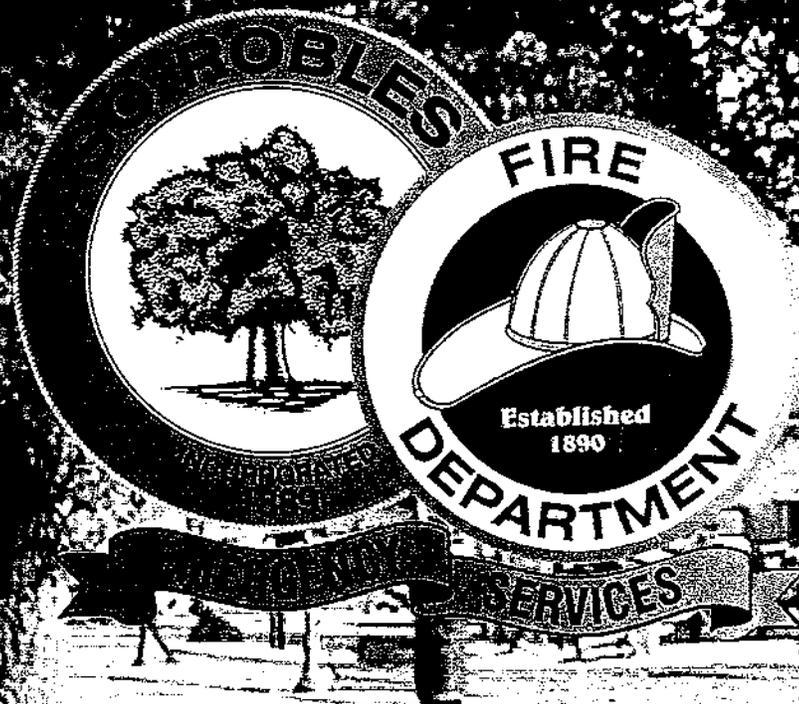


City of El Paso de Robles Growth Management Plan

SEPTEMBER, 2000



Emergency Services Consulting Group

... a subsidiary of the Glatfelter Insurance Group

CITY OF EL PASO DE ROBLES

Growth Management Plan

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Introduction

Emergency Services Consulting Group (ESCG) has been engaged to assist the City of El Paso de Robles with an evaluation of its current fire and emergency services and to define and project service demand to the year 2020. In addition, ESCG has been asked to develop a series of options for consideration by the city to deliver service to the projected demand.

The project follows a series of steps designed to complete a thorough review of historical records, current performance, projected service demand and develop a definition of desired levels of service. Specifically the project will include:

1. Reviewing and evaluating relevant documents and other information.
2. Conducting interviews with key stakeholders.
3. Reviewing and confirming population and development growth projections to the year 2020.
4. Evaluating current emergency service workload and developing workload projections to the year 2020 for all services delivered by the Department of Emergency Services.
5. Facilitating discussions with citizens and community leaders to develop a consensus on desired levels of service.
6. Identifying workload mitigation opportunities.
7. Developing options for delivering service to desired levels.
8. Evaluating and presenting developed options for cost/benefit.
9. Facilitating discussions to select preferred options.
10. Developing a final report and recommendations including key indicators that drive option implementation.

This report details the results of interviews and research, and the analysis of workload and projection of workload through the year 2020 (through step 4 above). This information was used to develop the recommendations included. Where realistic options exist for implementing recommendations, those were provided and discussed.



General Community Conditions

The City is expected to continue the moderate growth experienced in recent years. In August 1991 it adopted an update to its Land use and Circulation Elements of the General Plan. The Plan, required by California Government Code Sections 65300 *et seq.*, operates as a statement of the City's policies regarding its physical development over the ensuing twenty years. General Plan Policy OA-6 establishes the following target population statement: "Manage and direct growth not to exceed a resident population of 35,000 in the year 2010 within the City. Establish population targets for each five-year increment that serve to evenly distribute growth over the 20-year planning period. Development will be permitted only when there are sufficient public facilities and resources, including adequate reserves, to accommodate service without adverse service or cost impacts on the Citizens of Paso Robles."

Shortly after adoption of the above amendment, the California economy suffered through a decline that has impacted the projections contained in the Plan. Community Development staff now believe that the original population target of 35,000 by the year 2010 will be achieved in 2020. A slower growth rate and sufficient public facilities and reserves to serve that target into the year 2020 are cited as reasons for the change in the projected year.

An analysis of the long-term population trends confirms this change.

YEAR	POPULATION	PERCENTAGE CHANGE FROM PREVIOUS YEAR (ROUNDED TO THE NEAREST WHOLE)
1970	7,168	
1980	9,163	+28%
1981	9,687	+6%
1982	10,598	+9%
1983	10,887	+3%
1984	11,634	+7%
1985	12,627	+8%
1986	13,284	+9%
1987	14,719	+6%
1988	15,488	+5%
1989	16,392	+6%
1990	18,583	+13%
1991	19,750	+6%
1992	20,500	+2%
1993	20,300	+1%
1994	20,400	0%
1995	20,900	+2%
1996	21,450	+3%
1997	21,650	+1%
1998	22,050	+2%
1999	22,500	+2%
2020 (projected)	35,000	+2.25% annual increase



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In order to achieve the target population of 35,000 by the year 2020, the present population would have to experience an annual increase of 2.25% over the intervening years, absent major changes to the General Plan. This is reasonable in light of the annual increases over the past ten years, which appear to have stabilized within a range from 0-3% annually. Residential building permits also confirm this or a bit lower 2020 target population of 35,000.

YEAR	RESIDENTIAL PERMITS
1994	117
1995	159
1996	107
1997	117
1998 -	269
1999	231

The average number of permits issued annually for the past five years is 154. Assuming an average household of 2.6 residents and 154 residential permits per year commencing 2000, the projected increase in population through the year 2020 would be 8,408, or a total year 2020 population of 30,908.¹ Assuming an average household of 2.6 residents and 269 permits per year commencing 2000, the projected increase on population through the year 2020 would be 14,687, or a total year 2020 population of 37,187.²

In summary, an analysis of residential permits issued demonstrates that the projected 2020 targeted population of 35,000 is reasonably achievable.

Population is the most significant influence on a fire department workload. The majority of emergencies handled by a fire department are emergency medical calls. The volume of emergency medical calls is directly related to population. The correlation between other types of responses and population is also strong. At the same time, the location of that population is critical in decisions relating to the location of emergency service facilities. The Department of Community Development has projected the growth within each of the City's planning impact sub-areas.

¹ The average household size was calculated using the City Community Development Department's five-year projections of dwelling units and population estimates.

² The number of permits per year is the 1998 actual number issued provided by the City Department of Community Development. It represents the highest number of permits issued since 1989, when 368 residential permits were issued.



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PLANNING IMPACT SUB- AREA	EXISTING DWELLING UNITS	YEAR 2005 DWELLING UNITS	YEAR 2010 DWELLING UNITS	YEAR 2020 DWELLING UNITS	INCREASE
1 (North of Downtown)	899	1021	1142	1263	40% 364 units 946 residents
2 (Downtown)	2098	2350	2602	2855	36% 757 units 1968 residents
3 (North of Highway 46 to City Boundary)	41	311	471	592	1443% 551 units 1432 residents
4 (East of Downtown, North of Union Avenue)	271	644	935	1004	370% 733 units 1906 residents
5 (South of Union Avenue, North of Creston, West of Rolling Hill)	411	471	508	545	33% 134 units 348 residents
6 (South of Creston, North of Niblick Road)	1326	1425	1491	1557	17% 231 units 601 residents
7 (South of Niblick Road, North of Charolais Road)	1658	1954	2142	2239	35% 581 units 1511 residents
8 (East of Planning Subareas 4, 5, and 6)	404	717	1021	1324	327% 920 units 2392 residents
9 (East of Planning Subarea 7)	1387	1654	1876	1932	39% 545 units 1417 residents
10 (Highway 101 South of Downtown)	7	7	7	7	0
Airport	4	4	4	4	0

Therefore, in planning for impacts stemming from projected growth, it is reasonable to target the areas within, and adjacent to the City's planning sub-areas 3, 7, 8, and 9, roughly corresponding to the City's east and northernmost boundaries.



Paso Robles Department of Emergency Services

Services

The Paso Robles Department of Emergency Services (PRDES) is a well-managed fire and emergency service organization providing a variety of important services to the community.

PRDES provides:

- Fire suppression
- Emergency medical care (basic life support first response)
- Hazardous materials emergency intervention and control (Level B)
- Water rescue (surface) -
- Entrapment extrication
- Fire safety inspections of businesses
- Public fire safety education
- Fire investigation
- Disaster management and planning
- Nuisance abatement
- Weed abatement

PRDES has developed effective working relationships with its neighboring fire departments. Mutual and automatic aid agreements between the various departments ensure that each has access to emergency resources during major events.

Resources

PRDES operates from three fire stations. One is staffed on a full-time basis and the other two are staffed exclusively by volunteer firefighters. The table below lists these stations, and the emergency response apparatus and staff assigned to each. The PRDES has a ladder truck on order in addition to the apparatus listed below.



City of El Paso de Robles – Growth Management Plan

Station	Apparatus			Assigned staffing
	Unit	Year	Condition	
Fire Station One 623 13 th Street	Engine 8190	1972	Poor	2 full-time firefighters 16 volunteer firefighters
	Engine 8191	1989	Good	
	Utility 8131	1999	Good	
	Utility 8132	1997	Good	
	Rescue 8151	1988	Fair	
Fire Station Two 235 Santa Fe Avenue	Engine 8192	1980	Fair	13 volunteer firefighters
	Patrol 8162	1985	Fair	
	HazMat 8142	1984	Fair	
Fire Station Three 3155 Buena Vista Ext.	Engine 8183	1987	Good	9 volunteer firefighters
	Crash 8143	1974	Poor	
	Rescue 8153	1999	Good	

Department staff includes the following:

- Fire Chief
- Battalion Chief/Fire Marshal
- Career Firefighters (7)
- Secretary
- Volunteer Fire Captains (2)
- Volunteer Firefighters (36)

Apparatus assigned to the PRDES are generally well suited for the risks to be protected. Attention needs to be paid to their eventual replacement as many are nearing the limit of their useful life. The chart below illustrates the current financial liability for apparatus replacement based on industry recommended life cycles.

Unit	Year	Life	Replacement Cost	Annual Fund Contribution	Current Requirements
E-8190	1972	20	\$275,000	\$13,750	\$275,000
E-8191	1989	20	\$275,000	\$13,750	\$151,250
E-8192	1980	20	\$275,000	\$13,750	\$275,000
E 8193	1987	20	\$275,000	\$13,750	\$178,750
U-8132	1997	15	\$45,000	\$3,000	\$9,000
U 8131	1999	15	\$35,000	\$2,333	\$2,333
R-8151	1988	20	\$100,000	\$5,000	\$60,000
R-8153	1999	20	\$60,000	\$3,000	\$3,000
P-8162	1985	15	\$45,000	\$3,000	\$45,000
HM-8142	1984	20	\$100,000	\$5,000	\$80,000
C-8143	1974	20	\$400,000	\$20,000	\$400,000
C-8100	1997	10	\$25,000	\$2,500	\$7,500
B-8111	1998	10	\$25,000	\$2,500	\$5,000
TOTALS			\$1,935,000	\$101,333	\$1,491,833



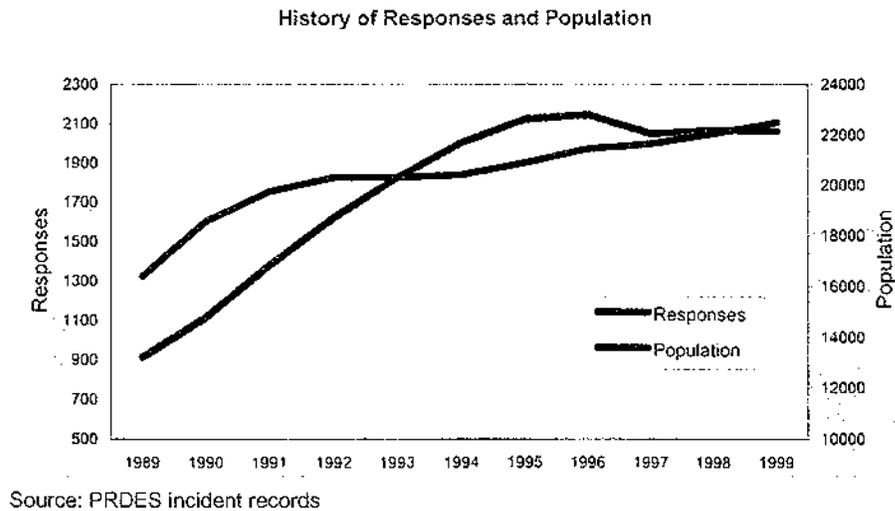
The figures above represent an absolute liability to the city if the PRDES fleet is to be maintained as it is currently configured. Options include maintaining fewer vehicles, or replacing vehicles with different types.

It's important to note that this information must be continually updated to reflect cost increases for vehicles, interest earnings (if a reserve fund is maintained) and contributed salvage value for vehicles sold.

There are also other solutions to fleet management including leasing, sharing reserve vehicles with other agencies, and the like.

Response History

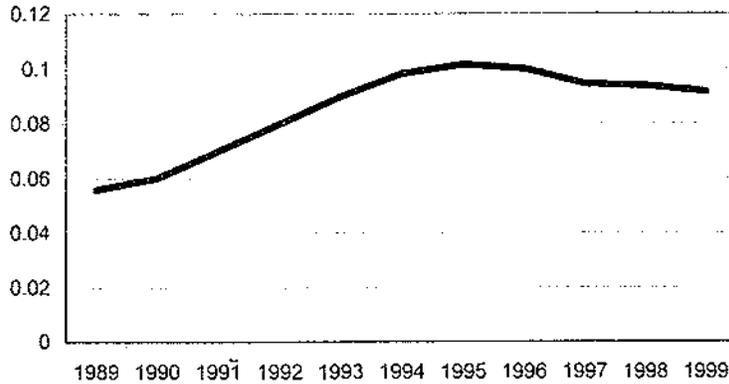
Population growth and other factors have caused emergency response volumes to increase rapidly over the past years. The department responded to an average of 80 calls per year from 1964 to 1969. In 1999 the PRDES responded to 2,062 calls for service. The chart below shows the growth of emergency responses and population.



Of interest is the change in the per capita response rate over the past years. The following chart shows the rate of responses expressed as "calls per capita."



Responses per Capita



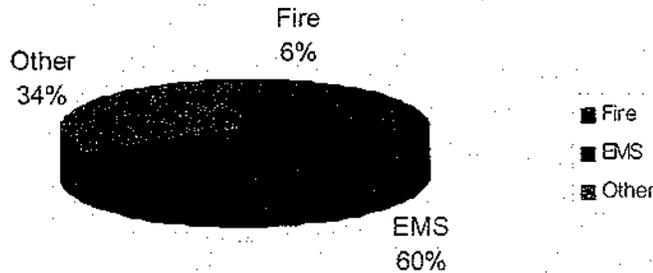
Source: PRDES incident records

The rate of responses increased rapidly during the early nineties and has remained fairly consistent since 1995. Certain changes in response practices contributed to this consistency, such as discontinuing response to certain traffic accidents and requiring sponsors of special events to provide emergency medical services for the event. (see the appendix for a comparison of responses per capita with other local fire departments)

Response Types

PRDES responds to a variety of emergencies. This mix of fire, medical and other types of responses are fairly typical of most similar communities. The chart below shows this mix for the 1999 calendar year (through December 9, 1999).

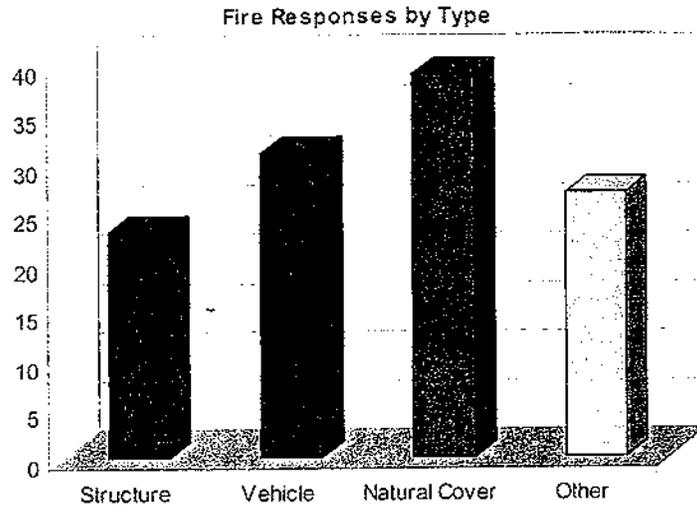
Responses by Category



Source: PRDES incident records

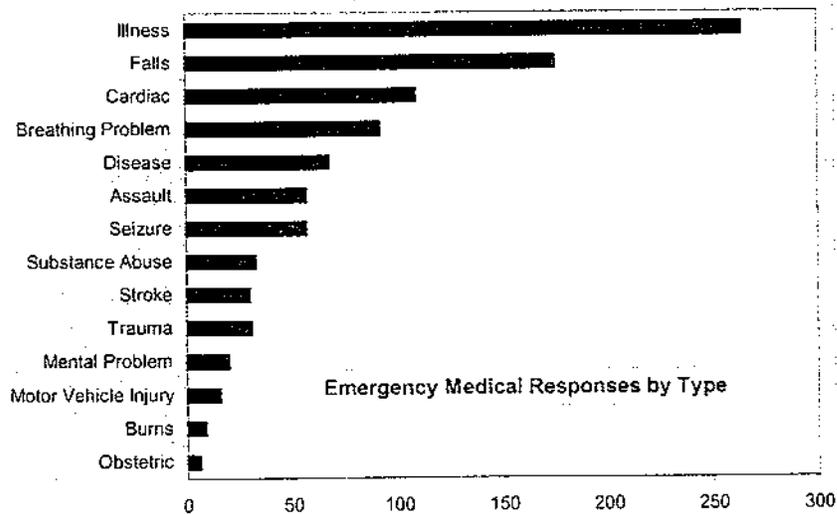


Within each category are a variety of different types of emergencies. The following chart shows the breakdown of fire responses.



Source: PRDES incident records

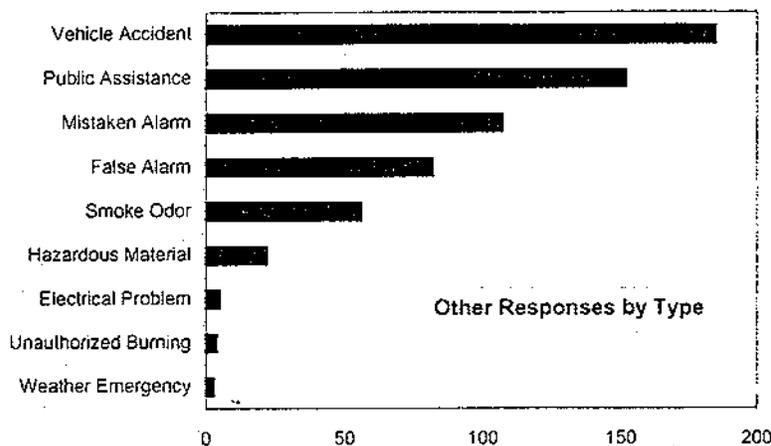
The next chart details the types of emergency medical responses handled by the PRDES. The number of injuries related to falls is striking.



Source: PRDES incident records

The next chart details the variety of other responses made by the PRDES. Fire and emergency service agencies respond to a wide array of requests for assistance. Fire departments are typically seen as "the ones to call" in a time of need.





Source: PRDES incident records

Standard Response Assignments

The PRDES has developed standard response assignments for the dispatch of personnel and apparatus to various types of calls for service. These assignments vary from a single unit to as many as seven depending on the type and severity of the emergency, and the staffing expected to be needed to control the emergency. The following chart shows these assignments which are typical within the fire service.

Standard Response Assignments

Type of Emergency	Engines	Patrol ³	Squad ⁴	Tender ⁵	Chief
Aircraft Emergency	3		1	as needed	1
Automatic Fire Alarm	3	1	1	as needed	
Emergency Medical			1	as needed	
Hazardous Materials	1	1	1	as needed	1
LPG or Natural Gas Leak	3	1	1	as needed	1
Misc./rubbish Fire	2	1	1	as needed	1
Rescue	1		1	as needed	
Structure Fire	3	1	1	as needed	1
Vegetation Fire	3	2	1	1	1
Vehicle Fire	2	1	1	as needed	1

³ A patrol is a vehicle equipped for grass and brush firefighting. They are generally smaller, 4 wheel drive type vehicles.

⁴ A squad is a vehicle that carries a variety of equipment useful at fires and other emergencies. PRDES squad 14 also is equipped with breathing air, a power generator and rescue gear.

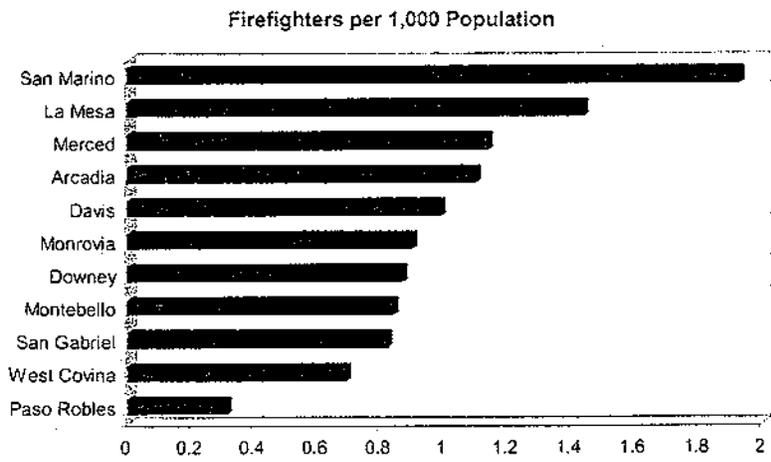
⁵ A Tender is a vehicle that carries large quantities of water. These are used to supply firefighting water to areas that do not have hydrants and only respond to non-hydranted areas. The current tender is a truck equipped with a water tank that is operated by the Public Works Department.



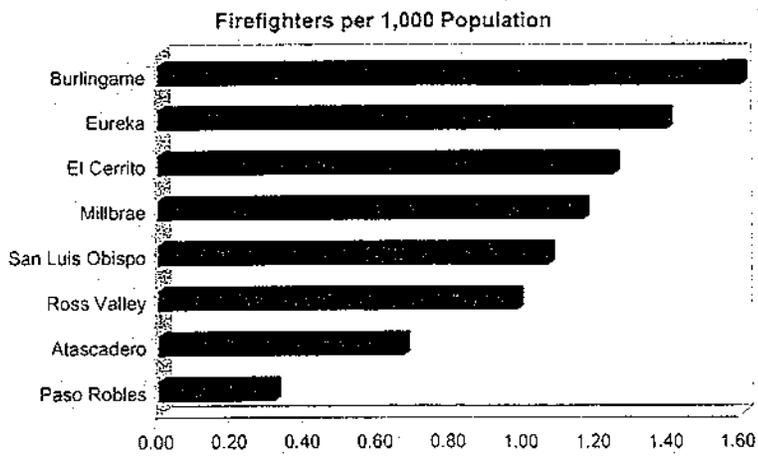
Workload

A key consideration in any fire and emergency resource planning effort is that of workload. Workload can be expressed in several ways. Most directly is the number of responses per minimum on-duty emergency responder. This measures the effort required of on duty staff. Additional measures include the number of on-duty personnel per 1,000 population and total staff per 1,000 population. These evaluate the resources available for the potential workload, since population strongly drives demand for service.

