

## NOTICE OF LAFCO PUBLIC WORKSHOPS

### Reorganization of Structural Fire Protection and Emergency Medical Services in Unincorporated San Diego County

The San Diego Local Agency Formation Commission (LAFCO) has released a *Draft Micro Report on Reorganization of Structural Fire Protection and Emergency Medical Services in Unincorporated San Diego County*. The Draft Micro Report provides details about the proposed reorganization of 17 special districts and seven volunteer fire protection companies, and the extension of service to unincorporated territory outside the service area of any structural fire protection provider. Cost estimates are disclosed for delivering structural fire protection and emergency medical services at three service level options provided by alternative combinations of local, volunteer, and State personnel. The Micro Report concludes that services can be improved to a more acceptable level in unincorporated San Diego County. The projected gap between estimated costs and available resources to bring about improvements ranges from \$22.3 million to \$47.6 million, annually, depending on specific service level and governance options.

The proposed reorganization examined in the Micro Report involves the Borrego Springs Fire Protection District (FPD); Deer Springs FPD; East County FPD; Julian-Cuyamaca FPD; Pine Valley FPD; San Diego Rural FPD; Valley Center FPD; County Service Area (CSA) 107 (Elfin Forest); CSA 109 (Mt. Laguna); CSA 110 (Palomar Mtn); CSA 111 (Boulevard); CSA 112 (Campo); CSA 113 (San Pasqual); Mootamai Municipal Water District (MWD); Pauma MWD; Ramona MWD; and Yuima MWD; plus the De Luz Heights Volunteer Fire Department (VFD); Inter-Mountain Fire-Rescue; Ocotillo Wells VFD; Ranchita Fire-Rescue; Shelter Valley VFD; Sunshine Summit VFD; and Warner Springs VFD.

LAFCO staff will conduct three public workshops to discuss the reorganization process and take public comment. Workshops will be held on: **February 27, 2007** from 6 p.m. to 9 p.m. at the Pine Valley Community Clubhouse: 28890 Old Highway 80, Pine Valley, CA (Thos. Bros. page 1237 B/7); **March 1, 2007** from 6 p.m. to 9 p.m. at the Ramona Community Center Auditorium: 434 Aqua Lane, Ramona, CA (Thos Bros. page 1152 H/5); and **March 7, 2007** from 2 p.m. to 5 p.m. at the County Administration Center, 1600 Pacific Highway, Room 302-303, San Diego, CA (Thos. Bros. page 1288 J/2). Subject agencies, residents, and landowners are encouraged to attend. Written comments may be submitted to the LAFCO office before 5 p.m. on April 6, 2007.

Written and workshop comments will be incorporated into a final Draft Micro Report that will contain staff recommendations for LAFCO action. The Final Draft Report is tentatively scheduled to be presented to LAFCO on May 7, 2007. At the May 7, 2007 meeting, the Commission will receive additional public comments before deliberating on the proposed reorganization.

The Draft Micro Report can be downloaded from the LAFCO website at: [www.sdlafco.org](http://www.sdlafco.org).

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# MICRO REPORT

## Reorganization of Structural Fire Protection and Emergency Medical Services in Unincorporated San Diego County



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## FOREWORD

Many observers, including members of the San Diego Local Agency Formation Commission (LAFCO), have argued that the region's system for providing fire protection and emergency medical services is too complex and fragmented. *The Micro Report: Reorganization of Structural Fire Protection and Emergency Medical Services in Unincorporated San Diego County* aims to provide necessary background and context for determining the validity of this argument and the cost to bring about change, if change is warranted.

Many individuals, public agencies, and organizations assisted with the preparation of the Micro Report. First and foremost, the San Diego LAFCO's Chief of Policy Research, Shirley Anderson should be commended for her tireless efforts to manage and write the Micro Report. Research assistance, outreach support, and project coordination were provided by LAFCO's Local Government Consultants Chief John Traylor, Ret. and former City Manager John Goss. Guidance was provided throughout the project by all members of the San Diego LAFCO and a special subcommittee of commissioners, including Supervisor and Commissioner Dianne Jacob (county representative), Councilmember and Commissioner Donna Frye (City of San Diego representative), Battalion Chief and Commissioner Andy Menshek (special district representative), and Chief Andy Vanderlaan, Ret. (LAFCO Chairman and public representative). Other individuals that provided assistance included Ingrid Hansen, Chief of Governmental Services; Tita Jacque Mandapat, Administrative Assistant; T. Lockett, Administrative Aide; Dieu Ngu, GIS / IT Consultant, IGIS Technologies; William D. Smith, LAFCO Legal Counsel; Michael G. Colantuono, Special Legal Counsel to LAFCO, and Ken Miller, County of San Diego Fire Services Coordinator and member of LAFCO's project team. Lastly, the San Diego County Fire Chiefs' and the County Fire Districts' Associations, plus all fire agencies and organizations are to be thanked for their cooperation during the preparation of this important report.

MICHAEL D. OTT  
Executive Officer

January 31, 2007

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CONCEPTUAL REORGANIZATION OF SAN DIEGO COUNTY FIRE SERVICES .....	ATTACHMENT 1
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# Executive Summary

## BACKGROUND TO MICRO REPORT and PROPOSED PHASE I REORGANIZATION

San Diego County voters have spoken very clearly about their preference to consolidate fire protection and emergency medical services in the unincorporated area. In 2004, eighty-one percent of voters approved Proposition C, an advisory measure that queried support for a consolidated service system. Voters also stipulated that fire protection services should be funded with reprioritized revenues—not new taxes.

Following the approval of Proposition C, the San Diego Local Agency Formation Commission (LAFCO) completed a state-mandated *Municipal Service Review* (MSR) of unincorporated area fire protection services that concluded:

*...the region's system for providing fire protection and emergency medical services is dysfunctional—characterized by duplicate organizations that needlessly consume public resources and limit opportunities to provide enhanced services...because emergency services are divided among so many agencies—no authority is accountable for creating and implementing a comprehensive vision for the region.*

In February 2005, the Commission initiated action to either dissolve or remove fire protection functions from all unincorporated area districts that provide structural fire protection and emergency medical services. In a corresponding action, the Board of Supervisors initiated proceedings with LAFCO to form a regional fire protection district (FPD) over the entire unincorporated area—including territory outside the jurisdiction of any structural fire protection agency. The goal of the coordinated actions was to empower a single public service provider with authority and sufficient resources to extend adequate levels of structural fire protection and emergency medical services to all *unserved* and *underserved* areas of unincorporated San Diego County.

Procedures adopted by San Diego LAFCO permit affected agencies to submit an alternative proposal. Accordingly, the initial proposal initiated by LAFCO and the Board of Supervisors was supplanted in August 2005 with a proposal developed by the San Diego County Fire Chiefs' and County Fire Districts' Associations.

Table 1

Proposed Phase I
<b>Special Districts</b>
Borrego Springs FPD
Deer Springs FPD
East County FPD
Julian-Cuyamaca FPD
Pine Valley FPD
San Diego Rural FPD
Valley Center FPD
CSA 107 (Elfin Forest)
CSA 109 (Mt. Laguna)
CSA 110 (Palomar Mtn)
CSA 111 (Boulevard)
CSA 112 (Campo)
CSA 113 (San Pasqual)
Mootamai MWD
Pauma MWD
Ramona MWD
Yuima MWD
<b>Volunteer Companies</b>
De Luz Heights VFD
Inter-Mountain Fire-Rescue
Ocotillo Wells VFD
Ranchita Fire-Rescue
Shelter Valley VFD
Sunshine Summit VFD
Warner Springs VFD ❖

❖ Service suspended late 2006

This substantially similar proposal (SSP) would implement a reorganization of agencies in two phases rather than one; Phase I would address unincorporated areas with the most critical need for increased funding and service improvement and reduce the number of agencies under immediate review (see Map 1). Phase II would bring eight additional agencies under the umbrella of a regional fire agency. The SSP established standards for reorganization—including a requisite that no area would experience *reductions* in service as a consequence of consolidation—and reaffirmed the Proposition C stance that funding to support regional fire protection services should come from reprioritized use of existing revenue.

#### COST ESTIMATES FOR ALTERNATIVE SERVICE LEVELS

In December 2005, the Commission approved a *macro-level* report that evaluated seven models for providing fire protection services in the unincorporated area. Concluding that the difficult search for funding would be assisted if the cost for providing regional services was known, the Commission selected six service models and requested that cost estimates for producing each model in Phase I be developed in a subsequent *micro-level* study.

Because the service-related decisions of yet-to-be seated Phase I officials are unknown, certain assumptions—which are clearly identified in the micro report—had to be formulated before cost estimates could be developed. It is important to note that assumptions about service levels could not be enforced through reorganization. Micro report estimates contribute to a general understanding of what resources would be needed to provide enhanced services; whether the specific service assumptions utilized in the modeling would be adopted in Phase I would be entirely within the discretion of future Phase I decision makers.

Estimated Cost for Service Models Selected by Commission			
<b>Model 5</b>	Three on-duty at Basic Life Support	Career	\$ 58,783,284
<b>Model 5a</b>	Three on-duty at Basic Life Support	Career-Volunteer	\$ 44,889,088
<b>Model 6</b>	Three on-duty at Advanced Life Support	Career	\$ 59,613,483
<b>Model 6a</b>	Three on-duty at Advanced Life Support	Career-Volunteer	\$ 46,899,892
<b>Model 7</b>	Four on-duty at Advanced Life Support	Career	\$ 69,763,540
<b>Model 7a</b>	Four on-duty at Advanced Life Support	Career-Volunteer	\$ 49,799,308

Cost estimates were developed for implementing a regional operation. The expansive Phase I territory was sub-divided into five operational battalions based upon geographic and operational relationships irrespective of *current jurisdictional boundaries* (see Map 3). Cost estimates developed under the battalion structure reflect a vision for a regional system that would provide optimum span of control, unity of command, and efficient deployment of all

Phase I resources. Costs to provide services within individual Phase I jurisdictions cannot be isolated from the estimate for a regional operation.

The models selected by the Commission are based on staffing by local career and volunteer personnel. Assumptions for modeling, individual position classifications and associated cost details for each model are discussed in the micro report. The micro report also estimates costs for providing fire protection services with State personnel by contracting with the California Department of Forestry (CDF). CDF is an established contract service provider within several areas of Phase I; the micro report expands the CDF role to a regional contractor and estimates costs for CDF delivery of the six models of service selected by the Commission.

CDF applies a 9.5 percent administrative overhead charge to contracts with local agencies. Total CDF costs are passed to contracting agencies, which in turn incur local overhead expense. CDF overhead charges would represent an expense to a Phase I agency and are accordingly reflected in micro report cost estimates. Costs for services provided by State personnel and under local operations are itemized in Table 6 on page 29 and in Exhibit 9.

Estimate of Costs for Services Provided by Local Resources and CDF			
		Local Resources	CDF
<b>Model 5</b>	Career	\$ 58,783,284	\$ 57,345,911
<b>Model 5a</b>	Career-Volunteer	\$ 44,889,088	\$ 45,657,747
<b>Model 6</b>	Career	\$ 59,613,483	\$ 60,897,538
<b>Model 6a</b>	Career-Volunteer	\$ 46,899,892	\$ 47,638,670
<b>Model 7</b>	Career	\$ 69,763,540	\$ 69,983,822
<b>Model 7a</b>	Career-Volunteer	\$ 49,799,308	\$ 50,638,476

- Other estimated costs and liabilities

**Estimated capital start-up costs:** Capital needs were developed from LAFCO and County Department of Planning and Land Use surveys of current Phase I facilities. Cost estimates assume that projects would be fully funded and not financed over time. Capital costs for models integrating volunteers—\$37.15 million—are lower than estimates for career operations—\$47.1 million—because upgrades to crew facilities are fewer (see Exhibit 5)

**Dispatching:** If CDF became the region’s dispatch provider, unspecified additional costs for upgrading CDF dispatching capabilities would be passed to the Phase I authority. Emergency Medical Dispatch (EMD) is provided by all dispatch organizations within the region—except CDF. EMD dispatchers are trained and

authorized to provide emergency medical instructions to 911 callers prior to the arrival of first responders. To raise the CDF level of dispatch to the standard of all other dispatchers in the region, unspecified additional costs for upgrading communication equipment, plus ongoing costs for added staffing would be passed on to contracting agencies.

**SUSTAINABLE REVENUE WITHIN PHASE I**

Phase I organizations are characterized by structural funding deficits. State law allows fire protection agencies access to only two primary sources of sustainable revenue—property tax and voter-approved assessment; State law also restricts efforts to increase funding from either source. Proposition 13 and subsequent legislation prohibit any increase to the one-percent property tax rate. Existing property tax revenue is apportioned among competing agencies by inflexible ratios that are solidified in State law. Simply put, for one public agency to receive additional property tax revenue—revenue would need to be shifted away from another agency’s allocation. *Shifting* the allocation of property tax revenue among agencies is possible—but only with State legislation or Constitutional changes.

The micro report surveys four regional fire protection organizations in neighboring counties, which receive generous allocations of property tax revenue.

Table 2

FY 05-06 Revenue	
❖ Estimate of FY 05-06 property tax revenue related to structural fire protection and EMS	\$ 3,192,776
❖❖ Estimate of FY 05-06 voter-approved assessment from 22 assessment zones.	5,652,895
Total FY 05-06	8,845,671

❖ Does not include \$2,694,024 attributable to 4 MWDs; MWDs were included in original proposal but would not be included in reorganization.

❖❖ Does not include \$2,562,947 attributable to 2 MWDs

The survey reveals that each organization evolved from pre-Proposition 13 jurisdictions that assessed property tax rates; property tax allocations were transferred from antecedents to the current regional organizations.

Efforts to impose special assessments or to increase pre-authorized assessments require two-thirds approval by voters. It is worth noting, that despite this considerable obstruction, 70 percent of Phase I districts receive voter-approved assessment revenue. Indeed, voter-approved revenues within Phase I exceed property tax revenues that are related to fire protection by more than \$2.4 million (see Table 7 on page 34 for itemized FY 2005-06 revenues within Phase I).

The initial resolution requesting formation of a FPD and the subsequent SSP proposed that structural fire protection and emergency medical services be transferred from four municipal water districts (MWD) to a Regional FPD. LAFCO staff noted in 2005 that additional legal research would be required regarding the Commission’s authority to modify the service functions of the MWDs. The micro report concludes that State law does not authorize removal of individual services from a multi-purpose district, and the MWDs could not be

considered for the Phase I reorganization; *accordingly, MWD property tax and voter-approved assessment revenues would not transfer to a successor agency.*

- Value added by volunteer fire protection companies

State laws for dissolving or consolidating special districts do not extend to volunteer fire companies. The volunteer operations within Phase I would remain autonomous under a Phase I consolidation and continue to cooperatively provide a valuable component of regional fire protection and emergency medical services.

The value of the volunteer operations is difficult to assess; however, indications that the value is significant is revealed in the difference between estimated costs for service models delivered by career safety personnel and costs for providing the identical models with a cooperative career/volunteer workforce. Value added by volunteers range from approximately \$14.1 million to \$20.2 million depending upon the service level provided.

- County Fire Enhancement Program allocations

In September 2005, the Board of Supervisors initiated a *County Fire Enhancement Program* to support fire protection services in the unincorporated area. The Program has distributed direct grants to fire protection organizations, purchased new equipment and apparatus, and underwrote contracts for CDF presence in Phase I. In FY 05-06, \$8.5 million in discretionary county funds were disbursed to support structural fire protection and emergency medical services in Phase I. (see Table 5 on page 21 for itemized expenses).

Despite allocation of noteworthy amounts of discretionary revenue, the micro report must conservatively view the infusion of County revenue as one-time subsidies. Under the micro-report standard of evaluating secured, sustainable revenue exclusively, funds from the Fire Enhancement Program were not factored into aggregate totals of Phase I funding. Nonetheless, the precedence-setting nature of allocating County General Funds to fire protection activities is quite significant. Changes to the way in which fire protection services are provided in Phase I have been put into motion under the County Program and the option of continued county funding should be evaluated as a potential source of sustainable revenue.

#### ACCESS TO REVENUE IS PRINCIPAL TEST FOR REORGANIZATION

Notwithstanding the remarkable record of Phase I voters in approving special assessments, and the precedent-setting allocations of discretionary revenue from the County Fire Enhancement Program, the SSP and successive LAFCO studies each conclude that transformation of the structural fire protection system in Phase I requires an infusion of sustainable revenue. Additionally, Proposition C and the SSP condition a reorganization of the region's service providers upon

reprioritizing *existing* revenues to support fire protection and emergency medical services.

The County’s 2005 legislative program included a proposal to implement a shift in property tax to benefit a consolidated fire protection agency; however, a conclusive response from Sacramento has not been received. In view of the uncertainty of State-authorized funding, the micro report evaluates reorganization alternatives for the potential to access local discretionary revenue.

**EVALUATION OF PHASE I GOVERNANCE EXPANDED TO INCLUDE COUNTY PLAN**

The Phase I Reorganization, as proposed, would envelop special districts, volunteer operations, and approximately 950,000 acres of unserved territory under a Regional FPD. The Commission authorized the micro study to develop cost estimates for providing services to the entire region under an FPD.

Subsequent to the Commission’s direction, the County of San Diego’s Department of Planning and Land Use (DPLU) released a *Conceptual Reorganization of San Diego County Fire Services* for Phase I (see Attachment 1). The conceptual plan proposes to build upon the County Fire Enhancement Program and contract with CDF to provide all structural fire protection and emergency medical services within Phase I. Contract administration and other regional permitting and land use activities related to fire prevention programs

would be performed by county staff under a County Office of the Fire Warden. The conceptual plan recognizes that funding gaps between Phase I resources and the cost of CDF contracts would need to be addressed. In response to the County of San Diego’s Conceptual Reorganization, the micro report evaluates options for restructuring Phase I under a county model in addition to a Regional FPD.

Table 3

Cost of Model 5a vs. FY 05-06 Resources	
❖ Cost Estimate: Model 5a	\$ 44,889,088
Phase I Resources:	
❖❖ Estimate of FY 05-06 property tax revenue related to structural fire protection and EMS	5,886,800
❖❖❖ Estimate of FY 05-06 voter-approved assessment	8,215,842
FY 05-06 Fire Enhancement Fund Allocations	8,530,000
Total Phase I Resources	22,632,642
Difference between Model 5a cost and Phase I resources	\$ 22,256,446
❖ Costs for a regional system were estimated using geographic sectors that do not coincide with jurisdictional boundaries; proportionate cost for individual jurisdictions cannot be removed from the estimate for a regional operation.	
❖❖ Includes \$2,694,024 attributable to 4 MWDs; MWDs were included in original proposal but would not be included in reorganization.	
❖❖❖ Includes \$2,562,947 attributable to 2 MWDs	

▪ **Regional Fire Protection District**

Fire Protection Districts and CSAs within Phase I would be dissolved and a Regional FPD named successor agency. Municipal Water Districts and volunteer operations would not be affected by reorganization. A Regional FPD would be governed by an independently elected Board of

Directors. Terms and conditions of reorganization would create community-based Advisory Boards to provide community input to the Board of Directors. Property tax and voter-approved assessment revenues received by Phase I agencies would transfer to the Regional FPD. Assessment revenue could only be expended in zones where assessed; a Fiscal Oversight Board should be established to scrutinize fund management.

Consolidating Phase I under a Regional FPD would eliminate duplicate positions, consolidate functions and result in a more efficient use of regional resources; however, no *new* revenue would be forthcoming because an FPD was formed. Revenue that would be available to a Regional FPD would be nothing more than the aggregate revenue that is currently available within Phase I.

All current Phase I revenue including special assessment revenue—which could not fund regional expenses—in combination with current Fire Enhancement Program allocations would not fund the cost of the lowest service model evaluated in the micro report (see Table 2). The micro report also concludes that, if volunteer operations were not aggressively supported by a successor agency, regional resources could actually decline and overall costs would increase.

