

PUBLIC SAFETY COMMITTEE

12-0441R

RESOLUTION AUTHORIZING ACCEPTANCE OF "SAFER" GRANT FROM FEMA IN THE AMOUNT OF \$420,582 FOR THE PURPOSE OF FUNDING THREE ADDITIONAL FIREFIGHTER POSITIONS FOR TWO YEARS.

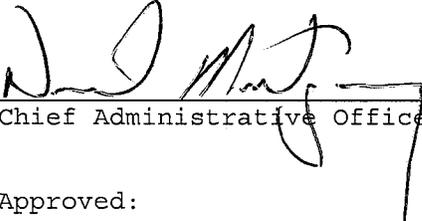
CITY PROPOSAL:

RESOLVED, that the proper city officials are authorized to accept Grant Agreement No. EMW-2011-FH-00967 from the U.S. department of homeland security, federal emergency management agency, staffing for adequate fire and emergency response (SAFER) grant program, a copy of which is on file in the office of the city clerk as Public Document No. \_\_\_\_\_, in the amount of \$420,582, said funds to be deposited in Fund No. 110-015-1505-4209-02 (General Fund, Fire, Administration, Federal Grants), for the purpose of funding wages and benefits for three additional firefighter positions for two years.

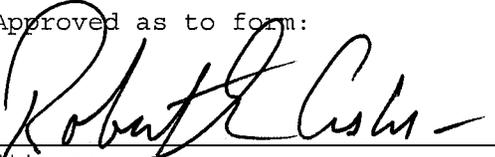
Approved:

  
\_\_\_\_\_  
Department Director

Approved for presentation to council:

  
\_\_\_\_\_  
Chief Administrative Officer

Approved as to form:

  
\_\_\_\_\_  
Attorney

Approved:

  
\_\_\_\_\_  
Auditor

FIRE/ATTY REA:dma 08/17/2012

STATEMENT OF PURPOSE: This resolution authorizes acceptance of a grant in the amount of \$420,582 from the U.S. department of homeland security, federal emergency management agency under the "SAFER" program to fund the total cost of hiring three additional firefighters for a two year period.

This grant will pay all costs for three new firefighter positions that will be used to enhance NFPA compliant staffing as we continue our department reorganization.



# FEMA

Mr. Bryan Bushey  
Duluth Fire Department  
602 West 2nd Street  
Duluth, Minnesota 55802-1508

Re: Grant No.EMW-2011-FH-00967

Dear Mr. Bushey:

On behalf of the Department of Homeland Security (DHS), I am pleased to inform you that your grant application submitted under the FY 2011 Staffing for Adequate Fire and Emergency Response (SAFER) grants has been approved. FEMA's Grant Programs Directorate (GPD), in consultation with the U.S. Fire Administration (USFA), carries out the Federal responsibilities of administering your grant. The approved project costs total to \$420,582.00. The Federal share is \$420,582.00 of the approved amount and your share of the costs is \$0.00.

As part of your award package, you will find Grant Agreement Articles. Please make sure you read and understand the articles as they outline the terms and conditions of your grant award. Maintain a copy of these documents for your official file. **You establish acceptance of the grant and Grant Agreement Articles when you formally receive the award through the AFG online system.** By accepting the grant, you agree not to deviate from the approved scope of work without prior written approval, via an amendment request, from FEMA.

If your SF 1199A has been reviewed and approved, you will be able to request payments online. Remember, you should request funds no more frequently than quarterly.

If you have any questions or concerns regarding the process to request your grant funds, please call 1-866-274-0960.

A handwritten signature in cursive script that reads "Elizabeth M. Harman".

Elizabeth M. Harman  
Assistant Administrator  
Grant Programs Directorate

Agreement Articles



**FEMA**

U.S. Department of Homeland Security  
Washington, D.C. 20472

**AGREEMENT ARTICLES**

**STAFFING FOR ADEQUATE FIRE AND EMERGENCY RESPONSE - Hiring program**

**GRANTEE: Duluth Fire Department**

**PROGRAM: Staffing for Adequate Fire and Emergency Response (SAFER) - Hiring**

**AGREEMENT NUMBER: EMW-2011-FH-00967**

**AMENDMENT NUMBER:**

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**Article I - Project Description**

The purpose of the Staffing for Adequate Fire and Emergency Response program is to provide funding directly to fire departments and volunteer firefighter interest organizations in order to help them increase the number of trained, "front-line" firefighters or to rehire firefighters that have been laid-off.