The city has adopted, within the general plan update, a workload objective. The desired level of resources is stated as 1 to 1.3 firefighters per 1,000 population. This is a reasonable standard that is not currently being achieved. The charts below show the PRDES level of full-time firefighter resources against these measures as well as a number of similarly sized communities in California. (see appendix page 43 for benchmark community demographics)

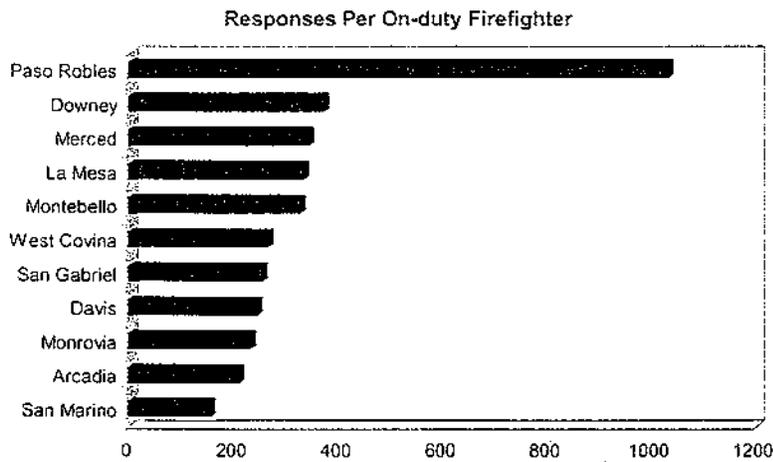


Source: ESCG & CSFA surveys

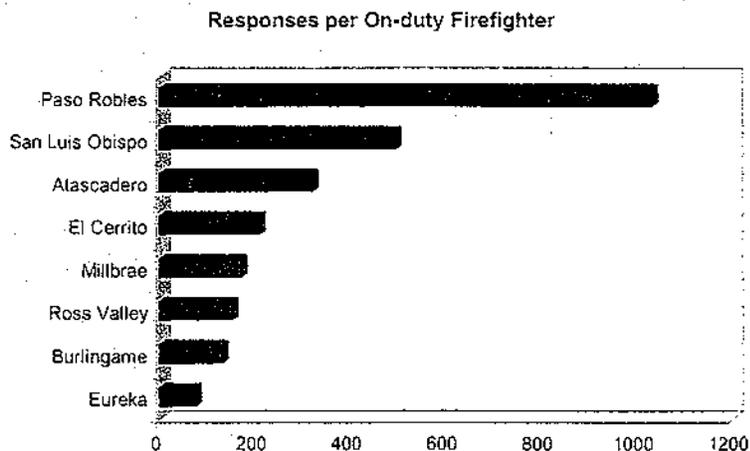


PRDES has an active volunteer firefighter force of 31 with target staffing of 45 volunteers. Most of the other departments listed also have either volunteer firefighters, or apprentice firefighters who augment the emergency response force. If the 31 active volunteer firefighters were factored into the figures above at the standard ratio of 1:3 (assumes that not all will be available at any given time) then the firefighter per 1,000-population ratio for PRDES becomes 0.75. However, as will be discussed in the Response Time section there are consequences to a response force that is not immediately available for response.

The next chart deals directly with the issue of workload. The busier a given response unit is, the less available it is for the next emergency. If a response unit is already committed to an emergency, the assigned responder will either come from a more distant station (assuming on-duty staff is available) or the response will be covered by volunteer personnel. Again, as will be discussed later, this carries an additional response time penalty.

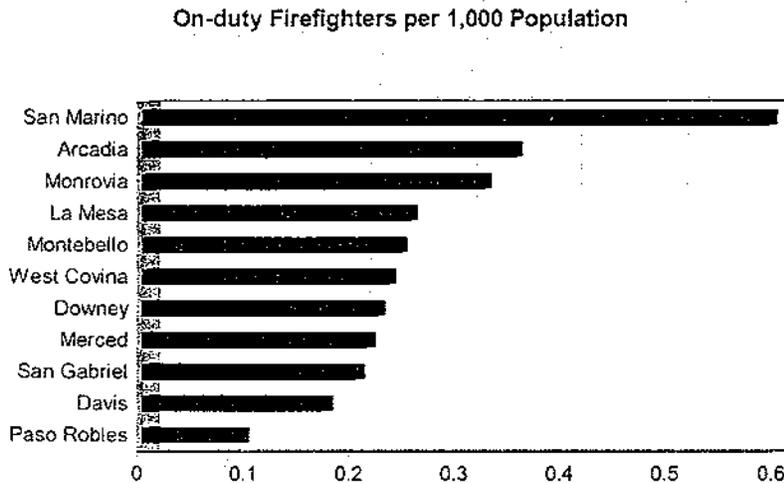


Source: ESCG & CSFA surveys

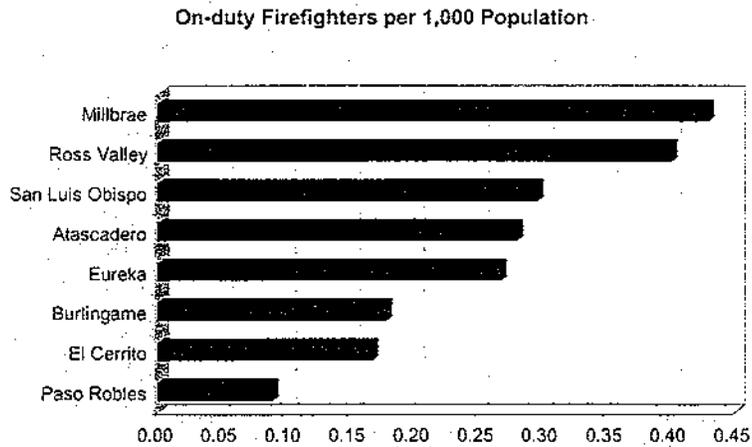


As can be seen by this chart, current levels of workload for the two personnel on duty is significant in comparison with other communities.

The next chart compares the ratio of on-duty firefighters per 1,000 population to the benchmark communities. Again, PRDES ranks the lowest by a significant margin.



Source: ESCG & CSFA surveys



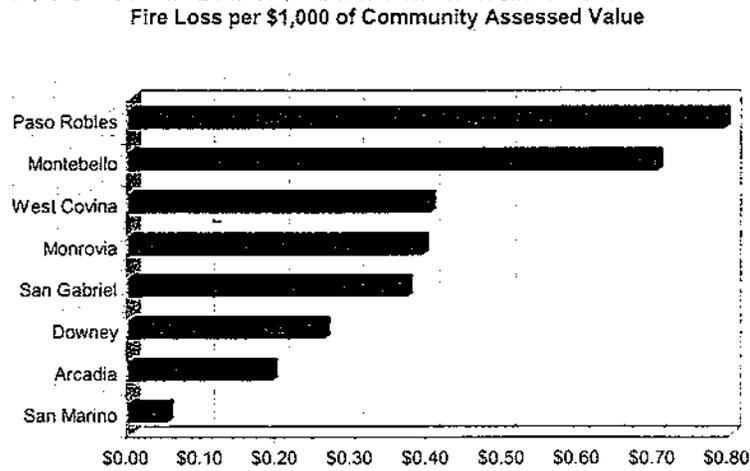
Fire Losses

Another evaluation of fire service performance is the extent that a property involved in fire is damaged. Prompt response, quality equipment, well-trained firefighters, and effective procedures all contribute to low community fire loss experience.

During the years 1997 through 1999 Paso Robles experienced \$910,151 in cumulative fire loss in property valued at \$17,632,226. This equates to an average fire loss to the value figure of \$51.61 loss per \$1,000 of value at risk.



Another way to view fire loss is against the total assessed value of the community. In this case, given the City's total assessed value of \$1,146,269,846, the loss to community value figure is \$.79 per \$1,000 of total community assessed value. This is high in comparison to the benchmark communities as shown in the chart below.



Source: ESCG survey

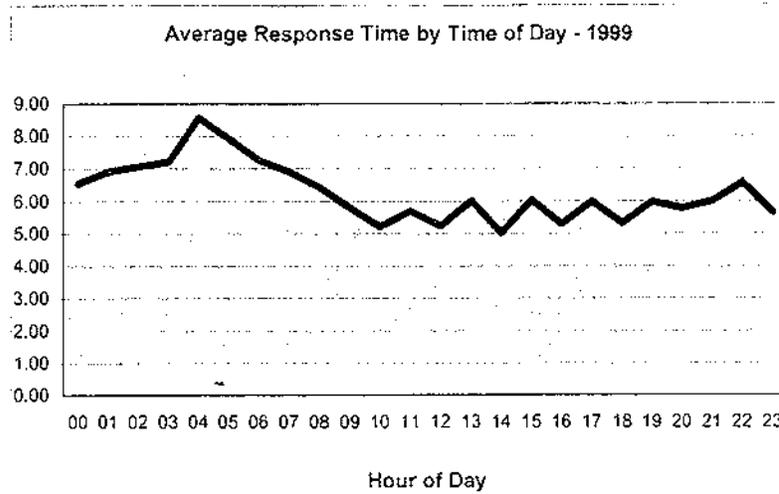
Response Time

The issue of response time and its importance in the outcome of emergency events is discussed in more detail later in this report. However, it is sufficient to say that providing prompt response to emergencies is a critical factor in resource deployment decisions.

Paso Robles has adopted a response time goal for fire services in the general plan update. This goal calls for a four-minute response time. The plan also describes various measures to be considered should sufficient development occur outside the four-minute response area.



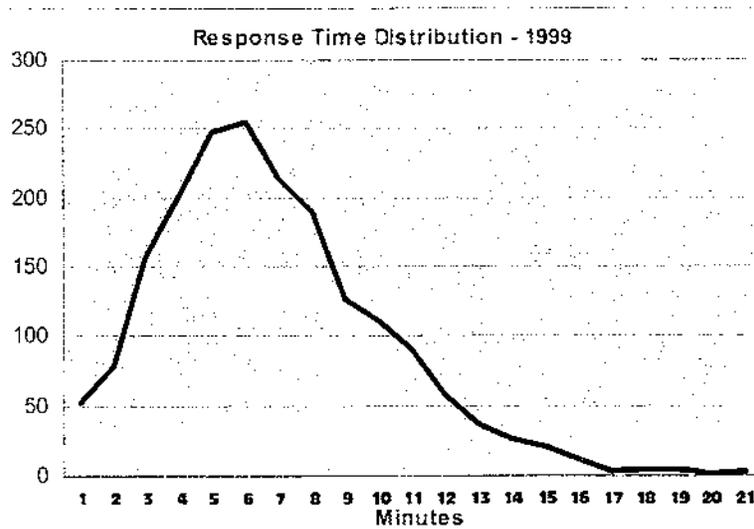
The chart below shows average response times for all calls by time of day for the year 1999.



Source: PRDES incident records

The best response time performance, of five minutes, occurs at 2:00 p.m. Average response times vary from there to as high as 8.5 minutes during the 4:00 a.m. hour. Nighttime averages are predictably longer since response crews, both career and volunteer, sleep at night and driving times are slower due to darkness.

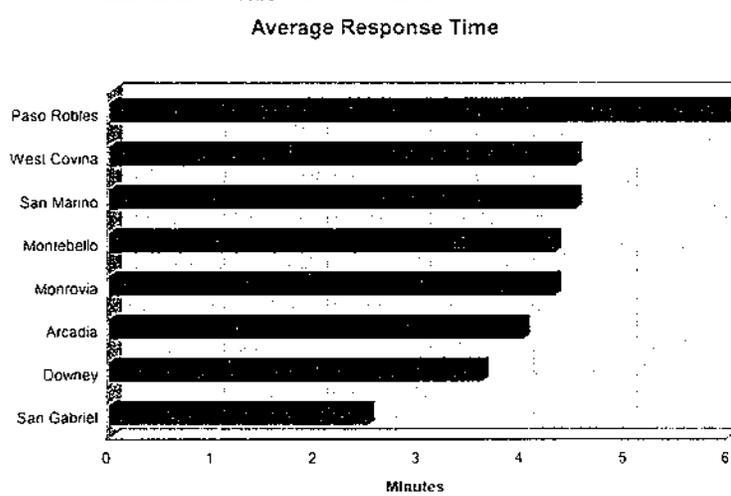
Average response time is a good indicator of how well the service area is covered geographically. Another, and perhaps more appropriate, review of response time performance is to analyze how well response demand is served. In other words what is the maximum response time to a majority of calls. Various percentiles can be used however 90% is most common. PRDES response performance during 1999 was ten minutes or less 90% of the time. The chart below shows the response time distribution for 1999.



Source: PRDES incident records



In comparison with the other benchmark communities, PRDES response times are high. The chart below compares PRDES with these other communities.

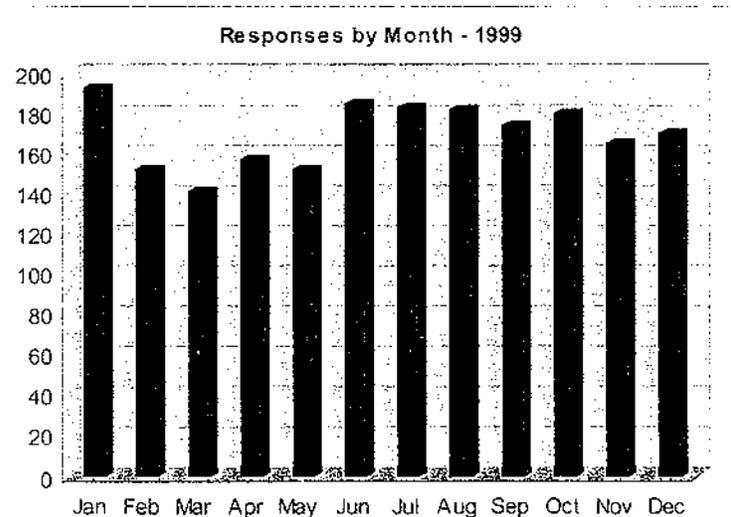


Source: PRDES incident records

City leadership will need to review the general plan goal of four-minute response times. Either this objective will need to be modified or additional resources provided so it can be achieved.

Distribution of Responses by Time

As workload increases it is important to know when calls are occurring by time of day, day of week, and month of year. Creative deployment solutions can be developed based on this information. The charts below show the call distribution for 1999.

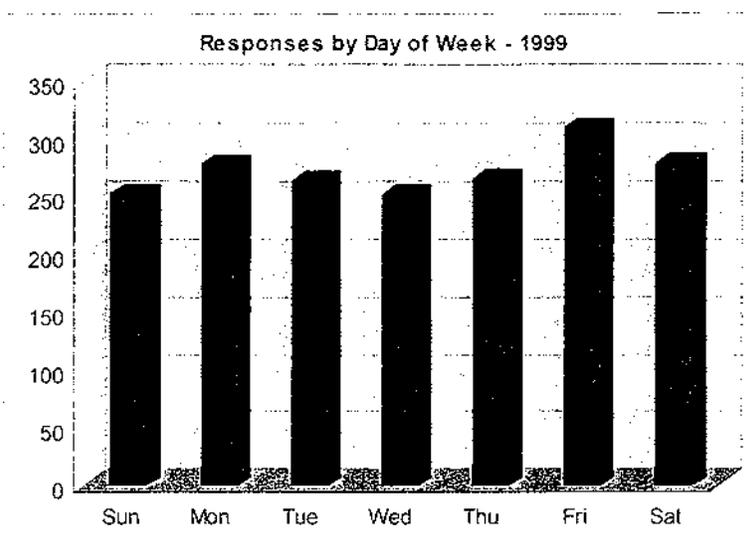


Source: PRDES incident records

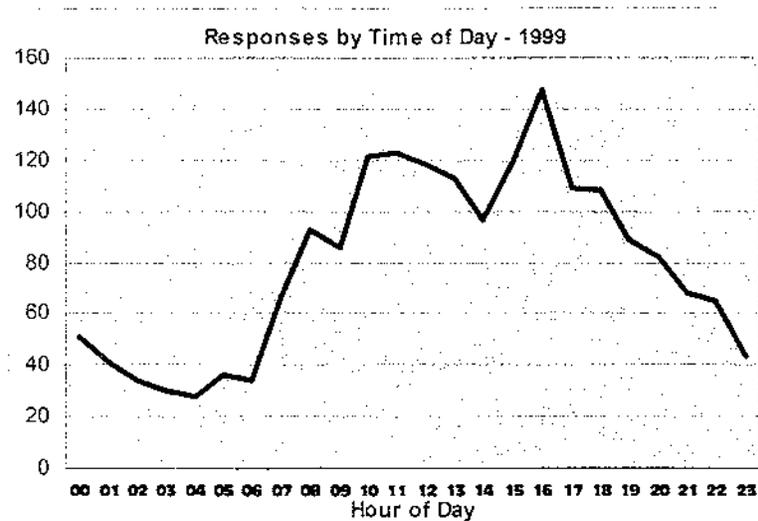
There is little variation in the distribution of responses by month.



Responses by day of week are remarkably consistent. This pattern is fairly unusual. Variations often occur due to employment, recreation, and other factors that do not appear to be significant in Paso Robles.



Source: PRDES incident records



Source: PRDES incident records

Responses by time of day do vary significantly, as is expected. Peak response loads occur between the hours of 10 a.m. and 7 p.m. Given this pattern it makes sense to focus resource deployment during this time period. It is also the time of day in which volunteer personnel are least available due primarily to work schedules.

There is a series of maps in the appendix that give a more pictorial view of workload and response time performance. The first map shows response activity by geographic zone within the city. The numbers in the squares (zone boundaries) represent the total number of responses in each of the zones.



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The second map shows the amount of area a response unit can cover within a four-minute travel time from each station. Note that this is just travel time and does not include the time it takes to initiate a response.

The third map shows a one and one half-mile zone around each station. This is the “ideal” coverage as defined by the Insurance Services Office.

Finally, the fourth map shows actual response time performance by each zone. As can be seen, much of the city is outside the goal of four-minute response times.



Service Quality Criteria and Standards

The ultimate goal of any emergency service delivery system is to provide sufficient resources (personnel, apparatus, and equipment) to the scene of an emergency in time to take effective action to minimize the impacts of the emergency. This need applies to fires, medical emergencies, and any other emergency situation to which the fire department responds. An understanding of the dynamics of fire and medical emergencies, as influenced by time, is important.

Dynamics of fire

Most fires within buildings develop in a fairly predictable fashion, unless influenced by highly flammable material. Ignition, or the beginning of a fire, starts the sequence of events. It may take some minutes or even hours from the time of initial ignition until flame is visible. This smoldering stage is very dangerous, especially during sleep time, since smoke generation can be significant.

However, once flames appear the sequence continues rapidly. Combustible material adjacent to the flame heats and ignites, which in turn heats and ignites other adjacent material, provided sufficient oxygen is available. As these materials burn, they emit heated gases that accumulate at the ceiling of the room involved. Some of these gases are flammable.

The spread of fire continues quickly and soon the flammable gases at the ceiling reach their ignition temperature. At that point an event called "flashover" occurs, that is the instantaneous ignition of these gases. Once flashover occurs damage caused by the fire is significant and the environment within the room or space can no longer support human life.

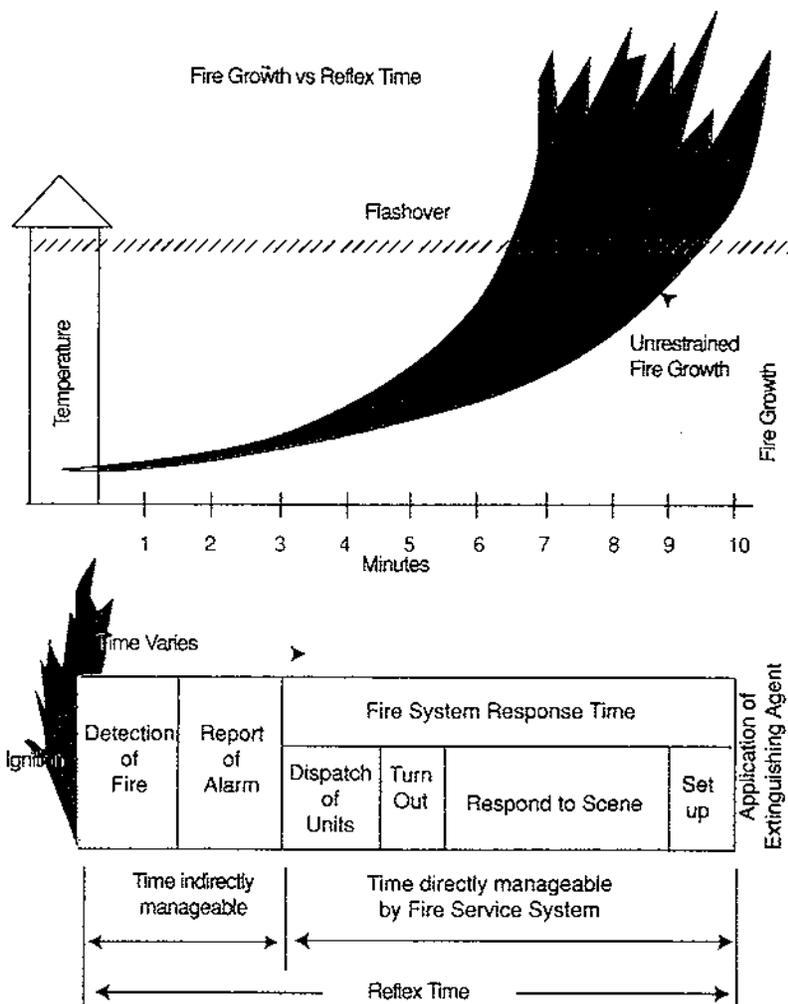
Flashover occurs at approximately five minutes from the appearance of flame in typically furnished ventilated buildings. Since flashover has such a dramatic affect on the outcome of a fire event the goal of any fire agency is to be able to apply water to a fire before flashover occurs.

Perhaps as important as preventing flashover is the need to control a fire before it does damage to the structural framing of a building. Materials used to construct buildings today are far less fire resistive than materials used in older buildings. Roof trusses and floor joists are commonly made with lighter materials more easily weakened by the effects of fire. "Light weight" roof trusses fail after about five to seven minutes of direct flames impingement. Plywood I-beam joists can fail after as little as three minutes of direct flame impingement. This creates a very dangerous environment for firefighters.



In addition, the contents of buildings today have a much greater potential heat production than in the past. The wide spread use of plastics in furnishings and other building contents rapidly accelerate fire spread and increase the amount of water that must be applied to effectively control a fire. All of these factors make the need for rapid application of water to a fire critical to a successful outcome.