The County Fire Enhancement Program could continue to provide subsidies, underwrite CDF contracts, and purchase apparatus and equipment if a Regional FPD was formed. The Fire Enhancement Program is a discretionary county program; however, the FPD Board of Directors would not have direct access to program funds. The FPD Board would have authority to determine how FPD services should be provided; Board discretion to implement service plans would be quite limited, however, because FPD revenue would have been substantially committed by former Phase I jurisdictions to fund CDF contract obligations.

If formation of a Regional FPD were approved by LAFCO, a mandatory election would be held among eligible voters within the territory that was approved for inclusion within the FPD.

- County of San Diego as successor to Phase I agencies

Fire Protection Districts and CSAs within Phase I would be dissolved and the County named successor to Phase I. Municipal Water Districts and volunteer operations would not be involved in the reorganization. The 2<sup>nd</sup>, 5<sup>th</sup> and minimal portions of the 1<sup>st</sup> Supervisorial Districts would overlay Phase I; however, each of the five Supervisors would have an equal voice in deciding Phase I program or funding issues.

The County has authority to engage in a range of activities and to allocate General Fund monies to discretionary programs. The County's *Conceptual Reorganization of San Diego County Fire Services* (see Attachment 1) proposes to expand the County Fire Enhancement Program and contract with CDF to provide all fire protection and emergency medical services within the region. Contract administration and other fire prevention permitting activities would be performed

by county personnel under a proposed County Office of the Fire Warden. LAFCO would not have authority over creation of an Office of the Fire Warden.

Precedent for reprioritizing county revenues to support the Fire Enhancement Program was established with the FY 05-06 allocation of \$8.5 million of discretionary revenue; the Conceptual Reorganization proposes to continue this extraordinary commitment and estimates that an additional \$4.5 million would be required to fund the expanded plan.<sup>1</sup> The potential to access County discretionary funds would be the largest single fiscal benefit of naming the County as successor agency.

Identical to forming an FPD if the County assumed fire protection responsibility, the property tax and special assessment revenues of dissolved districts would transfer to the County. Assessment revenue could only be expended in zones where assessment revenues are generated and discrete accounting controls for each assessment fund would be required. Property tax revenue is generally deposited in the County General Fund.

A reorganization to dissolve Phase I agencies and name the County as successor would not prompt an automatic election. Registered voters or landowners within the agencies proposed to be dissolved may file protest petitions; if sufficient petitions—as outlined in State law—are filed, an election would be held on the question of dissolution (see page 54 for protest filing details).

The micro report recommends that alternatives to certain components of the Conceptual Reorganization be evaluated. CDF costs have significantly escalated in recent years; costs to retain and enhance local resources should be examined before committing to a State contractor. Suggestions are also made for clarifying the goals of the Conceptual Plan and for appraising alternatives for positioning a structural fire protection and emergency medical program within a sector of County government with operational responsibilities (see page 54).

- County Service Area 135—San Diego Regional Communications

A county service area (CSA) is a *county-dependent special district*. CSA 135 (San Diego Regional Communications) was formed in 1994 to support an 800 MHz communications system that enhances communication among public safety personnel across San Diego and Imperial Counties. The CSA 135 boundary includes all unincorporated territory in San Diego County—including Phase I—and 10 of the region’s 18 cities (see Map 4). The communication system operation is staffed by the County Sheriff’s Department.

LAFCO could authorize CSA 135 to provide structural fire protection and emergency medical services as a *latent power*. Latent power services within the CSA would be restricted to a zone replicating the boundary of Phase I. Incorporated territory and Phase II districts within CSA 135 would not receive fire protection services, although in the future it would be possible for LAFCO to

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<sup>1</sup> See Attachment 1: *Conceptual Reorganization of San Diego County Fire Services*, January 22, 2007, page 20.

expand the latent power zone to include Phase II. Funding for fire protection services would be strictly segregated from other CSA 135 functions.

Fire protection services under CSA 135 would be administered by county personnel; the County Conceptual Reorganization Plan and Office of the Fire Warden could be directly implemented under the CSA. Issues of representation, volunteer involvement, MWDs, service delivery, reorganization, boundary, and elections would be identical to issues that would be present if the County were named successor agency. Although a CSA is a *county-dependent district*, its special district status requires CSA funds to be maintained in discrete accounts. Property tax and voter-approved assessment revenues would be collected for the exclusive purpose of funding fire protection services within a latent power zone. CSA property tax would not be available for other county purposes; if in the future, an alternative to a county-administered fire protection system is proposed, the amount of property tax attributable to Phase I could be identified and transferred to a successor agency.

- Retention of the status quo system within Phase I

Retaining the status quo system would continue the dysfunctional system of multiple underfunded special districts and volunteer operations that has been criticized by the public; the San Diego Regional Fire Prevention and Emergency Preparedness Task Force; the Governor's Blue Ribbon Fire Commission; and successive LAFCO studies. The County *Conceptual Reorganization of San Diego County Fire Services* proposes to extend CDF presence throughout Phase I and suggests that dissolution of Phase I agencies may not be necessary. The Conceptual Plan itself would introduce a de facto consolidation of service under CDF contracts. Left in place however, individual jurisdictions would have few resources, and little real ability to exercise discretion over fire protection issues.

## CONCLUSION

The micro report presents cost estimates for providing services within Phase I under 12 different service models. Six models that provide increasing levels of service are delivered by local operations; estimates are provided for the same six models delivered by State personnel through contract with CDF. Each advancement in service comes at a cost. Approximately \$44.8 million would be required to extend the minimum service level—Model 5a, delivered by local career and volunteer personnel—throughout Phase I. The gap between the estimated cost of Model 5a and resources that were available in the region in FY 05-06 is approximately \$22.3 million. It would require approximately \$69.9 million to extend the highest service level—Model 7, provided by CDF—across the region; the shortfall between Model 7 and FY 05-06 resources rises to \$47.6 million.

An obvious linear rise in costs occurs as levels of services increase. Regrettably, the advantages of one option of governance over other options are not similarly transparent. Comparisons among governance options involve judgments about the

importance of local control and the value of volunteer operations, which could decline under administration of a successor agency. Conclusions also have to be reached regarding the certainty of revenues that could be redirected to fund fire protection services under a successor agency.

A logical action to create a consolidated fire protection system within Phase I would be to dissolve jurisdictions and form a Regional Fire Protection District. The FPD would facilitate a universal command structure and eliminate duplications; however, forming an FPD would not override systemic limitations in State law that restrict access to increased funding. The California Constitution strictly delimits further assessment of property tax rates; division of the existing one-percent revenue among local agencies is generally frozen by State law at established appropriation ratios; and fire protection agencies can only impose a parcel assessment after collecting an intimidating two-thirds voter approval.

Dissolving Phase I agencies and naming the County as successor agency or authorizing CSA 135 to provide structural fire protection and emergency medical service functions within a restricted area of the CSA would eliminate duplications and unify command and control similar to the FPD option. The 5-member Board of Supervisors would replace 55 elected officials.

The County of San Diego is already empowered to provide fire protection services—no amendment to county authority would be required. Naming the County as successor would not create new sources of revenue; however, the potential to expand the Fire Enhancement Program with discretionary county revenues is an extraordinary opportunity not elsewhere presented. Moreover, the County’s precedent-setting funding of the Fire Enhancement Program illustrates a commitment to ensure that public safety services are available.

Transferring Phase I responsibility to a latent power zone of CSA 135 would have the added benefit of capturing Phase I property tax within a discrete account for the exclusive use of Phase I fire protection and emergency medical services.

Contracting with CDF to provide all services—as proposed by the County Conceptual Reorganization—could inaugurate a comprehensive system, although alternatives should be reviewed and the possible long-term effects of disbanding local operations evaluated. Although four MWDs could not be included at this time, the County would be able to activate an expanded Fire Enhancement Program without delay and satisfy the Proposition C requisite that services in the unincorporated area be consolidated with existing—not new—revenue.

#### UPCOMING LAFCO ACTIVITIES CONCERNING PROPOSED PHASE I REORGANIZATION

Public input is an important element of the LAFCO process; the Cortese-Knox-Hertzberg Act provides citizens with a statutory process to protest LAFCO decisions. The Commission has repeatedly emphasized that reorganization of structural fire protection and emergency medical services in the unincorporated area requires the thoughtful participation of area residents.

Accordingly, LAFCO staff will conduct extensive outreach to engage the public in discussions regarding processes for reorganizing Phase I. The draft micro report will be released for a 45-day public comment period. During the comment period, LAFCO will conduct a 6 to 9 p.m. workshop at the Pine Valley Community Center on February 27 and at the Ramona Community Center Auditorium on March 1. An afternoon workshop will be held in the City of San Diego at the County Administration Center on March 7 from 2 to 5 p.m. Notices of the meetings will be distributed through press releases, posting in public libraries and by an extensive mailing list maintained by LAFCO. The workshops will be conducted by LAFCO staff as the Commission's agent for implementing the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Subject agency representatives may also attend and provide comments.

Subject agencies, residents, and landowners are encouraged to submit written comments, which must be received in the LAFCO office by April 6, 2007. Written comments and workshop comments will be incorporated into a final draft micro report that will contain staff recommendations for Commission actions. The final draft micro report will be tentatively scheduled to be presented to the Commission at the May 7, 2007 meeting. At the meeting the Commission will receive public comments and deliberate on the micro report before a decision is made to approve, or modify and approve, micro report recommendations.

A Phase I reorganization will require numerous ministerial actions such as preparation of a metes-and-bounds legal description, calculation of the amount of property taxes that would transfer from Phase I jurisdictions to the successor agency, adjustment of spheres of influence, development of an appropriations limit, etc. When the Commission's decision regarding Phase I is taken, LAFCO staff will prepare appropriate documents to implement the reorganization.

MICHAEL D. OTT  
Executive Officer

SHIRLEY ANDERSON  
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# Background

## Section One

The micro report is the latest in a series of San Diego LAFCO reports that focus on structural fire protection and emergency medical services in the unincorporated area. The Commission's reports chronicle an underfunded and sometimes dysfunctional system for providing emergency services and points to the effect State law has had on the continuing failure to secure new funding in the region. The implication of State law in restricting access to funding is significant; however, the shadow of local policy and the preferences of unincorporated area voters have also contributed to the current puzzling system of underfunded fire protection providers. An account of how the system evolved and a description of the factors that molded its character follow:

### EVOLUTION OF UNDERFUNDED REGIONAL SYSTEM

From the 1920s through the early 1970s, the San Diego County Board of Supervisors contracted with the California Department of Forestry (CDF) to retain CDF presence in the unincorporated area during the non-fire season. In 1973, the CDF contract was expanded to provide structural fire protection to development outside of fire protection districts, tripling the cost of the CDF agreement to \$960,000. Within a year, the Board concluded that the contract was too costly and moved to phase-out support for fire protection over five years.<sup>2</sup> Unincorporated communities were encouraged to seek structural fire protection by annexing to cities or existing fire protection districts or by organizing volunteer fire companies. By 1980, over 90 square miles of unincorporated territory had undergone annexation and the number of volunteer companies grew from 5 to 35.<sup>3</sup>

Volunteer fire companies are not public agencies—they are autonomous organizations authorized to adopt bylaws and elect officers according to Health and Safety Codes. Significantly, volunteer organizations are *unable* to generate public funds. During the five-year phase-out, the County provided volunteers with start-up grants, subsidies, and public liability and worker's compensation insurance. It was anticipated that the volunteer companies would annex to existing fire protection districts or form new districts to secure funding.

Unlike volunteer fire companies, fire protection districts are able to generate public revenues; however, State law restricts districts to two primary sources of

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<sup>2</sup> Office of Supervisor George Bailey, *FIRE AND EMERGENCY SERVICES IN SAN DIEGO COUNTY* (San Diego, 1988) p. 3.

<sup>3</sup> Office of Supervisor George Bailey, *FIRE AND EMERGENCY SERVICES IN SAN DIEGO COUNTY* (San Diego, 1988) p. 4.

sustainable revenue—property tax and voter-approved assessments. State law also imposes restrictions to increasing funds from either source.

- Property tax revenue limited by Proposition 13

Prior to 1978, local governments had been able to annually adjust property tax rates to accommodate changes in demand for local services, and property tax represented the largest single source of revenue for most local jurisdictions. Fire protection districts in particular, received approximately 90 percent of all funding from the proceeds of property tax.<sup>4</sup> In 1978, Proposition 13 set a limit on real property tax at one percent plus the tax rate necessary to fund voter-approved indebtedness. The immediate impact was as anticipated; all local governments that had relied on property tax revenue had less money. The instantaneous reduction in funds generally created fiscal crisis and most jurisdictions were compelled to pursue alternative sources to replace lost revenue. FPDs, because they have few alternative sources of funding, have remained highly dependent upon property tax revenue.

- State laws determine allocation of property tax revenue

Some local governments receive more property tax revenue than do others. Generally, the extent of the variation can be attributed to three factors: (1) the level of development within local jurisdictions; (2) the existence of redevelopment agencies; which absorb property tax growth within redevelopment boundaries; and (3) perhaps most importantly, State laws that govern the allocation of property tax revenues.

Senate Bill 154: Three weeks after passage of Proposition 13—in what became known as the *bailout*—the Legislature adopted SB 154. Under SB 154, local governments that had imposed property tax rates prior to Proposition 13 were awarded a *proportional share* of the decreased post-Proposition 13 revenue. For example: if a special district had imposed an individual tax rate that generated 25 percent of total property tax revenue within a Tax Rate Area (TRA), the district would continue to receive 25 percent of the reduced revenue within the TRA.

Senate Bill 154 also provided \$848 million in state funds to counties, cities and special districts to ensure that revenues would not recede more than 90 percent. Counties were given block grants and the state assumed county costs for Medi-Cal, SSI-SSP, AFDC and food stamp programs at a cost of \$1.04 billion. Cities received \$250 million. Special districts originally received \$125 million; SB 2212 subsequently supplied an additional \$37 million.

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<sup>4</sup> Office of Supervisor George Bailey, *FIRE AND EMERGENCY SERVICES IN SAN DIEGO COUNTY* (San Diego, 1988) p. 95.

Assembly Bill 8: A year after enacting SB 154, the Legislature adopted AB 8 as a permanent solution for distributing property tax revenues and to provide further fiscal relief to local governments. AB 8 adopted the allocation formulas contained in SB 154; however, rather than providing bailout block grants, AB 8 increased the *share* of property tax revenue allocated to counties, cities, and special districts by shifting property tax revenue away from schools. School losses were back-funded from the State General Fund.

Since 1979, there have been two significant changes to the allocation formulas. Legislation was enacted to aid cities that receive no, or very low, property tax revenues; and in 1992-93 and 1993-94, property tax revenues were shifted away from counties, cities, and special districts back to schools in roughly the same proportion as the benefit received under AB 8. Despite these changes, the system developed in 1979 continues as the basis for allocating property tax revenues among local governments.

- Implications of inflexible property tax allocation formulas

Under the allocation formulas, jurisdictions that levied high property tax rates prior to 1978 receive a proportionately larger share of post-Proposition 13 revenue than jurisdictions that levied low pre-Proposition 13 tax rates. Jurisdictions that had been conservative in applying tax rates are permanently locked into receiving comparatively smaller shares of the property tax pie. As assessed values grow, the dollar amount of property tax revenue increases; however, in compliance with the allocation formulas, an agency's *share* of the property tax revenue never changes. As an example, the County of San Diego's conservative tax rates prior to 1978 produced post-Proposition 13 property tax revenue so unacceptably low to the County that a legal remedy was pursued. However, the County has failed in its attempts to reapportion the revenue imbalance.

Inflexible allocation ratios mean that for each share increase that one local government might gain—some other jurisdiction must decrease its share. Accordingly, fire protection agencies formed after 1978 did not receive a share of the property tax revenue. Moreover, the expansion of existing FPD boundaries to provide fire and emergency services to unserved territory does not generally result in a transfer of property tax to the FPD—because no other public agency will realize a reduction in property tax revenue. A negotiated increment of annual growth in property valuation is generally transferred to the district.

- Special tax assessments are limited by Proposition 218

After the property tax, special taxes are the principal revenue source for funding fire protection operations. Section 4, Article XIII A of the California Constitution authorizes cities, counties, and special districts to impose non-ad valorem special taxes with a two-thirds approval of the electors. Through a series of court cases,

the California Supreme Court found all taxes levied by special purpose districts to be special taxes—even if proceeds are used for general purposes. Accordingly, the primary alternative that fire protection districts can use to generate revenue requires two-thirds approval of the voters. The two-thirds requirement was reinforced in 1986 by Proposition 62, (a statutory initiative intended to close Proposition 13 loopholes) and again in 1996, by Proposition 218, the *Right to Vote on Taxes Act*. Experience has shown the two-thirds approval requirement to be a major hurdle in attempts to raise additional revenues.

- Impact of Proposition. 13 and Proposition. 218 on evolution of unincorporated area fire protection service

Because Proposition 13 curtailed the ability of fire protection districts to receive property tax from annexing territory, the efforts of volunteer companies in San Diego County to seek shelter within existing FPDs stalled. The Board of Supervisors extended the volunteer assistance program and in late 1981 filed an application with LAFCO to consolidate the volunteer companies under a regional FPD. The proposal for the *Consolidated Rural FPD* included all unincorporated territory in the County that was outside of existing fire protection districts. The Board's proposal would have also dissolved three CSAs that provided fire protection services and transferred all county responsibility for fire protection services to the new FPD. The proposal was unique for several reasons: (1) the district would have encompassed large amounts of geographically diverse territory; (2) the independent elected district board would have governed a virtually county-wide agency; (3) the FPD would have been staffed entirely by volunteers; and (4) the major source of FPD revenue would need to come from voter-approved benefit fees—not property tax.

As part of LAFCO review, the County Counsel issued an opinion concluding that the County, although financially assisting volunteer companies, was not engaged in providing fire protection service. A subsequent opinion concluded that, since the County did not provide fire protection, there was no legal obligation for the County to transfer property tax revenue to the new fire protection district. While the County was not *required* to transfer revenues, the Board agreed to *voluntarily* transfer \$379,250 to the proposed FPD to ensure, at least, a minimum level of funding. The transfer amount was calculated using a formula in State law, which determines how property tax is transferred when responsibility for a public service is ceded from one public agency to another. No allocation of annual tax increment (ATI) was proposed.

The transferred property tax revenue would provide approximately 22 percent of the estimated budget for the proposed Consolidated Rural FPD; miscellaneous revenues and mitigation fees were to contribute another 26 percent. All capital acquisitions were to be financed by developer fees. The majority of the budget—52 percent—was to come from benefit fees that would require approval by two-

thirds of the voters. Local residents defeated the proposal 66 percent to 34 percent at the June 1982 election.

Following defeat at the polls, the Board submitted a second proposal to LAFCO for a Consolidated Rural FPD. The new proposal was significantly different from the first proposal in several aspects. The Valley Center area, which in the interim period had formed a separate FPD and voted to establish a benefit fee, was removed from the boundary; watershed management was eliminated from the functions to be assumed by the new district; the proposed district budget was significantly reduced; and benefit fees were revised downward.

The amount of property tax revenue, which the County proposed to transfer to the second Rural Consolidated FPD, was reduced by the amount granted to the new Valley Center FPD. Again, there was no provision for allocation of an annual tax increment. Benefit fees, although reduced, would have to generate 61 percent of the FPD budget and would again require approval by two-thirds of the voters. The proposal, which appeared on the November 1982 ballot, received only 56 percent approval.