After careful consideration, FEMA has determined that the grantee's project submitted as part of the grantee's application, and detailed in the project narrative as well as the request details section of the application - including budget information - was consistent with the program's purpose and worthy of award. The grantee shall perform the work described in the approved grant application as itemized in the request details section of the application and further described in the grant application's narrative. These sections of the application are made a part of these grant agreement articles by reference. The grantee may not change or make any material deviations from the approved scope of work outlined in the above referenced sections of the application without prior written approval, via an amendment request, from FEMA.

**Article II - Grantee Concurrence**

By receiving the award through the AFG online system, the grantee accepts and agrees to abide by the terms and conditions of the grant as set forth in this document and the documents identified below. By receiving funds

under this grant, grantees agree that they will use the funds provided through the Fiscal Year 2011 Staffing for Adequate Fire and Emergency Response grant in accordance with these Articles of Agreement and the program guidelines provided in the Fiscal Year 2011 Staffing for Adequate Fire and Emergency Response program guidance. All documents submitted as part of the original grant application are made a part of this agreement by reference.

### **Article III - Period of Performance**

The period of performance shall be from **09-NOV-12 to 08-NOV-14**.

### **Article IV - Amount Awarded**

The amount of the award is detailed on the Obligating Document for Award attached to these articles. Following are the budgeted estimates for object classes for this grant (including Federal share plus applicable grantee match):

Personnel:	\$292,485.00
Fringe Benefits	\$128,097.00
Travel	\$0.00
Equipment	\$0.00
Supplies	\$0.00
Contractual	\$0.00
Other	\$0.00
Indirect Charges	\$0.00
Total	\$420,582.00

### **NEGOTIATION COMMENTS IF APPLICABLE** (max 4000 characters)

Any questions pertaining to your award package, please contact your GPD Grants Management Specialist :  
Francisco Bernal  
FRANCISCO.Bernal1@dhs.gov

### **Article V - Financial Guidelines**

The grantee and any subgrantee shall comply with the most recent version of the Administrative Requirements, Cost Principles, and Audit Requirements. A non-exclusive list of regulations commonly applicable to DHS grants are listed below:

#### *A. Administrative Requirements*

1. 44 CFR Part 13, Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments
2. 2 CFR Part 215, Uniform Administrative Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals, and Other Nonprofit Organizations (OMB Circular A-110)

#### *B. Cost Principles*

1. 2 CFR Part 225, Cost Principles for State, Local, and Indian Tribal Governments (OMB Circular A-87)
2. 2 CFR Part 220, Cost Principles for Educational Institutions (OMB Circular A-21)
3. 2 CFR Part 230, Cost Principles for Nonprofit Organizations (OMB Circular A-122)
4. Federal Acquisition Regulations (FAR), Part 31.2 Contract Cost Principles and Procedures, Contracts

with Commercial Organizations

C. *Audit Requirements*

1. OMB Circular A-133, Audits of States, Local Governments, and Nonprofit Organizations

**Article VI - Prohibition on Using Federal Funds**

The recipient understands and agrees that it cannot use any federal funds, either directly or indirectly, in support of the enactment, repeal, modification or adoption of any law, regulation or policy, at any level of government, without the express prior written approval of FEMA.

**Article VII - GPD Allocations**

The recipient agrees that all allocations and use of funds under this grant will be in accordance with the FY 2011 Staffing for Adequate Fire and Emergency Response Program guidance and application kit.

**Article VIII - Financial Reporting**

Recipients of a SAFER grant will be required to submit a semi-annual Federal Financial Report (FFR) via the automated system on the Standard Form 425. The FFR is intended to provide Federal agencies and grant recipients with a standard format and consistent reporting requirements throughout the government. The FFR, to be submitted using the online e-grant system, will be due semi-annually based on the calendar year beginning with the period after the award is made. Grant recipients will be required to submit an FFR throughout the entire period of performance of the grant.