However, a number of things must happen quickly in order to make it possible to achieve fire attack prior to flashover. The chart below illustrates this process.



First, the fire must be detected. This can happen immediately if someone is in the space where the fire occurs, or it can be delayed significantly if no one is around. Automatic fire alarms systems can take the place of human eyes in unoccupied areas.

Next, the fire must be reported to the dispatch center. People reporting emergencies must be well trained so that needed information can be passed from the caller to the dispatcher quickly.



Then, the dispatcher must select the correct units to send to the fire, notify them, and provide needed information. There are a number of technology opportunities that can speed this step up.

Next, firefighters must don firefighting equipment, assemble on the response vehicle, and begin their response. The time required for this step is minimized through good training and proper station design.

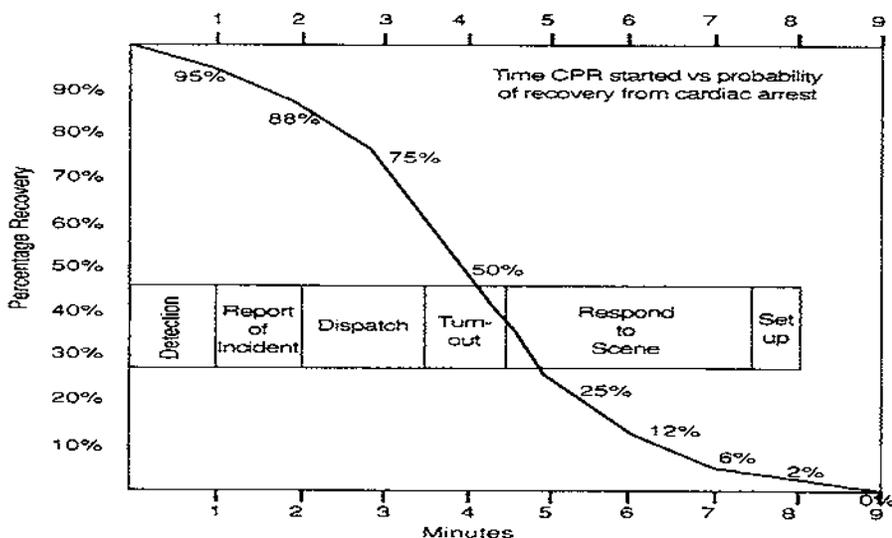
Next, and potentially the longest phase, is the response to the scene. This period is most influenced by the distance between the fire station and the location of the emergency, but can also be influenced by the quality and connectivity of streets, traffic, driver training, and other conditions.

Finally, once firefighters have arrived they must position their apparatus, lay out hose lines, don additional equipment, and perform various other tasks before they can make entry into the building and begin applying water.

As can be seen, a fire department is seriously challenged to achieve water application prior to flashover. However, it is reasonable to use this as a response and station siting criteria.

Emergency medical event sequence

The most significant medical life-threatening event is cardiac arrest. A victim of cardiac arrest has mere minutes in which to receive definitive life-saving care if there is to be any hope for resuscitation. Like fires, the sequence of events leading to this care can be graphically displayed.



The percentage of opportunity for recovery from cardiac arrest drops quickly as time progresses. And the stages of response are very similar to those described in a fire response.

Recent research also stresses the importance of rapid cardiac defibrillation as means of improving the opportunity for successful resuscitation. The PRDES does not provide advanced life support care from its response units.

ISO Rating

The Insurance Services Office (ISO) last rated PRDES in 1997. The ISO assigned the Paso Robles community a class 5 rating for property within 1,000 feet of a fire hydrant and a class 9 rating for all other property. The ISO uses a 1 – 10 rating scale with 1 being the best level of service and 10 being no service at all. The ISO reviews fire protection in three major categories:

- Communication (10%) – This evaluates the function and reliability of the dispatch service. The PRDES received 5.05 out of a possible ten percent in this category. Deficiencies included not enough dispatchers on-duty at the communication center and only having one method to notify fire department members of alarms.
- Water Supply (40%) – This evaluates the community's ability to deliver firefighting water in sufficient volumes to combat fires in buildings. The city received 30.41 out of a possible 40 percent. The primary deficiencies lie in the inability of the water system to deliver required fire flows within certain portions of the city. However the city does have a capital improvement plan in place that should resolve most of these deficiencies.
- Fire Department – (50%) – This evaluates the capability of the fire department to effectively respond to and extinguish a fire. Items reviewed include apparatus, staffing, training, and station locations. The city received 21.58 out of a possible 50 percent. The primary areas of deficiency included inadequate ladder company service, insufficient on-duty staffing, and the lack of training facilities and program.

The ISO rating is important to a community. Many property insurance companies base the fire risk portion of property insurance premiums on the community's ISO rating. The chart below shows an example of how fire insurance rates change based on the ISO rating assigned.



FIRE DEPARTMENT CLASS RATE VERSUS INSURANCE PREMIUM COSTS								
Fire Rating	Annual Premiums based on home value (home values in thousand dollars) <small>(source: Survey of insurance companies in southeast United States)</small>							
	100	150	200	250	300	350	400	500
10	894	1358	1856	2341	2826	3311	3844	4918
9	806	1224	1674	2112	2549	2986	3468	4436
7	430	652	892	1125	1359	1592	1848	2365
6	399	607	829	1046	1262	1479	1717	2196
5	373	566	774	976	1179	1380	1603	2051
4	373	566	774	976	1179	1380	1603	2051
3	373	566	774	976	1179	1380	1603	2051

As the ISO class improves fire insurance rates decrease dramatically until class 5 for homes. Businesses generally benefit from further reductions down to class 1.

Serving Demand versus Covering Geography

There are two basic service philosophies used in fire service resource deployment planning; demand-based coverage and geographic based coverage.

- *Geographic Based Coverage – Assumes citizens of the jurisdiction are entitled to reasonably equitable fire and emergency services regardless of where they may live. Resources are deployed to include as much of the service area as possible within a maximum travel distance.*
- *Demand Based Coverage – Acknowledges that all life and property is of equal value and, as such, focuses on saving as much life and property as possible. Rather than attempting to insure geographic coverage, it attempts to keep available resources close to the next most likely emergency to occur.*

Geographic Based Protection

Geographic based protection is driven, first and foremost, by geography. Workload becomes a distant second factor. It is essentially a focus on being able to *cover ground*; the ability to respond to any location within a given timeframe regardless of how frequently a response may be required.

Foremost among the advantages of geographic based protection is that it satisfies a fundamental desire for fairness in the distribution of a public service. It is politically palatable and minimizes potential conflict. Geographic based protection provides considerable stability to



the location of resources. The priority is to cover ground, and the “ground” does not move or change very much. The “needs” of the ground being covered may change radically, but the priority is always to maintain the response capability to the area.

The primary disadvantage of geographic based protection is its inability to function with limited resources. In truth, equitable geographic based protection only exists when all the resources are ready to respond. Once a limited resource has been committed to a response, the protection is no longer equitable, unless another resource is available to take its place. Another problem with geographic based protection is that it is inherently inefficient in that resources become committed to areas where few emergencies occur. Busier areas could better utilize the resource.

Demand Based Protection

In demand based protection, workload becomes the primary focus and geography the lesser issue. Resources are deployed where there is the highest probability of emergencies.

The primary advantage of demand based protection is it increases the percentage of emergencies answered in the least amount of time. And since time is significant in the outcome of many emergencies this increased percentage of short response times will produce a greater number of favorable outcomes. In a situation of limited resources it acknowledges that the next most likely incident to occur is just as important as one in progress, and more important than the call *least* likely to occur. It is more efficient than geographic based protection since resources are not deployed in areas of low or non-existent call volume.

The primary disadvantage of demand based protection is that it creates a basis for conflict. By its very nature, it requires identifying those people who will receive diminished protection right up front. It ensures that response times to low workload areas will always be longer than to busier areas. Also, it does not allow for the same stability of deployment as geographic based protection. Demand based coverage must be highly mobile as demographics change, particularly with emergency medical calls. A constant re-evaluation of workload and demand changes must be conducted to ensure resources are properly deployed.



Basic Service Philosophy Applied to El Paso de Robles

To illustrate how the choice of philosophy relates to Paso Robles today, consider the following.

Using 1999 data there is a 64% chance, at any given moment, that the next incident to occur will be in the Fire Station 1 area, while there is only an 34% chance it will be in the Fire Station 2 area and a 2% chance it will be in the Fire Station 3 area. This means that when Fire Station 1 is on a call, there is still a 64% chance that the next call will be in Fire Station 1's area, twice as likely Fire Station 2's area and 32 times as likely as Station 3's area.

Clearly, response resources should first be assigned to Fire Station 1. The community will need to choose a service philosophy upon which to base future resource deployment decisions. If the choice is the "geographic" model, then the next resources to be deployed should go to Station 2 and then next to Station 3. If the "demand" model is selected one option would be to assign additional personnel to Station 1 and then deploy them in a more mobile fashion based on predictions of where the next call may occur and to minimize response times.



This analysis is additionally useful in managing available resources for maximum efficiency. Move-up systems and other deployment strategies can be developed to provide the greatest level of protection at the least cost.

Staffing for Risk Protection

Operations at the scene of emergencies are critical to the preservation of life and property. Sufficient trained personnel must be available on scene to perform all of the duties and tasks required to effectively control a fire event. Tasks that must be performed can be broken down into two key components, life safety, and fire flow. The life safety tasks are based upon the number of building occupants, their location, status, and ability to take self-preservation action. Life related tasks involve the search, rescue, and evacuation of victims. The fire flow component involves delivering sufficient water to extinguish the fire and create an environment within the building that allows entry by firefighters.

The number and types of tasks needing simultaneous action will dictate the minimum number of firefighters required to combat different types of fires. In the absence of adequate personnel to perform concurrent action, the command officer must prioritize the tasks and complete some in chronological order rather than at the same time. These tasks include:

- | | |
|-------------------|----------------|
| command | scene safety |
| search and rescue | fire attack |
| water supply | pump operation |
| ventilation | back-up |

The Commission on Fire Accreditation International, of the International Association of Fire Chiefs (IAFC), has produced standards for the number of personnel required on scene for various levels of risk. This information is shown in the following two charts.



Minimum Firefighting Personnel Needed Based Upon Level of Risk

Task	Maximum Risk	High Risk	Moderate Risk	Low Risk
Attack Line	4	4	2	2
Search and Rescue	4	2	2	
Ventilation	4	2	2	
Back-Up Line/Rapid Intervention	4	3	2	2
Pump Operator	1	1	1	1
Water Supply	1	1	1	
Utilities Support	1	1	1	
Command/Safety	2	2	2	1#
Forcible Entry	*			
Salvage	*			
Overhaul	*			
Communication	1*			
Chief's Aide	1	1		
Operations Section Chief	1			
Logistics	1			
Planning	1*			
Staging	1*			
Rehabilitation	1			
Division/Group Supervisors	2*			
High Rise Evacuation	10*			
Stairwell Support	10*			
Totals:	49	17	13	6

Can often be handled by the first due officer.

* At maximum and high-risk fires, additional personnel may be needed.

Minimum Number of Personnel needed for a typical Residential or Small Commercial Fire Based on Necessary Fireground Tasks

Task	Number of Firefighters	Company Assigned	GPM
Attack Line	2	1st Engine	180
Search and Rescue	2	Truck	
Ventilation	2	Truck	
Back-Up/Rapid Intervention	2	Engine	180
Pump Operator	1	Engine	
Water Supply	1	Engine	
Utilities Support	1	Rescue or Truck	
Command	1	Chief Officer	
Safety	1	Rescue or Truck	
Total Personnel	13		360 gpm



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The turnout (number of personnel who actually responded) to structure fires for 1999 was reviewed. Particular attention was given to average turnout by time of day as volunteer firefighters are generally less available during the day. The following table lists the results.

Time of Day	Average Turnout to Structure Fires		
	Full-time FF's	Volunteer FF's	Total FF's
6:00 a.m. to 5:59 p.m.	3	8	11
6:00 p.m. to 5:59 a.m.	4	13	17

PRDES is able to adequately staff low to moderate risk fires during the evening and nighttime hours. However daytime turnout to structure fires does not meet recommended standards. Supplementing local capability with mutual aid response from neighboring jurisdictions is acceptable but carries a significant response time penalty due to the distance mutual aid companies must travel.

Performance Objectives

Staffing and deployment decisions should always be based on identified desired outcomes. The PRDES has a performance objective for response time it currently is unable to achieve. That is to provide a four-minute response time.

This is a very ambitious objective and contains a significant expectation for the delivery of service. Given an average of one minute for on-duty firefighters to assemble on the response vehicle and begin the response, only three minutes are allowed for travel to emergencies. In order to achieve three-minute travel times, given average response speeds of 35 MPH, there must be an available response unit within 1.75 miles of all the emergencies that occur.

Unstated in this objective is the capability to be delivered within these time frames. It is insufficient to say that one person with no tools or equipment is enough to deliver within four minutes. More importantly is what work can begin once the first unit has arrived.

Current safety regulations require that there be at least four qualified personnel at the scene of a building fire before interior operations commence. Given that PRDES has minimum staffing standards of two personnel on-duty and relies on volunteer fire personnel to provide the balance of staffing, initiation of interior operations must wait until a second or perhaps third unit arrives on scene. The objective should be revised to include resource conditions as well as time conditions.



Other Standards

There are a variety of other standards and performance criteria developed by various organizations with an interest in fire and emergency services. The chart below lists a number of these and compares the PRDES with the identified standard.

<i>National Standard</i>	<i>Organization</i>	<i>Current PRDES Standard</i>
Minimum effective company staffing is 4 firefighters	Dallas Fire Dept. Study Seattle Fire Dept. Study NFPA Stds., Federal OSHA	3 people per engine company at full strength. 2 people at minimum staffing.
Engine co. within 1.5 miles of built upon areas	Insurance Services Office (ISO)	Standard not met
Ladder truck within 2.5 miles of built upon areas	Insurance Services Office (ISO)	No ladder truck available other than by mutual aid
Staffed ladder truck if 5 or more buildings exceed 35' high	Insurance Services Office (ISO)	No ladder truck available other than by mutual aid
Average fireground staffing to be 15 firefighters (49 at mall, high rise, etc.)	Commission of Fire Accreditation (International Association of Fire Chiefs)	PRDES provides 11 on average from 6 a.m. to 6 p.m., 16 on average from 6 p.m. to 6 a.m.
National average of on-duty personnel = .48 per 1,000	International City/County Management Association (ICMA)	PRDES is at .08 on duty at minimum strength. 11 on-duty personnel would be needed to meet the national average.
National average total uniformed personnel = 1.59 per 1,000	International City/County Management Association (ICMA)	PRDES is at .31. This increases to .75 with volunteer firefighters included. 36 total personnel are needed to meet the national average.
Arrive at structure fire prior to flashover (typically 5 minutes from ignition)	FEMA National Fire Academy	Current performance is 10 minutes or less, 90% of the time
Arrive at EMS call within 4 to 6 minutes of cardiac or respiratory arrest	American Red Cross	Current performance is 10 minutes or less, 90% of the time
Provide 2 person rapid intervention team at fires and other hazardous atmosphere	Federal OSHA NFPA Std. 1410 & 1500	PRDES has rapid intervention procedures in place.
Activate and staff an Incident Command team at hazardous materials events	NFPA Standards Federal OSHA Standards	Command personnel are available on 24-hour basis.



Other Services and Programs

Along with response to emergencies the PRDES provides a variety of other services and programs. These are all important to the total fire and emergency service effort. Many contribute to workload management that helps to reduce community dependence on the emergency response capability.

Fire Prevention

The PRDES provides a variety of fire prevention services. These include:

- New construction plan review and inspection
- Fire safety inspections of businesses
- Public fire safety education
- Fire cause investigation

New Construction

The PRDES fire marshal dedicates the majority of his time to the new construction process. His review of site and building plans does not cover the full spectrum of fire and life safety issues, but does deal with such elements as:

- Fire sprinkler design
- Exiting
- Hazardous materials use and storage
- Emergency vehicle access
- Fire hydrant placement
- Fire alarm system design

The city contracts structural and fire and life safety plans review to a private firm. An engineering firm performs sprinkler design verification through hydraulic calculation review.

The fire marshal visits construction sites periodically to insure construction conforms to fire safety requirements.

Of note is that the fire marshal's position is funded by the police department. The fire marshal fills in as a police officer periodically. This reduces the amount of time available to his fire marshal duties.



Fire Safety Inspections

The city has adopted the 1997 edition of the Uniform Fire Code. This document prescribed fire safety regulations for commercial businesses. Though the code has been in place for some time, enforcement inspections began only as recently as August, 1999. Up until that time periodic attempts were made to provide commercial fire safety inspections however limited staffing contributed to the program's failure. At present most businesses have not been inspected, ever.

Paso Robles, in 1999 did not have a significant commercial fire experience. However there were a number of responses that could have been avoided, through active fire code enforcement or were "near misses"; calls that could have become fires. The chart below details these calls.

Type of Property	Number of Calls	Type of Call	Number of Calls
Assembly (churches, restaurants, auditoriums)	14	Building Fire	3
Education (schools, day care)	13	Other type of Fire	3
Medical (hospital, clinic)	6	Hazardous Condition	5
Commercial Residential (hotels)	10	Electrical Short or Other Failure	2
Stores and Offices	37	Smoke in Building	13
Industrial	1	Assistance	17
Manufacturing	10	False Alarms (mostly automatic alarm malfunctions)	47
Storage	1	Other	2

An active fire code enforcement program will impact on the above, particularly in the numbers of false fire alarms in commercial property. Requiring periodic inspection of alarm systems, for example, can dramatically reduce the number of false alarm activations.

The frequency of commercial fire safety inspection recommended varies by the type of business. Generally they are classified by degree of hazard. The table below described the various hazard classes and the recommended frequency for fire safety inspections.



Hazard Classification	Example Facilities	Recommended Inspection Frequency
Low	Apartment common areas, small stores and offices, medical offices, storage of other than flammable or hazardous materials.	Annual
Moderate	Gas stations, large (>12,000 square feet) stores and offices, restaurants, schools, hospitals, manufacturing (moderate hazardous materials use), industrial (moderate hazardous materials use), auto repair shops, storage of large quantities of combustible or flammable material.	Semi-annual
High	Nursing homes, large quantity users of hazardous materials, industrial facilities with high process hazards, bulk flammable liquid storage facilities, an facility classified as an "extremely hazardous substance" facility by federal regulations	Quarterly

At present only one person is doing fire safety inspections, and that is only on a part-time basis. Given the number of businesses in the city that should be regularly inspected (1500), this is insufficient to meet the above recommended inspection frequency. The choices for the city include increasing inspection resources, lengthening the inspection interval or both.

Public Education

Safety education is delivered as time is available. There is no formal program, nor is the PRDES using any particular curriculum.

No staff resources are dedicated to public education. It is currently conducted on a time-available basis. Given that the city contains four public elementary schools, two public middle schools, one public high school, two parochial schools and one junior college, the task of delivering safety education is a daunting one. Early education has proven to be effective in the long-term reduction of fires, nationally. The same should hold true over time for other accident prevention efforts as well.

Fire Investigation

Fire investigation is the process of determining the cause of a fire and when necessary those responsible for its ignition. Several benefits are gained through this process. They include:

- Determining fire cause trends within the community – education and enforcement efforts can be targeted to reduce frequently occurring fire causes.
- Developing more fire safe products and equipment – information about fire causes reported to national data bases by local fire departments often leads to product recalls and improved product designs.
- Arrest and conviction of persons who intentionally set fires.
- Juvenile fire-setter intervention.



The fire marshal conducts fire investigation. As a certified police officer he can also conduct criminal investigations on intentionally set fires. Given the relatively low fire incident volume in the community this activity does not consume much total time.

Training

The PRDES has 40 people (55 at full staffing) who need continual training and education in order to remain proficient in current skills and to stay up to date on new skills and techniques. There is much training that is mandated by the state and others to be provided on a regular basis.

The PRDES does not have a dedicated training officer. It is “other duties” assigned to key department staff. Given the number of people in the organization that requires ongoing training a more focused approach should be considered.

The department is in the planning stages for a disaster training facility. Effort is being made at developing this as a partnership with other agencies, a very innovative approach. Once complete the PRDES will be provided with very needed tools and props to conduct better and more realistic training.

The PRDES uses good standards for training and documents training delivered to its staff well.

Dispatch Service

The PRDES is provided call receipt, processing and dispatch service by the Paso Robles Police Department. There are several items of note with this current relationship.

Staffing of the dispatch center does not provide two dispatchers on-duty 24 hours per day as recommended by national standards. The police department is planning to add about 100 hours per month of additional dispatcher time in the near future.

The data contained in the computer aided dispatch system is not regularly used for management analysis. This is a missed opportunity as a wealth of information can be farmed from these systems.

There is an opportunity developing for PRDES to join a regional fire and emergency medical service dispatch center. This center, as planned, would be the primary call receipt and dispatch



center for all fire and emergency medical service agencies in the county. This has a number of advantages including more modern technology, greater integration and coordination of mutual aid responses, and greater coordination in the event of a disaster.

Fleet Maintenance

Fire vehicle maintenance and repair is performed by the Public Works vehicle maintenance shop. One of the mechanics working at the shop is a state certified fire apparatus mechanic.

The PRDES fleet appeared to be in good mechanical condition and in reasonably good appearance given the age of the vehicles.

Vehicle maintenance costs over the past five years are shown below.

1995	\$23,138
1996	\$22,388
1997	\$25,624
1998	\$49,062
1999	\$41,369

The average cost of maintenance for the PRDES's 13 vehicles, using 1999 actual costs is \$3,182. This is a lower than normal average cost that typically range in the \$4,000 to \$4,500 average per vehicle.

Emergency Management

PRDES manages disaster planning activities for the city. The California Office of Emergency Services through its county representative supports this effort. Relationships between the PRDES and the county are described as cooperative.

The city plan is nearly complete and efforts are underway to develop a functional Emergency Center from which to direct disaster response and recovery activities.

The fire chief is the designated emergency manager and is the one doing the majority of work on the plan. While this is working, it certainly takes time away from other important functions.



General Observations and Issues

In contrast to other communities the PRDES is far behind in staffing and other resources, which is reflected in its performance. Fire loss and response time performance is clearly below other benchmark communities. If data were available its likely performance would also be documented as low in other key indicators.

Not noted in earlier sections of this report, but still of concern are the following:

- All three PRDES fire stations are inadequate for its needs. Station one is old, has a significantly leaking roof, poor living conditions, and significant safety issues. The apparatus bay width barely allows fire apparatus entry. The width of the apparatus bay door is dangerously narrow impeding prompt response. In addition, it is of significant risk to personnel. One disabling injury has already occurred to a fire department member.
- Day to day management is not being well attended. The organizational structure does not provide for operational oversight of daily activities. The fire chief is fully tasked with planning and regional activities. The fire marshal is committed to fire prevention work. No line officers, other than volunteers, are in place to supervise day to day preparation and response functions. No support personnel, other than the department secretary, are available to manage programs like asset management, training, public education, emergency management, and others.
- Though the PRDES is authorized 45 volunteer firefighter positions it currently only has 31 on staff. Recruitment and retention of volunteer personnel is becoming increasingly more difficult. This is a major issue for fire departments across the country. The fire chief estimates that approximately 20% of volunteer firefighters leave the department each year. This creates a significant burden on staff for recruitment and training of replacement personnel.
- The PRDES has an unrealized opportunity to deliver a higher level of service. The department has paramedic level personnel on staff, but does not provide them the tools and materials to deliver this significantly higher level of service. At the very least, equipping key response vehicles with automatic defibrillators would make a significant difference in some cardiac emergencies.
- There is some anxiety on the part of PRDES personnel about the quality of dispatch services currently received. There is a perception that the PRDES takes second priority to police events, even those of lessor importance.