Following failure of the first two elections, a number of rural communities and volunteer companies began to pursue various alternatives to ensure the continuation of funding to the volunteers. The Board of Supervisors agreed to fund dispatching through June 1983, and workers' compensation and liability insurance until September 1983. By spring 1984, FPDs had been formed in Valley Center, Deer Springs, and Julian-Cuyamaca, and the communities of Elfin Forest, Mount Laguna, Boulevard, Palomar Mountain, San Pasqual, and Campo had formed CSAs to provide governmental structure and property tax revenue to the volunteer companies. Other areas served by volunteers had been annexed to the Pine Valley FPD and the Ramona MWD. The County voluntarily conveyed a share of property tax to each of the new agencies (see Exhibit 4 for chronology of all formation activity).

After the two regional proposals failed, the San Diego County Fire Chiefs' Association proposed a third, scaled-down district for only the southeastern portion of the County. The proposed district included 814 square miles—about one-third of the area of the previous two proposals, but encompassed a majority of the volunteer companies. As with previous proposals, the Board of Supervisors approved a voluntary transfer of property tax from the County General Fund—reduced to reflect the amount conveyed to other newly formed districts, which absorbed volunteer companies. The Board also agreed to transfer two percent of the ATI to all new districts that had absorbed volunteer companies. The third Rural FPD proposal would consolidate fourteen fire companies and was preferable to forming many smaller districts to oversee the activities of individual volunteer fire companies. Property tax revenue—although small—would give the volunteers a

base to provide at least a minimum level of service, which is more than would have been possible if no agency were established.

LAFCO approved the formation of the San Diego Rural FPD on April 4, 1983. It was estimated that an annual budget of approximately \$500,000 would be necessary to fund an adequate level of service. Anticipated property tax revenue would only provide 39 percent of the proposed budget. Proponents intended for the property tax revenue to be supplemented by voter-approved fees; however, a compressed schedule for forming the district without an election would mean that approval of benefit fees would not be a condition of formation. An election seeking voter approval for benefit fees would not occur until after the district was formed. Subsequent Rural FPD elections have approved fees at various levels of assessment within eight zones; however, voters have never approved a district-wide special tax.

#### 20 YEARS LATER—CONSOLIDATION OF FIRE PROTECTION AGENCIES SUPPORTED

In November 2004, eighty-one percent of unincorporated area voters approved an advisory measure (Proposition C) that queried support for consolidating unincorporated area fire protection agencies. Proposition C was qualified with a declaration that revenue to support a consolidated fire protection and emergency medical service system must come from reprioritized current sources—not new taxes.

Following the public demonstration of support, the San Diego Local Agency Formation Commission (LAFCO) completed a State-mandated *Municipal Service Review* (MSR) of fire protection services. The MSR concluded that:

*...the unincorporated region's system for providing fire protection and emergency medical services is dysfunctional—characterized by duplicate organizations and redundant layers of management that needlessly consume public resources and limit opportunities to provide enhanced services.*

*The region's agencies have not developed a universal response criterion; do not provide a unified command; do not employ unified standards for training safety personnel; and are not able to engage in strategic regional planning that could eliminate redundancies and engender more effective use of resources. Because emergency services are divided among so many agencies—no single authority is accountable for creating and implementing a comprehensive vision for the region.*

- Commission and Board of Supervisors initiate formation of Regional FPD

In 2005, the Commission took action to dissolve the 25 special districts providing fire protection services and remove fire protection and emergency medical service functions from four municipal water districts (MWD). In a complementary action, the Board of Supervisors initiated proceeding with LAFCO for formation of a regional fire protection district (FPD) over the entire unincorporated area—including unserved territory that had not been within the jurisdiction of any public

fire protection agency. The goal of the proposed reorganization was to empower a single public service provider with authority—and sufficient resources—to extend adequate levels of structural fire protection and emergency medical services to all *unserved* and *underserved* areas of unincorporated San Diego County (see Map 2).

- Substantially similar proposal accepted by Commission

In accordance with LAFCO procedures, the initial reorganization proposal was supplanted in August 2005 with a proposal developed by the San Diego County Fire Chiefs’ and County Fire Districts’ Associations. This substantially similar proposal (SSP) would implement reorganization in two phases; Phase I addresses unincorporated organizations with the most critical need for increased funding and service improvement (see Map 1). The SSP established standards for reorganization—including a requisite that no area would experience *reductions* in service as a consequence of reorganization—and reaffirms the Proposition C position that adequate funding from existing revenue sources is a primary issue of reorganization. The Commission accepted the SSP and LAFCO staff’s efforts were redirected.

- Proposed legislation to fund regional agency

In June 2005, the County’s Chief Administrative Officer was directed by the Board of Supervisors to include a County sponsored proposal to fund a regional fire protection agency as part of the County’s legislative program. Approved in concept by the Board of Supervisors, the proposed legislation would reapportion a share of San Diego County school districts’ property tax revenue by no more than 3 cents and reallocate the funds to a newly formed regional fire agency. The proposal would exempt basic aid school districts and community college districts, and require revenue neutrality for revenue limit school districts. The reapportionment would be phased in over three years—one cent each year—and by FY 2008-09 could provide a regional fire agency with approximately \$37 million in *reprioritized* revenue. A conclusive response from Sacramento has not been received; however, the County is continuing to pursue efforts to locate funding.

- Commission releases macro report and authorizes micro report

In December 2005, the Commission issued a report that provided a broad evaluation of Phase I organizations. This *macro-level* report also presented seven distinct models for providing services within a consolidated Phase I. The

Table 4

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Proposed Phase I

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**Special Districts**  
 Borrego Springs FPD  
 Deer Springs FPD  
 East County FPD  
 Julian-Cuyamaca FPD  
 Pine Valley FPD  
 San Diego Rural FPD  
 Valley Center FPD  
 CSA 107 (Elfin Forest)  
 CSA 109 (Mt. Laguna)  
 CSA 110 (Palomar Mtn)  
 CSA 111 (Boulevard)  
 CSA 112 (Campo)  
 CSA 113 (San Pasqual)  
 Mootamai MWD  
 Pauma MWD  
 Ramona MWD  
 Yuima MWD

**Volunteer Companies**  
 De Luz Heights VFD  
 Inter-Mountain Fire-Rescue  
 Ocotillo Wells VFD  
 Ranchita Fire-Rescue  
 Shelter Valley VFD  
 Sunshine Summit VFD  
 Warner Springs VFD ❖

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❖ Service suspended late 2006

Commission selected three models and requested that a *micro-level* report be prepared that would refine cost estimates for producing each model.

Cost estimates would be developed for service models delivered by a paid, career workforce. Because of the significant value of volunteer organizations within Phase I, the Commission also requested cost estimates for providing the service models with a cooperative career/volunteer workforce. This micro report would facilitate public review of the estimates and provide an understanding of what resources would be required to consolidate Phase I organizations and enhance structural fire protection and emergency medical services.

#### COUNTY OF SAN DIEGO ESTABLISHES FIRE ENHANCEMENT PROGRAM

In September 2005, the Board of Supervisors initiated a program to underwrite fire protection services in Phase I with County General Fund revenues. The Program continues to evolve and expand and by FY 05-06 approximately \$9.1 million dollars of discretionary county revenue has been allocated to the Program; \$8.53 million to subsidize fire protection activities and \$.58 million to fund Program oversight by County staff. Funds are being administered by the County Department of Planning and Land Use (DPLU) through a *Fire Enhancement Program*; seven positions were added to DPLU to provide for contract management, geographic information system assistance, code enforcement, accounting, and administrative support services.

According to County documents, the Fire Enhancement Program has several goals, including: support of volunteer fire companies through funding and training; improving command and control; improving communication capabilities; and lowering ISO ratings in the region.<sup>5</sup> Program funds were used to purchase 16 pieces of apparatus that will be distributed according to priorities identified by a consensus of Phase I agencies; however, the Fire Enhancement Program's funding centerpiece is underwriting CDF presence in Phase I. The Program has funded contracts for CDF service or provided funding assistance to service providers to enhance CDF contracts already in place.

- CDF component of County Fire Enhancement Program

CDF is responsible for prevention and suppression of wildland fire in areas that the State declares *State Responsibility Areas* (SRA) and assumes financial responsibility (Public Resource Code 4000 et seq.). In San Diego County, CDF provides wildland fire protection to approximately 1.2 million acres of unincorporated territory. CDF will respond to structure, vehicle, and other fires and urgent situations within SRAs—if CDF resources are not otherwise engaged; nevertheless, the State agency's statutory mission is wildland fire suppression with no obligation to respond to other emergencies. The limitation of CDF responsibility is emphasized in State law, which requires real property transfers

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<sup>5</sup> See Attachment 1, *Conceptual Reorganization of San Diego County Fire Services*, January 22, 2007, page 3.

within SRAs to disclose that property may contain substantial risks and hazards and disclose that it is *not* the State’s responsibility to provide fire protection services to any building or structure located within wildlands (Public Resources Code 4136).

Since the 1940s, local governments throughout the State have been able to contract with CDF for an *Amador Plan* or a *Schedule A Program* to bring service to their communities beyond the CDF schedule of wildland fire prevention.

The Amador Plan enables local governments to contract with CDF to keep a CDF facility staffed and ready for response during the non-fire season. The local agency must reimburse CDF for any added costs associated with this service (Public Resources Code 4144).

The Amador Plan maintains CDF presence in the local community year-round; it *does not* transform the CDF mission from wildland to structural fire protection, nor does it increase the level of service beyond CDF’s normal operation. Under the Amador Plan, contracted CDF resources are still under State control and subject to redeployment in other locations; however, CDF is obligated to backfill vacated Amador Plan stations as a priority.

The Schedule A Program provides full service fire protection at facilities typically owned by the contracting local agency. CDF will staff engines, truck companies, paramedic units, hazardous materials units, etc. as stipulated by the contractor. The station and equipment are owned by the contracting agency; CDF provides staffing. Under a Schedule A Program, CDF resources become tied to the

Table 5

FY 2005-06 County Fire Enhancement Program Allocations

	Grant	Amador	Schedule A
Borrego Springs FPD	\$ 0	\$ 0	\$ 0
Deer Springs FPD	0	128,600	22,000
East County FPD	0	0	0
Julian-Cuyamaca FPD	22,000	0	0
Pine Valley FPD	21,000	0	Offer pending
San Diego Rural FPD	0	0	1,460,000
Valley Center FPD	0	128,600	25,000
CSA 107 (Elfin Forest)	0	0	0
CSA 109 (Mt. Laguna)	20,500	0	0
CSA 110 (Palomar Mtn)	23,400	0	0
CSA 111 (Boulevard)	36,400	0	0
CSA 112 (Campo)	22,000	0	0
CSA 113 (San Pasqual)	22,000	0	0
Mootamai MWD <sup>5</sup>	0	0	0
Pauma MWD	0	0	0
Ramona MWD <sup>5</sup>	0	0	0
Yuima MWD <sup>5</sup>	0	128,600	0
De Luz Heights VFD	23,000	0	0
Inter Mtn Fire-Rescue	22,000	0	0
Ocotillo Wells VFD	21,000	0	0
Ranchita Fire-Rescue	22,000	0	0
Shelter Valley VFD	21,000	0	0
Sunshine Summit VFD	23,000	0	0
CDF contract - 9 stations	na	1,695,270	na
Regional resources	185,000	na	na
Regional equipment	1,258,830	na	na
DPLU Admin. support	588,000	na	na

contracting agency and are not subject to redeployment around the State to respond to incidents in other locations. All costs for providing these services are reimbursed to CDF by the local agency including an administrative overhead

rate—currently 9.5 percent—to cover indirect costs associated with the contract (Public Resources Code 4142).

- Fire Enhancement Program allocations

The County Fire Enhancement Program funds Amador Plan contracts that keep nine CDF wildland fire companies operational in the non-fire season. Amador Plans with the Deer Springs FPD, Valley Center FPD and the Yuima MWD<sup>6</sup> are also being subsidized with county funds.

Existing Schedule A contracts between CDF and the Deer Springs and Valley Center FPDs were enhanced with Program funds to increase on-duty staffing. The San Diego Rural FPD funded a Schedule A contract with Fire Enhancement Program subsidy; Rural FPD safety personnel were replaced with CDF personnel and staffing levels at two Rural FPD stations increased to two career on-duty personnel, augmented by one volunteer. District safety personnel were employed by CDF.

The volunteer organizations within five CSAs amended their contracts with the County, which assigned fire protection responsibility to the volunteers. The volunteers now operate under a CDF umbrella that provides enhanced coordination, planning, standardized services and training opportunities. The program stipulates that two CDF training professionals will coordinate a regional approach to fire and emergency medical training. Similar contracts were negotiated with volunteer fire protection companies that provide services outside of public agency boundaries.

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<sup>6</sup> Yuima, Mootamai, and Pauma MWD maintain a JPA to jointly fund a contract with CDF for an Amador Plan contract.

#### COST ESTIMATES FOR SIX SERVICE LEVEL OPTIONS

The micro report provides cost estimates for six alternative service options. The Commission requested cost estimates for three discrete levels of structural fire protection and emergency medical services delivered by a paid, career workforce. The Commission also requested estimates for providing the same three levels of services delivered by a cooperative career/volunteer workforce—for a total of six alternative estimates. The micro report also includes a cost estimate for contracting with CDF to provide the same six service alternatives.

- Service models would not be enforced through reorganization

Insight into the details of a proposed Phase I operation is required before costs can be estimated. And without knowledge of just what service-related decisions yet-to-be elected official would make—certain assumptions about services must be followed. It is important to note that the assumptions about service levels and modes of service delivery would not be enforced through reorganization. Micro report estimates contribute to a general understanding of what resources would be needed to provide enhanced services; whether the specific service assumptions utilized in the modeling are adopted would be entirely within the discretion of future Phase I decision makers.

#### SERVICE ASSUMPTIONS

Micro report cost estimates were developed with the following assumptions:

1. Assumption concerning timeframe of estimates: Costs are calculated in present value. Estimates presume a service delivery system that is captured within a contemporary *snapshot* of time; it is understood that costs would change over time.
2. Assumption concerning non-severability of cost estimates: Cost estimates were developed for implementing a regional service system. The expansive Phase I territory was sub-divided into five operational battalions based upon geographic and operational relationships irrespective of *current jurisdictional boundaries* (see Map 3). Costs to provide services within individual Phase I jurisdictions cannot be isolated from estimates for a regional operation.
3. Assumption concerning proposed service levels: The micro report provides cost estimates for services provided at three alternative first-responder levels: **3 on-duty** staffing at **Basic Life Support (BLS)**; **3 on-duty** staffing at **Advanced Life Support (ALS)**; and **4 on-duty** staffing at **ALS**.

4. Assumption concerning maintaining existing service levels: Phase I would not reduce any level of service currently provided by a Phase I agency. Accordingly, Borrego Springs FPD, Ramona MWD and Julian-Cuyamaca FPD provide Advanced Life Support (ALS) Transport with career fire service personnel as well as Basic Life Support First (BLS) Responder service. East County FPD and Deer Springs FPD provide ALS first responder service. The cost estimates for these organizations includes additional cost for maintaining that service level. Costs estimates within the six options account for maintaining these levels of service.
5. Assumptions concerning organizational structure: The micro report model assumes an organization that consolidates the operations of 17 Phase I special districts into a regional agency under one executive position (see Exhibit 3 Phase I Organizational Chart). Redundant positions among the former districts are eliminated; new positions are added to ensure that minimum service levels are attained. Unserved territory is taken into the regional boundary. Sixty-five elected officials would be replaced by one Regional Board of Directors. Costs reflect replacing existing Amador Plans and Schedule A contracts with local resources.
6. Assumptions concerning delivery system: The micro report evaluates services delivered by: (1) a paid, career workforce; and (2) a cooperative workforce of paid, career personnel and volunteers. Separate estimates are provided for career and career/volunteer workforces under CDF contract.
7. Assumptions concerning operational structure: The expansive Phase I agency is organized into five operational battalions based upon geographic and operational relationships irrespective of current jurisdictional boundaries (see Map 3). The battalion model facilitates estimating costs for an operational system that provides optimum span of control, unity of command, and efficient deployment of Phase I resources. The theoretical battalions are appropriately staffed to provide services under six alternative service models.

Safety personnel costs cover positions from Captain and below and are based on a 56-hour work week. Compensation medians included salary and benefits. Personnel costs were estimated using compensation medians from all structural fire protection and emergency medical service providers—cities and special districts—in San Diego County. Relatively higher compensation within cities and Phase II agencies elevates median costs. The diverse compensation among former agencies is equalized within Phase I positions.
8. Assumptions concerning Phase I administrative overhead: (See Exhibit 1 for Conceptual Overhead Budget)
  - a. Eleven-member Board of Directors cost estimate based on average cost of current Fire Protection District Boards in San Diego County. Costs were conservatively based on the maximum number of Directors allowed under State law. The cost difference for

alternative Boards—for example 5, 7, or 9-member Boards would be negligible.

- b. Support services cost estimates based on median salary plus average benefit cost for similar non-safety support positions within fire service organization in the San Diego region. Data was supplied by 2006 CALPAC Salary Survey and 2006 San Diego County Fire Chiefs' Survey. Safety personnel positions above Captain are included in support costs.
  - c. Safety position cost estimates based on median salary plus average benefit cost for similar safety positions within the San Diego region. Data was supplied by 2006 CALPAC Salary Survey and 2006 San Diego County Fire Chiefs' Survey (see Exhibit 8).
  - d. Volunteer and Reserve cost estimates based on Orange County Fire Authority and Riverside County Fire Department similarly budgeted amount for Volunteer and Reserve Programs.
  - e. Dispatch Fee cost estimate based on current Heartland Communication Facility Authority (HCFA) contract with County Emergency Medical Services: \$49.98 per incident for fire and emergency medical dispatching (EMD) services. Estimate projects annual call volume of 8,725, based on historical data for Phase I organizations.
  - f. Materials and supplies cost estimate based on ratio of FY 06-07 service and supply cost for Orange County Fire Authority
  - g. Rents and Leases cost estimate based on anticipated lease payment of \$10,000 for 12 months for interim Fire Headquarters and Administrative Services facility.
  - h. Facilities cost estimate based on ratio of FY 06-07 facilities maintenance cost for Orange County Fire Authority.
  - i. Insurance cost estimate based on ratio of FY 06-07 insurance cost for Orange County Fire Authority.
  - j. Equipment Capital Expense cost estimate anticipates a replacement fund for fire response apparatus, support vehicles and mounted equipment based on varying equipment life-cycles.
  - k. Facility Capital Expense cost estimate anticipates a replacement fund for fire station replacement based on 40-yr life cycle.
9. Assumptions concerning capital start-up needs: Cost estimates for capital improvements assume projects would be fully funded at the point of reorganization and not financed over time. Capital needs assessment was developed from LAFCO and County Department of Planning and Land Use surveys of Phase I facilities. Capital costs for models that integrate volunteers

into the regional operation are lower than career operations because upgrades to crew facilities are fewer (see Exhibit 5).

10. Assumptions concerning equipment and vehicle replacement needs: Cost estimates for equipment and apparatus assume existing equipment and apparatus are in service and operationally maintained with appropriate service life. Estimated costs assume an annual *Equipment and Vehicle Replacement Fund* to replace obsolete equipment, vehicles, and apparatus (see Exhibit 1).

**COST ESTIMATES FOR SIX SERVICE MODELS**

The micro report estimates costs for providing services under the alternative models selected by the Commission from the LAFCO December 2005 macro report. The Commission selected three of seven alternatives—each with an increasing level of service—provided by paid, career personnel and requested cost estimates for each model. The Commission also requested cost estimates for providing the same three models with an integrated workforce of career and volunteer personnel. Specific position classifications and number of positions for each model are provided in Exhibit 2 attached to the end of this report; overhead costs are itemized in Exhibit 1.

**Model 5** Requires sufficient paid, career personnel to ensure minimum **3 on-duty** first-responder at all times. Emergency medical services are provided at the **Basic Life Support (BLS)** level. Operations are consolidated under one Chief position; volunteer functions are fully integrated into the organization as paid positions. Positions are added to support administrative functions. Personnel compensation—salary and retirement—is equalized among positions across the agency. ALS service is maintained in communities where ALS is currently provided.

