governance and administrative structures; for example, a Regional Transition Task Force composed of key stakeholder representatives to oversee the strategy and guide the transition.

Exhibit A

- Considering the development of operational integration frameworks for administrative functions, dispatch, training, and resource deployment, eventually leading to full regional integration.

In terms of Initial Coordination of Fire Services and future EMS integration, a Transition Strategy might consider:

- Mapping a series of workshops among Stakeholders to identify overlaps and synergies in deployment, training, and resource allocation.
- Mapping the alignment of dispatch and automatic aid protocols within the regional Computer-Aided Dispatch (CAD) environment to enhance interoperability and response time equity.
- Mapping the identification of opportunities for shared capital investments (e.g., apparatus replacement, facility upgrades).
- Development of a comprehensive communication strategy to regularly share project findings, implementation milestones, and evolving timelines with all stakeholders and the broader community through regular updates and coordinated outreach - ensuring transparency, fostering collaboration, and maintaining trust as the initiative progresses.

Contractor will develop a final Transition Plan for Regionalization in close consultation with key stakeholders, drawing also on the other recommendations flowing from the other Study technical tasks. It will form part of the Final Study Report.

Deliverable (Task 6.0): Transition Plan for Regionalization, July 2026

Technical Task 7. EMS Integration Considerations

Contractor will apply a methodology that fully incorporates EMS operations into all analytical, financial, and governance frameworks to ensure that fire suppression and medical response functions are addressed cohesively. To ensure that Study activities are properly coordinated, Contractor's approach will rely on:

- Evaluation: The foundational questions (see above) will be applied to the *Washoe County Emergency Medical Services Systems Analysis* (2012) – and other relevant studies - to refine and guide the approach.
- Integration: Findings will directly inform the Study's Governance, Financial Modeling, and Standards of Cover components to ensure that recommended EMS models are financially sustainable, operationally consistent, and politically feasible.
- Engagement: Periodic coordination meetings with the Financial and Operations Teams will ensure data validation, scenario consistency, and stakeholder alignment.

Full Incorporation of EMS Operations

- Integrated Analysis: EMS operations will be evaluated as an essential, co-equal component of the regional public safety system. The Contractor will align EMS operational assessments with fire operations, governance, financial modeling, and the Standards of Cover to ensure consistent and feasible recommendations.
- Scope of Review: Contractor's analysis will include EMS deployment models, response times, system interoperability, mutual-aid frameworks, and call-triage protocols.
- Data Dependency: Successful completion of this task is contingent upon timely access to relevant operational, dispatch, and financial data from REMSA, including franchise agreements, service delivery data, and dispatch interface information.

Exhibit A

Technical Task 7.1: Analyze the impact of EMS transport services, including impact of franchise agreements, on regional fire service operations.

- **Franchise Framework Review:** Contractor's methodology will include a structured review of the REMSA franchise agreement and related regulatory documents to determine their operational and fiscal impact on participating agencies.
- **Operational and Financial Interface:**
 - Quantify the extent to which REMSA's current deployment model affects fire-based EMS response capacity, unit availability, and response equity.
 - Identify duplication or inefficiency within overlapping dispatch and transport functions.
 - Integrate findings into the Study's financial model to evaluate potential regional cost savings under alternative franchise or governance configurations.
- **Comparative Benchmarking:** Utilize comparable Nevada and western U.S. regionalized EMS systems to benchmark governance, transport cost recovery, and system efficiency.

Technical Task 7.2: Analyze fire suppression and medical response requirements in regionalization
System Performance Alignment: Contractor will ensure that fire suppression and medical response standards are analyzed together under a unified service delivery framework.

- **Operational Metrics:** Compare current and projected response times, unit reliability, and service level equity across jurisdictions, using GIS-based modeling and heat maps to visualize coverage and identify disparities.
- **Outcome-Based Recommendations:** Provide structured implementation strategies that strengthen operational coordination, maintain compliance with Nevada statutory frameworks, and enhance public safety outcomes within available funding.