The reporting periods for the FFR are January 1 through June 30 (report due by July 31), and July 1 through December 31 (report due by January 30).

At the end of the grant's period of performance, all grantees are required to produce a final report on how the grant funding was used and the benefits realized from the award. Grantees must submit a final financial report and a final performance report within 90 days after the end of the period of performance.

**Article IX - FEMA Officials**

**Program Officer:** The Program Specialist is responsible for the technical and programmatic monitoring of the stages of work and performance of the activities described in the approved grant application. If you have any programmatic questions regarding your grant please call the AFG help desk at 866-274-0960 to be directed to a specialist.

**Grants Assistance Officer:** The Assistance Officer is the Federal official responsible for negotiating, administering, and executing all grant business matters. If you have any questions regarding your grant please call ASK-GMD at 866-927-5646 to be directed to a specialist.

**Grants Management Division POC:** The Grants Management Specialist shall be contacted to address all financial and administrative grant business matters for this award. If you have any questions regarding your grant please call ASK-GMD at 866-927-5646 to be directed to a specialist.

**Article X - Central Contractor Registration (CCR)**

Recipients of a SAFER grant are required to be registered in the Central Contractor Registration (CCR) system. Active registration in the CCR system ensures grantees are compliant with Federal regulations under Federal Financial Accountability and Transparency Act (FFATA). Registration in CCR system is free, and may take up to 5 to 10 business days to process. For help with registering in the CCR system, please contact the CCR help line at 866-606-8220 or visit [ccr.gov](http://ccr.gov) for more information.

**ADDITIONAL REQUIREMENTS (IF APPLICABLE)** (max 4000 characters)

Any questions pertaining to your award package, please contact your GPD Grants Management Specialist :  
Francisco Bernal  
FRANCISCO.Bernal1@dhs.gov

**FEDERAL EMERGENCY MANAGEMENT AGENCY  
OBLIGATING DOCUMENT FOR AWARD/AMENDMENT**

1. AGREEMENT NO. EMW-2011-FH-00967	2. AMENDMENT NO. 0	3. RECIPIENT NO. 41-6005105	4. TYPE OF ACTION AWARD	5. CONTROL NO. W500659N
6. RECIPIENT NAME AND ADDRESS Duluth Fire Department 602 West 2nd Street Duluth Minnesota, 55802-1508	7. ISSUING OFFICE AND ADDRESS Grant Programs Directorate 500 C Street, S.W. Washington DC, 20472 POC: Christine Torres 202-786-9512		8. PAYMENT OFFICE AND ADDRESS FEMA, Financial Services Branch 500 C Street, S.W., Room 723 Washington DC, 20472	
9. NAME OF RECIPIENT PROJECT OFFICER Bryan Bushey	PHONE NO. 2187304393	10. NAME OF PROJECT COORDINATOR Catherine Patterson	PHONE NO. 1-866-274-0960	
11. EFFECTIVE DATE OF THIS ACTION 09-NOV-12	12. METHOD OF PAYMENT SF-270	13. ASSISTANCE ARRANGEMENT Cost Sharing	14. PERFORMANCE PERIOD From:09-NOV-12 To:08-NOV-14  Budget Period From:26-JAN-12 To:30-SEP-12	

15. DESCRIPTION OF ACTION

a. (Indicate funding data for awards or financial changes)

PROGRAM NAME ACRONYM	CFDA NO.	ACCOUNTING DATA (ACCS CODE) XXXX-XXX-XXXXXX-XXXXX-XXXX-XXXX-X	PRIOR TOTAL AWARD	AMOUNT AWARDED THIS ACTION + OR (-)	CURRENT TOTAL AWARD	CUMMULATIVE NON-FEDERAL COMMITMENT
SAFER	97.044	2012-M1-3007RG-10000000-4101-D	\$0.00	\$420,582.00	\$420,582.00	\$0.00
TOTALS			\$0.00	\$420,582.00	\$420,582.00	\$0.00

b. To describe changes other than funding data or financial changes, attach schedule and check here.  
N/A

16a. FOR NON-DISASTER PROGRAMS: RECIPIENT IS REQUIRED TO SIGN AND RETURN THREE (3) COPIES OF THIS DOCUMENT TO FEMA (See Block 7 for address)

SAFER recipients are not required to sign and return copies of this document. However, recipients should print and keep a copy of this document for their records.