Safety personnel	\$ 37,616,648
Support personnel	6,800,693
Overhead	<u>14,365,943</u>
▪ Total Operation Cost	\$ 58,783,284
▪ Capital Start-Up	\$ 47,100,000

**Model 5a** Requires sufficient paid, career personnel augmented by unpaid volunteers to ensure minimum **3 on-duty** first-responder at all times. Emergency medical services are provided at the **BLS** level. Operations are consolidated under one Chief position. Volunteer companies work cooperatively within the Phase I regional system. Positions are added to support administrative functions. Personnel compensation—salary and retirement—is equalized among

positions across the agency. ALS service is maintained in communities where ALS is currently provided.

Safety personnel	\$ 23,511,996
Support personnel	6,905,921
Overhead	<u>14,471,171</u>
▪ Total Operation Cost	\$ 44,889,088
▪ Capital Start-Up	\$ 37,150,000

**Model 6** Requires sufficient paid, career personnel to ensure minimum **3 on-duty** first-responder at all times. Emergency medical services are provided at the **Advanced Life Support (ALS)** level. Operations are consolidated under one Chief position; volunteer functions are fully integrated into the organization as paid positions. Positions are added to support administrative functions. Personnel compensation—salary and retirement—is equalized among positions across the agency.

Safety personnel	\$ 38,446,847
Support personnel	6,800,693
Overhead	<u>14,365,943</u>
▪ Total Operation Cost	\$ 59,613,483
▪ Capital Start-Up	\$ 47,100,000

**Model 6a** Requires sufficient paid, career personnel augmented by unpaid volunteers to ensure minimum **3 on-duty** first-responder at all times. Emergency medical services are provided at the **ALS** level. Operations are consolidated under one Chief position. Volunteer companies work cooperatively within the Phase I regional system. Positions are added to support administrative functions. Personnel compensation—salary and retirement—is equalized among positions across the agency.

Safety personnel	\$ 25,522,800
Support personnel	6,905,921
Overhead	<u>14,471,171</u>
▪ Total Operation Cost	\$ 46,899,892
▪ Capital Start-Up	\$ 37,150,000

**Model 7** Requires sufficient paid, career personnel to ensure minimum **4 on-duty** first-responder at all times. Emergency medical services are provided at the **Advanced Life Support (ALS)** level. Operations are consolidated under one Chief position; volunteer functions are fully integrated into the organization as paid positions. Positions are added to support administrative functions. Personnel compensation—salary and retirement—is equalized among positions across the agency.

Safety personnel	\$ 48,596,904
Support personnel	6,800,693
Overhead	<u>14,365,943</u>
▪ Total Operation Cost	\$ 69,763,540
▪ Capital Start-Up	\$ 47,100,000

**Model 7a** Requires sufficient paid, career personnel augmented by unpaid volunteers to ensure minimum **4 on-duty** first-responder at all times. Emergency medical services are provided at the **ALS** level. Operations are consolidated under one Chief position. Volunteer companies work cooperatively within the Phase I regional system. Positions are added to support administrative functions. Personnel compensation—salary and retirement—is equalized among positions across the agency.

Safety personnel	\$ 28,422,216
Support personnel	6,905,921
Overhead	<u>14,471,171</u>
▪ Total Operation Cost	\$ 49,799,308
▪ Capital Start-Up	\$ 37,150,000

**ESTIMATED OPERATING COSTS: LOCAL AND CDF RESOURCES**

CDF has an established role as service provider in several Phase I organizations. Four FPDs maintain Schedule A contracts with CDF and Amador Plans provide non-fire season CDF presence at 10 CDF stations; it is appropriate to evaluate cost estimates for implementing the six Phase I service models under CDF contract.

CDF applies a 9.5 percent administrative overhead charge to Amador and Schedule A contracts. It is the micro report position that total CDF contract costs—inclusive of CDF overhead charges—should be recorded as operational costs within Phase I estimates. A Phase I authority would have separate support personnel and overhead costs for central command, planning, etc. Accordingly,

estimates of CDF safety personnel costs are inclusive of 9.5 percent overhead charges. CDF costs estimates are based on a 72-hour workweek for safety personnel (see Exhibit 9 for breakdown of local and CDF safety personnel costs).

TABLE 6

Estimated Annual Operating Costs: Local Resources and CDF

	Model 5 3 on-duty, BLS Career	Model 5-CDF 3 on-duty, BLS Career	Model 5a 3 on-duty, BLS Career/Volunteer	Model 5a-CDF 3 on-duty, BLS Career/Volunteer
Safety Personnel	\$ 37,616,648	\$ 33,040,434	\$ 23,511,996	\$ 22,174,114
CDF Overhead *	0	3,138,841	0	2,106,541
Phase I Support Personnel	6,800,693	6,800,693	6,905,921	6,905,921
Phase I Overhead	14,365,943	14,365,943	14,471,171	14,471,171
<b>TOTAL</b>	<b>\$ 58,783,284</b>	<b>\$ 57,345,911</b>	<b>\$ 44,889,088</b>	<b>\$ 45,657,747</b>

	Model 6 3 on-duty, ALS Career	Model 6-CDF 3 on-duty, ALS Career	Model 6a 3 on-duty, ALS Career/Volunteer	Model 6a-CDF 3 on-duty, ALS Career/Volunteer
Safety Personnel	\$ 38,446,847	\$ 36,311,326	\$ 25,522,800	\$ 23,983,176
CDF Overhead *	0	3,419,576	0	2,278,402
Phase I Support Personnel	6,800,693	6,800,693	6,905,921	6,905,921
Phase I Overhead	14,365,943	14,365,943	14,471,171	14,471,171
<b>TOTAL</b>	<b>\$ 59,613,483</b>	<b>\$ 60,897,538</b>	<b>\$ 46,899,892</b>	<b>\$ 47,638,670</b>

	Model 7 4 on-duty, ALS Career	Model 7-CDF 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
Safety Personnel	48,596,904	\$ 44,581,905	28,422,216\$	\$ 26,722,725
CDF Overhead *	0	4,235,281	0	2,538,659
Phase I Support Personnel	6,800,693	6,800,693	6,905,921	6,905,921
Phase I Overhead	14,365,943	14,365,943	14,471,171	14,471,171
<b>TOTAL</b>	<b>\$ 69,763,540</b>	<b>\$ 69,983,822</b>	<b>\$ 49,799,308</b>	<b>\$ 50,638,476</b>

\* CDF estimates include a 9.5 percent CDF overhead charge

- CDF dispatch services may generate additional costs

Centralized dispatching is a supporting, but essential, component of a structural fire protection and emergency medical services system. Within Phase I, three organizations—CDF, the North County JPA, and the Heartland Communications Facility Authority—coordinate dispatching responsibilities to ensure that regional resources are optimally deployed to incidents. The CDF system was developed as a State resource to dispatch CDF personnel to incidents within SRA territory. The Heartland Authority is a JPA among several East County cities and special districts; the North County JPA replicates the same function in the northwest section of the County. The Heartland Authority and North County JPA provide

emergency medical dispatch (EMD) in addition to fire dispatch; CDF does not. EMD dispatchers are trained and authorized to provide emergency medical instruction to 911 callers prior to the arrival of first responders.

Within Phase I, CDF provides dispatch services for the DeLuz Volunteer Fire Department and for districts under Amador Plan or Schedule A contract. CDF charges \$48 per call; Heartland charges, which include EMD, are \$49.98—approximately \$2 more.

EMD is the standard for dispatching within the entire region—with the exception of CDF. If additional Phase I agencies were to contract with CDF for Schedule A or Amador Plans and, as a result move from Heartland to CDF dispatching, the human cost from eliminating EMD from the dispatch service should be evaluated. For CDF to raise the level of dispatch to the standard within San Diego County, unspecified additional one time costs for upgrading communication equipment plus ongoing costs for added staffing would be passed on to contracting agencies. The 9.5 percent CDF overhead charge would be applied to additional contract costs.

#### ADDITIONAL LIABILITIES

- **Successor agency liabilities:** At the point of reorganization, all assets and liabilities of dissolved districts would transfer to the successor authority. In addition to inheriting on-going property tax and special assessment revenue, fire station facilities, an inventory of vehicles and equipment, plus other assets—the successor authority would also be liable for principle and interest payments that become due for outstanding bonds, contracts or other obligations; facility and equipment maintenance costs; personnel costs, insurance costs; and any other cost necessary to provide Phase I service. Transferring assets and liabilities of dissolved districts to the successor agency is not an undertaking in which negotiations over specific assets or liabilities take place. *All* assets and *all* liabilities of dissolved districts would transfer to a successor service provider. Simply put, the successor Phase I service provider would be obliged to assume all fiduciary responsibilities of predecessor districts. Assets held by 501(c)(3) corporations are privately held and would not be included in reorganization transfers.
- **East County FPD:** One Phase I agency—the East County FPD— adopted a FY 2006-07 budget that reflects a deficit. An audit has revealed that the District receives insufficient revenues to cover both short-term and long-term expenses. The District is taking actions to equalize revenues and expenditures, but may possibly need to reduce service levels; newspaper articles have suggested bankruptcy. Although District voters have approved annual special assessments of approximately \$560,000, East County relies on non-sustainable and inadequate sources of revenue to fund operations and would presumably prove a liability to a reorganized Phase I agency.

The SSP established standards for selecting Phase I agencies to meet a goal of improving the regional system. The East County FPD does not meet every SSP standard; however, the SSP made special effort to include the East County FPD in Phase I specifically because of the district's difficult fiscal situation. It is precisely the SSP goal of resuscitating failing agencies and renovating a flawed funding system that elevated East County to candidacy within Phase I.

#### PROVISIONAL GANN LIMITS

Article XIII B of the California Constitution places an appropriation limit on spending from tax proceeds for most State and local governments. Article XIII B, also called the Gann limit after its co-sponsor Paul Gann, sets a spending limit for each year equal to the prior year's spending—with upward adjustments for changes in population and the cost of living. Most appropriations are subject to the limit; however, the law exempts certain appropriations including capital outlay, debt service and local government subventions. LAFCOs are required to determine a provisional Gann limit for a proposed new special district. If the Commission approves a formation, the governing body of the new district will determine a proposed permanent district appropriation limit to be submitted to district voters (Government Code §56811).

The statutes concerning Gann limits were changed in 2001. Formerly, San Diego LAFCO established a permanent Gann limit for consolidated districts by combining the Gann limit of each affected district and rounding up the total for a modest increase to the aggregate limit. Currently, State law requires LAFCOs to establish a *provisional* appropriations limit for new districts; however, the limit must be calculated using anticipated tax revenue and anticipated changes in the cost of living and population for the first full fiscal year of operation. Ministerial terms and conditions of an approved reorganization will furnish a provisional Gann limit formulated from appropriate fiscal year data.



MICRO REPORT REVIEWS SUSTAINABLE REVENUE SOURCES

Estimates of anticipated Phase I revenue are conservatively restricted to secured, sustainable funds, which principally support personnel costs. Sustainable funding within Phase I is essentially limited to revenue from ad valorem property tax and voter-approved special assessments. One-time awards, episodic grant programs, or charitable donation—no matter how generous—cannot be considered the fiscal foundation of a regional fire protection and emergency medical service system. Indeed, a reliance on *non*-sustainable revenue provides a backdrop for the chronic under-funding of the region’s volunteer fire companies.

- Phase I revenue receives legacy from Proposition. 13

The aggregate total of annual property tax revenue from Phase I agencies, which is related to structural fire protection and emergency medical services, is approximately \$5.8 million. This relatively low level of funding—compared to other San Diego County agencies—can be partially attributed to rural development patterns; however, the primary reason that diminished property tax revenue is received in Phase I emanates from Proposition 13 restrictions. Only six of the seventeen public agencies within Phase I imposed property tax assessments before 1978; the majority have a property tax legacy, which originates from the voluntary transfer of property tax, that was extended to newly formed fire protection agencies by the County of San Diego in the 1980s.

The disparity in property tax revenue between pre and post-Proposition 13 agencies becomes apparent by examining the assessed valuation on which property tax is levied. The pre-Proposition 13 Lakeside FPD, for example, received \$6.6 million in FY 05-06 property tax revenue on approximately \$4 billion of assessed valuation. The aggregate FY 05-06 property tax revenue related to fire protection services within Phase I was only \$5.88 million on approximately \$11.5 billion dollars of assessed valuation. Table 7 on page 34 presents assessed valuation for all Phase I agencies.

Restricted use of special assessment revenue

Voter-approved special assessment revenue within Phase I exceeds revenues from property tax; the aggregate value of special assessments revenue within Phase I is approximately \$8.2 million. Proposition 218, requires that a relationship exist between voter-approved assessment revenue and the benefits received by assessed parcels so that assessment revenue can only fund programs within the area where each assessment is levied. The ultimate administrator of Phase I special assessment funds would be required to maintain dozens of separate accounting and operating plans to accommodate all special taxing areas. Commission

approval of a Phase I reorganization would include terms and conditions that would preserve voter-approved assessments within specific assessment zones.

Table 7

F Y 0 5 - 0 6 P h a s e I R e v e n u e

	Pre Proposition 13	Property Tax		Voter-Approved Assessment			
		Assessed Value	Revenue	Fund Name	Parcel Count	Fund Total	Total Revenue
<b>Special District</b>				Special Tax	5,611	\$ 222,500	\$ 222,500
Borrego Springs FPD	✓	\$ 461,859,342	\$ 872,970	Standby	29,286	1,259,850	
Deer Springs FPD		1,786,502,448	338,049	Suppression	27,860	1,349,878	2,609,728
<b>East County FPD</b>				Special Tax	1,306	59,960	
	✓	602,903,883	621,164	Sp.Tax Bostonia	816	200,432	
Julian-Cuyamaca FPD		475,831,981	144,066	Paramedic	1,895	303,118	563,510
Pine Valley FPD		202,135,578	143,536	Special Tax	2,081	105,800	105,800
San Diego Rural		1,979,920,645	496,468	—			0
				Descanso	1,015	53,750	
				Dulzura	197	11,550	
				Tecate	63	13,400	
				Potrero	275	15,400	
				Jacumba	282	16,150	
				Rural West	2,994	340,450	
				Otay Mesa CFD	1	22,070	
				Hidden Valley CFD	10	111,653	583,423
Valley Center FPD		1,930,297	374,448	Standby	6,641	1,029,229	
				Valley Ctr. CFD	5,103	194,046	1,223,275
Mootamai MWD	✓	13,422,519	9,319	—			0
Pauma MWD	✓	25,839,956	12,290	—			0
Ramona MWD	✓	3,103,989,964	<sup>7</sup> 2,351,980	Fire/ Paramedic	11,511	2,514,438	2,514,438
Yuima MWD	✓	290,877,555	320,435	Special Tax	984	48,509	48,509
CSA 107 (Elfin Forest)		202,358,898	30,972	Special Tax	514	220,068	220,068
CSA 109 (Mt. Laguna)		23,798,898	19,982	Special Tax	262	20,550	20,550
CSA 110 (Palomar Mtn)		77,341,051	24,863	Special Tax	853	47,524	47,524
CSA 111 (Boulevard)		131,728,587	41,096	—			0
CSA 112 (Campo)		109,801,557	31,275	—			0
CSA 113 (San Pasqual)		94,683,800	23,216	Special Tax	343		55,511
<b>Volunteer Company</b>							
De Luz Heights	n/a	n/a	n/a		n/a	n/a	n/a
Inter-Mountain	n/a	n/a	n/a		n/a	n/a	n/a
Ocotillo Wells	n/a	n/a	n/a		n/a	n/a	n/a
Ranchita	n/a	n/a	n/a		n/a	n/a	n/a
Shelter Valley	n/a	n/a	n/a		n/a	n/a	n/a
Sunshine Summit	n/a	n/a	n/a		n/a	n/a	n/a
Warner Springs <sup>8</sup>	n/a	n/a	n/a		n/a	n/a	n/a
<b>TOTAL</b>		<b>\$5,886,800</b>		<b>\$8,215,842</b>			

<sup>7</sup> The Ramona MWD provides water, sewer and structural fire protection and emergency medical services. Ramona MWD FY 05-06 property tax receipts were \$4,343,903. Using formulas in State law, it is estimated that \$2,351,980 of FY 05-06 receipts can be attributed to structural fire protection and emergency medical services.

<sup>8</sup> The Warner Springs Volunteer Fire Company suspended service in late 2006.

REORGANIZATION WOULD NOT ACCESS NEW REVENUE

Proposition 13 and its legacy legislations define the assessment and allocations of property tax. Because of Proposition 13, *no new* property tax assessment could be levied—even if the new agency enclosed previously unserved territory. Moreover State law does not provide direct access to any alternative source of sustainable funding as a function of reorganization. Additional funding for a regional fire protection agency could only be obtained from: (1) voter approved special assessment; (2) State legislation that shifts current revenues away from other public agencies to fund the Phase I agency; or (3) discretionary transfer of funds from other public agencies.

▪ County Fire Enhancement Program

The Board of Supervisors has established a precedent for reprioritizing existing County revenues to support fire protection services in the unincorporated area. In FY 05-06, the County *Fire Enhancement Program* disbursed direct grants to organizations in Phase I from discretionary County revenue; further allocations of discretionary funds purchased new equipment and apparatus and underwrote contracts for CDF presence in the unincorporated area. In FY 05-06, the Program allocated a total of \$8.5 million in County General Funds to support structural fire protection and emergency medical services within Phase I.

Despite allocation of noteworthy amounts of discretionary revenue, the micro report must conservatively view the infusion of County revenue as one-time support. Under the micro-report standard of evaluating secured, sustainable revenue exclusively, funds from the Fire Enhancement Program have not been factored into aggregate totals of Phase I funding.

The precedent-setting nature of allocating County General Funds to fire protection activities is,

Table 8

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FY 2005-06 County Fire Enhancement Program Allocations

	Grant	Amador	Schedule A
Borrego Springs FPD	\$ 0	\$ 0	\$ 0
Deer Springs FPD	0	128,600	22,000
East County FPD	0	0	0
Julian-Cuyamaca FPD	22,000	0	0
Pine Valley FPD	21,000	0	Offer pending
San Diego Rural FPD	0	0	1,460,000
Valley Center FPD	0	128,600	25,000
CSA 107 (Elfin Forest)	0	0	0
CSA 109 (Mt. Laguna)	20,500	0	0
CSA 110 (Palomar Mtn)	23,400	0	0
CSA 111 (Boulevard)	36,400	0	0
CSA 112 (Campo)	22,000	0	0
CSA 113 (San Pasqual)	22,000	0	0
Mootamai MWD	0	0	0
Pauma MWD	0	0	0
Ramona MWD	0	0	0
Yuima MWD	0	128,600	0
De Luz Heights VFD	23,000	0	0
Inter Mtn Fire-Rescue	22,000	0	0
Ocotillo Wells VFD	21,000	0	0
Ranchita Fire-Rescue	22,000	0	0
Shelter Valley VFD	21,000	0	0
Sunshine Summit VFD	23,000	0	0
CDF contract - 9 stations	na	1,695,270	na
Regional resources	185,000	na	na
Regional equipment	1,258,830	na	na
DPLU Admin. support	588,000	na	na

nonetheless, quite significant. Changes to the way in which fire protection services are provided in Phase I have been put into motion under the aegis of the Program and the option of continued County funding should be evaluated as a potential source of sustainable revenue.