City of El Paso de Robles – Growth Management Plan

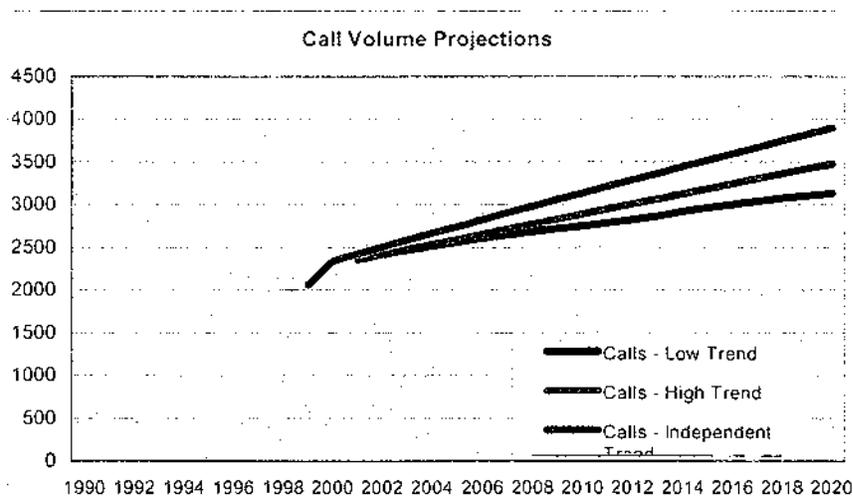
- Certain emergencies are not currently served. Specifically, confined space rescue and trench collapse rescue. These are events that can occur. The public will expect a competent response from its emergency service agency should such an event happen.
- Data to analyze past workload and to project future workload was difficult to obtain. The PRDES has moved to a new reporting system that will improve this for the future. Care should be taken at this time to insure incident data, particularly address information, is compatible with other analysis tools such as GIS.
- The relationship between the ambulance provider and the PRDES is very good. The ambulance company provides good service and is responsive to the needs and expectations of the fire department. A cooperative facility-sharing program is being discussed and should be encouraged.



Response Volume Projections

In spite of the insufficiency of available data, an emergency response workload projection has been calculated. Future response workload can be reasonably predicted based on projected population growth, past response volumes relative to population and any unusual trends that have occurred in the previous years. The correlation of calls to population is very direct (0.92). The graph below shows response workload projections based on three scenarios.

The first is based on a low rate of population growth. This line assumes that population will reach 32,777 by the year 2020. The second predicts call volume based on a higher population growth. This line trends call volume based on a year 2020 population of 36,364. Finally, the last trend line predicts call volume based only on historical response patterns.



The Paso Robles Department of Emergency Services should be prepared to respond to between 3,137 calls for service and 3,900 calls for service by the year 2020. Detail of this analysis can be found in the Appendix.



Community Involvement and Input

At this point in the growth management planning effort the community and its leadership must provide direction. It is critical to understand fully the priorities and expectations of the community of its fire and emergency service provider. Not necessarily how to provide the service, but of what type and to what level. Specifically the following questions need to be answered.

1. Of the services currently being provided, which are more important and which are less important?
2. What services does the PRDES provide that are of little value to the community?
3. What services does the community wish the PRDES would provide?
4. What are the community's expectations of the PRDES? How do they define these expectations in measurable terms?
5. What concerns or other issues does the community have about its fire and emergency services?

Once these questions are answered ESCG will develop, analysis and present a variety of options for the future of fire and emergency services for El Paso de Robles. These options will then be presented back to the community and its leadership for review and discussion.



Paso Robles Community Input Element

Given the importance of fire and emergency services to the community, it is critical that the community's desired level of service drive discussions of future resource planning for the Emergency Services Department. The City Council appointed the Advisory Task Force on Growth Management for Future Fire and Life-Safety Services (Task Force) to help define the desired level of service and consider alternatives to providing that identified level. Members of the Task Force and their affiliation or the City activity they currently serve are as follows:

- Milos Cam-Robb, Youth Commission
- Chet Dotter, Housing Authority, Parks and Recreation
- Helen Dutra, Senior Citizen Advisory Committee
- Scott Ellis, Paso Robles Volunteer Firefighters Association
- George Finigan, Planning Commission
- James Heggarty, Paso Robles Chamber of Commerce
- Ron Johnson, Planning Commission
- Charles Miller, Airport Advisory Committee
- Ronald Rose, Airport Advisory Committee
- Kevin Dolan, Housing and Disabled Access Appeals Board
- Larry Werner, Project Area Committee
- Gene Miller, Business Owner

The Task Force convened on May 11, 2000 to hear testimony from citizens, volunteers, and career staff. The meeting provided valuable information, however, there was little input directed at measurable outcomes.

As a result of that meeting, ESCG developed a matrix of service level options, the intention of which was to focus future discussion on measurable goals. The June 8, 2000 Task Force meeting opened with additional public comment, followed by a focused discussion by Task Force members.

The consensus of the Task Force can be summarized as follows:

- The basic point from which to begin is the fact that the resources allocated to the Department have thus far been inadequate to meet present and future needs.
- The Council needs to develop a plan for future Department growth, and they need to make the commitment to make that plan happen.
- The required needs are numerous and, given fiscal realities, can best be met by incremental implementation.



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- The service levels need to be “equalized” between the east and west sides of Paso Robles.
- The service level desired by the community, as expressed in response time, is four minutes, 90% of the time.
- The service level should include the use of paramedic qualified personnel.
- The service level should include the ability to respond to a second call in the same manner as a first call.
- The plan should include the retention of a continuing active volunteer component.
- The service level should include adequate airport coverage.
- The Council should build into any plan a review process that both monitors implementation as well as continually assessing the adequacy of the plan.

The following chart was utilized by the committee to develop their goals and criteria for future service levels. The costs identified are approximations that were provided to the committee. These costs are more fully developed in the following section of this report.

CRITERIA	GOAL	GOAL	GOAL	CURRENT
	Responding 90% of the time within 4 minutes	Responding 90% of the time within 5 minutes	Responding 90% of the time within 6 minutes	Responding 90% of the time within 10 minutes
Cardiac survival rate (Dependent on ALS – Advanced Life Support – services provided by certified paramedics)	50% survival rate possibility	25% survival rate possibility	15% survival rate possibility	approaching 0% survival rate
Fire Attack (Interior attack requires four personnel in compliance with “2 in/2 out” rule)	arrival of sufficient personnel prior to flashover	arrival of sufficient personnel prior to flashover	arrival of sufficient personnel after flashover	arrival of sufficient personnel after flashover
Resources Required	4 person ALS engines at Stations 1 and 2 plus a 12 hour quick response unit with 2 personnel at station 1 (24.1 additional FTEs)	4 person ALS engines at Stations 1 and 2 (19.8 additional FTEs)	2 person ALS engines at Stations 1 and 2 (6.6 additional FTEs)	2 person engine at Station 1 (current staffing level)
Estimated additional cost	\$1,600,000	\$1,350,000	\$400,000	\$0
Total Cost				\$942,800



Recommendations and Options

The City of El Paso de Robles has a number of opportunities to achieve the community's desired level of service. These opportunities address the variety of the Department of Emergency Services activities and support functions. Each are described below as recommendations by ESCG. Where realistic options exist for each recommendation the options are listed and described in more detail.

The chart that follows summarizes the recommendations and options as well as the costs associated with each.



Matrix of Options

Recommendations/Options	Pros	Cons	Cost
Recommendation No. One: Improve the quality and promptness of emergency response			
Option One: Continue DES as a city operated department	<ul style="list-style-type: none"> Paso Robles maintains direct control over delivery of services Adjustments in service levels or methods can be made quickly Facilitates strong connection to the community 	<ul style="list-style-type: none"> Higher cost than Option 2 Requires utilization of other city provided support services City retains total responsibility for risk 	\$4,286,860
Option Two: Contract with California Dept of Forestry (CDF) to provide service	<ul style="list-style-type: none"> Lower cost than Option 1 City transfers a portion of the risk to CDF CDF provides support service functions Expands available emergency response resources available to the city 	<ul style="list-style-type: none"> City does not have direct control over the delivery of service Creates a new contractual obligation of the city, Potential for the fire service to become disconnected from the local community 	\$3,349,700
Recommendation No. Two: Reduce the growth of future fire risk through active mitigation efforts			
Option One: Adopt a comprehensive fire sprinkler installation ordinance	<ul style="list-style-type: none"> Reduces the growth of new fire related risks Reduces costs for new water supply facilities Helps control growth of fire protection related costs to the city 	<ul style="list-style-type: none"> Adds an additional \$.60 to \$1.00 per square foot cost to residential development Requires the availability of trained installers 	(no direct cost to city)
Option Two: Conduct fire safety inspections on a more frequent interval	<ul style="list-style-type: none"> Reduces the potential for fire within commercial occupancies Provides a valuable public fire safety education conduit Helps reduce overall demand for fire suppression resources 	<ul style="list-style-type: none"> Increases the practice of a regulatory function by the city Cost 	\$60,782 (by the city) \$72,000 (by CDF)



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Recommendations/Options	Pros	Cons	Cost
<p>Option Three: Increase the level of fire safety public education (Delivery options include full-time staff and volunteers)</p>	<ul style="list-style-type: none"> Helps to reduce the occurrence of fire Helps control future demand for fire protection resources Helps create a stronger connection to the community Good opportunity for volunteer service 	<ul style="list-style-type: none"> Cost 	<p>Materials and staff time</p>
<p>Recommendation No. Three: Reduce the Growth of emergency medical response demand</p>			
<p>Provide emergency medical prevention and first aid community education. (Delivery options include full-time staff and volunteers)</p>	<ul style="list-style-type: none"> Helps reduce the occurrence and severity of emergency medical events Helps control future demand for emergency medical service Helps create a stronger connection to the community Good opportunity for volunteer service 	<ul style="list-style-type: none"> Cost 	<p>Materials and staff time</p>
<p>Recommendation No. Four: Improve the quality of training program management</p>			
<p>Option One: Employ a training officer to manage the training program</p>	<ul style="list-style-type: none"> Improves firefighter safety Improves the quality of services delivered Ensures mandated training is accomplished 	<ul style="list-style-type: none"> Cost 	<p>\$88,889</p>
<p>Option Two: Contract for training services from the CDF</p>	<ul style="list-style-type: none"> Improves firefighter safety Improves the quality of services delivered Ensures mandated training is accomplished Access to a larger pool of educational resources 	<ul style="list-style-type: none"> Cost Creates a contractual obligation for the city 	<p>\$80,000</p>



Recommendations/Options	Pros	Cons	Cost
<p>Option Three: Employ a "public safety" training officer for both police and fire services</p>	<ul style="list-style-type: none"> • Captures opportunities for joint training between police and fire • Provides a valuable resource to both police and fire • Captures available "economies of scale" 	<ul style="list-style-type: none"> • Will still require utilization of expert instructors for training delivery • Requires careful selection of a person will skills in both disciplines 	<p>\$88,889</p>
<p>Recommendation No. Five: Improve the quality of training facilities</p>			
<p>Option One: Develop fire training facilities</p>	<ul style="list-style-type: none"> • Provides needed fire and rescue training resources • Allows for a geographically suitable location to be selected to facilitate emergency response 	<ul style="list-style-type: none"> • Cost • An affordable, single agency, facility will not have all the features a multi-agency facility could afford 	<p>\$225,000 plus land</p>
<p>Option Two: Develop a combination fire/police training facility</p>	<ul style="list-style-type: none"> • Provides training resources to police from a single capital investment • Many aspects of a fire training are useful to police training 	<ul style="list-style-type: none"> • Cost • Potential for scheduling conflicts 	<p>Option One costs plus police specific additions</p>
<p>Option Three: Develop a regional training center</p>	<ul style="list-style-type: none"> • Opportunity for many additional facility features useful to training • Typically a less per-agency cost • Maintenance costs are shared by several agencies 	<ul style="list-style-type: none"> • Likely will not be located in Paso Robles, which will impact response performance • Potential for scheduling conflicts • Governance issues will need to be resolved 	<p>Can not be determined at this point without discussions with other potential partners</p>
<p>Recommendation No. Six: Improve Emergency Dispatch Service</p>			
<p>Option One: Improve staffing at the Police dispatch center</p>	<ul style="list-style-type: none"> • Will reduce delays in dispatch of fire apparatus • Provides for direct, local control of the emergency communications function 	<ul style="list-style-type: none"> • Higher cost than Option Two • Does not capture technology improvements offered with Option Two • Does not provide regional resource coordination offered by Option Two 	<p>\$240,912</p>



Recommendations/Options	Pros	Cons	Cost
<p>Option Two: Move fire and emergency medical dispatch to the proposed regional dispatch center</p>	<p>Significantly less cost than Option One Improves regional resource coordination Captures offered technology improvements Consolidates the dispatch of resources to same call in one center</p>	<p>Loss of direct control over the dispatch function</p>	<p>\$36,000</p>
<p>Recommendation No Seven: Improve Capital Asset Management – Fire Station Siting</p>			
<p>Option One: Locate an additional station in the central Paso Robles area</p>	<p>Provides needed coverage to an area currently outside identified response time objectives</p>	<p>Adds a fourth station with associated costs</p>	<p>\$1,310,000 one-time cost \$915,342 ongoing annual cost</p>
<p>Option Two: Relocate Fire Station Three</p>	<p>Improves coverage to central Paso Robles to identified response time objectives Still allows coverage of the airport within FAA standards Substantially less cost than Option One</p>	<p>Capital costs for construction and land acquisition</p>	<p>\$960,000 one-time cost</p>



Recommendation No. One - Improve the Quality and Promptness of Emergency Response to the Level Desired by the Community

The current status of emergency response services is quite inadequate given the community's desired level of service. Only two personnel are available from one fire station, backed up by volunteer firefighters, to provide immediate response to emergencies. Current response time performance is 10 minutes 90% of the time. The community established response time objective is 4 minutes 90% of the time.

Improving response time performance to four minutes 90% of the time will require a significant investment in personnel and other resources. The Task Force recommended that this be done in phases. A phased approach is described below showing two options for the provision of service.

All phased improvements include the inclusion of paramedic trained personnel on response apparatus along with the tools and equipment needed to provide this level of service. The Task Force identified this service improvement as important regardless of the delivery system selected. In addition, first line supervision has been included to resolve day to day operational supervision as identified in the Report of Findings.

Option One – Continue the Department of Emergency Services as a city operated department

The Department of Emergency Services is, and has been, a city operated department serving the Paso Robles community. As such, the city has direct control over its activities, its costs, and the quality of its services. It also has responsibility for the providing the necessary services to support the fire and emergency services operation such as payroll, finance, and employee services. The clear advantage to direct provision of service is the control exercised over the function.

Option Two – Contract with California Department of Forestry (CDF) to provide staffing and deployment to achieve community established service levels.

CDF has offered a proposal to provide fire and emergency services to the community on a contractual basis. CDF has a number of these contracts in place with cities similar to Paso Robles around the state. There are advantages to this option. CDF would assume all responsibility for supporting the activity and would assume a large share of the risk associated with providing it.



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The city, however, loses the direct control it currently enjoys. The service would be provided under the terms of a contract. This contract should be structured very carefully to ensure the city receives the services it desires. A full copy of the proposal received from CDF for this discussion is included in the Appendix

A. Existing Operations: The following is a budgetary portrayal of present operations. Authorized staffing within the Department of Emergency Services includes one Fire Chief, seven Firefighters operating out of Station 1, and one secretary. The following summary is excerpted from the City of El Paso de Robles Operating and Maintenance Budget and Four-Year Financial Plan: Fiscal Year 1999-00 to 2002-03.

BUDGET CATEGORY	COSTS (CITY AND CDF)
Employee Services	\$646,000
Maintenance and Operations	\$309,200
Capital Outlay	\$ 25,000
TOTAL-FY 1999-00	\$980,200

B. Phase 1: Phase 1 provides for the addition of two personnel at Station 1, thus creating a four-person engine company. In addition, two firefighters are added to Station 2 in the first step toward providing more comprehensive service on the east side. The result is the addition of 13 new positions in order to provide improved twenty-four hour coverage of current response demand. The added positions and their annual salaries are: six captains, three at each station (\$63,492) and seven firefighters (\$41,508). Overtime has been budgeted at \$91,000, and benefits were calculated at 40% of total new salary costs (\$325,283). Pursuant to an existing MOU, \$325 per month per position has been added as paramedic incentive pay (\$50,700) for those who qualify. Additional funds are required to equip apparatus consistent with the desired ALS status (\$15,000 per unit) as well as for equipping and training additional personnel (\$3,000 per position). The following represents only the incremental cost—in FY 1999-00 dollars--of bringing Phase 1 on line.

BUDGET CATEGORY	CITY COSTS	CDF COSTS
Employee Services	\$1,138,491	\$852,000
Maintenance and Operations	\$ 69,000	\$69,000
TOTAL: Phase 1 Implementation	\$1,207,491	\$921,000



C. **Phase 2:** Phase 2 provides for the addition of two personnel per shift at Station 2, thus creating a four-person engine company on the east side. Seven new positions are required to provide twenty-four hour coverage. The added positions and their annual salaries are: seven firefighters (\$41,508). Overtime has been budgeted at \$49,000, and benefits were calculated at 40% of the new position costs (\$146,742). Pursuant to an existing MOU, \$325 per month per position has been added as paramedic incentive pay (\$27,300) for those who qualify. Additional funds are required to equip and train the additional personnel (\$3,000). The following represents only the incremental cost—in FY 1999-00 dollars—of bringing phase 2 on line.

BUDGET CATEGORY	CITY COSTS	CDF COSTS
Employee Services	\$513,598	\$472,500
Maintenance and Operations	\$ 21,000	\$21,000
TOTAL Phase 2 Implementation	\$534,598	\$493,500

D. **Phase 3:** Phase 3 provides for the addition of two personnel at Station 1 on a quick response unit. This “demand management” unit is intended to meet the Task Force goal of providing adequate backup capability, and it should not be used as a substitute for implementing the four-man engine companies. Five new firefighters are required in order to provide twelve-hour coverage. The added positions and their annual salaries are: two captains (\$63,492) and three firefighters (\$41,508). Overtime has been budgeted at \$35,000, and benefits were calculated at 40% of new salary costs (\$122,403). Pursuant to an existing MOU, \$325 per month per position has been added as paramedic incentive pay (\$19,500) for those qualifying. This unit would provide a backup to existing personnel. Additional funds are required to equip apparatus consistent with the desired ALS status (\$15,000 per unit) as well as for equipping and training additional personnel (\$3,000 per position). The following represents only the incremental cost—in FY 1999-00 dollars—of bringing phase 3 on line.

BUDGET CATEGORY	CITY COSTS	CDF COSTS
Employee Services	\$428,411	\$288,000
Maintenance and Operations	\$ 36,000	\$36,000
TOTAL: Phase 3 Implementation	\$464,411	\$324,000



E. Phase 4: Phase 4 provides for the addition of four personnel at Station 3, thus creating a four-person engine company. The result is the addition of thirteen new positions in order to provide twenty-four hour coverage. The added positions and their salaries are: three captains (\$63,492) and ten firefighters (\$41,508). Overtime has been budgeted at \$91,000, and benefits were calculated at 40% of the new salary costs (\$298,902). Pursuant to an existing MOU, \$325 per month per position has been added as paramedic incentive pay (\$50,700) for those qualifying. Additional funds are required to equip apparatus consistent with the desired ALS status (\$15,000 per unit) as well as for equipping and training the additional personnel (\$3,000 per position). The following represents only the incremental cost—in FY 1999-00 dollars—of bringing phase 4 on line.

BUDGET CATEGORY	CITY COSTS	CDF COSTS
Employee Services	\$1,046,160	\$577,000
Maintenance and Operations	\$ 54,000	\$54,000
TOTAL: Phase 4 Implementation	\$1,100,160	\$631,000

Fully implemented the cost of all four phases, in 1999-00 dollars is:

<i>Department of Emergency Services</i>	<i>California Department of Forestry</i>
\$4,286,860	\$3,349,700
\$122.48 per capita (at the projected population of 35,000)	\$95.70 per capita (at the projected population of 35,000)

In contrast, the fire department in the region with the highest cost per capita is the Morro Bay Fire Department at \$118.43 per capita.

The Continued Role of Volunteer Firefighters

There will always be a need for volunteer firefighters to serve the full scope of fire and emergency services for the city. Even when the staffing plan just discussed is fully implemented there will only be 12 firefighters continuously on duty (14 during peak demand periods). As described in the Findings section of this report a minimum of 13 are needed to effectively combat a single family residential or small commercial fire.



Maintaining an effective volunteer firefighter program will serve a variety of purposes. First it will provide needed additional personnel to control structure fires, large wildland fires and other personnel intensive incidents. Second, it provides a backup force to staff stations during those times of very high call activity. Third it provides a pool of trained personnel to provide service to community events, regional conflagrations and other unusual events.

This resource will continue to require support in the way of training, equipment and other needs. The volunteer firefighter program should also benefit from the addition of full-time staff since the time demands on volunteers will be reduced. Volunteers will be able to focus their energies on areas that will provide the most value to the community.

Option Three – Joint Fire Operations with the City of Atascadero

Subsequent to the commencement of this process, the City Managers of Atascadero and Paso Robles initiated a discussion about creating joint fire operations. A " cursory" review of the potential was requested to be included in this report.

Joint efforts might be feasible in limited areas. However, given the geographical separation between the jurisdictions, it is not recommended that first or backup response or management be included for consideration. The citizen Task Force recommendation of a four minute response and immediate backup capability cannot be met if the response system or a significant portion of it area located miles from Paso Robles. Nor is it feasible to jointly share emergency operations apparatus (such as a ladder truck) and expect to maintain a reasonable response capability. Even if an agreement were to locate the stations, personnel, and apparatus within a reasonable distance from the City, the potential for a simultaneous need from both cities would impair the ability of the system to adequately serve at least one of the calls. A joint emergency response capability between two jurisdictions may indeed provide the potential for reducing costs to any one jurisdiction. However, the greater the geographical separation between the two, the more negative the effect on first and backup response.

Likewise, given the anticipated major changes to the operations of the Paso Robles Department of Emergency Services, it is not recommended that management of the Department be shared at this point in time. Implementation of major changes will require the attention of a career management professional whose focus should not be divided. While the geographical separation remains a concern, at such time as both departments are fully operational, it might be possible for one manager to more adequately share responsibilities.



The above does not, however, discount the possibility to share services and/or facilities in a few areas. For example, the training facilities addressed elsewhere in this report might be more financially feasible if two or more jurisdictions share in the cost. In fact, the usage of such facilities could be maximized by their use by multiple jurisdictions. In addition, it might be feasible to jointly fund and share the inspection/prevention functions.