16b. FOR DISASTER PROGRAMS: RECIPIENT IS NOT REQUIRED TO SIGN

This assistance is subject to terms and conditions attached to this award notice or by incorporated reference in program legislation cited above.

17. RECIPIENT SIGNATORY OFFICIAL (Name and Title)  
N/A

DATE  
N/A

18. FEMA SIGNATORY OFFICIAL (Name and Title)  
Rosalie Vega

DATE  
09-AUG-12

## Narrative Statement for Hiring or Rehiring of FireFighters

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**\* Element #1 - Project Description (30%):** This statement should describe why the applicant needs the grant funds, i.e., how the requested firefighters will be used within the department and a description of the specific benefit these firefighters will provide for the fire department and community. If the applicant is requesting funding under the rehiring of firefighters activity, the narrative should provide details as to when and why the vacancies occurred and how the vacancies have affected the service to the community. Applications must also discuss how the grant would enhance the department's ability to protect critical infrastructure.

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The City of Duluth, Minnesota (population 86,918) is located at the western tip of Lake Superior, 150 miles north of Minneapolis/St. Paul. Firefighting challenges specific to Duluth include protection of high density housing stock, 60% of which was constructed prior to 1940, depressed socioeconomic factors with double the state average of residents living below the poverty level, severe winter weather, and topography similar to that of San Francisco, California. The city is unusually shaped, 26 miles long and averaging 3.5 miles in width and encompassing 77 square miles. The Duluth Fire Department is a full-time career organization consisting of 123 firefighters represented by the International Association Fire Fighters. In 2011 the City of Duluth Fire Department responded to 9568 calls for service of which 151 were structure fires and 6111 were medical emergencies.

**PROPOSED USE OF GRANT FIREFIGHTERS** - If awarded, the SAFER grant funding would allow us to restore our staffing to the 2011 budgeted strength of 126 fire fighters. Currently, the Duluth Fire Department operates twelve fire companies out of nine fire stations. Based on a 2011 analysis of apparatus staffing and response times, the Duluth Fire Department had intended to implement a consolidation plan that significantly enhanced fire fighter safety while preserving response times. Due to 2012 budget reductions, daily staffing decreased from 36 to 33 firefighters, making the implementation of that plan is no longer feasible.

**SPECIFIC BENEFIT TO THE DEPARTMENT AND COMMUNITY** - The primary goal of our 2011 staffing / consolidation plan was to enhance fire fighter and community safety. The benefit to the fire fighters and the community is accomplished through a staffing model that is OSHA 2-in-2 out and NFPA 1710 compliant. Grant funding coupled with the execution of our consolidation plan will increase our OSHA 2-in-2 out compliance from 33% to 100% of our stations. In addition, we will increase NFPA 1710 compliant apparatus from 8% in 2011 to 100% after implementation of our plan. All this is done while maintaining 1710 compliant response times. In summary, our fire fighters will all work in stations able to immediately commence firefighting operations.

**CRITICAL INFRASTRUCTURE** – Duluth is a regional hub of transportation, industry, health care, and education. The city is home to an international port, international airport, regional power distribution system, federal prison, major natural gas pipeline, international railway system, three universities, two regional hospitals, many military and government facilities and general aviation manufacturers. Duluth also possesses the busiest shipping port on the Great Lakes (40 million metric tons shipped annually) receiving both ocean going and regional cargo vessels.

Requested grant funding coupled with the execution of our consolidation plan will help Duluth's critical infrastructure be protected by strategically positioned adequately staffed fire companies.

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**\*Element #2 - Impact on Daily Operations (30%):** This statement should explain how the community and current firefighters are at risk without the requested firefighters, and to what extent that risk will be reduced if the applicant is awarded. What impact will the newly funded positions have on NFPA and/or OSHA compliance?