▪ Estimate of additional revenue required to fund model 5a personnel cost

The underlying goal of the micro report is to determine what amount of additional revenue would be required in order to fund Phase I. Developing a conclusive estimate is difficult because modeling is impacted by many variables of available revenue and proposed service levels. Nevertheless, one possible estimate of how

Table 9  


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 Cost of Model 5a vs. FY 05-06 Resources

❖ Cost Estimate: Model 5a (3 on-duty BLS career/volunteer)	\$ 44,889,088
Phase I Resources:	
❖❖ Estimate of FY 05-06 property tax revenue related to structural fire protection and EMS	5,886,800
❖❖❖ Estimate of FY 05-06 voter-approved assessment	8,215,842
FY 05-06 Fire Enhancement Fund Allocations	8,530,000
Total Phase I Resources	22,632,642
Difference between Model 5a cost and Phase I resources	\$ 22,256,446

❖ Costs for a regional system were estimated using geographic sectors that do not coincide with jurisdictional boundaries; proportionate cost for individual jurisdictions that may be eliminated from Phase I reorganization cannot be removed from the cost estimate for a regional operation.  
 ❖❖ Includes \$2,694,024 attributable to 4 MWDs; MWDs were included in original proposal but would not be included in reorganization.  
 ❖❖❖ Includes \$2,562,947 attributable to 2 MWDs

much revenue would be needed—*beyond* local revenues and current Fire Enhancement Program allocations—is offered for discussion purposes.

The estimate assumes the most conservative service level—Model 5a—would be implemented at an annual cost of \$44.88 million. Fire Enhancement Program allocations are combined with local revenues to estimate the level of funds that supported structural fire protection and emergency medical services in FY 05-06. The difference between estimates for Model 5a and current Phase I funding is approximately \$22.2 million.

The theoretical model is speculative, of course. It provides an incomplete picture of the total responsibilities that an actual regional fire protection provider would need to fund; capital

costs, etc., still need to be addressed—and it incorporates Fire Enhancement Program allocations, which the micro report qualifies as unsustainable funding at this time.

The County Conceptual Reorganization estimates that an additional \$4.5 million in annual allocations—in addition to on-going allocations of \$8.5 million would be sufficient to fund a regional fire protection system delivered by CDF.<sup>9</sup>

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<sup>9</sup> Attachment 1: *Conceptual Reorganization of San Diego County Fire Services*, January 22, 2007, page 20.

VALUE ADDED BY VOLUNTEER FIRE PROTECTION COMPANIES

- Value of volunteer operations

Stable sources of public funds are not available to volunteer fire protection companies. Volunteer companies are private—not public—organizations, which are unable to directly receive an allocation of property tax revenue or appeal to community voters to approve special assessments. Nevertheless, the direct and indirect value of the contributions made by volunteer operations within the region cannot be denied. It is estimated that over 400 volunteers serve as fire fighters within Phase I. Totals are difficult to confirm because personnel records for community volunteers, reserve personnel, seasonal volunteers, etc., are not consistent among organizations. It is likewise difficult to establish a dollar amount for current volunteer operations. In addition to the value of safety personnel, the contributions added by volunteer boards of directors, fundraisers, grant writers, and other unpaid functionaries who fulfill maintenance, recruiting and training duties is incalculable.

The difference between the cost of micro report services models delivered by career safety personnel and the cost of the same service model delivered cooperatively by career and volunteer safety personnel gives a glimpse into the important contribution that volunteers provide to the region. The dollar value of volunteer participation would be quite stunning—\$14.1 million under Model 5a, the lowest service level model. Value added by volunteers range from approximately \$14.1 million to \$20.2 million depending upon the service level.

- Value of volunteer assets

Volunteer companies are not public agencies—they are autonomous *private* organizations authorized to adopt bylaws and elect officers according to State Health and Safety Codes. State laws for dissolving or consolidating special districts do not extend to private organizations. The volunteer operations would remain autonomous under a Phase I consolidation and continue to function much as they currently do—by cooperatively providing a valuable element of regional fire protection and emergency medical services. Most Phase I volunteer organizations have incorporated as 501(c)(3) corporations. The corporations would continue to hold title to volunteer assets.

Table 10

Estimated Value Added by Volunteers		
Model	Model	Value added
3 on-duty, BLS Career	3 on-duty, BLS Career/Volunteer	by Volunteers
Model 5	Model 5a	
\$ 58,878,234	\$ 44,773,582	\$ 14,104,652
Model 6	Model 6a	
3 on-duty, ALS Career	3 on-duty, ALS Career/Volunteer	
\$ 59,708,433	\$ 46,784,386	\$ 12,924,047
Model 7	Model 7a	
4 on-duty, ALS Career	4 on-duty, ALS Career/Volunteer	
\$ 69,958,490	\$ 49,683,802	\$ 20,274,688



#### REORGANIZATION OF PHASE I SERVICE PROVIDERS

State law allows multiple jurisdictional changes—for example, dissolution, annexation, establishment or merger of subsidiary district—to be simultaneously initiated as a *Reorganization* (Government Code § 56073). The reorganization of unincorporated area fire protection and emergency medical service providers proposes dissolution of multiple single-purpose districts, removal of fire protection services from multi-purpose districts, and formation of a regional fire protection district to cover the territory of the former districts plus approximately 950,000 acres of unincorporated territory that is outside of any public fire protection agency.

The reorganization must be evaluated for issues that can be broadly classified as either governance or fiscal concerns. Governance focuses on such concerns as identifying the appropriate governmental structures that would be authorized and operationally prepared to assume responsibility for fire protection and emergency medical services; or would provide constituents with optimum democratic representation. The fiscal component should address projected costs for providing services and determine how funds to cover projected costs would be secured. Because governance and fiscal issues are unmistakably linked, governance options cannot be evaluated without inquiry into how particular options would impact fiscal issues.

#### GOVERNANCE FOR A REGIONAL FIRE PROTECTION AGENCY

There must be a good fit between a specific public service—in this case structural fire protection and emergency medical services—and the governance model which supports delivery of the services. Fundamental to selecting a *best-fit* structure for Phase I is familiarity with the functions that the organization would provide. It would seem that fire protection and emergency medical service organizations engage in structural fire protection as their principal activity. And while fire-fighter response to periodic structural fires is nothing less than heroic, it is, nevertheless, a daily involvement in a range of emergencies, such as vehicle accidents and life-threatening medical emergencies that defines a community's reliance on fire protection organizations.

On average, response to emergencies *other than structural fire*, accounts for 90 percent of Phase I activity.<sup>10</sup> Response levels are spread quite evenly across all Phase

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<sup>10</sup> MACRO REPORT: Options for Providing Structural Fire Protection and Emergency Medical Services in Unincorporated San Diego County, San Diego LAFCO, December 5, 2005, Table 6.

I agencies; smaller rural agencies, which are crossed with highway corridors or which harbor alluring recreational opportunities, can experience incident numbers as high as agencies with more urban density. The predominance of emergency medical services within the activity mix of fire protection agencies was emphasized in LAFCO's 2005 *Fire Protection and Emergency Medical Services Review* and again in the 2006 *Macro Report for Providing Fire Protection and Emergency Medical Services in the Unincorporated San Diego County*. Extending uniform levels of EMS to the entire region is a core component of the SSP.

The training and certification of emergency medical personnel define the level of emergency medical assistance that is available within communities. Local agencies, as well as volunteer companies, can be prepared to provide medical assistance anywhere from basic first-aid, to advanced life support (ALS). The public perception—that emergency personnel are available, trained, and equipped to respond to every critical incident is a dangerously flawed vision. Indeed, the level of emergency medical care within Phase I can be random and inadequate. Only five of the region's 17 agencies have personnel qualified at the ALS level. No volunteer company is prepared to consistently provide any service higher than basic first aid; portions of the region have no dedicated EMS coverage whatsoever.

Extending uniform levels of emergency services to the entire unincorporated area is pivotal to the phased SSP strategy that would immediately address the most underserved areas. While emphasizing the immediacy of extending service, the SSP also stipulates that existing service levels could not be imperiled in the haste to extend uniform service levels throughout the region. Accordingly, advanced life support services in Borrego, Deer Springs, East County and Julian-Cuyamaca FPDs and the Ramona MWD would need to be retained within a successor governance structure.

#### SURVEY OF REGIONAL FIRE PROTECTION SERVICES IN FOUR COUNTIES

In evaluating possibilities for best-fit regional governance, four models—three in neighboring Riverside, Orange, and San Bernardino Counties and one in Sacramento County—were surveyed. As could be expected of organizations that provide comparable services, similarities among the organizations are found. By-and-large however, governance for each of the four regional delivery systems is distinctly different, as each evolved over time to reflect local circumstances and needs.

Three regional systems function within charter counties. A charter county is authorized by Government Code § 23720 et seq. to operate under a local voter-adopted charter rather than general State laws that regulate county activities. Charters cannot abdicate provisions of State law—but may impose local requirements with higher compliance standards. None of the surveyed charters requires a County to provide fire protection and emergency medical services. Nevertheless, Orange, and San Bernardino Counties indirectly fund structural fire protection through a county dependent special district or as member of a regional JPA. Riverside, the sole *general law* county, embeds fire protection function

within county-government—although departmental services are funded from a dedicated allocation of property tax revenue. A comprehensive survey report is located in Attachment 2

- **Sacramento County:** The *Sacramento Metropolitan Fire District* (Metro) is an independent special district governed by an elected nine-member Board of Directors. Metro covers approximately 417 square miles of mixed urban and rural areas that include unincorporated territory and the Cities of Citrus Heights and Rancho Cordova. Structural fire protection and emergency medical services are provided by district personnel from 42 stations.

Metro's stature as the largest FPD in Sacramento County is the result of more than 60 years of reorganizations and consolidations among fire protection service providers. Metro emerged in 2000 from a consolidation of the American River and Sacramento County FPDs. The District's adopted FY 06-07 budget anticipates revenue of approximately \$149 million. Eighty-five percent—\$126 million—will be generated from dedicated property tax revenues, which have transferred from the pre-Proposition 13 districts that were reorganized into the current Metro FPD.

- **Orange County:** The *Orange County Fire Authority* (OCFA) is the product of a joint powers agreement between Orange County and 22 member cities. The legislative body of the OCFA includes 2 Orange County Supervisors and elected officials from the 22 member cities. In addition to structural fire protection and emergency medical services, the State contracts with OCFA to provide wildland fire protection in State Responsibility Areas in Orange County.

Historically, CDF was the contract provider of structural fire protection in Orange County. CDF contracts were phased out by 1980 and today OCFA personnel provide service to approximately 551 square miles from 61 full-time and 20 reserve OCFA stations. The Authority's adopted FY 06-07 budget anticipates revenues of approximately \$221 million. Sixty-nine percent—\$150 million—will be generated from dedicated property tax receipts; twenty-two percent—\$53 million—from charges for service.

- **San Bernardino County:** The *San Bernardino County Fire Department* is organized under the umbrella of a county-dependent County Service Area (CSA). The CSA directs operations for 27 county-dependent fire protection agencies and five enterprise ambulance operations over approximately 16,224 square miles. As required by State law, the San Bernardino Board of Supervisors has ultimate legal and fiscal control over all CSA activities. Prior to 1994, San Bernardino contracted with CDF to provide fire protection services. Current services are provided by San Bernardino County Fire Department personnel. A proposal to reorganize the multiple special districts and create a county-wide Consolidated Fire Protection District is being evaluated by the San Bernardino LAFCO. The currently structured San Bernardino County Fire Department anticipates FY 06-07 revenues of approximately \$134 million.

Thirty-two percent—\$43 million—will be received from other governments; thirty percent—\$40 million—from dedicated property tax receipts; and sixteen percent—\$21 million—from fees and charges.

- **Riverside County:** The *Riverside County Fire Department* is a discrete operation within county government that contracts with CDF to provide fire protection services to the unincorporated area. The Riverside CDF Unit Chief serves in the dual role as CDF Unit Chief in charge of State resources in Riverside County and Chief of the Riverside County Fire Department; the Fire Chief reports directly to the County Board of Supervisors. The County contract also provides an umbrella for 16 cities and one special district that choose to use CDF as their local fire protection provider plus State and Federal agencies that discharge their service obligations in Riverside County by contracting with CDF. Altogether, CDF provides oversight for 91 stations: 45 county-owned; 31 city-owned stations; nine state-owned; and six volunteer facilities.

Riverside County has contracted with CDF to provide increasing levels of fire protection services since the 1920s. Early contracts were funded from property tax assessments and an allocation of today’s one percent property tax revenue is dedicated exclusively to funding the Fire Department. The adopted FY 06-07 budget anticipates revenues of \$204.9 million. Approximately 23.3 percent—\$47.7 million—will be generated from dedicated property tax and 13.7 percent—\$28.1 million will be allocated from the Riverside County General Fund. The remaining 63 percent will be administered as pass-through funds from other contracting agencies.

Table 11

Survey of Regional Fire Protection Organizations									
	Sacramento County		Orange County		San Bernardino County		Riverside County		
1. Charter county	Charter		Charter		Charter		General law		
2. Governance structure	Independent special district		Joint Powers Authority: county and cities		County-dependent special district		County function		
3. Staffing	District personnel		Authority personnel		District personnel		CDF/county personnel		
4. FY 06-07 revenue	\$149 million		\$221 million		\$134 million		\$204.9 million		
5. Revenue sources	Property tax	85%	Property tax	69%	Property tax	30%	Property tax	23%	
	Other	15%	Charge for service	22%	Other governments	32%	Pass through	63%	
			Other	9%	Charge for service	16%	County G. Fund	14%	
					Other	22%			

**Relevance of surveyed agencies to proposed Phase I Reorganization**

Sacramento, Orange, San Bernardino, and Riverside Counties have developed four distinctly different organizational structures for providing regional fire protection and emergency medical services. In spite of their dissimilar nature, each of the four organizations appears to dependably support regional fire

protection services. None of the regional examples could be reasonably considered for use in San Diego County’s Phase I, however, because of one significantly *similar* characteristic among them—each of the four regional systems has a property tax legacy inherited, in one way or another, from jurisdictions that imposed a property tax rate specifically for fire protection services prior to Proposition 13. As a result, each regional system is substantially funded from allocations of dedicated property tax revenue.

A regional fire protection agency in San Diego County would, of course, succeed to the tax proceeds of dissolved Phase I districts. Nevertheless, the majority of Phase I agencies were formed *after* the revenue-limiting controls of Proposition 13 were enacted and the aggregate property tax revenue would be insufficient to fund regional services. Voters in Phase I have approved special assessments with proceeds that exceed property tax revenue; still, the combined proceeds from property tax and special assessments would not fund the lowest micro-report model—approximately \$44.8 million—for extending consistent services throughout the region (See Exhibit 6 for comprehensive list of sustainable revenue within Phase I).

Table 12

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Estimate of FY05-06 Phase I Revenue	
Estimate of FY 05-06 property tax revenue related to structural fire protection and EMS	\$ 5,886,800
Estimate of FY 05-06 voter-approved assessment from 23 assessment zones.	8,215,842
TOTAL	\$ 14,102,642

**ALTERNATIVES FOR PHASE I GOVERNANCE**

The Phase I Reorganization, as proposed, would envelop special district operations, volunteer operations, and approximately 950,000 acres of unserved territory under a Regional FPD; LAFCO commissioned the micro study to develop cost estimates for providing services under the FPD structure.

Subsequent to the Commission’s direction to evaluate service costs under a Regional FPD, the County of San Diego’s Department of Planning and Land Use (DPLU) released a Conceptual Reorganization of San Diego County Fire Services that would extend the County Fire Enhancement Program throughout Phase I. The Conceptual Reorganization proposes to replace local operations and contract with CDF to provide all structural fire protection and emergency medical services. Contract administration and other regional permitting and land use activities related to fire prevention programs would be performed by county staff under a County Office of the Fire Warden. LAFCO would not have authority over creation of the Office of the Fire Warden. The conceptual plan recognizes that funding gaps between Phase I resources and the cost of CDF contracts would need to be addressed (see Attachment 1: *Conceptual Reorganization of San Diego County Fire Services*, January 22, 2007).

Fire Enhancement Program funds represent the *only* source of discretionary revenue that has become available to support fire protection services in the unincorporated area. In FY 05-06, the County Program allocated approximately \$8.5 million to underwrite CDF contracts, purchase apparatus and equipment, and provide direct subsidies within Phase I. Additional annual allocations, which would be needed to expand the Program's scope to include comprehensive coverage of Phase I, would be within the Board of Supervisors discretion.

The Conceptual Reorganization does not recommend a governance structure for Phase I; instead postulating that an expanded Fire Enhancement Program would be equally effective if administered (1) as a county departmental function; (2) under the umbrella of a county-dependent CSA; (3) as a county program that would cooperate with a new Regional FPD; or (4) as a county program that would cooperate with the status quo system of multiple jurisdictions. Accordingly, the micro report review has been extended to four options for regional governance:

1. Regional Fire Protection District: In February 2005, the Board of Supervisors and San Diego LAFCO cooperatively proposed reorganizing Phase I agencies into an independent Regional Fire Protection District.
2. County of San Diego as successor to Phase I agencies: Phase I agencies would be dissolved and the County named as successor agency with responsibility for Phase I services. County staff would administer the County Fire Enhancement Program, which would be expanded to extend CDF contract services throughout Phase I.
3. CSA 135 (San Diego Regional Communications) as successor to Phase I agencies: CSA 135 is a county-dependent special district, which covers the entire unincorporated area of San Diego County and 10 of the region's 18 cities. The CSA would be authorized to provide structural fire protection and emergency medical services within a restricted zone that replicates the proposed boundary of Phase I. Phase I agencies would be dissolved and the CSA named as successor agency with responsibility for Phase I services. County staff would administer the County Fire Enhancement Program, which would be expanded to extend CDF contract services throughout Phase I.
4. Retention of the status quo system within Phase I: The current organization of Phase I districts, volunteer agencies, and unserved territory would be retained. An expanded Fire Enhancement Program would cooperate with existing service providers in replacing local resources with CDF contracts. The County Program would be able to provide benefits to areas outside of district boundaries to unserved areas.

#### 1. FORMATION OF A REGIONAL FIRE PROTECTION DISTRICT

Fire Protection Districts (FPD) are independent special districts uniquely empowered by State law to provide (1) fire protection services; (2) rescue

services; (3) emergency medical services; (4) hazardous material emergency response services; and (5) ambulance services (Health and Safety § 13800 et seq.).

- Representation under Regional FPD: Every FPD is governed by a legislative body known as a board of directors. State law allows the board to be composed of one of several alternatives, which has been declared in a resolution of application. The resolution of application may be submitted to LAFCO by any county or city with territory included in the proposed FPD. In April 2005, the San Diego County Board of Supervisors approved a resolution of application to form a Regional FPD therein named, the *San Diego County Regional Fire Protection District*. The resolution specifies that the Regional FPD board of directors will be composed of 11 members—which is the maximum number of board members permitted under State law (Health and Safety § 13842). The 11-member board would replace 55 current district board members and the 5-member Board of Supervisors as the legislative authority for fire protection and emergency medical services in Phase I.

FPD directors must be residents *and* registered voters within the FPD. The initial board must be elected at large; however, subsequent elections could be held by divisions if a majority of district voters approve dividing the FPD into divisions. The number of divisions would equal the number of directors and would be required to be as equal in population as possible (Health and Safety § 13846).

- ▶ Terms and conditions of the reorganization would recommend that the regional FPD establish community advisory boards as liaison between the communities represented by former districts and the FPD Board of Directors.
- Volunteers within Regional FPD: Volunteer fire companies provide services outside of fire protection districts as discrete operations. Organized volunteer operations are also the designated service providers within six CSAs and augment district resources in some FPDs. Volunteer companies are not public agencies—they are autonomous *private* organizations authorized to provide community services by State Health and Safety Codes. Volunteer fire companies in Phase I cooperate with special districts and CDF as part of the status quo regional system. The estimated value that volunteer operations would bring to a Regional FPD under the service models presented in the micro report is between \$14 and \$20 million.

State laws for consolidating special districts do not extend to private organizations. The volunteer operations would remain autonomous under a Regional FPD and the cooperative relations between volunteers and governmental agencies would continue. Most volunteer organizations have incorporated as 501(c)(3) non-profit organizations. Within county-dependent CSAs, the County has retained the 501(c)(3) corporations as contract service

providers. The contracts can be vacated with 12-months notice by either the County or the 501(c)(3) corporations.