Recommendation No. Two - Reduce the Growth of Future Fire Risk Through Active Mitigation Efforts

Workload has a significant impact on a fire department response times. The greater the workload, the less available response units are for service to the next occurring emergency. Along with ensuring adequate response units are available to handle emergencies, a community should also take steps to reduce, or at least manage the growth, of the occurrence of emergencies.

Each of the options listed below can be implemented separately, or together. Each targets a different aspect of fire risk mitigation. All should be considered.

Option One – Adopt a comprehensive fire sprinkler installation ordinance

In the “Report of Findings” the dynamics of fire in a building were described as they relate to response time. While excellent response time performance by the fire department is vitally important, the most effective method to protect lives and property from fire is the fire sprinkler system. Fire service resources can not be provided to match the level of protection provided by this technology. The cost would simply be too high. The best opportunity to apply water to a fire prior to flashover is through the use of built-in fire sprinkler systems in homes, businesses and other buildings. Their advantage is that they not only detect the fire but also apply water well before flashover.

Recent innovations in residential fire sprinkler design have dramatically reduced their cost. Scottsdale, Arizona, for example, reports that residential fire sprinkler installation costs are averaging \$.59 per square foot (\$885 for a 1500 square foot house). St. Helens, Oregon is reporting costs of about \$.75 per square foot (\$1,125 for a 1500 square foot house) in a pilot project within their community.



Scottsdale, in 1985 passed a city ordinance requiring fire sprinklers in all new buildings including single family residential. This created a large market for sprinkler installers and is the primary reason for their lower cost experience. Their ordinance, in addition to requiring fire sprinklers also allowed opportunities for “design freedoms” in new development. These include increased density in new subdivisions, narrower street widths, smaller water main sizes, increased spacing between fire hydrants and longer cul-de-sac lengths. These resulted in development and construction costs savings (1986 estimates) of \$2,110 per unit. In a report by the California State Fire Marshal’s Office, similar results were reported for design freedom programs in that state.

Scottsdale conducted a comprehensive evaluation of the effectiveness of their fire sprinkler ordinance. This evaluation covered a ten-year period following the implementation of the ordinance. Their findings indicated:

“The average fire loss per sprinklered incident was only \$1,945, compared to a non-sprinklered loss of \$17,067. Automatic protection had a direct role in saving eight lives. One or two heads controlled or extinguished the fire 92% of the time, with the majority of the exceptions a result of flammable liquid incidents.”

The City of El Paso de Robles has the ability to pass a local law requiring fire sprinklers as Scottsdale, and many other jurisdictions across the nation have done. Doing so will not only increase the level of fire and life safety within the community but will help control future fire service costs since new buildings constructed would have a significantly lower fire risk. In addition, cost savings will be realized in the construction of water service facilities. Since fire sprinkler protected buildings have half the fire flow demand as non-sprinklered buildings, smaller water mains and reservoirs can be built as development continues. The time is right for the city to take this pro-active approach since development within the community will continue.

Option Two – Conduct fire safety inspections on a more frequent interval

The National Fire Protection Association recommends communities inspect commercial occupancies on a regular schedule. The greater the risk of occurrence of a fire and the higher the threat to life from fire, the more frequently an inspection should be conducted



The city has approximately 1500 businesses that should be inspected based on the recommended frequency. Personnel assigned to engine companies can be trained to conduct inspections of low risk occupancies. A person with more technically oriented training should be utilized for moderate and high risk occupancies. Based on the number of commercial occupancies one full-time inspector should be employed to do this work.

Cost: If provided by City personnel, the cost of a civilian position responsible for field inspections and plan checks would be \$60,782 (\$43,416 annual salary and 40% benefits.) If provided by contract with CDF, the cost is \$72,000.

Option Three – Increase the level of fire safety public education

An educated community, in both fire prevention and appropriate first response actions, can be a significant mitigation tool. Fire safety education should focus on three primary areas:

- fire hazard elimination
- safe use of equipment and appliances
- first response action (home escape planning, fire extinguisher use, etc)

There are three sub-options to consider.

Option Three A – Deliver public education using full-time personnel, including surplus capacity of the fire inspector identified in Option Two as well as personnel assigned to fire stations. This option has little cost other than handout material, instructional aids and audio visual equipment.

Option Three B – Utilize community volunteers to deliver public education. This approach would use volunteer personnel in a rather non-traditional capacity. Given sufficient training, community fire prevention volunteers can deliver fire safety education to schools, community groups and others. Along with costs identified in Option Three A, some additional training costs would be incurred. However, the Department of Emergency Services can gain a substantial resource for delivery of this important message and provide a very useful outlet for community service.

Option Three C (recommended) – This option would utilize both community volunteers and full-time staff to deliver fire safety education.



Recommendation No. Three - Reduce the Growth of Emergency Medical

Response Demand

Medical emergencies constitute 60% of the Emergency Service department's workload. Opportunities exist to mitigate future demand for emergency medical response services much like they exist for fire emergencies. The department can deliver emergency medical prevention education to the community. Given the success fire departments across the country have had reducing fire incident rates through education, its predictable that a similar benefit can be gained through medical emergency avoidance education.

Such a program should focus on two areas of education:

Accident prevention – This should include education focused on creating an awareness of safe behavior and ways to avoid injury. There is a very good program targeted to school children in grades K through 8th produced by the National Fire Protection Association called "Risk Watch" that would serve this effort well.

Initial care and treatment – This education effort should be targeted at adults. The primary message should be how to differentiate between a true emergency (requiring emergency medical resources) and those that can be handled through other health care pathways such as urgent care facilities or normal doctors appointments. Basic first aid and CPR skill can be taught to strengthen the initial care aspect.

The same three options for delivering emergency medical prevention education can be employed as suggested above for fire safety education.

Option A – Deliver public emergency medical education using full-time personnel, including surplus capacity of the fire inspector identified in Option Two as well as personnel assigned to fire stations. This option has little cost other than handout material, instructional aids and audio visual equipment.

Option B – Utilize community volunteers to deliver public emergency medical education. This approach would use volunteer personnel in a rather non-traditional capacity. Given sufficient training, community education volunteers can deliver emergency medical prevention education to schools, community groups and others. Along with costs identified in Option Three A, some additional training costs would be incurred. However, the Department of Emergency Services can gain a substantial resource for delivery of this important message and provide a very useful outlet for community service.

Option C (recommended) – This option would utilize both community volunteers and full-time staff to deliver emergency medical prevention education.



Recommendation No. Four - Improve the Quality of Training Program

Management

Providing quality and comprehensive training is a very important function for emergency service operations. It is as much a risk management tool as it is a quality improvement process.

The training standards required of fire personnel are extensive. A substantial amount of training is required by various regulatory agencies. It is the city's responsibility to ensure that sufficient training is provided to personnel, both volunteer and career, to meet these standards.

As identified in the "Report of Findings", training program management is distributed as "additional duties" to a variety of different personnel within the Emergency Services department. A more focused effort should be employed. There are several options to do this.

Option One – Employ a Training Officer to manage the training program

This option would add one staff position to the Department of Emergency Services. The individual selected would be responsible to manage the overall training delivery system, maintain accurate records, deliver instruction and conduct career development planning for department personnel. The primary advantage of this option is the city's direct control over the program and person assigned to it.

Cost: If provided by City personnel, the cost of a State Fire Marshal Certified Fire Officer, Fire Instructor I would be \$88,889 (\$63,492 annual salary and 40% benefits).

Option Two – Contract for training services from the California Department of Forestry

This would involve a cooperative services agreement with CDF for training management and delivery on a fee for service basis. CDF would be responsible for all of the elements of a quality training program as described in Option One above.

Cost: \$80,000

Option Three – Employ a "Public Safety" training officer for both police and fire

Neither the Department of Emergency Services nor the Police Department have a dedicated Training Officer. The Police Department uses a portion of the time of a sergeant to manage delivery of training, record keeping and other training functions. This option would employ a person to manage training and education for both departments.



In this option the training officer would be a manager. The person would be primarily focused on monitoring the initial and ongoing training of both police and fire personnel, identifying training delivery goals and objectives, supervising the delivery of instruction, providing career development counseling, and maintaining required records and reports.

The proposed public safety building will facilitate use of this option since personnel from both departments will be housed in the same facility.

The success of this option lies with the selection of the person to do the job. This person will need to be well aware of the training needs of both police officers and fire personnel, familiar with the various state and other training mandates and able to work between both organizations.

Cost: If provided by City personnel, the cost is estimated to be \$88,889 (\$63,492 plus 40% benefits.)

Recommendation No. Five - Improve the Quality of Training – Facility and Training Resources

No job can be performed well without the right tools. Training is no exception. Fire agencies need special facilities in order to develop and deliver realistic and experientially based training. The lack of good facilities presents a significant handicap to this effort.

The proposed public safety building will include a combination Emergency Operations Center/classroom. However it does not include such training facilities as a tower, smoke environment room or other resources. This will continue to hamper the delivery of training to firefighters.

Option One – Develop fire training facilities

At a minimum training facilities should include a multi-story tower (four stories typically) and a fire or smoke environment room with movable partitions. Adequate paved grounds should be included for vehicle maneuvering and hose evolutions. A training facility should be centrally located in the service area to minimize response time delays for company who must respond to emergencies from training.

Cost: At a minimum a multi-story training facility as described would cost approximately \$225,000 plus cost of land. Additional features would add to this cost.



Option Two – Develop a combination fire/police training facility

Police officer training programs can be enhanced by inclusion of additional features in a fire training facility. Special tactics training can make use of an expanded smoke environment building to simulate different building types and room configurations. Police agencies also need adequate paved space to conduct emergency vehicle operations training. Expanding the fire training facility proposed in Option One to include features useful for police training will provide benefit to both agencies. This may result in additional costs. Specific features desired by the police department for its training would need to be identified and priced.

Option Three – Develop a regional training center

Many regions have developed partnerships to construct high quality training facilities. The advantages include reduced individual costs, significantly more facility than any one agency could reasonably afford and improved regional cooperation.

The primary disadvantage relates to distance. A regional facility will be located within the response boundaries of only one agency. Other agencies will incur additional travel time to and from the facility and lose the ability to respond directly from training to calls for service due to distances. Often the savings realized by these partnerships are offset by additional response area coverage costs.

The Department of Emergency Services is exploring the opportunity for a regional disaster training facility located within Paso Robles. Should this come to pass the Department will gain the benefits of a regional approach without the associated travel time consequences. Further exploration of this opportunity is certainly recommend.

The cost to Paso Robles for such a facility cannot be determined without knowing how many other potential partners there may be. However, it should certainly not exceed costs identified in Options One and Two above.



Recommendation No. Six - Improve Emergency Dispatch Service

The critical first step in the response time continuum is the reporting and dispatch of the emergency response to the fire department. The Department of Emergency Services is receiving good service now, but opportunities exist for improvement.

Option One – Improve staffing at the Paso Robles Police Department dispatch center

The Department of Emergency Services receives call taking and dispatch service from the police department. This service is staffed with one person 24 hours per day. There are times when this staffing level causes small delays in the dispatch of emergencies. This is not a criticism of the talents of the dispatchers, but the reality of this staffing level.

Ideally one additional person should be on-duty at the dispatch center 24 hours per day. This will ensure that calls are answered promptly, dispatched promptly and follow-on service to emergency responders can be provided.

Cost: The cost to add a full-time position would be \$240,912 (\$34,416 annual salary for five people plus 40% benefits).

Option Two – Move fire and emergency medical dispatch to the proposed regional dispatch center

Consolidation of dispatch services is a growing trend. Technology has made it possible for dispatch service to be provided from virtually anywhere.

Regionalization of fire and emergency medical dispatch service provides a number of benefits.

These include:

- Typically lower per agency costs for service
- Better coordination of mutual and automatic aid agreements
- Better coordination of resources for major emergencies
- Technology opportunities not usually affordable by single agency systems

While moving fire and emergency medical dispatch to a regional center will carry an additional cost, it also avoids costs to improve dispatch service at the current police department location.

Cost: \$36,000 annually



Recommendation No. Seven - Improve Capital Asset Management

The City has a significant investment in apparatus, equipment, and facilities used to deliver fire and emergency services. The current condition of fire stations and some apparatus is less adequate.

The City has a significant current apparatus replacement liability (\$1.5 million) and the need to make major improvements to fire stations. As the City moves from a primarily volunteer firefighting force to one more dependant on full-time staff, facilities needs change. Living and sleeping quarters need to be added-or improved at existing stations to improve livability.

Comprehensive facilities and apparatus management plans should be developed. The plans should include the following for each.

Facilities Management Plan

- Identification of short-term and long-term improvements required
- Identification of short-term and long-term maintenance needs
- New facility location and development projections
- Long range financing methods

Apparatus Management Plan

- Established replacement cycles by apparatus type
- Apparatus inventory, both short and long-term
- Long range financing plan

Fire Station Siting

The City of El Paso de Robles fire stations are generally well located to serve the community. Fire Stations 1 and 2 are ideally located based on previous and expected community development patterns. Fire Station 3 is, however, less suitably located.

As can be seen on the "4 Minute Travel Time Zones" map in the Appendix a fair amount of the four-minute travel zone lies outside of the city limits. There is a substantial gap in the central Paso Robles area that is projected for fairly significant development.

Fire Station 3 also has a potential future role in the further development of the airport. Should scheduled air carrier service commence at the airport there will need to be crash-rescue resources available in accordance with Federal Aviation Administration requirements.



There are two options to respond to both the future development of central Paso Robles and the advent of scheduled air service from the airport.

Option One – Locate an additional station, when response volume warrants, in the central Paso Robles area

The addition of a fourth fire station would provide excellent coverage to the central area and valuable backup service to the areas served by Fire Stations 1 and 2. However, the cost of construction and maintenance of this facility, as well as staffing make this a rather expensive option. Costs are based on the space analysis shown below.

<u>Cost:</u>	Station construction, land and furnishings	\$960,000
	Apparatus and equipment	\$350,000
	Staffing (annual cost)	\$795,342
	Operating costs (annual cost)	\$120,000

Option Two – Relocate Fire Station Three

By relocating Fire Station 3 to the south end of the airport, the future needs for service to the airport as well as the proposed central city development can be well met. The current fire station is not suitable for full time personnel and will require extensive remodeling. It make more sense to construct a new facility, appropriately designed and strategically located to serve both needs. A south end of the airport location with quick access to Airport Road would be ideal.

The cost of this option is limited to the cost of the new station since staffing is already planned in the phased implementation discussed previously. Costs are based on the space analysis shown below.

<u>Cost:</u>	Station construction, land and furnishings	\$960,000
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Fire Station Space Analysis

Proper design of a fire station is very important. Poorly designed stations can lead to high maintenance costs, lack of functionality, and can actually impede prompt response. A number of activities occur within a station. Adequate space needs to be provided for these activities.

While the design of a floor plan is best left to a qualified architect, the physical space requirements for a functional fire station are readily identifiable. The following chart identifies those spaces by function and size that should be included in a properly designed fire station.



Fire Station Space Needs

Space Description	Size	Square Feet
Administration		
Entry Vestibule	5x8	40
Communications/watch room	10x10	100
Storage	6x8	48
Living Quarters		
Dayroom/classroom	20x20	400
Kitchen	12x15	180
Dining area	12x15	180
Dormitory – men's	15x15	225
Dormitory – women's	15x15	225
Washroom – men's	12x12	144
Washroom – women's	12x12	144
Locker room – men's	10x15	150
Locker room – women's	10x15	150
Utility storage	8x12	96
Supply storage	8x8	64
Laundry room	10x10	100
Physical fitness room	15x20	300
Apparatus Room		
Apparatus bays (2)	40x60	2,400
Tools and parts storage	8x10	80
Equipment decontamination room	8x12	96
Hose tower	8x12	96
Hose storage	8x10	80
Turnout storage	8x15	150
Site maintenance storage	10x10	100
Subtotal of room/space sizes		5,548
Plus 20% for circulation		1,109
Total Recommended Square Feet of Space		6,657

For Consideration - Merge police and fire into a single "public safety" department

An often discussed option for improved organizational structure is that of merging police and fire into a single Public Safety Department. In a 1984 article in the Journal of Police Science and Administration entitled "Consolidation of the Police and Fire Services," Richard S. Rubin outlines five possible consolidation scenarios:

Full consolidation: Police and firefighting duties are combined under a single Department of Public Safety. The personnel perform both police and firefighting duties. A small number of firefighters remain at the station(s) to maintain equipment and drive the apparatus to an incident while the rest do regular police work and fire prevention.



Partial consolidation: Police and firefighting duties remain separate except for a special patrol of public safety officers who perform both police and firefighting duties. The Police Chief gives the officers orders when they are engaged in police activities, and the Fire Chief supervises them when they are engaged in firefighting activities.

Selected area consolidation: Police and firefighting duties remain separate except for specially trained public safety officers who are assigned to work in limited geographical areas of the community. This option may be used in newly annexed areas of a municipality.

Functional consolidation: Police and firefighting duties remain separate, but some duties normally performed by one are assigned to the other. For example, police officers may assist firefighters by reading gauges or hooking up hoses at the scene of a fire.

Nominal consolidation: Police and firefighting duties remain separate but are under the administrative control of a single Public Safety Director.

The arguments advanced by proponents of a consolidated Public Safety Department are the following:

- Increased manpower as a result of more effective utilization of the on-duty personnel time
- Faster response to fire emergencies
- Single chain of command under the Director of Public Safety
- More trained personnel for severe emergencies since personnel are trained in both fire and police functions
- Improved prevention programs through increased patrol coverage
- Single records management system



City of El Paso de Robles – Growth Management Plan

The disadvantages cited by those who do not support a consolidated Public Safety Department are the following:

- Neglect of the total fire safety program
- Increased costs
- Lack of support from the affected departments
- Low morale
- Impaired career paths
- Inadequate training
- Potential liability arising from inadequate attention to one function
- Loss of firefighting team concept
- Role conflicts
- Focus on one service at the expense of the other

In order to have any meaning, the arguments advanced by both sides need to be weighed against the actual circumstances facing Paso Robles.

The direction given in creating this report was to consider the wishes of the community as expressed by the Advisory Task Force on the Growth Management Plan for Future Fire and Life-Safety Services (Task Force). The Task Force's desires are expressed elsewhere in this report. However, it is clear that the members wish to implement a higher level of service, most clearly expressed in its stated goal of achieving a four-minute response time and paramedic certified firefighters. The concept of any level of Public Safety Department must be considered in light of this direction.

The nationwide trend in police and fire is for trained professionals who in many cases require certification and continuing education to retain their jobs. In fact, one stress upon the volunteer firefighter is the need to train to the level required of the full-time paid professional. While the downtime experienced by firefighters between calls is often cited as a compelling reason for a merger of functions, that time is best utilized in an effective training program (as well as equipment and apparatus maintenance and fire prevention, public education and inspection activities). The higher level of service outlined by the Task Force assumes personnel professionally equipped and focused to provide the desired services. The level of training demanded of the modern police and fire professional becomes overwhelming when the responsibilities of both functions are expected of combined role personnel.



One area in which an immediate savings could be realized is that of a nominal, administrative consolidation under one Public Safety Director. Clearly, this eliminates the salary, benefits, and supporting costs of one management position. However, the Task Force recognized the financial dilemma facing the City as it implements its recommendations by further recommending an incremental implementation plan. At least during that process it is important that the City retain the professional expertise of a fire service professional in managing the change that will take place. If the City is to focus its attentions on building up its Fire Department, it is important to ensure that the process is managed by one person whose focus and expertise are consistent with that transition.

One final word on the Public Safety Department issue is important. Notwithstanding all of the reasons listed above, the final consideration is clearly political. In his report entitled "Public Safety: Options to Improve Service Delivery" to the City Council of Galesburg, Illinois, City Manager Robert Knabel cautioned that the "decision must be based on many factors. It is often not just enough to recognize the pros and cons or the cost benefit of a particular alternative, but we must recognize whether it will 'fit' within our environment. If it is economical and will provide a higher level of service yet the community does not support it or is willing to pay a higher cost for another alternative then that too must be taken into account."

Knabel concludes as follows. "Ultimately we have to ask ourselves will it cost us more than the benefits we will receive. The 'cost' is not that in terms of money but in terms of public support, employee morale, public dissension, and dissatisfaction. While the benefits could be substantial, they could also result in considerable community unrest. This is the type of 'political' judgment that the City Council and City Manager must weigh in this decision-making process. While the City Manager firmly believes that the concept works, having worked in two communities where it has been successful, and while he believes that the public safety concept is one positive alternative to rising costs of police and fire services, ultimately, the decision is that this concept will probably not work in the City of Galesburg because of the political consequences of the implementation."

For Consideration – Airport Crash Rescue and Firefighting

The City operates the Paso Robles Municipal Airport (PRB). The airport has two runways, one 6,009 feet in length and the other 4,700 feet in length. Both are lighted. PRB is an uncontrolled airport meaning there is no active control tower providing positive airspace control.



City of El Paso de Robles – Growth Management Plan

The airport does not currently host scheduled air carrier service. However, there is some anticipation that scheduled air service may exist in the future. If scheduled air service does begin operation aircraft crash rescue and firefighting (ARFF) capability will be needed complying with the requirements of FAR 139.315 through 139.319. The specific ARFF requirements are based on the size of aircraft operating from PRB and the frequency of departures.

There are five levels of operation described as indexes. The most stringent index that might be assigned to PRB would be Index B, which is five or more average daily departures of aircraft at least 90' in length but less than 126' in length.

Index B requires the following ARFF equipment and agents:

Either:	Option One	1 vehicle carrying at least 500 pounds of sodium-based dry chemical or halon 1211, and 1,500 gallons of water, and a commensurate amount of foam concentrate.
or:	Option Two	1 vehicle carrying the extinguishing agents (dry chemical and foam) and 1 vehicle carrying an amount of water and foam concentrate so that the total quantity of water for foam production carried by both vehicles is at least 1,500 gallons.

There are a variety of other requirements pertaining to equipment, training and staffing of ARFF vehicles. In addition the required response time for ARFF is three minutes from the time of dispatch until arrival at the midpoint of the furthest runway.

The Department of Emergency Services has a vehicle designed for ARFF that should serve the needs as defined in Option One. It is a vehicle acquired through a surplus property program and thus has a limited future life expectancy. Suitable backup apparatus will need to be identified however in order to ensure uninterrupted airport operations.

Staffing requirements are less clearly defined in the regulations. Each certificate holder shall ensure "Sufficient rescue and firefighting personnel are available during all air carrier operations to operate the vehicles, meet the response times, and meet the minimum agent discharge rates required by this part;". This requirement can be as low as one person per vehicle. A properly designed ARFF vehicle can be operated, including during initial fire attack by one person. Certainly additional resources would be dispatched to any aircraft emergency.



Funding for ARFF operations is generally accomplished through fees charged to the air carriers operating scheduled service from an airport along with other airport generated revenue sources. The city should not feel obligated to fund ARFF operations from general sources.