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**COMMUNITY AND FIRE RISK WITHOUT SAFER GRANT** – Presently, both our fire fighters and community are at increased risk due to inadequate staffing levels. Only three of nine fire stations are adequately staffed to commence interior structural fire fighting operations and adhere to the OSHA 2-in-2 out standard. Only one of thirteen pieces of in-service apparatus meets the NFPA minimum staffing standard of four personnel. This prohibits a majority of our companies from making a safe immediate interior fire attack, resulting in the potential for increased property damage and an increased risk to the community.

**RISK REDUCTION WITH SAFER GRANT** - The primary goal of our 2011 staffing / consolidation plan was to

enhance fire fighter and community safety. The risk reduction to the fire fighters and the community is accomplished through a staffing model that is OSHA 2-in-2 out and NFPA 1710 compliant. Grant funding coupled with the execution of our consolidation plan will increase our OSHA 2-in-2 out compliance from 33% to 100% of our stations. After implementation of our plan, NFPA 1710 company staffing compliance will increase from 8% to 100%. All this is done while maintaining 1710 compliant response times. Our fire fighters will all work from stations able to immediately to commence interior firefighting operations.

OSHA AND NFPA COMPLIANCE WITH SAFER GRANT – Funded positions will allow us to implement a staffing plan that will:

- Provide 100% OSHA 2-in-2 out compliance
- Provide 100% compliance with the NFPA company staffing requirement
- Provide compliance with NFPA 1710 response time requirements

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**\*Element #3 - Financial Need (30%):** This statement should explain the applicant's organizational budget and its inability to address the need without federal assistance, including other actions the applicant has taken to meet their staffing needs.

EXPLANATION OF ORGANIZATIONAL BUDGET - The City of Duluth, like many other cities, is currently experiencing severe economic hardship. The Duluth Fire Department expenses 2012 budget is \$12,908,000. Ninety-six percent of fire department budget pays for personnel costs, maintenance, and fuel. Nearly 40% of the revenue for the city's general fund is derived from Local Government Aid (LGA) provided by the State of Minnesota. Multiple reductions in Local Government Aid payments from the State, totaling 10.2 million dollars, have occurred over the last three years. Revenue shortfalls have also occurred in the areas of general sales tax, earnings on investments, building permits and fees. Total impact of these shortfalls over the three year period was over 14.5 million dollars, significantly impacting the fire department budget. Over the last four years, the City of Duluth has increased property tax more than 40%. Increased property taxes and other fire department revenues have not been able to offset budget reductions.

DULUTH'S NEED FOR FEDERAL ASSISTANCE - Over the last several years the Duluth Fire Department has faced budget translating directly to staffing reductions. In 2011, the department developed a staffing consolidation plan to enhance fire fighter and community safety. The staffing reduction as the result of the 2012 budget made the implantation of that plan no longer feasible. If awarded this SAFER grant, we will be able to implement the 2011 plan as described. We are hopeful that signs of an improving economy and stabilization of LGA will allow us to continue the SAFER positions after the 2 year performance period.

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**\*Element #4 - Cost/Benefit (10%):** This statement should explain, as clearly as possible, what benefits your department and/or your community will realize if the project described is funded (i.e. anticipated savings and/or efficiencies).

The Duluth Fire Department is requesting funding for three fire fighters. If awarded, this will allow us to implement a staffing / consolidation plan that accomplishes company staffing in compliance with NFPA 1710. Benefits to the department and community include:

- reduced property damage
- increased fire fighter safety
- enhanced public safety
- enhanced fire company efficiency
- increased critical Infrastructure / Continuity of operations.
- preservation of tax base

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**\*Element #5 - Performance (Additional Consideration):** Applicants should explain whether they have a proven track record for timely project completion and satisfactory performance in other AFG, FP&S, and SAFER awards.

The Duluth Fire Department has a proven track record of utilizing AFG & FP&S grants to improve fire fighter safety and reduce community risk. We have not received a previous SAFER award. Since 2002 we have successfully closed out five AFG grants including personal protective equipment, physical fitness equipment, SCBA replacements, and portable radios.

We also were successful in closing out fire prevention grants which included handheld computers for our fire inspectors and smoke detectors. We have fulfilled all the requirements and had timely project completion with all of our grants. We have seen success with the programs and safety initiatives supported by the AFG.

Thank you for your time and consideration of our application