As successor to the CSAs, the Regional FPD would be required to honor the 501(c)(3) corporation contracts; initially, volunteer companies with contracts would continue as the designated service provider within CSAs. The FPD Board would make future decisions concerning extending the contracts.

- ▶ Terms and conditions of the reorganization would transfer County/501(c)(3) contracts to the successor agency.
- ▶ Terms and conditions of the reorganization would recommend that the Regional FPD fill a permanent Volunteer Coordinator position to recruit and support volunteer operations.
- Municipal Water Districts under Regional FPD: The Ramona, Mootamai, Pauma, and Yuima MWDs are authorized to provide structural fire protection and emergency medical services in addition to water services; the Ramona MWD provides sanitary sewer services as well. The February 2005 resolution that initiated the Phase I reorganization proposed to remove the fire protection and emergency medical services functions from the MWDs and transfer that responsibility to a Regional FPD.

State laws do not authorize the removal of specific services from multipurpose districts as a function of reorganization. The MWDs could voluntarily transfer fire protection activities to the Regional FPD; there is also precedent for voluntarily transferring District property tax revenue that is related to fire protection to the Regional FPD. Estimates of property tax revenue related to structural fire protection and emergency medical services within the multipurpose MWDs have been developed using formulas in State law, but final determination of the transfer amount would be accomplished through negotiation with MWD officials. Special assessments approved by MWD voters *cannot* be voluntarily transferred. Because of these conditions, LAFCO staff concluded that the MWDs could not be considered for the Phase I reorganization; however, future actions to align MWD resources with regional fire protection operations should be explored. County Fire Enhancement Program subsidies to the Yuima MWD are allocated by County discretion and are not affected by reorganization decisions.

- ▶ Terms and conditions of the reorganization would recommend that options in State law to dissolve the MWDs and reorganize the Districts without fire protection services be explored.
- Fiscal issues under Regional FPD: Property tax revenue and voter-approved special assessment revenues<sup>11</sup> are the primary source of operational funding for fire protection districts. Property tax and voter-approved assessment revenue currently received by Phase I FPDs and CSAs would transfer to the Regional

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<sup>11</sup> Special assessments include Community Facility Districts (CFD), also known as Mello Roos assessments.

FPD. Assessment revenue could only be expended in zones where assessment revenues are generated and the Regional FPD would be required to maintain discrete accounting controls for assessment funds. Districts' obligations for bonded debt or contract maintenance would remain in effect until expired or otherwise discharged by the Regional FPD. The Regional FPD would be required to fund any CDF contract to which a Phase I agency has committed. The assets of dissolved districts, including stations, apparatus, and equipment would transfer to the Regional FPD. Assets, to which the 501(c)(3) corporations hold title, would remain the property of the corporations.

Funds from the County Fire Enhancement Program could not be viewed as on-going revenue for program planning purposes unless funds can be secured or under control of the FPD Board. Allocations from the Fire Enhancement Program, whether direct grant or subsidy of CDF contract, would occur at the discretion of the Board of Supervisors.

- ▶ Terms and conditions of reorganization would require strict segregation of special assessment revenues and would recommend that a Fiscal Oversight Board be created to represent constituents' interest in administration of voter-approved funds.
  - ▶ Terms and conditions of the reorganization would prohibit Phase I agencies from encumbering additional debt, approving compensation increases or disposing of district assets from the point of Commission approval unless an emergency situation exists as defined in Government Code § 54956.5
  - ▶ Terms and conditions of the reorganization would require each Phase I agency and to complete an audit of District assets within 90 days of Commission approval.
- Service delivery under Regional FPD: The Regional FPD Board of Directors would be responsible for deciding what level of service the District would provide; although to comply with the SSP, advanced life support (ALS) currently provided by four districts would need to be maintained. Regional services could be provided by any combination of District personnel or contract providers according to Board direction; however, existing contracts with CDF, volunteer 501(c)(3) corporations, or other service providers that are in effect at the time of reorganization, would transfer to the FPD. Contracts between the County and CDF would not be involved in the reorganization and would remain with the County. FPD Directors would have discretion over coordinating volunteer activities with Regional FPD operations and coordinating with activities proposed by the County Fire Enhancement Plan.
    - ▶ Terms and conditions of the reorganization would transfer dissolved districts' employees and employee rights to the Regional FPD.

- ▶ Terms and conditions of the reorganization would require a committee representing former Phase I districts to serve as interim advisors to the initial Board of Directors until permanent advisory boards are installed.
- ▶ Terms and conditions of reorganization would require that advanced life support (ALS) service levels in the Borrego, Deer Springs, East County, and Julian Cuyamaca FPDs continue.
- Regional FPD boundary: The proposed Phase I Reorganization would envelope seven fire protection districts; six county service areas; the emergency service functions of four municipal water districts; operations of volunteer fire departments; and approximately 950,000 acres of unincorporated territory that is not within any public structural fire protection and emergency medical service agency (see attached Map 2). Because State law does not permit the MWD fire protection functions to be transferred to a Regional FPD under a reorganization, the MWDs would need to be eliminated from Phase I. The Commission has discretion to amend the proposal to eliminate the MWDs.

Consideration should also be given to eliminating the unincorporated territory that overlays Tribal Reservation lands (see Map 3). The boundaries of the Rural FPD, and CSAs 111 and 112 currently include reservation territory; the proposed boundary of Phase I would extend the overlay to other reservations. Most tribal lands are served by Reservation Fire Departments or engage a public fire protection agency to provide contract service. Wildland fire suppression on reservation land is provided by CDF through a contract with the Bureau of Indian Affairs. Tribal Fire Departments enthusiastically participate in mutual aid agreements, however, surrounding or overlaying special districts are not obligated to provide services and reservation lands cannot be taxed for fire protection services.

The Chairman of the Campo Kumeyaay Nation has requested that the Campo Indian Reservation be removed from the Rural FPD and CSAs 111 and 112 (see Exhibit 7). To clarify the service obligation of a Phase I Regional FPD, the proposed boundary could be amended to exclude all Tribal Reservation lands.

CSA 107 (Elfin Forest/Harmony Grove) is geographically isolated from other territory that would be consolidated within Phase I. Two large developments that would create 950 new residential units, add approximately 2,500 residents, and more than triple the District's current population, are planned for CSA 107. The District's remoteness could possibly produce service and coordination issues with a Phase I regional agency and District officials are exploring whether the CSA should become a member of a potential Joint Powers Authority (JPA) with the Rancho Santa Fe FPD and the Cities of Del Mar and Solana Beach. CSA 107 does not participate in the County's Fire Enhancement Program.

- Reorganization actions for formation of Regional FPD: Formation of a Regional FPD would require corollary LAFCO actions to dissolve all Phase I FPDs and

CSAs. MWD and Volunteer Fire Companies would be unaffected by the Phase I Reorganization.

- Election requirements for dissolving Phase I agencies and forming Regional FPD: A mandatory election regarding formation of the Regional FPD would be held among eligible voters within territory that was approved for inclusion within the FPD (Government Code § 57077). The District would be formed if a majority of those who cast votes at the election are in favor of forming a Regional FPD (Government Code § 57176; Health and Safety § 13829). A simultaneous election would be held for FPD Board of Director members.

Provisions in State law would not require an automatic election in association with the dissolution of Phase I agencies. Rather, an election would depend on registered voters or landowners protesting dissolution (see election requirements page 54). If sufficient protest is received the question of dissolution would be submitted to affected voters for approval. Elections for dissolution and formation would be cross-conditioned; failure of one measure would prohibit the other action from being enacted, even if approved by voters. Election costs would be paid by the Regional FPD if formation is approved by the voters; if the measure fails, the County becomes responsible for election costs.

- ▶ Terms and conditions of reorganization would require the dissolution of Phase I agencies to be conditioned upon Phase I voters approving formation of the Regional FPD at a mandatory election.

#### BENEFITS AND CONCERNS OF FORMING A REGIONAL FIRE PROTECTION DISTRICT

- Benefits: Forming a Regional FPD would satisfy the basic intent of Proposition C the was approved by voters as well as the Board of Supervisors' and LAFCO's resolutions, which all proposed consolidating service providers in the unincorporated area— although four MWDs could not be included at this time. Dissolving Phase I agencies and forming a Regional FPD would consolidate multiple service providers under one regional agency and create a unified fire protection and emergency medical system. The Regional agency would enclose formerly unserved areas and provide the formal governance and standards for service delivery, which is required for ISO ratings. A mandatory election would allow Phase I voters to approve or reject the formation of a Regional FPD.

Elected offices would be reduced. A regional agency could generate savings by eliminating duplicate positions and functions and reallocating resources across the region. Command and control of all regional resources would be coordinated. The County Fire Enhancement Program could be coordinated with FPD operations.

- Concerns: Forming a Regional FPD would not satisfy the intent of the SSP, which is to identify new sustainable funding sources and extend uniform

levels of fire protection and emergency medical services to the entire region under a consolidated agency. The formation of an FPD would not create new revenue sources to implement the SSP vision; the District would not have direct access to any revenue source that is not already available to Phase I jurisdictions. The minimum service level evaluated in the micro report (Model 5a) could not be implemented without enhanced funding. A request to the State Legislature to shift tax revenue from schools to unincorporated area fire protection was part of the County's 2005 legislative program, but it is unknown whether the request will generate funds to support a Regional FPD.

Consolidating Phase I districts under a Regional FPD would produce cost savings by eliminating duplicate positions and consolidating appropriate functions; however, revenue that would be available to a Regional FPD would be nothing more than the aggregate revenue currently available to the agencies in Phase I. Moreover, if volunteers within such a large agency were not zealously supported and volunteer operations became less active, it is possible that regional revenues and services could actually decline.

A reorganization of agencies to form a Regional FPD would not include four Municipal Water Districts. Future actions to dissolve and reform the MWDs without fire protection services or other voluntary actions such as creating a JPA to align all regional resources under central control and command could be explored; however, the immediate aggregate total of sustainable revenue transferred to the Regional FPD would be reduced by excluding these agencies.

The County Fire Enhancement Program could continue to provide subsidies, underwrite CDF contracts, and purchase apparatus and equipment if a Regional FPD was formed. The Fire Enhancement Program is a discretionary county program, however, and FPD directors would have no direct access to program funds. Ideally, the Fire Enhancement Program would be coordinated with the Regional FPD's vision and goals. Replacing multiple agencies with a Regional FPD would establish one point of contact for Program administrators and Program benefits could be applied strategically to needs within the region instead of the current piecemeal distribution across multiple jurisdictions. Current Fire Enhancement Program resources in combination with Phase I resources are insufficient to fully fund even the most cost-conservative micro report service model; additional Fire Enhancement Program funding would most likely be required before additional CDF contracts could be proposed.

A Regional FPD Board of Directors would have authority to determine how FPD services should be provided; however, the discretion to implement service plans would be hampered because so much Phase I revenue has been previously committed to funding CDF contracts. The FPD would also be required to fund contracts between former CSAs and the volunteer contractors who provide CSA services. Essentially, only a small portion of sustainable FPD revenue would be available to fund alternative service plans.

The SSP emphasized that any loss of local control resulting from reorganization would be mitigated and constituents have questioned whether democratic representation under such a large regional agency would be affected. Replacing 35 special district directors and the five-member Board of Supervisors with an 11-member FPD Board of Directors would dilute current representation. Moreover, because State law requires voters to select the initial directors at large and population densities within Phase I are clustered around a few communities, it is possible that Directors would be disproportionately elected from just a few areas within the region.

Elected or appointed advisory boards could provide oversight and facilitate community involvement in FPD administration; however, citizen access becomes increasingly remote as levels of administration are added; layers of CDF administration, County Fire Enhancement Program administration, and Regional FPD administration would need to be penetrated before citizens could knowingly advise on district operations.

## 2. COUNTY OF SAN DIEGO AS SUCCESSOR TO PHASE I AGENCIES

- Representation as county operation: The five-member County Board of Supervisors is the legislative authority for all county functions. Phase I overlays the 2<sup>nd</sup> and 5<sup>th</sup> Supervisorial Districts and minimal portions of the 1<sup>st</sup> district. Phase I voters would have an opportunity to elect future candidates to the 1<sup>st</sup>, 2<sup>nd</sup>, and 5<sup>th</sup> Districts; however, each of the five Supervisors would have an equal voice in deciding Phase I program or funding issues.
- Volunteers within county operation: Issues surrounding volunteer fire companies under a county program are somewhat similar to issues involved in forming a Regional FPD; volunteer organizations are not public agencies and could not be dissolved if the County were named successor agency. Assets of 501(c)(3) corporations would remain under corporation control. At least initially, contracts that assign service responsibility to the volunteer companies within CSAs would continue. The Board of Supervisors would make future decisions about retaining volunteers as contract service providers within a county program.

Volunteer companies receive franchise authority to operate through a county process, so determination of volunteer operations would seem to be within county discretion; however, the significant benefit that volunteers provide to the region is acknowledged in the County conceptual plan. The estimated value that volunteer operations would bring to a county/CDF contract system under the models reviewed in the micro report is between \$14 and \$20 million dollars. The conceptual plan for expanding the County Fire Enhancement Program indicates that volunteers would fill an important function within proposed CDF contract services; “...*volunteer and reserve firefighters will report to the paid CDF officer in a written chain-of-command and will provide immediate response on staffed engines when required. They will also*

*provide secondary support apparatus and station coverage in the rural communities when requested.*” The conceptual plan indicates that training and supervision of volunteers will be delegated to CDF.

- ▶ Terms and conditions of the reorganization would recommend that the County establish a dedicated high-level position of Volunteer Coordinator to recruit, develop, and ardently support volunteer operations.
- Municipal Water Districts within county operation: Identical to conditions for forming a Regional FPD, State law does not authorize the removal of specific services from multipurpose districts if Phase I responsibility transferred to the County. The MWDs could voluntarily transfer fire protection activities to the County; there is even precedent for the MWDs to voluntarily transfer property tax revenue that is related to fire protection to the County. Voter-approved special assessments—which contribute more than half of the funding for MWD fire service programs—*cannot* be voluntarily transferred. Because of these conditions, the MWDs fire protection function would not transfer to the County. Future actions to align MWD fire protection resources under a County program could be explored. The county would have discretion to continue subsidies to the Yuima MWD through the County Fire Enhancement Program.
  - ▶ Terms and conditions of the reorganization would recommend exploration of options in State law to dissolve the MWDs and reorganize the Districts without fire protection service authority.
- Fiscal issues under county operation: Property tax and voter-approved assessment revenue currently received by Phase I FPDs and CSAs would transfer to the County as successor agency. Assessment revenue could only be expended in zones where assessment revenues are generated and discrete accounting controls for each assessment fund would be required. Property tax revenue is generally deposited in the General Fund.

Obligations to discharge bonded debt or satisfy contract terms would transfer to the County and remain in effect until expired or otherwise discharged. The County would be required to fund any CDF contract to which a Phase I agency has committed. The assets of dissolved districts, including stations, apparatus, and equipment would transfer to the County and be administered under Board Policy G-16. Assets, to which 501(c)(3) corporations hold title, would remain with the corporations.

As a general-purpose government, the County of San Diego has authority to engage in a range of activities and to allocate General Fund monies to discretionary programs—including the County Fire Enhancement Program. A precedent for reprioritizing existing county revenues to support the Fire Enhancement Program was established with the allocation of \$8.5 million of discretionary revenue. The Conceptual Reorganization for expanding the County Fire Enhancement Program would continue this extraordinary

commitment. The potential to access County discretionary funds would be the largest single fiscal benefit of naming the County as successor agency.

- ▶ Terms and conditions of reorganization would require strict segregation of special assessment revenues and would recommend that a Fiscal Oversight Board be created to represent constituents' interest in administration of voter-approved funds.
  - ▶ Terms and conditions of the reorganization would prohibit Phase I agencies from encumbering additional debt, approving compensation increases, or disposing of district assets from the point of Commission approval unless an emergency situation exists as defined in Government Code § 54956.5.
  - ▶ Terms and conditions of the reorganization would require Phase I agencies and the County to complete an audit of Phase I assets within 90 days of Commission approval.
  - ▶ Terms and condition of reorganization would recommend that the County continue its efforts to identify additional sources of sustainable revenue to support service needs.
- Service delivery under County operation: The Board of Supervisors would be responsible for deciding what level of service would be provided. Regional services could be provided by any combination of county personnel or contract providers according to Board direction; however, the County conceptual plan would implement comprehensive Phase I service through CDF contracts.

ALS levels in four communities would be required to continue in accordance with the SSP. Control and command would be consolidated under county administration of CDF contracts. Obligations for existing contracts with CDF, volunteer 501(c)(3) corporations, or other service providers would transfer to the County. Future decisions for extending contracts or implementing additional CDF contracts would be made by the County.

- ▶ Terms and conditions of the reorganization would defer finalization of the reorganization until the County is prepared to implement CDF contracts for service throughout Phase I, or within one year from Commission approval, whichever is earliest.
  - ▶ Terms and conditions of the reorganization would transfer district employees and employee rights to the County.
  - ▶ Terms and conditions of reorganization would require that advanced life support (ALS) service level in the Borrego, Deer Springs, East County, and Julian Cuyamaca FPDs continue.
- Reorganization actions for County as successor: Naming the County of San Diego as successor to Phase I agencies would require corollary LAFCO actions to dissolve all Phase I FPDs and CSAs. MWD and Volunteer Fire Companies

would be unaffected by the Phase I Reorganization. LAFCO would not have authority over creation of a County Office of the Fire Warden.

- Boundary for County operation: The proposed reorganization would dissolve the governance layer represented by FPDs and CSAs; however, the underlying territory is already within County jurisdiction. Because State law does not permit the MWD fire protection functions to be transferred to the County as successor to Phase I responsibilities, the MWDs would need to be eliminated from Phase I actions. The Commission has discretion to amend the proposal to eliminate the MWDs from dissolution proceedings.

The boundaries of the Rural FPD, and CSAs 111 and 112 currently include Tribal Reservation lands. If the Rural FPD and CSAs 111 and 112 would be dissolved without establishing a regional district as successor, there would be no conflict with Tribal boundaries.

The County's Conceptual Reorganization Plan suggests that reorganization of jurisdictions currently participating in the Fire Enhancement Program—Deer Springs, Valley Center, San Diego Rural, Pine Valley and the Julian-Cuyamaca FPDs should be delayed for one year while CSAs are absorbed by the County; or possibly deferred to Phase II; or perhaps eliminated altogether from the proposed reorganization.<sup>12</sup>

The potential for CSA 107 (Elfin Forest/Harmony Grove) to enter into a JPA with neighboring cities and the Rancho Santa Fe FPD (see page 48) should be examined.

- Election requirements for reorganization: A reorganization to dissolve Phase I agencies and name the County of San Diego as successor would not prompt an automatic election. Nevertheless, either registered voters or landowners within the Phase I agencies that would be dissolved may file a protest petition with LAFCO requesting that the proposal be submitted to confirmation of the voters.

State law requires LAFCO to hold a noticed public protest hearing to receive protest petitions. Mailed petitions would be accepted if received by the end of the business day on the day of the public hearing. If protests are sufficient to cause the reorganization to be confirmed by voters, an election would be held that would include *all districts*. Election costs would be paid by the County whether the measures is approved or fails.

- Protesting petitions must be filed in the following manner:
  - (A) At least 10 percent of landowners within *any* Phase I district that is proposed to be dissolved who own at least 10 percent of the assessed value of land within the affected district. However, if the number of landowners is less than 300, the petition must be signed by at least 25 percent of the

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<sup>12</sup> Attachment I: *Conceptual Reorganization of San Diego County Fire Services*, January 22, 2007, pg 13, 18.

landowners who own at least 25 percent of the assessed value of land within the affected district (Government Code § 57113(a)(1)(A); or

(B) At least 10 percent of the voters entitled to vote as a result of residing within, or owning land within any Phase I district that is proposed to be dissolved. However, if the number of voters entitled to vote within an affected district is less than 300, the protest petition shall be signed by at least 25 percent of the voters entitled to vote (Government Code § 57113(a)(1)(B).