Well in advance of the initiation of schedule air carrier service, the Department of Emergency Services should develop a plan to implement ARFF service. This plan should include:

- Acquisition of primary and backup ARFF capable apparatus
- Identification of staffing methods for ARFF operations
- Development and provision of necessary ARFF training to Department personnel
- Participation in the development of an Airport Emergency Plan as required by FAR 139.325

For Consideration – Emergency Medical Services

The community of Paso Robles enjoys the services of a very good ambulance provider. San Luis Ambulance is a well managed provider of high quality service. Additionally, the company encourages and supports a cooperative relationship with the various fire agencies within the county.

No change is recommended in the provider of emergency medical transportation services. The quality of services currently received from San Luis Ambulance along with the very uncertain financial environment providers of ambulance service are faced with preclude any recommendation for the city to consider going into the business. Until health care finance reform discussions are concluded at the federal level, and the full impacts of decisions made are known, the long-term financial picture for ambulance providers can not be known with reasonable certainty.

In the meantime system improvements are recommended, as discussed earlier in this report. The community indicated they place a high value in quality emergency medical services. The best opportunity for improvement is the inclusion of paramedics on fire apparatus.

This will create what many experts consider to be an ideal system design. Highly trained paramedic/firefighters respond from fire stations strategically located to provide the shortest response time practical. They can initiate lifesaving care quickly. An ambulance arrives somewhat later delivering additional trained personnel and the transportation capability. Once transport is initiated the fire engine and its crew are available for the next emergency.



City of El Paso de Robles – Growth Management Plan

Such a system provides the shortest possible response times, captures productivity increases from fire crews, and minimizes the number of ambulances needed in the system.

There are other opportunities for Paso Robles as well. The fire chief and San Luis Ambulance managers are already discussing housing an ambulance and its crew at a Paso Robles fire station. This is an outstanding cooperative effort, with a revenue potential for the City, and should be encouraged.

The City currently receives revenue from San Luis Ambulance, as required by its contract with the county, for first responder services. The amount is reflects the PRDES's current basic life support service level. If the City moves forward with an advanced life support first responder system this first responder service payment could increase helping to support the cost of the service improvement.

The vast majority of emergency responses made by the Department of Emergency Services are medical in nature. It only makes sense for the department to be very good at what it is asked to do the most.



Ongoing Performance Monitoring

The recommendations contained in this report, when fully implemented, should provide the desired level of service as expressed by the Task Force. However, ongoing performance monitoring must be conducted to ensure the plan is working. Variations in community growth patterns over what have been forecast, changes in workload demand patterns, and a variety of other influences can affect the desired outcome.

What follows is a list of critical community fire and emergency service performance objectives that should receive regular monitoring and review. Doing so will give the Department of Emergency Services management important information upon which to evaluate the success of the plan and make adjustments as necessary. Ideally, these performance objectives will be incorporated into the Safety Element of the community "General Plan" so as to clearly identify them as established goals for the city.

Community Fire and Emergency Service Performance Objectives

1. *Provide for the arrival of adequate resources to initiate advanced life support emergency medical services at the scene of any medical emergency occurring in this community within four (4) minutes following dispatch, 90% of the time.*

Assignment of paramedics to all response units will have a very positive effect on achievement of this objective as well as the increase staffing proposed in the implementation plan.

2. *Provide for the arrival of adequate resources to initiate fire suppression operations at the scene of any fire occurring in this community within four (4) minutes following dispatch, 90% of the time.*

Assignment of four personnel to all fire engines will have a positive effect on achievement of this objective since interior fire suppression actions can be taken by the first arriving engine company.

3. *Maintain sufficient staffing to ensure a minimum on-duty emergency operations force of .44 per 1,000 total population within the service area.*

There is a nearly perfect correlation between population and response workload. There is also a substantial correlation between staffing and the ability to maintain desired response times. Maintaining sufficient staffing, properly deployed, is critical to ensuring achievement of the desired level of service. Using this objective, along with the others will also help define that point in time when Fire Station Three should be staffed with full-time personnel.



4. *Maintain average annual responses per on-duty emergency responder to at or below 250 responses per on-duty staff.*

Workload, expressed in responses per on-duty emergency responder, directly affects availability. The greater the workload the less available fire personnel are for responses. Thus, maintaining workload at reasonable levels helps to ensure personnel will be available to respond quickly to emergencies.

Matching Projected Response Growth to Future Resource Needs

Given that the recommendations of this report achieve the desired response time performance objectives, it is possible to project future resource needs based on predicted population and call volume forecasts. The chart below suggests future resource needs based on the criteria in the above Community Fire and Emergency Service Performance Objectives. It assumes the first three phases of the proposed staffing implementation plan are in place leaving the staffing of Fire Station Three to be accomplished when population and call volume warrant.

Year	Population	Projected Call Volume	Minimum On-duty Emergency Operations Staff Needed
2000	23,979	2,295	10
2005	27,000	2,596	12
2010	29,500	2,900	12
2015	32,000	3,200	14
2020	35,000	3,500	14



Appendix

1. California Benchmark Communities
2. Population and Response Forecast
3. Local Community Comparisons
4. Map – Response activity by zone
5. Map – Four minute travel time zones
6. Map – 1.5 mile response zones
7. Map – Response time by zone
8. California Department of Forestry Proposal



California Benchmark Communities

Community	Population	Size (sq. miles)	Assessed Value	Fire Department Budget	Per Capita cost of fire services
El Paso de Robles, Ca.	22,500	16.7	\$1,146,269,846	\$962,900	\$42.80
Arcadia, Ca.	52,000	11	\$4,508,982,000	\$6,900,000	\$132.69
Downey, Ca.	98,600	12.7	\$4,565,513,165	\$8,948,575	\$90.76
Monrovia, Ca.	40,000	14	\$1,500,000,000	\$4,700,000	\$109.30
Montebello, Ca.	64,100	8.2	\$2,667,063,902	\$6,066,742	\$94.38
San Gabriel, Ca.	40,438	4.1	\$1,796,464,360	\$1,523,981	\$37.37
San Marino, Ca.	13,500	3.75	\$1,998,000,000	\$2,425,000	\$179.63
West Covina, Ca.	103,000	17	\$4,483,422,120	\$8,313,027	\$80.32
La Mesa, Ca.	56,851	9	\$2,537,998,776	\$4,518,922	\$79.49
Merced, Ca.	62,082	19	\$1,946,225,769	\$4,925,477	\$79.34
Davis, Ca.	60,320	133	\$2,573,964,395	\$3,688,791	\$61.15

Source: Information received from each jurisdiction during the past calendar year.

Atascadero, Ca.	24,000	25	\$14,000,000,000	\$1,500,000	\$62.50
Burlingame, Ca.	30,000	7	\$3,700,000,000	\$5,800,000	\$193.34
El Cerrito, Ca.	30,500	52	\$1,400,000,000	\$3,900,000	\$127.87
Eureka, Ca.	28,000	15	\$2,600,000,000	\$2,600,000	\$92.86
Millbrae, Ca.	21,500	32	\$1,700,000,000	\$2,500,000	\$116.28
Ross Valley, Ca.	22,500	7.5	\$2,900,000,000	\$2,900,000	\$128.89
San Luis Obispo, Ca.	45,000	12	-	\$4,000,000	\$88.89

Source: California State Firefighters Association



Local Community Comparisons

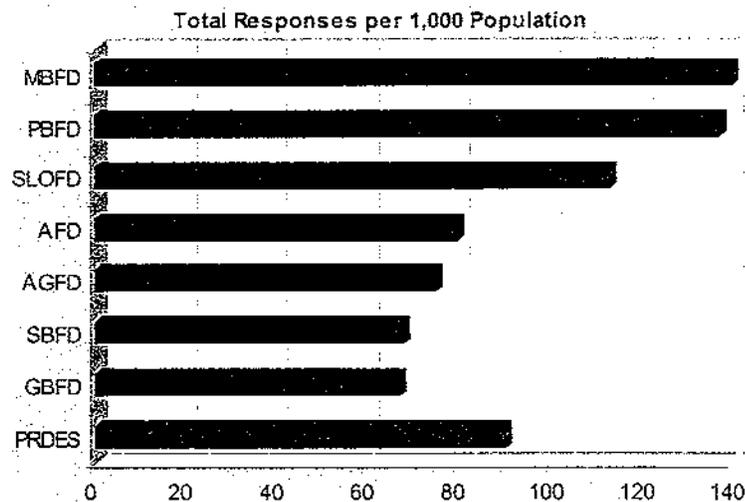
Earlier in this report the PRDES was compared with other similar fire and emergency service agencies around the state of California. It is also useful to review the resources and performance of the PRDES to fire departments within the local area. The following comparisons contrast the PRDES to fire departments within San Luis Obispo County.

The departments used in the comparisons and the abbreviations attributed to them are as follows:

AFD -	Atascadero Fire Department
AGFD -	Arroyo Grande Fire Department
GBFD-	Grover Beach Fire Department
MBFD -	Morro Bay Fire Department
PBFD -	Pismo Beach Fire Department
PRDES -	Paso Robles Department of Emergency Services
SBFD -	South Bay Fire Department
SLOFD -	San Luis Obispo Fire Department

(In some cases the surveyed departments were unable to provide all data needed for comparisons used in this section.)

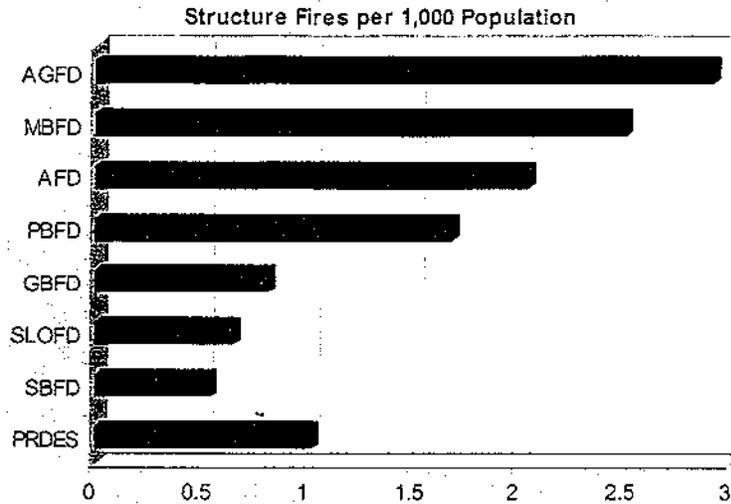
The following charts illustrate a variety of comparisons used previously in this report.



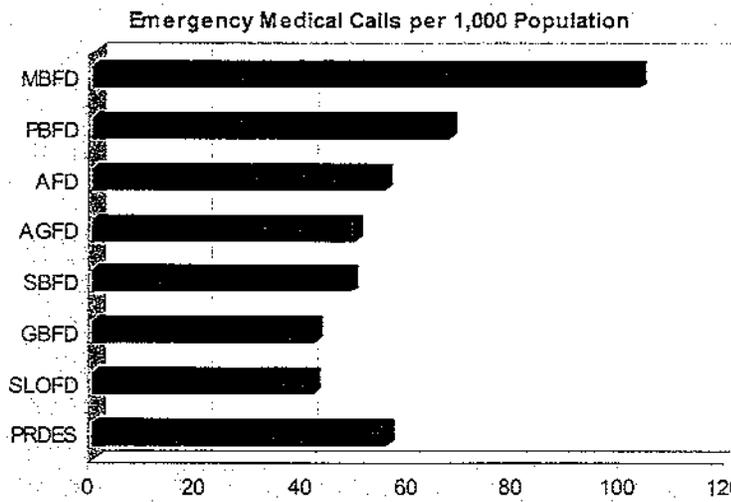
Source: March 2000 survey of local fire departments

Emergency responses generated by the Paso Robles community are 8% below the combined per capita average of the surveyed communities.





Source: March 2000 survey of local fire departments

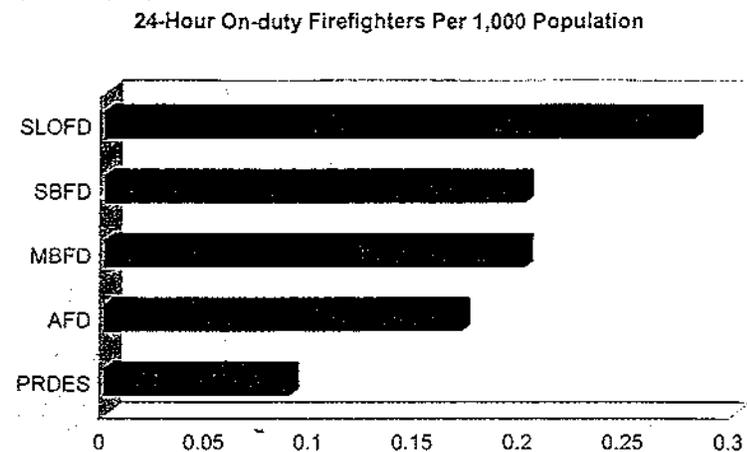


Source: March 2000 survey of local fire departments

Differentiation by type of response also does not show an unusual workload for PRDES. Emergency medical service calls generated by the Paso Robles community are 4.5% below the area average.

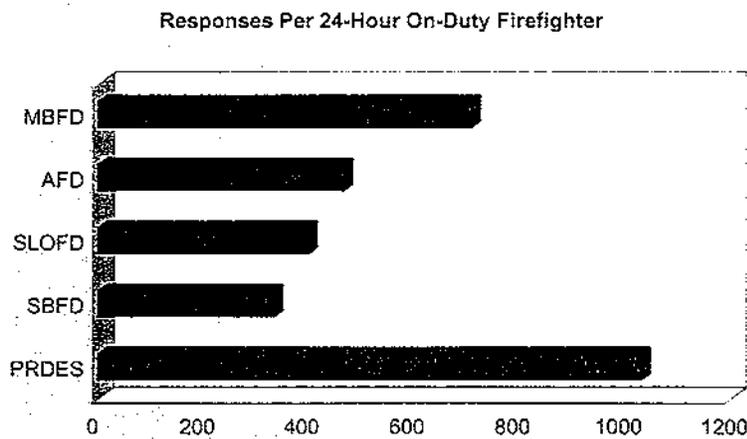
Response activity, in this case, is not a contributor to variations in PRDES's performance as compared to other communities.





Source: March 2000 survey of local fire departments

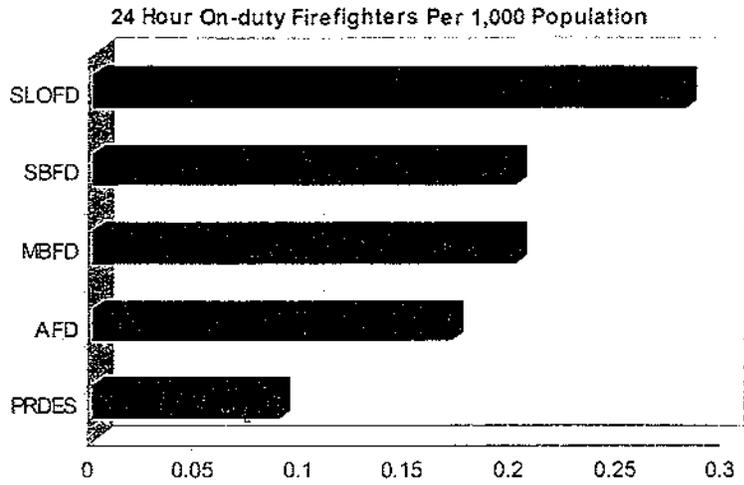
PRDES has the fewest number of 24-hour on-duty response personnel of any of the surveyed departments who employ 24-hour personnel.



Source: March 2000 survey of local fire departments

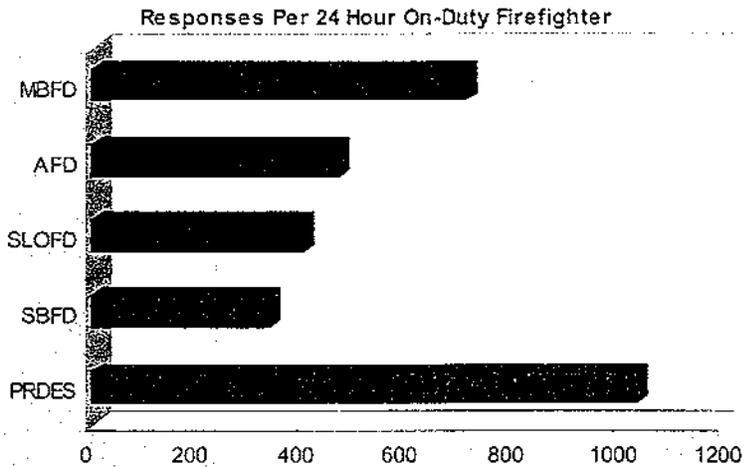
Consequently, the workload on PRDES response personnel is much higher than other surveyed departments.





Source: March 2000 survey of local fire departments

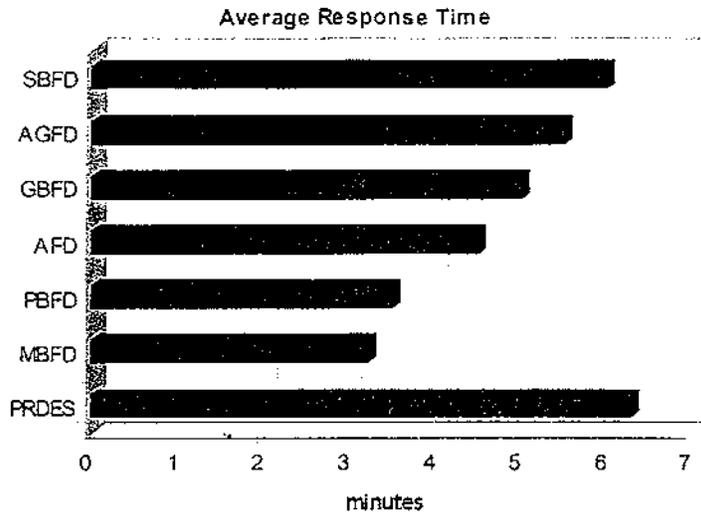
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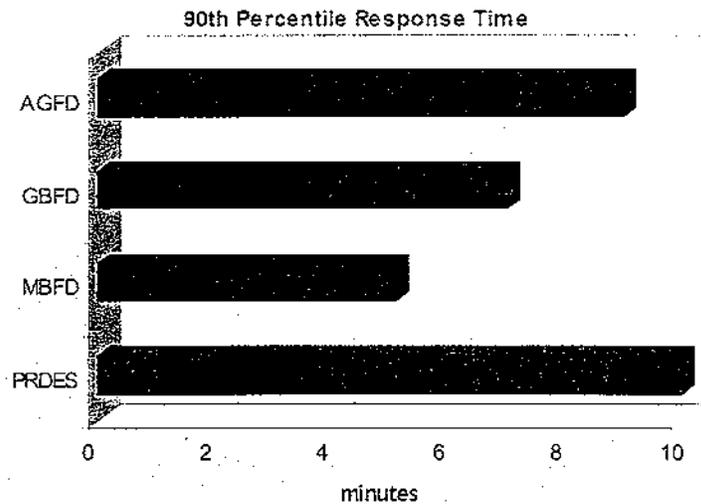
Consequently, the workload on PRDES response personnel is much higher than other surveyed departments.





Source: March 2000 survey of local fire departments

The PRDES has the longest average response times of any of the surveyed fire departments. This is very common when the response workload of on-duty personnel is also high.



Source: March 2000 survey of local fire departments

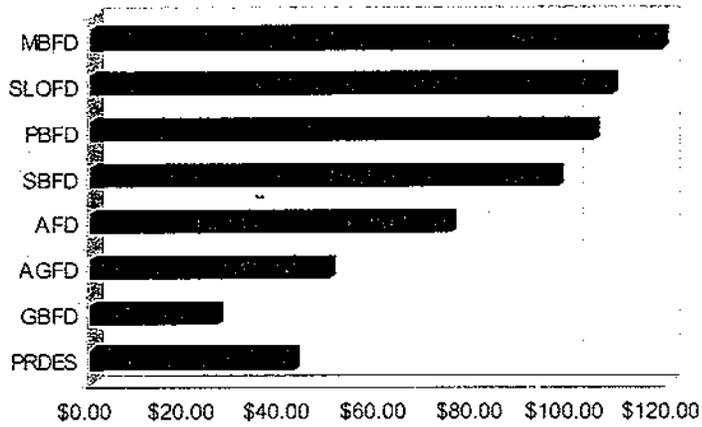
The PRDES also has the longest 90th percentile response time performance. This is the measure that identifies the department's ability to serve demand. For PRDES, 90% of responses are made with response times of 10 minutes or less.



City of El Paso de Robles – Growth Management Plan

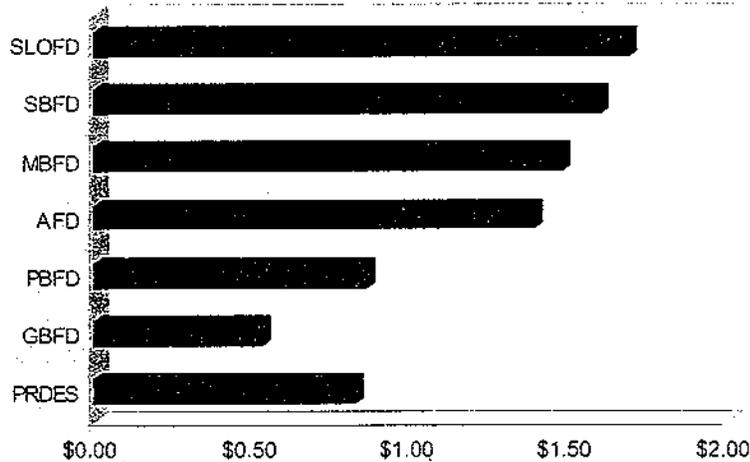
The following charts illustrate the expense to the community for fire and emergency services. The first expresses the cost to each citizen of the community and the second the cost as it would be distributed across property.