Technical Task 7.3: Integration of Fire-Based EMS Responses and Ambulance Transport

- **Interoperability Assessment:** Contractor will evaluate incident command structures, medical control policies, and operational protocols to identify opportunities for unified response models.
- **Options Development:** Contractor will
 - Develop practical models for enhanced integration ranging from coordinated dispatch protocols to partial or full functional consolidation.
 - Assess each option's fiscal feasibility using the Study's financial modeling framework and its operational viability within existing local government budget cycles.
- **Resource Deployment Scenarios:** Contractor will apply quantitative modeling to compare current deployment structures against hybrid or integrated EMS/fire response configurations.

Technical Task 7.4: Develop technical memorandum on EMS Operations and Integration Analysis Summary

Based on these Task 7 analyses, Contractor will develop a *Technical Memorandum – EMS Operations and Integration Analysis* summarizing key findings, fiscal impacts, and actionable recommendations.

Deliverable (Task 7.0): Technical Memorandum on EMS Operations and Integration Analysis to be incorporated in the Final Study Report, June 2026

Technical Task 8. Fire Insurance Considerations

Exhibit A

Under this Task, Contractor will evaluate how consolidation of services may affect the insurance environment for participating agencies, including municipal risk exposures, liability, apparatus and facilities coverage, and property owners' fire insurance ratings. The Contractor's insurance impact evaluation will:

- Identify changes in risk exposure resulting from the consolidation of governance, administration, and operations under a regional fire services structure.
- Assess potential effects on public sector insurance coverage—including property, liability, workers' compensation, and vehicle/apparatus insurance—held by the Study agencies.
- Evaluate potential impacts on property insurance classifications and premiums for residents and businesses, focusing on Insurance Services Office (ISO) Public Protection Classification (PPC) scores.
- Analyze the potential for cost efficiencies or risk reductions through shared insurance procurement, unified safety programs, or standardized risk management practices.
- Provide evidence-based recommendations to mitigate adverse insurance impacts and leverage opportunities for improved risk pooling and coverage efficiency.

The evaluation will follow a structured, four-phase approach designed to ensure completeness, accuracy, and stakeholder validation.

Phase 1: Scoping and Baseline Data Collection, reviewing coverage and establishing baseline conditions for insurance costs etc.

Phase 2: Stakeholder and Carrier Engagement, conducting structured interviews and data exchanges with key stakeholders/agencies.

Phase 3: Analytical Assessment, analyzing how proposed regional configurations may influence rating components, risk exposure, premium structures etc.

Phase 4: Reporting and Recommendations

The evaluation and recommendations will be incorporated within the Final Study Report.

Deliverable (Task 8): Insurance Evaluation for Proposed Regionalization, June 2026

Technical Task 9. Legislative Considerations

Under this Task, Contractor will engage and communicate with elected and non-elected officials within all branches of local, State and federal Government, the private sector, non-governmental organizations and other related stakeholders in the analysis of relevant policies and legislation in the furtherance of the Partnering Agencies' fiscal, service delivery, and operational efficiency goals. In particular, the Contractor will review existing Nevada Revised Statutes and Nevada Administrative Code, along with relevant local ordinances, regulations, and policies in the context of the Study's Task-based findings and recommendation. In doing so, Contractor will pay special attention to distinguish SB 319-aligned legislative and policy frameworks from those that are misaligned. These results will be presented in a form that:

- Identifies key SB 319-focused recommendations likely requiring amendments to other existing legislation, regulations, and ordinances (and specifically identifying provisions that may require amendments).
- Identifies other Nevada Revised Statutes likely requiring amendment in the context of Study recommendations that are related to but not necessarily directly focused on SB319.
- Recommends the most effective and practical way to affect the necessary legislative and regulatory changes to align with Study recommendations.
- Sets out legislative, policy and procedural hurdles (risk) associated with any

Exhibit A

considered amendments.

- Sets out likely minimum timeframes associated with adopting and implementing recommended changes and/or impacts.
- Identifies strategies that will support collaboration for change management in the context of improved service delivery, operational efficiency and expanded capabilities while also mitigating risk for conflict.

Contractor will develop a set of recommendations for legislative/regulatory changes advancing overall Study recommendations, to be included in the Final Study Report.

Deliverable (Task 9): Set of recommendations for legislative/regulatory changes, July 2026

V. Feedback and Edit of Work Products

Contractor will receive and consider requests for edits to the Draft Study Report, subject to the following terms.

Contractor may incorporate requested edits from stakeholders to draft reports/products if appropriate. If Contractor does not incorporate requested edits, Contractor may, however, note differing viewpoints among stakeholders, if it considers it appropriate.