#### BENEFITS AND CONCERNS OF COUNTY AS SUCCESSOR TO PHASE I AGENCIES

- **Benefits:** The County of San Diego, as a general-purpose government, is already empowered to provide fire protection services—no amendment to County authority would be required. Moreover, the County’s precedent-setting funding of the Fire Enhancement Program illustrates a commitment to ensure that public safety services are available. With the County as successor to Phase I agencies, the Fire Enhancement Program could be immediately expanded to provide comprehensive regional service. Naming the County as successor would not create new sources of revenue; however, the potential to expand the Fire Enhancement Program with discretionary county revenues is an extraordinary opportunity not elsewhere presented.

Contracting with CDF to provide all services—as proposed by the County conceptual plan—could inaugurate a comprehensive system delivered by an experienced State service provider; contracting with CDF for regional service is practiced in numerous other counties. Command and control could be unified under county supervision. A regional delivery model could generate savings by eliminating duplicate positions and functions. Although four MWDs could not be included at this time, the County would be able to activate an expanded Fire Enhancement Program and satisfy the Proposition C requisite that services in the unincorporated area be consolidated with existing—not new—revenue. The 5-member Board of Supervisors would replace 55 elected officials.

- **Concerns:** The County Conceptual Plan proposes to implement comprehensive regional service by contracting with CDF; all local operations and expertise would be replaced with State resources. Contracting with CDF has traditionally provided a cost effective way to ensure an emergency service presence in areas where revenues are not sufficient to develop local operations.

In recent years, the cost to contract with CDF has significantly escalated. The most current agreement between the State of California and the CDF Firefighters Bargaining Unit—in addition to a general salary increase of five percent for all classifications—implemented phased changes to the way planned overtime compensation is calculated and has added considerable cost

to CDF's compensation obligation. Amador Plan and Schedule A contracts pass increased personnel costs on to contracting agencies.

Contracts with CDF contain an annual cost uncertainty. The State annually invoices local agencies for any difference in negotiated contract payment and the actual cost for providing services. All emergency service providers incur unplanned overtime expense—the definition of *emergency* almost implies unplanned cost overruns—however, an emergency system entirely under State contract would leave local authorities vulnerable to State decisions that result in open-ended cost obligations.

Inquiry should be made into the cost and possible benefits of alternatives to a total CDF operation. Micro report models estimate that costs to provide regional service with local resources are slightly lower than estimates to provide regional service under CDF contract (see Table 6 on page 29). Moreover, because CDF in San Diego County does not provide dispatching at the EMD level, estimates for one-time capital costs and increased annual personnel costs should be defined and added to the annual cost of contracting with CDF.

The County should be encouraged to articulate a vision for structural fire protection and emergency medical services in cooperation with unincorporated area residents and local fire protection officials. Coordination with local fire protection officials is essential to gain cooperation for automatic and mutual aid agreements. The Conceptual Plan proposes that CDF Schedule A contracts would replace local providers and Amador Plans would maintain CDF presence in the non-fire season. It is not clear how a system that maintains separate contracts for services within multiple discrete areas could be expanded and integrated to create a regional service system. In Riverside County—the only example reviewed in the micro report where CDF is the service provider—the CDF Unit Chief is assigned to an executive position embedded in County government. The designated CDF/County Fire Chief, who reports directly to the County CEO, provides a leadership role and coordinates County policy with CDF operations.

A vision statement could also define what county goals could be pursued through CDF contracts. The SSP and previous LAFCO reports have emphasized the relative importance of emergency medical services within the mix of emergency services that should be expanded in Phase I. The Conceptual Plan seems to place emergency medical service as a secondary goal that would be indirectly addressed while pursuing lowered ISO ratings.

Consideration should be given to the long term consequences of transferring all local service responsibilities to a State agency. The Conceptual Plan implies that contracting with CDF may be a short-term solution; that alternatives may be considered in the future. A vision statement for Phase I should evaluate the cost of reactivating local resources that have been

disbanded and whether property tax transferred to the County could be redirected to an alternative service provider.

The suggested one-year deferral for dissolving some Phase I agencies could have adverse consequences. Terms and conditions of the reorganization would freeze assets and prohibit new encumbrances until the successor agency assumed responsibility. Generally, the interim period is 60 to 90 days. Requesting jurisdictions to function for a year with such fiscal restrictions would seem unreasonable and could possibly have negative effects on fire protection services in the short term.

A vision for a county managed regional fire protection and emergency medical system should consider how county oversight could be most efficiently provided. The Fire Enhancement Program has been administered through the County Department of Planning and Land Use (DPLU) and the Conceptual Plan develops a nexus between structural fire protection and emergency medical services and the land use and permitting responsibilities of DPLU. Nevertheless, alternatives for positioning fire protection under sectors of county government where operational responsibilities and expertise in providing public services already exist—for example, the Public Safety Group—should be explored.

Representation under the County’s five-member board of supervisors is diluted further than under an 11-member FPD Board of Directors. Elected or appointed Community Advisory Boards would be essential to ensure citizen involvement. A further consideration, that could provide broad professional oversight over the Phase I operation, would be to transfer the Task Force on Fire Protection and Emergency Medical Services from LAFCO to the County.

### 3. COUNTY SERVICE AREA 135 AS SUCCESSOR TO PHASE I AGENCIES

A county service area (CSA) is a county-*dependent* special district formed under Government Code § 25210.1-25211.33. CSAs are generally established to provide an alternative method to extend public services within unincorporated areas that have experienced extensive growth and development. There are currently 16 CSAs in San Diego County providing a variety of public services; six CSAs within Phase I provide structural fire protection and emergency medical services to CSA residents.

CSA 135 was formed in 1994 to support an 800 MHz communications system that enhances communication among public safety personnel across San Diego and Imperial Counties. The CSA 135 boundary includes all unincorporated territory in San Diego County—including Phase I—and 10 of the region’s 18 cities (see Map 4). Cities, which are excluded from the CSA, either contract for service with the CSA or maintain proprietary communication systems. A Memorandum of Understanding (MOU) between the Board of Supervisors and the CSA’s 27 member agencies delegates fiscal control and operational

administration of the regional communications system to a CSA Advisory Board. The communication system is staffed by the County Sheriff's Department.

LAFCO could authorize CSA 135 to provide structural fire protection and emergency medical services as a *latent power*. Latent power services within CSA 135 would be restricted to a zone that replicates the boundary of Phase I. Incorporated territory and Phase II districts within CSA 135 would not receive fire protection services, although the latent power zone could be expanded to include Phase II in the future. Funding for fire protection would be strictly segregated from other CSA functions.

A CSA is a county-dependent agency that would be staffed by county personnel. Issues of representation, volunteer involvement, MWDs, fiscal concerns, service delivery, reorganization, boundary and elections would be identical to issues presented if the County would become successor to Phase I responsibility—with the notable exceptions identified below:

- Representation: State law establishes the five-member San Diego County Board of Supervisors as the governing body for all CSAs. Board authority would extend to the latent powers zone within CSA 135. A latent power zone would overlay the 2<sup>nd</sup> and 5<sup>th</sup> and a minimal section of the 1<sup>st</sup> Supervisorial districts.

The current CSA Advisory Board has jurisdiction over a regional communication system. Board members represent cities and Imperial County in addition to the County of San Diego. A latent power zone would require a separate fire protection-specific Advisory Board; multiple community advisory groups might be created to facilitate citizen oversight.

- ▶ Terms and Conditions of reorganization would install a separate Advisory Board for a latent power zone.
- Fiscal issues under CSA 135: Although CSA 135 is a county-*dependent* agency, its special district status requires CSA funds to be maintained in discrete accounts. Property tax and voter-approved assessment revenue currently received by Phase I agencies would continue to be collected by CSA 135 for the exclusive use of funding fire protection and emergency medical services within the latent power zone. CSA property tax would not be available for other county purposes and ardent oversight of fund management would be required by terms and conditions of the reorganization. Allocations from the Fire Enhancement Program could directly fund programs administered by county staff.
  - ▶ Terms and Conditions of the reorganization would require strict segregation of all CSA revenue and recommend that a Fiscal Oversight Board be created to represent constituents' interest in administration of voter-approved funds.
- Reorganization actions: Before Phase I responsibilities could be transferred to CSA 135, LAFCO must authorize the CSA to provide structural fire protection as a *latent* power and the Board of Supervisors must adopt a

resolution of intention to provide the latent power service (Government Code § 25210.31). Provision of latent powers would be restricted to a CSA zone that replicates the boundary of Phase I (see attached Map 4).

Placing Phase I responsibility within the latent power zone of CSA 135 would require actions to dissolve all Phase I FPDs and CSAs. The dissolved agencies' service responsibilities, liabilities and assets—including stations, apparatus, and equipment—would be transferred to the County to be maintained in the latent power zone of CSA 135. MWD and Volunteer Fire Companies would be unaffected by the transferring Phase I responsibility to a latent power zone of CSA 135.

Boundary for CSA 135 latent power zone: Consideration should also be given to eliminating the unincorporated territory within the latent power zone of CSA 135, which overlays Tribal Reservation lands (see Map 4). The boundaries of the Rural FPD, and CSAs 111 and 112 currently include reservation territory; the proposed boundary of Phase I would extend the overlay to other reservations. Most tribal lands are served by Reservation Fire Departments or engage a public fire protection agency to provide contract service. Wildland fire suppression on reservation land is provided by CDF through a contract with the Bureau of Indian Affairs. Tribal Fire Departments enthusiastically participate in mutual aid agreements, however, surrounding or overlaying special districts are not obligated to provide services and reservation lands cannot be taxed for fire protection services.

The Chairman of the Campo Kumeyaay Nation has requested that the Campo Indian Reservation be removed from the Rural FPD and CSAs 111 and 112 (see Exhibit 7). To clarify the service obligation of CSA 135, the proposed boundary could be amended to exclude all Tribal Reservation lands.

The potential for CSA 107 (Elfin Forest/Harmony Grove) to enter into a JPA with neighboring cities and the Rancho Santa Fe FPD (see page 48) should be examined.

- Election requirements for reorganization: A reorganization to dissolve Phase I agencies and transfer Phase I responsibility to an activated latent power zone of CSA 135 would not prompt an automatic election. Nevertheless, either registered voters or landowners within the Phase I agencies that are proposed to be dissolved may file a protest petition with LAFCO requesting that dissolutions be submitted to confirmation of the voters. Procedures for filing petitions would be identical to filing for naming the County as successor agency (see page 54).
  - ▶ Terms and conditions of the reorganization would require LAFCO approval of latent powers for structural fire protection and emergency medical services within a zone of CSA 135 to be conditioned upon voter approval of Phase I dissolutions if required.

#### BENEFITS AND CONCERNS OF CONSOLIDATING PHASE I UNDER A ZONE OF CSA 135

- **Benefits:** All benefits that would result from assigning responsibility to the County as successor agency would occur under CSA 135 administration—with one significant advantage: property tax revenues within Phase I that would transfer to the county to fund fire protection services would be retained in discrete CSA accounts. If, in the future, an alternative to a county-administered fire protection system is proposed, the amount of property tax attributable to Phase I could be identified.
- **Concerns:** All concerns of naming the County as successor agency apply to CSA 135.

#### 4. RETENTION OF THE STATUS QUO SYSTEM IN PHASE I

Retaining the status quo system would require the Commission to deny the proposed reorganization of Phase I or suspend processing the reorganization. Seven FPDs, and six CSAs would continue as service providers. Four MWDs and the volunteer fire companies within Phase I would retain their operational status regardless of the Commission's reorganization decision. Fire protection services in the region would continue to be governed by 55 elected district officials and the 5-member Board of Supervisors.

If the reorganization is denied, then registered voters and landowners—as well as local agency officials—could initiate subsequent reorganizations with the identical configuration of Phase I or propose alternative reorganization plans – after a one year waiting period.

The County *Conceptual Reorganization of San Diego County Fire Services* proposes to extend CDF presence throughout Phase I and suggests that dissolution of Phase I agencies may not be necessary. The Conceptual Plan itself would introduce a de facto consolidation of service under CDF contracts.

#### BENEFITS AND CONCERNS OF RETAINING THE STATUS QUO SYSTEM IN PHASE I

- **Benefits:** The County Fire Enhancement Program could be implemented regardless of reorganization.

**Concerns:** Retaining the status quo system would continue the dysfunctional system of multiple underfunded special districts and volunteer operations that has been criticized by the public; the San Diego Regional Fire Prevention and Emergency Preparedness Task Force; the Governor's Blue Ribbon Fire Commission; and successive LAFCO studies. Subsequent reorganizations could be proposed; however, all reorganizations would need to be re-initiated with LAFCO and advance through the entire Cortese-Knox-Hertzberg process at great cost of time and money. The current momentum for reorganization would be lost.

Expanding the County Fire Enhancement Program to replace local resources with State personnel would add further complexity to the region. Locally elected officials would have few resources and little real ability to exercise discretion over fire protection issues. The region would be blanketed with jurisdictions that have limited functions, which nevertheless, would need to elect and compensate officials with negligible responsibilities.

It is likely that fire protection and emergency services would remain random in some parts of the region, even if the County Fire Enhancement Program is expanded. The Fire Enhancement Program is generally tied to partnerships with jurisdictions; service outside jurisdictions would still depend on the willingness of funded providers to subsidize unfunded areas.

#### OTHER ISSUES

- **Exclusive Operating Areas:** The County Health and Human Services Agency (HHSA), through the Office of Emergency Services (EMS), administers a State-mandated program to ensure availability of ambulance transport service. A medical director, who is a licensed physician and surgeon, oversees EMS responsibilities, including the ambulance transport program, as required by State law (Health and Safety § 1797.201). EMS is responsible for establishing exclusive operating areas (EOA) where public and private ambulance transport providers have exclusive rights to operate. EOA boundaries are typically drawn around local jurisdictions; the jurisdiction is empowered to engage in a competitive bidding process to contract with a transport provider to provide service within the EOA. The boundaries of many EOAs are coterminous with Phase I agencies. During the macro report, there was concern that reorganizing Phase I agencies would invalidate existing EOAs and prompt multiple re-biddings of service provider contracts.

LAFCO staff has concluded that EOA boundaries would be unaffected by the Phase I reorganization. The proposed reorganization would replace multiple agencies with one regional authority; the integrity of EOA boundaries would remain intact and be recognized by the successive authority. EMS concurs with this position.

To further enforce the validity of EOA contracts within a successor agency, terms and conditions of a Phase I reorganization would specifically transfer ambulance transport contracts to the successor agency as provided in State law ( Government Code § 56886). EMS would continue to administer EOAs.

- **Environmental review:** Fire protection and emergency medical services within Phase I are supported by a complex system of automatic and mutual aid agreements that extend services outside jurisdictional boundaries and ensure that some level of service—although uneven—is available throughout the region. The Phase I reorganization proposes to consolidate the service functions of multiple public and volunteer fire protection operations, produce

service efficiencies, and provide uniform levels of service to the entire area. The proposed reorganization would not alter the area where fire protection services are currently provided and is exempt from environmental review.

- **Spheres of influence:** State law requires LAFCOs to develop a *sphere of influence* (SOI) for cities and special districts. Spheres represent a plan for the probable future physical boundary and service area of a local agency. Typically, spheres have been periodically reevaluated and updated, if necessary, to reflect growth patterns and changing service needs. State law was modified in 2005 and now requires LAFCO to revisit every sphere by January 1, 2008 and every five years thereafter. In response, the Commission has followed an aggressive schedule to evaluate and affirm or update all spheres in San Diego County.

Two sphere-related tasks must be completed in conjunction with the proposed reorganization of unincorporated area fire protection services. The first, a mandatory Municipal Service Review (MSR) must be prepared before possible Phase I sphere actions could be considered. The Commission approved a *Municipal Service Review on Fire Protection and Emergency Medical Services in Unincorporated San Diego* in February 2005 in anticipation of the Phase I reorganization. The MSR contained a chronology of sphere development for all unincorporated area fire protection agencies (see Exhibit 4 *Organization of Fire Protection Agencies and Spheres of Influence*).

The second activity involves evaluating current SOIs and updating or reaffirming each sphere as required. San Diego LAFCO has implemented a procedure that allows the Commission to annually review sphere activity. Spheres were reviewed by the Commission on September 11, 2006 and it was determined that no sphere activity related to fire protection agencies occurred in 2006. Because of the lack of sphere amendments or other sphere activity, it would be appropriate for the Commission to reaffirm existing spheres and direct the Executive Officer to prepare determinations for each agency.

An exception is the Borrego Springs Fire Protection District, which needs a sphere assignment. The Borrego Springs FPD was formed in 1961—prior to LAFCO’s origin—to provide fire protection and emergency medical services within approximately 305 square miles in the most northeast section of San Diego County. The District has an estimated year-round population of 3000 that increases to approximately 10,000 in winter months. The Borrego Springs FPD has one fire station that is staffed by full-time and reserve firefighters. Borrego Springs is substantially surrounded by Riverside County, Imperial County, Tribal Reservation lands, and State Park lands. Annexation activity is virtually nonexistent and it would be appropriate to establish a coterminous sphere of influence for the Borrego Springs FPD.

Terms and Conditions of the proposed Phase I reorganization will require the Executive Officer to prepare determinations to approve *transitional* spheres of influence for any agency that the Commission determines will be dissolved.

This sphere designation denotes that public service responsibility and functions of a local agency should be abandoned or re-allocated to another unit of local government.



## Supporting Activities

### S E C T I O N F I V E

A number of legal requirements involving both ministerial and discretionary aspects of reorganization would need to be completed before a Commission decision concerning Phase I could be finalized. Such activities would include:

1. A request to the County of San Diego to submit a metes-and-bounds legal description of the final Phase I boundary to satisfy requirements of the State Board of Equalization;
2. A request to the County of San Diego to submit State Board of Equalization filing fees;
3. Preparation of a modified resolution of application to reflect the final reorganization boundary if specific jurisdictions or Tribal Reservation Lands are eliminated from Phase I;
4. Calculation and transfer of property tax revenues from jurisdictions within the approved Phase I to the successor agency;
5. Calculation of a provisional Gann Limit for the new agency; and
6. Preparation of transitional spheres of influence for Phase I jurisdictions.

In addition to the above activities, LAFCO staff would develop terms and conditions of reorganization that would include:

1. Naming the effective date of reorganization;
2. Requiring the successor agency and Phase I jurisdictions to complete an audit of district assets within 60 days of the date of adoption of the Commissions' Resolution approving a Phase I Reorganization;
3. Transferring all assets of dissolved districts to the successor agency;
4. Prohibiting Phase I agencies from: approving any increase in compensation or benefits to district officials or personnel; or appropriating, encumbering, expending or otherwise obligating any district revenue beyond that provided in current budgets at the time dissolution is approved;
5. Transferring employees and employment rights from dissolved districts to the successor agency; and
6. Establishing appropriate advisory and fiscal oversight boards.