Cost of Services Per Capita



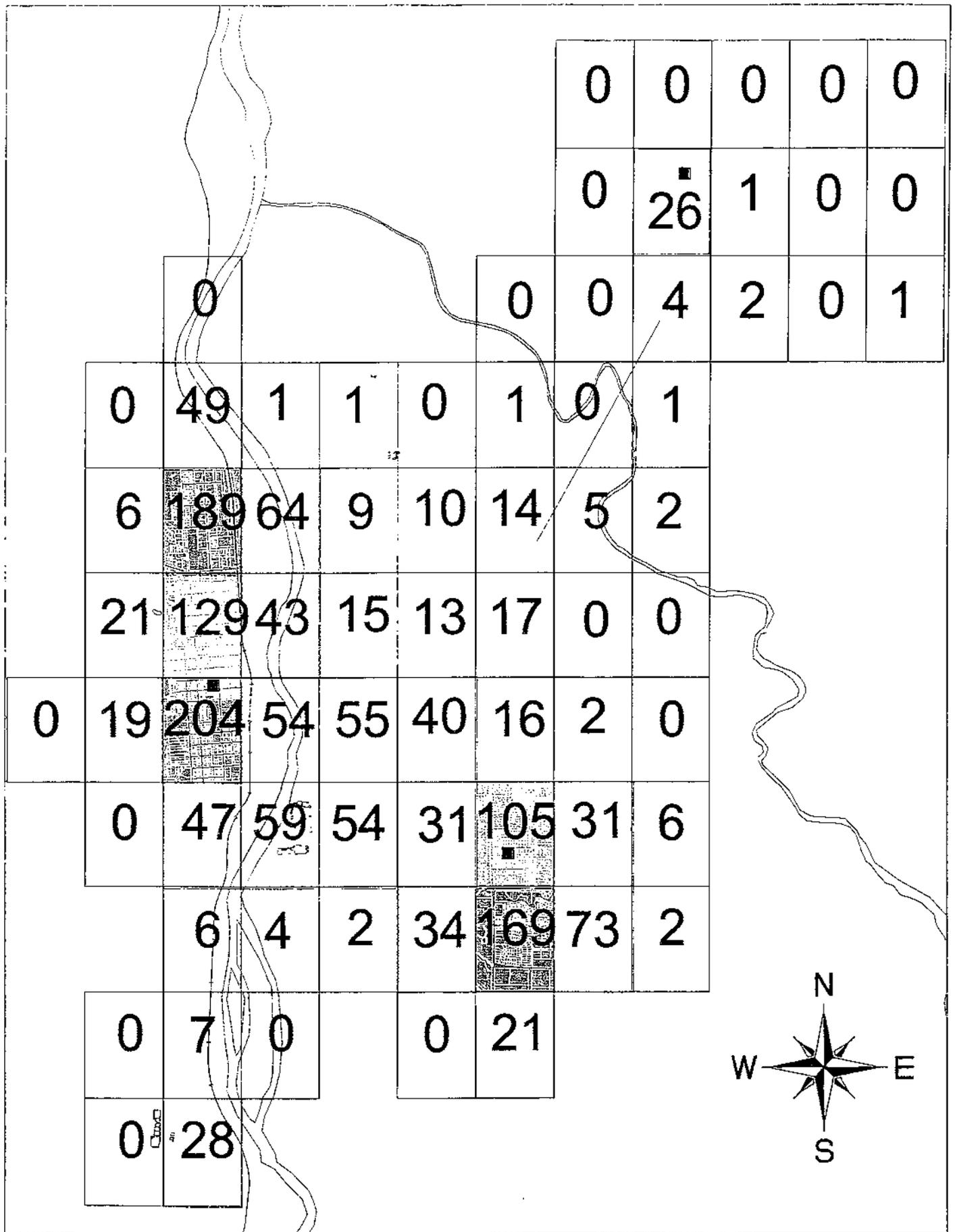
Source: March 2000 survey of local fire departments

Cost of Service per \$1,000 Assessed Value



Source: March 2000 survey of local fire departments

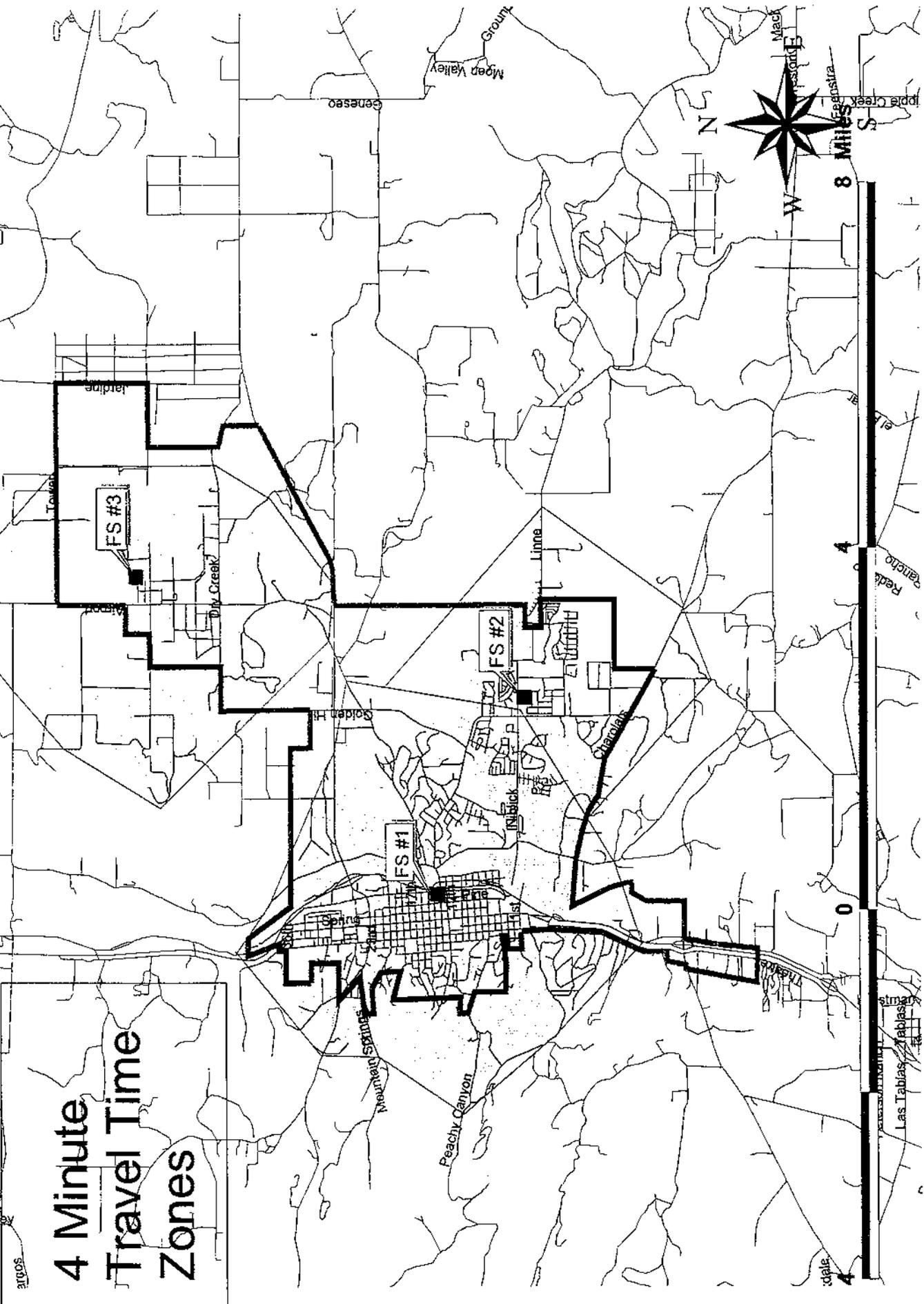


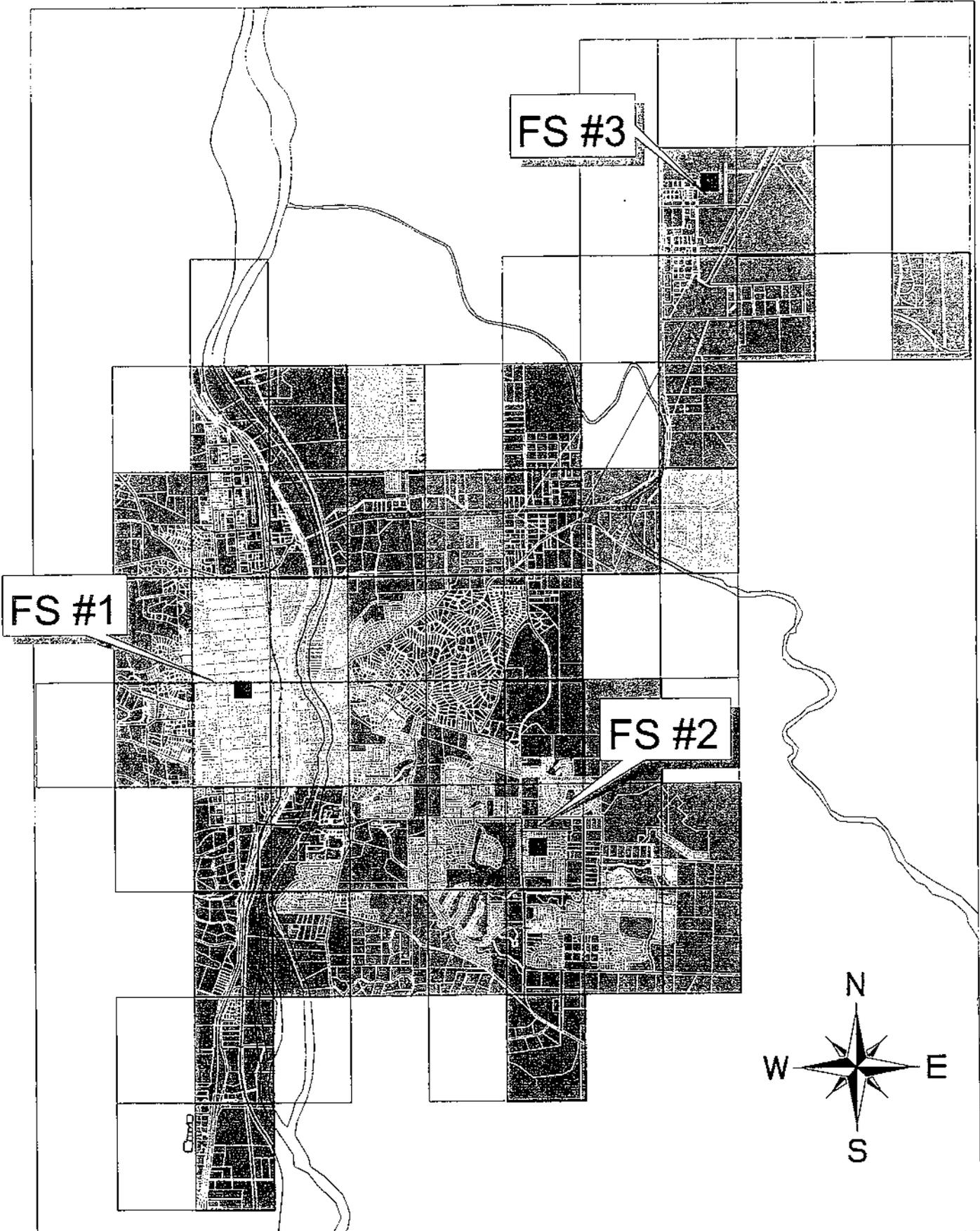


City of El Paso de Robles
 Reponse Activity by Zone - 1999

City of El Paso de Robles

4 Minute Travel Time Zones





City of El Paso de Robles

Response Time Performance by District

-  Less than 4 minute response times
-  4 to 7 minute response times
-  More than 7 minute response times



**Contractual Fire
Protection Service
Proposal for
the
City of el Paso de Robles**



Submitted by:

**Dan Turner, Chief
CDF/San Luis Obispo
July 1, 2000**



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C. Level of Service Descriptions

CITY OF el PASO de ROBLES
EMERGENCY SERVICES CONTRACT REQUEST

Executive Summary:

Emergency Services Consulting Group (ESCG) has requested that CDF prepare a service level and cost comparison report for the City of el Paso de Robles as part of their study of the future of fire protection and emergency services. We are pleased to provide that information and would be honored to be considered for a cooperative contractual agreement between CDF and the City of Paso Robles. CDF has enjoyed a long history of excellent relations with the city of Paso Robles and consider ourselves members of the community that have a keen interest in the delivery of emergency services.

CDF is a modern, full service, comprehensive fire protection and emergency management organization. CDF has a wildland and municipal fire protection mission and can deliver the fire protection and rescue mission for the City of Paso Robles through a cooperative fire protection contract. The two agencies would join their resources under one administration to reduce duplication of service, strengthen both programs, and to simplify City personnel administration. The department would consist of a combination of state and city funded personnel and resources operating from the three Paso Robles fire stations and two adjoining CDF fire stations. In essence Paso Robles would have fire protection and emergency services delivered from five fire stations.

The current employees and volunteers of the city Emergency Services Department would become CDF employees or volunteers with all the rights and privileges of fully tenured members of our agency. The city would retain ownership and control of all assets and equipment. CDF would provide for the management and operational control of the emergency services department following the level of service and policies established by the city council.

Through this contract we are able to economize and provide a much higher level of service than would be possible if the two agencies operated independently. CDF has over 125 of this same type of contract with cities, special districts, and counties throughout California.

Should the City of Paso Robles desire to pursue a contractual agreement with CDF we believe that it would be mutually beneficial and could provide for a regional approach to fire protection that will bring an outstanding level of service to the citizens both inside and adjacent to the city. The services provided through contract with CDF will match or exceed Paso Robles' desired service levels, the city will maintain local control, and the existing Paso Robles Emergency Services Department career and volunteer employees will be fully protected.

Proposal Parameters

PASO ROBLES SERVICE LEVEL GOALS:

- 4 Minute response time 90% of the time anywhere in the City of Paso Robles.
- Delivery of Advanced Life Support (Paramedic services) to improve emergency medical patient survival rate.
- Ability to initiate an interior fire attack or rescue prior to flashover.
- Support and effectively utilize and recognize the contribution of the Volunteer Firefighters to the system.
- Ability to respond and adequately staff two simultaneous incidents.

To accomplish the above goals ESCG has recommended four phases of service level changes. The following is an estimate of the costs for CDF to meet, *or in most cases exceed*, the level of service described in each of the phases. **The current service provided would be enhanced systematically to strive toward the ultimate goal as quickly as is reasonable and achievable.**

Service level and costs provided by CDF are based on the following assumptions:

- CDF would administer and manage the Paso Robles Emergency Services Department delivering first quality fire protection and emergency services while maintaining local identity and control.
- The number of personnel on the fire apparatus each day would be determined by the city's desired service level. The level of service provided, budgeting, and control of that service level will remain with the City Council of the City of Paso Robles.
- Fire and emergency medical services will maintain or exceed the desired level of service provided by the City's Emergency Services Department.
- Service level would be Advanced Life Support (Paramedic) engine companies and fully qualified "all risk" emergency response employees.
- Dispatch services would be provided by the ISO rated San Luis Interagency Command Center, thereby reducing workload in Paso Robles Police Dispatch and enhancing police officer and firefighter safety.
- The current permanent employees of the Paso Robles Emergency Services Department will be absorbed into CDF employment as fully tenured CDF employees

consistent with their experience, training, duties, and salary. They would bring with them their seniority and their current leave balances, reducing an non-funded liability.

- CDF would recruit, test, hire, train, and manage all additional personnel required to deliver this service. Labor negotiations, Worker's Compensation administration, Employee Benefits, and Career Development would CDF's responsibility thereby reducing workload and costs on city personnel staff.
- Paso Robles Volunteer Firefighters will be absorbed into the CDF Paid Call Firefighter program. Active participation, open communications, recognition, and opportunity are key to our current success with volunteer/paid call firefighters.
- Fire apparatus will be maintained by certified CDF Fire Mechanics, thereby reducing workload on the city fleet maintenance system.
- Fire Prevention services including public information and education, occupancy inspections, new construction requirements, fire investigations, and code enforcement will be provided by CDF.
- Resources, assets, and facilities would remain the property of the City of Paso Robles and city identity would be preserved on stations and apparatus.
- Costs for providing the service will be more cost effective than if the city were to staff their own department. The City Council will have approval authority for service level changes that effect cost.
- Contracting and payment processes are time tested and should prove very attractive to Paso Robles.

CDF Staffing comparisons:

CDF Engine Company staffing that would be provided to Paso Robles:

2 person apparatus: Fire Captain and Firefighter (medic) plus volunteers

3 person apparatus: Fire Captain, Engineer, and Firefighter (medic) plus volunteers

4 person apparatus: Fire Captain, Engineer, and 2 Firefighter (medic) plus volunteers

Chief Officer Coverage: Battalion Chief rank or higher

Training Officer: Fire Captain, Paramedic Coordinator

Fire Prevention Inspector: Fire Captain, P.O.S.T.* certified Peace Officer

* P.O.S.T., Peace Officer Standards and Training

CDF Cost Comparison for Phased Service Delivery for Paso Robles

	Current On Duty	Phase 1 On Duty	Phase 2 On Duty	Phase 3 On Duty	Phase 4 On Duty
Station 1	2 Career 16 Volunteers	4 Career 16 Volunteers	4 Career 16 Volunteers	6 Career 16 Volunteers	6 Career 16 Volunteers
Station 2	0 Career 13 Volunteers	2 Career 13 Volunteers	4 Career 13 Volunteers	4 Career 13 Volunteers	4 Career 13 Volunteers
Station 3	0 Career 9 Volunteers	0 Career 9 Volunteers	0 Career 9 Volunteers	0 Career 9 Volunteers	4 Career 9 Volunteers
Chief	1	1	1	1	1
Secretary	1	1	1	1	1
Fire Marshal	1	1	1	1	1
Inspector	0	0	0	0	0
Training	0	0	0	0	0
CDF Personnel Costs	N/A	\$ 1,498,000	\$ 1,970,500	\$ 2,258,500	\$ 2,835,500
Maint. And Operations		\$ 378,000	\$ 399,000	\$ 435,000	\$ 489,000
Budget Total	\$ 980,200	\$ 1,876,000	\$ 2,369,500	\$ 2,693,500	\$ 3,324,500
Increment		\$ 921,000	\$ 493,500	\$ 324,000	\$ 631,000

Note: 4 person engine staffing includes
 -Fire Captain
 -Driver/Operator
 -2 Firefighter (Paramedic)

Training Officer and Fire Prevention Inspector factored at Fire Captain rank.

CDF Personnel costs include: Salary, benefits, overtime, and all employee costs

CDF Fire and Emergency Services Preliminary Proposal for the City of Paso Robles

Background:

The City of Paso Robles has requested a preliminary contract proposal from CDF to provide fire, emergency medical and emergency management services to their community through a cooperative agreement. This proposal is part of a fact-finding study that the city is conducting through the Emergency Services Consulting Group (ESCG). After the conclusion of the study the City Council may determine that they desire to pursue more formal discussions about a cooperative fire protection agreement with CDF/San Luis Obispo, if so we would be pleased to provide a comprehensive proposal for their review.

We would be honored to be considered for a cooperative contractual agreement between CDF and the City of Paso Robles. CDF has enjoyed a long history of excellent relations with the city of Paso Robles and consider ourselves members of the community that have a keen interest in the delivery of emergency services.

In San Luis Obispo County, CDF has been providing contractual fire protection services to the County of San Luis Obispo since 1930. Through the combination of resources and missions we have been able to provide the level of fire protection that the County desired, improve CDF's first attack capability, and control costs while improving the safety of the community. This cooperative agreement has definitely been a win-win situation for both CDF and the County. This synergistic effect has created a foundation for a long-term relationship that has lasted for 70 years.

The CDF cooperative fire protection program was authorized by the state legislature in 1905. This secondary mission of CDF complements the wildland fire mission and has proven to be extremely effective for the citizens of California. CDF provides contractual fire protection services to over 100 cities, counties, and special districts throughout California. There are several cities of similar size to Paso Robles that receive full service fire protection from CDF. CDF views itself as a partner with the local government agency in providing a regional solution to fire protection. For the agreement to be successful and long lasting there has to be a mutual benefit to the city and CDF. Appendix A has a listing of the cities and counties that CDF provides fire protection services by contract. The City of Paso Robles should feel free to contact any of them to ascertain their level of satisfaction and experience.

To accomplish the desired goals and services expected, CDF is fully prepared to provide a detailed proposal including services, costs, operational impacts, and administrative processes. What follows is a brief description of a concept proposal that mirrors the level of service recommendation made by Emergency Services Consulting Group.

CDF CONTRACTUAL FIRE / EMERGENCY SERVICE
AVAILABLE TO PASO ROBLES:

CDF can provide full service fire protection and emergency services to the City of Paso Robles. The level of service provided would be determined by the City Council based on public need and available resources. We would utilize the existing and planned City of Paso Robles fire stations, equipment, and administrative facilities if it were in concert with the desired level of service. Ownership and identification of these assets would remain with the City. Where possible, costs will be shared by CDF when resources or a person can be cross utilized. CDF is fully prepared and would be proud to provide first quality fire protection and emergency services to the City of Paso Robles.

Paso Robles Emergency Response Goals:

- 4 Minute response time 90% of the time anywhere in the City of Paso Robles.
- Delivery of Advanced Life Support (Paramedic services) to improve emergency medical patient survival rate.
- Ability to initiate an interior fire attack or rescue prior to flashover.
- Support and effectively utilize and recognize the contribution of the Volunteer Firefighters to the system.
- Ability to respond and adequately staff two simultaneous incidents.

Emergency Response:

CDF will use the existing three fire stations in the City of Paso Robles to provide primary fire protection. Additional response as appropriate will be from other CDF fire stations around Paso Robles (Fire Station # 30 on Ramada Drive and Meridian Fire Station # 36 on Highway 46 East). All of the city could be served in less than five minutes average response time, which is better than the current level of service.

Essentially, Paso Robles would be able to take full advantage of the 5 fire stations and on duty personnel that are in and immediately adjacent to the city.

Department Operations:

CDF is an “all risk” emergency management organization and very experienced and trained in managing routine and large-scale emergencies and disasters.

CDF would provide:

- 24 hour Battalion Chief coverage
- 24 hour Division Chief availability
- Professional Fire dispatch from San Luis Interagency Command Center
- Professional personnel for fire stations staffing to the desired level
 - Engine or ladder truck company
 - Aircraft Rescue and Firefighting
 - Paramedics
 - Hazardous Materials personnel
 - Technical Rescue specialists
- Professional Fire service training bureau and system
- Professional Fire Prevention services
 - Public Education
 - Investigations
 - Occupancy inspections
 - School programs
 - New Construction requirements
- Professional Fleet Maintenance and certified fire mechanics

“MUST COVER”

In addition to being prepared for quick response to a new emergency we are always prepared for a second simultaneous emergency through the use of move up and cover resources. Within the CDF system, the City of Paso Robles will be a “**MUST COVER**” zone. Must cover means that any time all staffed engines are committed to an emergency or any activity that delays its response, in addition to activation of Volunteer Firefighters, a cover engine will be dispatched from another station. This provides an immediate fire engine for a second emergency or support to the initial emergency.

SUPPORT SERVICES:

San Luis Interagency Emergency Command/Dispatch Center

9-1-1 calls would still be answered at the Paso Robles PSAP and after preliminary call screening all fire department dispatching would be electronically transferred to the San Luis Interagency Command Center for alarming and resource dispatching. Close coordination would be maintained with the Paso Robles Police Department for incidents of mutual concern or jurisdiction.

The San Luis Interagency Command Center (SLICC) is well equipped and has trained staff providing 24-hour fire dispatch services. The center is a fully equipped Secondary 9-1-1 PSAP. This dispatch center also meets the ISO requirements of two fire dispatchers on duty at all times. SLICC currently dispatches the following agencies.

- CDF/County Fire
- Avila Beach Fire Department
- Templeton Fire
- San Miguel Fire
- Santa Margarita Fire
- Cayucos Fire
- Cambria Fire
- Los Padres National Forest

The SLICC has a Duty Officer of Fire Captain or higher rank in the center 24 hours per day for incident command coordination and serves as the regional coordinator for mutual aid and move-up and cover, or staffing call back needs.

Fleet Management/Automotive Maintenance

We would provide full service management of the Paso Robles fire and emergency services fleet thereby reducing workload and training requirements at your city automotive shop. Service to include preventative maintenance, repairs, routine service, compliance inspections, and coordination of specifications and purchases.