Contractor is not obliged to consider requests for report edits where those requests fall outside the timeframes set forth below.

To limit conflicting editing requests being made to Contractor, Contractor will review one (1) round of consolidated requests for edits from Participating Agencies via County in relation to the Draft Report. (This is separate from any ongoing discussions with, and feedback requests from, Participating Agencies over the course of Project activities.) Requested edits must be submitted within 10 business days of draft being provided to County by Contractor. The County and Participating Agency project points-of-contact (POCs) are responsible for consolidating requested edits before providing one document comprising suggested edits to Contractor.

Public comments submitted in writing to the Regional Fire Services Study Board through the County website must be received by Contractor within five (5) business days following the date of the Public Presentation & Feedback Session.

VI. Table of Tasks

Administrative Task #	Description	Anticipated Delivery Time
1	Monthly Check-In Calls	February 2026 to End of Project
2	Monthly Progress Reports	February 2026 – November 2026
3 & 6	Conduct Preliminary Internal Stakeholder Meeting	January/February 2026
4 & 7	Request and Review Data from Participating Agencies	January 2026 – June 2026
5	Mid-Project Progress Report delivered at Internal Stakeholder Workshop	July 2026
8	Regional Fire Services Study Board Introduction	January/February 2026

Exhibit A

Administrative Task #	Description	Anticipated Delivery Time
9	Mid-Project virtual individual meetings with each Regional Board member	July 2026
1.0	Feasibility, Efficiency, and Service Enhancement Assessment	January 2026 to November 2026
1.1A	Initial Public Feedback Session	Late February or Early March 2026
1.1B	Mid-Study Internal Stakeholder Workshop	July 2026
1.1C	Draft Feasibility, Efficiency, and Service Enhancement Assessment	September 2026
1.1D	Public Presentation of Draft Report & Feedback Session	October 2026
1.1E	Final Feasibility and Service Enhancement Assessment Study Report	No later than November 20, 2026
1.1F	Presentation of the Final Study Report to the Regional Fire Services Study Board	Late November/December 2026
2.0	Standards of Cover Framework and Development Strategy	June 2026
2.1	Establishing Baseline Performance Metrics	June 2026
2.2	Forecasting Potential Impacts of Regionalization	June 2026
2.3	Standards of Cover Study & Deployment Strategy	June 2026
3.0	Financial Modeling	June-July 2026
3.0A/3.1	Preliminary Financial Modeling Scenarios/Financial Analysis and Modeling Framework	June 2026
3.0B/3.2	Preliminary Cost Comparison/Comparative Cost Analysis	June 2026
3.0C/3.3	Funding Strategy and Implementation Plan	July 2026
4.0	Technical Report on Governance, Policy, and Dispatched Standards	June 2026
4.1	Governance Structure Development	June 2026
4.2	Policy, Procedures, Training Standards, and Staffing Practices	June 2026
4.3	Equipment and Resource Standardization	June 2026
4.4	Dispatch Services Evaluation and Financial Modeling	June 2026

Exhibit A

Administrative Task #	Description	Anticipated Delivery Time
5.0	Service Delivery Equity Analysis Report	June 2026
5.1	Assessing Service Level Equity Across Jurisdictions	June 2026
5.2	Identifying Coverage Gaps and Service Delivery Disparities	June 2026
5.3	Recommending Strategies to Ensure Equitable and Consistent Services	June 2026
6.0	Consolidated Transition Plan for Regionalization	July 2026
6.1	Analyze Coordination needs of Fire Services and EMS for integration	July 2026
6.2	Transition Plan for Regionalization	July 2026
7.0	Technical Memorandum on Summary EMS Operations and Integration Analysis to be incorporated in the Final Study Report	June 2026
7.1	Analyze Impact of EMS Transport Services	June 2026
7.2	Analyze Fire Suppression and Medical Response Requirements in Regionalization	June 2026
7.3	Integrations of Fire-Based EMS Responses and Ambulance Transport	June 2026
7.4	Develop Technical Memorandum on EMS Operations and Integration Analysis Summary	June 2026
8	Insurance Evaluation for Proposed Regionalization	June 2026
9	Set of recommendations for legislative/regulatory changes	July 2026