- The City would maintain title to all existing apparatus.
- Paso Robles would be responsible for replacement of the existing fire apparatus upon its retirement (twenty-year life expectancy). This would be through the city's normal budgeting and approval process. The city could take advantage of our larger purchasing power and economies attained through equipment replacement depreciation accounts.
- CDF would operate, insure, and maintain the city's fire apparatus based on our standard contractual monthly rate schedule.
- All other portable fire equipment will be provided on a maintenance/replacement schedule. This equipment to include: radios, pagers, firefighter turnouts, personnel safety equipment, hose, ladders, and breathing apparatus.

We operate 2 fully equipped, staffed, and certified fire apparatus equipment repair shops, the closest being located in the City of Paso Robles at our Los Robles facility near the airport. The second shop is in San Luis Obispo; this facility is being replaced with a state-of-the-art 9,000 square foot fire apparatus repair shop in 2002. Fire equipment

mechanics are trained in the specialty of fire apparatus maintenance that is not available from other commercial shops in the area.

CDF San Luis Obispo has a fleet of 33 fire engines, 7 rescue vehicles, and 107 other emergency response and support vehicles. A dedicated fleet manger is assigned and responsible to insure that all safety compliance, operational, and preventive maintenance is accomplished on this fleet in the most efficient and economical manner. Additionally CDF operates over 1100 fire engines on a statewide basis and has a network of fire department fleet management experts that can be used to resolve purchasing, maintenance, or repair issues.

Fire Prevention and Education

CDF has trained and qualified Fire Prevention Officers and Volunteers in Prevention that routinely conduct fire and life safety education programs for schools, civic groups, and homeowners associations. Compliance inspections for interior and exterior fire code requirements can be conducted by this staff in addition to utilizing engine company personnel.

CDF has Peace Officer Standards and Training (P.O.S.T.) certified fire investigators that are well equipped to conduct preliminary and complete fire cause investigation. These investigators are also trained to conduct investigations for misdemeanors, felony, arson, and civil cost collection purposes.

Fire Protection Engineering

We would enforce the Fire Code that is currently adopted by the City of Paso Robles City Council. New construction and development will be reviewed and evaluated for fire protection impacts and requirements in close coordination with City Building Official.

Fire Protection Inspectors are available to process fire department inputs, inspections, and enforcement for building development and compliance inspections.

Pre-Fire and Emergency Planning

Contingency planning for fires and other large-scale emergencies is a normal part of our current duties and can be provided to Paso Robles in the capacity the city desires.

CDF currently sits as a member of the County's Disaster Action Council and is responsible for overseeing countywide fire and rescue resource coordination for mutual aid and large-scale emergencies and disasters.

Training

Training and personal development of employees assigned to provide fire protection services for Paso Robles would be managed by CDF. CDF conforms to state and nationally recognized training standards.

The Fire Captain assigned to provide training services to Paso Robles would also act as the Paramedic Coordinator for the Advanced Life Support delivery system.

Our Training Section is managed by a Battalion Chief and Fire Captain Training Officer/Drillmasters. We comply with current California or nationally recognized training standards and certification processes. We coordinate and cooperate closely with other fire agencies in San Luis Obispo County to provide quality, consistent, and uniform training programs that enhance inter-agency operations. Our courses are accredited through Allan Hancock Community College.

CDF operates a classroom training center and a field exercise drill grounds at Camp San Luis Obispo. In addition, CDF operates a fully equipped fire academy with classrooms, dormitories, drill grounds, and apparatus at Ione, California that all CDF employees attend for statewide training. A customized training program for each employee is created to ensure that they meet minimum mandated training and supplemental personal development training goals.

Administration and Business Services

Fire Chief

The CDF Chief may serve as the Fire Chief of the City of Paso Robles, in this capacity the Chief will represent your city as directed by the Council and City Manager. The Fire Chief, or designee, could participate as an unsalaried Department Head if the city desires to have the staff expertise as part of the city's management team. The primary point of contact will be the Division Chief for day to day tactical or operational issues. The Chief, or a designee, will attend city staff or council meetings as directed.

Budgeting

CDF will administer the Emergency Services Department budget in close coordination with city staff and be as closely aligned to the current structure as the city desires.

It is expected that we would prepare and submit for approval, a departmental budget, the same as any other city department. This budget would detail those expenses and revenues that the department is expected to monitor as well as the costs for CDF providing personnel services to the city.

Personnel

CDF will be responsible for all personnel transactions including Worker's Compensation for Injury, employee collective bargaining, employee development, hiring, discipline, employee benefit administration, and timekeeping; this frees up time and simplifies record keeping and standards for the City personnel section staff.

Purchasing/Accounting

It is anticipated that the City of Paso Robles would wish to retain ownership of facilities, apparatus, and equipment used to provide service within the city. Inasmuch as the fire department would continue to be a city department staffed and managed by CDF personnel we would expect to be held to the same purchasing standards and rules as any other city agency when conducting business for the city.

CDF operates a full service warehouse and purchasing system that is often able to achieve significant cost savings through state contract purchasing or en mass purchases. Additionally, CDF prides itself in maintaining accurate finance records that are available for audit and submittal for emergency response cost reimbursement or collection when appropriate.

Facilities

- CDF would staff the existing and planned stations and provide for personnel management under the policies and procedures of CDF.
- The City would maintain ownership, and responsibility for major maintenance, all repairs, and building modifications. CDF would manage the facilities consistent with current policy and procedures of the city.

Payment for Services

Payments are made to CDF in arrears on a quarterly basis supported by detailed invoices. The first quarterly invoice for the fiscal year is not presented to the city until after January 1 thereby reducing the city's out of pocket expense for employees during the property tax funding dry period of July to November. Subsequent quarterly billings (for the second, third, and fourth quarters) follow to complete the payments by July.

CDF provides a very attractive payment schedule for personnel and operational services delivered. We enter into a "Not to Exceed" contract with the city for an amount to cover costs for personnel and operational services. The contract is for reimbursement of actual direct and indirect expenses incurred by CDF in providing the service. If the actual costs are less than the contracted amount, the balance remains with the city as savings.

CDF Cost Comparison for Phased Service Delivery for Paso Robles

	Current On Duty	Phase 1 On Duty	Phase 2 On Duty	Phase 3 On Duty	Phase 4 On Duty
Station 1	2 Career 16 Volunteers	4 Career 16 Volunteers	4 Career 16 Volunteers	6 Career 16 Volunteers	6 Career 16 Volunteers
Station 2	0 Career 13 Volunteers	2 Career 13 Volunteers	4 Career 13 Volunteers	4 Career 13 Volunteers	4 Career 13 Volunteers
Station 3	0 Career 9 Volunteers	0 Career 9 Volunteers	0 Career 9 Volunteers	0 Career 9 Volunteers	4 Career 9 Volunteers
Chief	1	1	1	1	1
Secretary	1	1	1	1	1
Fire Marshal	1	1	1	1	1
Inspector	0	0	0	0	0
Training	0	0	0	0	0
CDF Personnel Costs	N/A	\$ 1,498,000	\$ 1,970,500	\$ 2,258,500	\$ 2,835,500
Maint. And Operations		\$ 378,000	\$ 399,000	\$ 435,000	\$ 489,000
Budget Total	\$ 980,200	\$ 1,876,000	\$ 2,369,500	\$ 2,693,500	\$ 3,324,500
Increment		\$ 921,000	\$ 493,500	\$ 324,000	\$ 631,000

Note: 4 person engine staffing includes

- Fire Captain
- Driver/Operator
- 2 Firefighter (Paramedic)

Training Officer and Fire Prevention Inspector factored at Fire Captain rank.

CDF Personnel costs include: Salary, benefits, overtime, and all employee costs

CDF Cooperative Fire Protection Programs

CDF has more than 100 cooperative fire protection agreements with cities, counties, and special districts in 44 of the 58 California counties. This cooperative fire protection program is assigned to CDF by state legislation and has been in place for over 90 years. **These agreements have a measurable mutual benefit to both the local government agency and CDF and are models of efficient government.** California law allows virtually all government entities to contract with one another for the provision of services. In fact Government Code section 51530 encourages intergovernmental contracts which “eliminate the need for duplicative facilities, equipment, and personnel”.

These cooperative agreements are custom tailored to suit the desires and needs of the local community and the ability of CDF to deliver the service. CDF operates in a de-centralized organization structure; operational and administrative decisions regarding these cooperative agreements are handled at the local level. The program guidance that comes from CDF in Sacramento is for program and statewide department continuity. **The purpose is to keep control of the service as local as possible.**

How the Cooperative Fire Protection Agreement Process Works:

1. City Council formally requests a comprehensive proposal from CDF.
2. City staff and CDF meet to clarify desired services and level of protection desired by the City of Paso Robles. The ESCG study’s recommendation could serve as the basis for this service delivery level or some other level could be delivered.
3. CDF, city staff, and firefighters will meet to clarify employee’s rights, privileges, and conditions for a transition to CDF employment.
4. Clarification of budgeting processes, city department participation, and management team participation the city wants CDF to follow.
5. CDF will prepare a comprehensive service proposal that will detail:
 - services to delivered
 - optional services
 - employee transition process
 - salary and state civil service transition
 - training records review and plan
 - asset and facility management plan
 - costs and payment schedule for services
 - contractual agreement for services
 - timetables for implementation
6. Presentation is made to City Council for acceptance and approval.
7. Implementation

Appendix

CDF COOPERATIVE FIRE PROTECTION AGREEMENTS

DIRECT FIRE PROTECTION SERVICES PROVIDED BY CDF

Counties with CDF Contracts

Alameda
Alpine
Amador
Butte
Calaveras
Fresno
Humboldt
Lake
Madera
Mariposa
Lassen
Mendocino
Merced
Monterey
Napa
Nevada

Placer
Riverside
San Benito
San Bernardino
San Diego
San Luis Obispo
San Mateo
Santa Clara
Santa Cruz
Shasta
Siskiyou
Sonoma
Tehama
Trinity
Tulare
Tuolumne
Yuba

Cities with CDF Contracts

Arcata
Banning
Beaumont
Biggs
Calimesa
Canyon Lake
Coachella
Desert Hot Springs
Exeter
Fowler
Gridley
Highland
Huron
Indio

Indian Wells
La Quinta
Lake Elsinore
Livingston
Madera
Marysville
Mendota
Moreno Valley
Palm Desert
Parlier
Perris
Rancho Mirage
San Joaquin
Tehama
Temecula
Yountville
Yucaipa

CDF Cooperative Fire Protection Agreements

Special Districts

Cameron Park CSD (El Dorado Co.)

Bear Valley CSD (Alpine Co.)

Fig Garden FPD (Fresno Co.)

Firenet Lassen JPA (Lassen Co.)

San Mateo Co. CSA #1(Highlands)

Mid Valley FPD (Fresno Co.)

Monterey Co. CSA #39 (Jack's Peak)

Monterey Co. CSA #43 (Carmel)

Monterey Co. CSA #61 (King City)

Valley Center FPD (San Diego Co.)

Pebble Beach CSD (Monterey Co.)

Pajaro Valley FPD (Santa Cruz Co.)

Ramona CSD (San Diego Co.)

Penn Valley FPD (Nevada Co.)

Rubidoux CSD (Riverside Co.)

Higgins FPD (Nevada Co.)

Tri-County FPD (Monterey Co.)

Santa Cruz Co. CSA #4 (Pajaro Dunes)

Sonoma Co. Csa#6 (Sea Ranch)

South Co. FPD (Santa Clara Co)

Ukiah Valley FPD (Mendocino Co.)

Westside FPD (Fresno Co.)

Yuima MWD (San Diego Co.)

Paso Robles FD Career Firefighter Transition to CDF

CDF would welcome the existing Paso Robles FD employees into our department as fully tenured members that enjoy the same benefits and opportunities as existing CDF employees. They would not lose seniority, pay status, or benefits as a result of the transition. CDF has transitioned literally hundreds of local government employees into state civil service and the process is well documented. In many instances the transitioned employees receive enhanced benefits or career opportunities from what they enjoyed with local government.

Summary of the Process:

- Open discussions are held with Paso Robles City Council, City Manager, Emergency Services Department staff, labor representation, and the public about the concept.
- Paso Robles approves comprehensive proposal.
- City of Paso Robles determines level of service desired.
- Existing city personnel currently providing fire protection services are evaluated on an individual basis for experience, training, rank, and salary for transition into CDF positions.
- A Memorandum of Understanding is created to document the Paso Robles employees transition process, including return rights to the city, leave credit disposition, continuation of medical benefits during transition, and other pertinent details.
- Determination of rank, salary, and training needs are made by CDF and forwarded to the State Personnel Board for formal action.
- State Personnel Board formally adopts resolution allowing Paso Robles employees into CDF civil service positions as fully tenured employees without participating in a civil service testing process.
- Paso Robles employees become CDF employees and all responsibility is transferred to CDF.

Employee Transition Memorandum of Understanding:

A written Memorandum of Understanding (MOU) shall be prepared that details the terms and conditions of the transfer of Paso Robles employees to CDF and what their re-employment privileges, rights, or other conditions with the city are. This will include complete details about the transfer of leave credits, health benefit continuation during transition, retirement system transition, salary rate, rank, and seniority.

Permanent Appointment:

Paso Robles FD employees are assured of permanent appointments to CDF. The process is prescribed clearly in law and takes from 3-4 months to process. Officially they become state civil service employees "without the benefit of civil service exam". They are not on probation, unless they are currently on probation with the city. The State Personnel Board makes the civil service appointment at one of their regularly scheduled public hearings. CDF closely follows the guidelines established in the State Constitution for the transition of employees into state civil service that result from these cooperative agreements.

Article VII, Section 6 (c) of the California Constitution allows the State Personnel Board to transfer, or "blanket-in", by board resolution local government employees when the work that was performed by these employees is assumed by the state.

Civil Service Rank:

Civil service rank with CDF is determined by comparing the Paso Robles FD employee's existing rank, duty statement, education, experience, and salary to CDF ranks. As close a match as possible is made and the Paso Robles employee is then blanketed into that CDF rank. This may mean they could move up or down from their current rank structure.

The **State Personnel Board** must take formal action to transition the Paso Robles employees into state civil service without examination. This process typically requires three to four months.

Seniority:

Once transitioned into CDF employment the Paso Robles employees would be credited with the same number of years of seniority as they had with the city. That is to say that if they are five-year city employees, then they have five years of CDF employment seniority.

Salary:

Once the state civil service rank is determined, the existing salary at the time of transition will be compared to that of the new position. If the Paso Robles employee is within the pay range they will be placed at their current pay rate. If they are above the pay range for their new position, their salary will be maintained at that rate until the rest of the employees in that rank statewide catch up. If their salary is below the bottom step for the rank they will be raised to the bottom step and will be given annual step raises until they reach top step for that rank.

Union Representation:

Fire control rank and file classes are represented by CDF Firefighters, Local 2881. Membership is not required, however a Fair Share agreement is in effect between CDF and CDF Firefighters, Local 2881. The Memorandum of Understanding (MOU) dated July 1999 is in effect. The MOU addresses working conditions, benefits, and wages. New MOU's are negotiated by CDF and the CDF Firefighters Union and go into effect once approved by the Legislature and ratified by the Local 2881 membership.

Promotion, transfers, assignments:

Paso Robles employees that are transitioned into CDF are fully tenured employees and enjoy the same rights, privileges, and opportunities that any other CDF employee of the same rank and seniority has.

Training:

Training records of the Paso Robles firefighters will be compared to those of CDF firefighters of the same rank. Any training courses that are necessary will be provided to the Paso Robles employees at CDF expense. Since CDF participates in the Joint Apprenticeship Certification (JAC) program for new employees, the transitioned employees may also be entered into the JAC program for training purposes.

Customized training programs will be developed for each employee to ensure that they are placed in a successful situation and have received equivalent training as other CDF employees at their rank.

Vacation, sick leave, holidays:

Any existing leave credits on the books at the time of transition will be credited to them as CDF employees up to the equivalent of credit the employee would have earned had they been CDF employees for the same number of years as they have been city employees.

They will begin to earn vacation, sick leave, and holidays at the rate as if they had been CDF employees the same number of years as they have been city employees.

By CDF accepting accrued vacation, sick leave, and other leave credits the city is released from the financial liability that those leave credits reflect.

Retirement:

All CDF employees are members of the Public Employees Retirement System (PERS) Peace Officer and Firefighter (POFF) retirement program and the Paso Robles employees will become members of that program.

Paramedic Services:

CDF currently provides paramedic services in many of the cooperative agreements throughout the state. These are provided as engine-company based paramedics, rescue-company based, and ambulance based. The service includes either first responder type service or full service including emergency transport of patients. The type and level of service is based on that desired by the city and the authority to provide such service. The expense to provide this level of service, employee licensing, salary rates, and training are included in the rates charged by CDF.

Hazardous Materials Team Membership:

It is to CDF's advantage to retain membership of Paso Robles employees on specialty response teams such as the Countywide Hazardous Materials Response Team. This takes advantage of skills, training, and experience already achieved.

The expense to provide this level of service, employee licensing, salary rates, and training are included in the rates charged by CDF.

Current Level of Service

Staff

Chief of Department
Secretary
Fire Marshal

Training

No staff position assigned

Fire Inspections/Public Education

Provided by Fire Marshal and on duty staff as time allows

Fire Station 1 (Downtown)

Ten minute average response time in Station 1's first arrival area and provides:

- Basic Life Support services (EMT).
- Ability to initiate an interior fire attack or rescue only after the arrival of additional resources (2 volunteer firefighters or mutual aid).

2 career Firefighters on duty each day

Volunteer Firefighters

- Primary response support to career staff
- Staffing of additional apparatus including engines and aerial truck

Fire Station 2 (Sherwood)

Ten minute average response time in Station 2's first arrival area and provides:

- Basic Life Support services (EMT) .
- Ability to initiate an interior attack or rescue only after the arrival of 4 volunteer firefighters response or mutual aid engine (2 in -2 out rule).

No career personnel on duty

Volunteer Firefighters

- Primary response in support of engine from Station 1, requires 2 Volunteer Firefighters to begin attack or rescue (2 in -2 out rule)
- Staffing of additional apparatus

Fire Station # 3 (Airport)

Airport Operations:

Provide a three minute Aircraft Rescue Firefighting (ARFF) response to mid-point of furthest runway in compliance with FAA regulations.

Other Emergency Response:

Ten minute average response time in Station 3's first arrival area and provides:

- Basic Life Support services (EMT) .
- Ability to initiate an interior attack or rescue only after the arrival of 4 volunteer firefighter response or engine from Station 1 plus two Volunteers (2 in -2 out rule).

No career personnel on duty

Volunteer Firefighters

- Primary response in support of engine from Station 1, requires 2 Volunteer Firefighters to begin attack or rescue (2 in -2 out rule)
- Staffing of additional apparatus

Budget Category	Amount
Employee services	\$646,000
Maintenance and Operations	\$309,200
Capital Outlay	\$ 25,000
TOTAL FY 1999-00	\$980,200

Phase # 1 Additions/Changes

Staff

Add full time Fire Inspection/Public Education Specialist (Fire Captain)

Add full time Training Officer (Fire Captain)

Fire Station 1

Goal: Deliver a five minute average response time in Station 1's first arrival area and provide:

- Advanced Life Support services (Paramedic).
- Ability to initiate an interior fire attack or rescue prior to the arrival of any additional resources.

Fire Station 2

Goal: Deliver a five minute average response time in Station 2's first arrival area and provide:

- Advanced Life Support services (Paramedic) .
- Ability to initiate an interior attack or rescue after the arrival of the second engine or 2 volunteer firefighter response.

Resources required: 2 career personnel on duty staffing each day

- Company Officer
- Driver/operator

Volunteer Firefighters

- Primary response in support of engine from Station 2
- Staffing of additional apparatus

Phase # 2 Additions to the above system

Goal: Deliver a five minute average response time in Station 2's first arrival area and provide:

- Advanced Life Support services (Paramedic).
- Ability to initiate an interior fire attack or rescue prior to the arrival of any additional resources.

Fire Station 2

New Resources Required:

2 additional career Firefighters on duty each day

- Firefighter (2)

Volunteer Firefighters

- Staffing of additional apparatus including engines
- Primary support to Station 2 response

Phase # 3 Additions/changes to above

Goal: Deliver a four minute average response time in Station 1's first arrival area and provide:

New Resources Required:

**Add a 2 person staffed ALS/Quick Attack apparatus to Station 1
Staffed seven days per week 10-12 hours per day.**

On duty each day:

- Company Officer
- Firefighter

Phase # 4 Additions/changes to above

Goal: Deliver a five minute average response time in Station 3's first arrival area and provide:

- Advanced Life Support services (Paramedic).
- Ability to initiate an interior fire attack or rescue prior to the arrival of any additional resources.

New resources required:

4 career Firefighters on duty each day

- Company Officer
- Driver/operator
- Firefighter (2)

Volunteer Firefighters

- Staffing of additional apparatus including airport crash truck
- Primary support to Station 3 response

DISCLAIMER

Emergency Services Consulting Group personnel and independent contractors are not attorneys; they are specialized consultants and facilitators. The services provided by *Emergency Services Consulting Group* are performed in accordance with applicable professional standards for emergency services. *Emergency Services Consulting Group* does not assume any responsibility for legal matters or legal issues. Clients are advised to seek the advice of competent legal counsel in connection with the design or implementation of any potential solution, policy or procedure recommended by *Emergency Services Consulting Group*. *Emergency Services Consulting Group* does not make any investigation with respect to a client's qualification or authorization to participate in activities which may be outside the scope of the client's legal authority. *Emergency Services Consulting Group's* compensation is not in any way contingent upon the accuracy of all data provided to it. All work papers and documents developed by *Emergency Services Consulting Group* during the course of an engagement shall be and remain the property of *Emergency Services Consulting Group*.



ESCG is nationally known for quality consulting and training. ESCG has provided professional support to the emergency service community in almost every state and several foreign countries for more than 25 years. Part of that excellence is our belief in building and maintaining personal relationships. Without those personal relationships, we cannot begin to understand the issues and core strategies unique to each client.

Since the beginning, ESCG has operated on the principles of honesty, integrity, and service. ESCG's philosophy is to maintain an active involvement within the emergency service disciplines and related fields and to stay ahead of the rapid changes and issues that face our clients. ESCG's resources enable us to offer a wide variety of programs covering current and anticipated fire, EMS, criminal justice, communications, and educational services.

PRODUCTS/SERVICES

- ✿ Growth Management Planning
- ✿ Health & Safety Evaluation (NFPA 1500)
- ✿ Facility Location Study
- ✿ Command and Control of Major Operations
- ✿ Management Analysis
- ✿ Quality Management & Re-Engineering
- ✿ Customer Centered Strategic Planning
- ✿ Fire, Police, Communications, & EMS Agency Evaluations
- ✿ Merger/Consolidation Feasibility & Implementation
- ✿ Executive Search & Assessment Centers
- ✿ Pre-I.S.O. Evaluation
- ✿ Safe Schools Program
- ✿ Custom Designed Workshops
- ✿ Custom Designed Solutions to Your Issues