# EXHIBITS 1-9

EXHIBIT ONE: CONCEPTUAL OVERHEAD COST FOR PHASE I

EXHIBIT Two a: SERVICE MODELS 5 AND 5A

EXHIBIT Two b: SERVICE MODELS 6 AND 6A

EXHIBIT Two c: SERVICE MODELS 7 AND 7A

EXHIBIT THREE: ORGANIZATIONAL CHART PHASE I CONCEPTUAL MODEL 5A

EXHIBIT FOUR: ORGANIZATION OF FIRE PROTECTION AGENCIES AND SPHERE OF INFLUENCE

EXHIBIT FIVE: PHASE I FIRE STATION CAPITAL COST ESTIMATES

EXHIBIT Six: PHASE I – FY05-06 REVENUES

EXHIBIT SEVEN: CAMPO KUMEYAAY NATION CORRESPONDENCE

EXHIBIT EIGHT: SALARY AND BENEFIT SURVEY

EXHIBIT NINE: SALARY AND BENEFIT COST COMPARISON

## Conceptual Overhead Cost for Phase I

Category	Projected Expenditure
Directors Fees <sup>1</sup>	\$ 25,278
Salary and Benefits – Support Services <sup>2</sup>	6,895,643
Volunteer / Reserve <sup>3</sup>	250,000
Dispatch Fees <sup>4</sup>	436,250
Materials and Supplies <sup>5</sup>	924,000
Rents / Leases <sup>6</sup>	120,000
Facilities <sup>7</sup>	420,000
Insurance <sup>8</sup>	1,200,000
Capital Expense - Equipment <sup>9</sup>	1,500,000
Capital Expense - Facilities <sup>10</sup>	2,700,000
<b>Total</b>	\$ 14,471,171

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<sup>1</sup> Estimated cost calculations based on the average of current director fees throughout the San Diego Region multiplied by 11 new directors.

<sup>2</sup> Estimated cost based on median salary plus the average benefit for typical non-safety support positions in the San Diego Region. Data used was collected from CalPAC Salary Survey (*April 4, 2006*) and San Diego County Fire Chiefs, Administrative Section, Survey (*July 18, 2006*).

<sup>3</sup> Estimated cost based on Orange County Fire Authority and Riverside County similar budget amount for Volunteer/Reserve programs.

<sup>4</sup> Estimated cost based on current Heartland Communication Facility Authority contract with County Emergency Medical Services (\$49.98 per incident) for Fire and Emergency Medical Dispatching services and the projection of 8,725 calls per year based historical call data for the Phase I organizations.

<sup>5</sup> Estimated cost based on ratio of budgeted (06/07) service and supply cost for Orange County Fire Authority.

<sup>6</sup> Estimated cost based upon anticipated lease payment of \$10,000 for 12 months for interim Fire Headquarters and administrative services facility.

<sup>7</sup> Estimated cost based on ratio of budgeted (06/07) facilities maintenance cost for Orange County Fire Authority.

<sup>8</sup> Estimated cost based on ratio of budgeted (06/07) insurance cost for Orange County Fire Authority.

<sup>9</sup> Estimated cost based upon establishing a replacement fund for fire response apparatus, support vehicles and mounted equipment based on varying equipment life cycles.

<sup>10</sup> Estimated cost for fire station replacement based on establishing a replacement fund with a 40-year life cycle.

## Service Models 5 and 5a

Agency	Location	<b>Model 5</b> 3 on-duty, BLS Career	<b>Model 5a</b> 3 on-duty, BLS Career/Volunteer	<b>Model 5-CDF</b> 3 on-duty, BLS Career	<b>Model 5a-CDF</b> 3 on-duty, BLS Career/Volunteer
Borrego Local Resource (56 Hr. Workweek)	Sta. 61 2324 Stirrup Rd. Borrego Springs CA 92004	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's
Deer Springs CDF Resource (72 Hr. Workweek)	Sta. 1 8709 Circle R Dr. Escondido CA 92026 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's
	Sta. 2 1321 Deer Spring Rd. Escondido CA 92026 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's
	Sta. (Miller) 9127 Lilac Rd. Escondido CA 92028 (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new apparatus, station and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new apparatus, station and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A" New apparatus, station and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New apparatus, station and equipment
East County Local Resource (56 Hr. Workweek)	Sta. 18 (Crest) 1811 Suncrest Blvd. El Cajon CA 92021 (10-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (10) Firefighter (V)
	Sta. 19 (Bostonia) 1273 Claredon St. El Cajon CA 92019 (10-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (10) Firefighter (V)

## Service Models 5 and 5a

Agency	Location	<b>Model 5</b> 3 on-duty, BLS Career	<b>Model 5a</b> 3 on-duty, BLS Career/Volunteer	<b>Model 5-CDF</b> 3 on-duty, BLS Career	<b>Model 5a-CDF</b> 3 on-duty, BLS Career/Volunteer
Julian-Cuyamaca	Sta. 71 2645 Farmers Rd. Julian CA 92036	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Firefighter/EMT's (3) Fire Captain (V) (2) Fire Engineer (V) (14) Firefighter (V) (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's	(3) Firefighter/EMT's (3) Fire Captain (V) (2) Fire Engineer (V) (14) Firefighter (V) (ALS Transport) (5) Firefighter/PM's
	Sta. 74 3460 Engineers Rd. Julian CA 92036	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (3) Fire Captain (V) (2) Fire Engineer (V) (13) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (2) Fire Captain (V) (2) Fire Engineer (V) (13) Firefighter (V)
Pine Valley	Sta. 84 28850 Old Hwy 80 Pine Valley CA 91962	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Captain (V) (1) Fire Engineer (V) (14) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Captain (V) (1) Fire Engineer (V) (14) Firefighter (V)
San Diego Rural CDF Resource (72 Hr. Workweek)	Sta. 62 (Lawson Valley) 3890 Montiel Trk. Trl. Jamul CA 91935 (2-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (2) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (2) Firefighter (V)
	Sta. 64 (Lee Valley) 15781 ½ Lyons Valley Road Jamul CA 91935 (0-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's
	Sta. 65 (Donovan C. F.) 480 Alta Rd. San Diego, CA 92154 (10-Inmate Firefighters)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(1) Correct. Officer (10) Inmate Firefighter (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(1) Correct. Officer (10) Inmate Firefighter (3) Firefighter/EMT's
	Sta. 66 (Jamul) 14145 Hwy 94 Jamul, CA 91935 (25 Reserve Firefighters)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (25) Firefighter (Res.)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (25) Firefighter (Res.)

Service Models 5 and 5a

Agency	Location	Model 5 3 on-duty, BLS Career	Model 5a 3 on-duty, BLS Career/Volunteer	Model 5-CDF 3 on-duty, BLS Career	Model 5a-CDF 3 on-duty, BLS Career/Volunteer
	(CDF) Schedule "A"				
	Sta. 75 (Dehesa) 5425 Dehesa Rd. El Cajon CA 92019 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (6) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (6) Firefighter (V)
	Sta.76 (Harbison Canyon) (Station destroyed-Cedar) El Cajon CA 92019 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Firefighter/EMT's (7) Firefighter (V) Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Firefighter/EMT's (7) Firefighter (V) Requires new station, apparatus and equipment
	Sta. 77 (Deerhorn) 2383 Honey Springs Rd. Jamul CA 91935 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (7) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (7) Firefighter (V)
	Sta. 78 (Dulzura) 1135 Community Bldg. Rd. Dulzura CA 91917 (0-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's
	Sta. 79 (Tecate) 444 Tecate Rd. Tecate CA 91980 (1-Volunteer)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (1)Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (1)Firefighter (V)
	Sta. 80 (Petrero) 24550 Hwy 94 Petrero CA 91963 (8-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (8) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (8) Firefighter (V)
	Sta.82 (Lake Morena) 29690 Oak Dr. Campo CA 91962 (9-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (9) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (9) Firefighter (V)

## Service Models 5 and 5a

Agency	Location	<b>Model 5</b> 3 on-duty, BLS Career	<b>Model 5a</b> 3 on-duty, BLS Career/Volunteer	<b>Model 5-CDF</b> 3 on-duty, BLS Career	<b>Model 5a-CDF</b> 3 on-duty, BLS Career/Volunteer
	Sta. 85 (Descanso) 9718 River Dr. Descanso CA 91916 (6-Volunteers) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (6) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (6) Firefighter (V)
	Sta. 88 (Jacumba) 1255 Jacumba St. Jacumba CA 91934 (2-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (2) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (2) Firefighter (V)
Valley Center CDF Resource (72 Hr. Workweek)	Sta. 72 28234 Lilac Rd. Valley Center CA 92082 (10-Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (10) Reserve FF's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (10) Reserve FF's
	Sta. 73 28205 No. Lk. Wohlford Rd. Valley Center CA 92082 (10-Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (10) Reserve FF's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (10) Reserve FF's
	Sta. (Valley Center) 28741 Cole Grade. Rd Valley Center CA 92082 (10-Reserve Firefighters) (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (10) Reserve FF's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A" Requires new station apparatus and equipment	(3) Fire Captains (2) Fire Engineers (10) Reserve FF's Requires change (CDF) Schedule "A" Requires new station apparatus and equipment
Ramona CDF Resource (72 Hr. Workweek)	Sta. 80 829 San Vicente Rd. Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's

## Service Models 5 and 5a

Agency	Location	<b>Model 5</b> 3 on-duty, BLS Career	<b>Model 5a</b> 3 on-duty, BLS Career/Volunteer	<b>Model 5-CDF</b> 3 on-duty, BLS Career	<b>Model 5a-CDF</b> 3 on-duty, BLS Career/Volunteer
	Sta. 81 24462 San Vicente Rd. Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's (ALS Transport) (6) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's (ALS Transport) (5) Firefighter/PM's
	Sta. 82 3410 Dye Road Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's
Yuima/Mootamai/ Pauma CDF Resource (72 Hr. Workweek)	Sta. (Rincon) 6971 Highway 76 Pauma Valley CA 92061 (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A" Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A" Requires new station, apparatus and equipment
Elfin Forest (CSA 107) Local Resource	Sta. 1 (CSA-107) 20223 Elfin Forest Rd. Escondido CA 92029 (29-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Asst. Chief (V) (5) Fire Captain (V) (3) Fire Engineer (V) (20) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Asst. Chief (V) (5) Fire Captain (V) (3) Fire Engineer (V) (20) Firefighter (V)
Mt. Laguna (CSA 109) Local Resource	Sta. 83 (CSA-109) 10385 Sunrise Hwy. Mt. Laguna CA 91948 (24-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (1) Asst. Fire Chief (V) (22) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (1) Asst. Fire Chief (V) (22) Firefighter (V)
Palomar Mt. (CSA 110) Local Resource	Sta. 97 (CSA-110) 21670 Crestline Rd. Palomar Mt CA 92060 (15-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (2) Fire Captain (v) (1) Fire Engineer (V) (11) Firefighter (v)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (2) Fire Captain (v) (1) Fire Engineer (V) (11) Firefighter (v)

## Service Models 5 and 5a

Agency	Location	<b>Model 5</b> 3 on-duty, BLS Career	<b>Model 5a</b> 3 on-duty, BLS Career/Volunteer	<b>Model 5-CDF</b> 3 on-duty, BLS Career	<b>Model 5a-CDF</b> 3 on-duty, BLS Career/Volunteer
Boulevard (CSA 111) Local Resource	Sta. 87 (CSA -111) 39923 Ribbonwood Road Boulevard CA 91905 (6-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (5) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (5) Firefighter (V)
Campo (CSA 112) Local Resource	Sta. 86 (CSA-112) Jeb Stuart Rd. Campo CA 91906 (20-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (1) Assist. Chief (3) Fire Engineer (V) (15) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (1) Assist. Chief (3) Fire Engineer (V) (15) Firefighter (V)
San Pasqual (CSA 113) Local Resource	Sta. 93 (CSA-113) 17701 San Pasqual Vly. Rd. Escondido CA 92025 (47-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (3) Chief Officers (V) (5) Fire Captain (V) (2) Fire Engineer (V) (36) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (3) Chief Officers (V) (5) Fire Captain (V) (2) Fire Engineer (V) (36) Firefighter (V)
De Luz VFD Local Resource	De Luz 39524 Daily Rd. Fallbrook CA 92028 (34-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (2) Chief Officers (V) (32) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (2) Chief Officers (V) (32) Firefighter (V)
Intermountain VFD Local Resource	Sta. 95 25858 A Hwy. 76 Ramona CA 92065 (30-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Chief Officer (V) (30) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Chief Officer (V) (30) Firefighter (V)
Ocotillo Wells VFD Local Resource	Sta. 89 5841 Highway 78 Borrego Springs CA 92004 (14-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Chief Officer (V) (1) Fire Captain (V) (12) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Chief Officer (V) (1) Fire Captain (V) (12) Firefighter (V)
Ranchita VFD Local Resource	Sta. 81 37370 Montezuma Vly. Rd. Ranchita CA 92066	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Chief Officer (V) (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Chief Officer (V) (10) Firefighter (V)

Service Models 5 and 5a

Agency	Location	Model 5 3 on-duty, BLS Career	Model 5a 3 on-duty, BLS Career/Volunteer	Model 5-CDF 3 on-duty, BLS Career	Model 5a-CDF 3 on-duty, BLS Career/Volunteer
	(11-Volunteers)				
Shelter Vly. VFD Local Resource	Sta. 98 7260 Great S Overland Stage Rte. Julian CA 92036 (13-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (12) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (12) Firefighter (V)
Sunshine Summit VFD Local Resource	Sta. 99 35227 Highway 79 Warner Springs CA 92086 (19-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (18) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's	(3) Firefighter/EMT's (1) Fire Chief (V) (18) Firefighter (V)
Warner Springs VFD Dissolved 7/ 2006 Local Resource	No Station Warner Springs Station  Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New station, apparatus and equipment
Position / Costs	Fire Captain	(126) \$13,258,728	(60) \$6,313,680	(126) \$16,456,104	(60) \$7,836,240
	Fire Engineer	(126) 11,415,600	(60) 5,436,600	(84) 9,258,060	(40) 4,408,600
	Firefighter / Paramedic	(33) 3,062,268	(33) 3,062,268	(23) 2,415,253	(23) 2,415,253
	Firefighter	(117) 9,425,052	(108) 8,700,048	(82) 8,049,858	(98) 9,620,562
	<b>TOTALS</b>	<b>(402) \$37,616,648</b>	<b>(261) \$23,511,996</b>	<b>(344) \$36,179,275</b>	<b>(221) \$24,280,655</b>

TOTAL 42 Fire Stations

## Service Models 6 and 6a

Agency	Location	<b>Model 6</b> 3 on-duty, ALS Career	<b>Model 6a</b> 3 on-duty, ALS Career/Volunteer	<b>Model 6-CDF</b> 3 on-duty, ALS Career	<b>Model 6a-CDF</b> 3 on-duty, ALS Career/Volunteer
Borrego Local Resource (56 Hr. Workweek)	Sta. 61 2324 Stirrup Rd. Borrego Springs CA 92004	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's
Deer Springs CDF Resource (72 Hr. Workweek)	Sta. 1 8709 Circle R Dr. Escondido CA 92026 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's
	Sta. 2 1321 Deer Spr. Rd. Escondido CA 92026 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's
	Sta. (Miller) 9127 Lilac Rd. Escondido CA 92028 (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's Requires new apparatus, station and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's Requires new apparatus, station and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's Requires change (CDF) Schedule "A", New apparatus, station and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's Requires change (CDF) Schedule "A", New apparatus, station and equipment
East County Local Resource (56 Hr. Workweek)	Sta. 18 (Crest) 1811 Suncrest Blvd. El Cajon CA 92021 (10-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Firefighter (V)
	Sta. 19 (Bostonia) 1273 Claredon St. El Cajon CA 92019 (10-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Firefighter (V)

## Service Models 6 and 6a

Agency	Location	<b>Model 6</b> 3 on-duty, ALS Career	<b>Model 6a</b> 3 on-duty, ALS Career/Volunteer	<b>Model 6-CDF</b> 3 on-duty, ALS Career	<b>Model 6a-CDF</b> 3 on-duty, ALS Career/Volunteer
Julian-Cuyamaca	Sta. 71 2645 Farmers Rd. Julian CA 92036	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM' (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (3) Fire Captain (V) (2) Fire Engineer (V) (14) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (3) Fire Captain (V) (2) Fire Engineer (V) (14) Firefighter (V) (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's
	Sta. 74 3460 Engineers Rd. Julian CA 92036	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (2) Fire Captain (V) (2) Fire Engineer (V) (13) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (3) Fire Captain (V) (2) Fire Engineer (V) (13) Firefighter (V)
Pine Valley	Sta. 84 28850 Old Hwy 80 Pine Valley CA 91962	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (1) Fire Captain (V) (1) Fire Engineer (V) (14) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (1) Fire Captain (V) (1) Fire Engineer (V) (14) Firefighter (V)
San Diego Rural CDF Resource (72 Hr. Workweek)	Sta. 62 (Lawson Valley) 3890 Montiel Trk. Trl. Jamul CA 91935 (2-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (2) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/PM's (2) Firefighter (V)
	Sta. 64 (Lee Valley) 15781 ½ Lyons Valley Road Jamul CA 91935 (0-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's
	Sta. 65 (Donovan C. F.) 480 Alta Rd. San Diego, CA 92154 (10-Inmate Firefighters)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(1) Correct. Officer (10) Inmate Firefighter (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(1) Correct. Officer (10) Inmate Firefighter (3) Firefighter/ PM's
	Sta. 66 (Jamul) 14145 Hwy 94 Jamul, CA 91935 (25 Reserve Firefighters)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (25) Firefighter (Res.)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (25) Firefighter (Res.)

## Service Models 6 and 6a

Agency	Location	<b>Model 6</b> 3 on-duty, ALS Career	<b>Model 6a</b> 3 on-duty, ALS Career/Volunteer	<b>Model 6-CDF</b> 3 on-duty, ALS Career	<b>Model 6a-CDF</b> 3 on-duty, ALS Career/Volunteer
	(CDF) Schedule "A"				
	Sta. 75 (Dehesa) 5425 Dehesa Rd. El Cajon CA 92019 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (6) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (6) Firefighter (V)
	Sta.76 (Harbison Canyon) (Station destroyed-Cedar) El Cajon CA 92019 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's Requires new station, apparatus and equipment	(3) Firefighter/ PM's (7) Firefighter (V) Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's Requires new station, apparatus and equipment	(3) Firefighter/ PM's (7) Firefighter (V) Requires new station, apparatus and equipment
	Sta. 77 (Deerhorn) 2383 Honey Springs Rd. Jamul CA 91935 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (7) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (7) Firefighter (V)
	Sta. 78 (Dulzura) 1135 Community Bldg. Rd. Dulzura CA 91917 (0-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's
	Sta. 79 (Tecate) 444 Tecate Rd. Tecate CA 91980 (1-Volunteer)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (1)Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (1)Firefighter (V)
	Sta. 80 (Petrero) 24550 Hwy 94 Petrero CA 91963 (8-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (8) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (8) Firefighter (V)
	Sta.82 (Lake Morena) 29690 Oak Dr. Campo CA 91962 (9-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (9) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Firefighter/ PM's (9) Firefighter (V)

## Service Models 6 and 6a

Agency	Location	<b>Model 6</b> 3 on-duty, ALS Career	<b>Model 6a</b> 3 on-duty, ALS Career/Volunteer	<b>Model 6-CDF</b> 3 on-duty, ALS Career	<b>Model 6a-CDF</b> 3 on-duty, ALS Career/Volunteer
	Sta. 85 (Descanso) 9718 River Dr. Descanso CA 91916 (6-Volunteers) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (6) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (6) Firefighter (V)
	Sta. 88 (Jacumba) 1255 Jacumba St. Jacumba CA 91934 (2-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (2) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter (V)
Valley Center CDF Resource (72 Hr. Workweek)	Sta. 72 28234 Lilac Rd. Valley Center CA 92082 (10-Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (10) Reserve FF's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's
	Sta. 73 28205 No. Lk. Wohlford Rd. Valley Center CA 92082 (10-Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's
	Sta. (Valley Center) 28741 Cole Grade. Rd Valley Center CA 92082 (10-Reserve Firefighters) (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's Requires change (CDF) Schedule "A" Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's Requires change (CDF) Schedule "A" Requires new station, apparatus and equipment
Ramona CDF Resource (72 Hr. Workweek)	Sta. 80 829 San Vicente Rd. Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (ALS Transport)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (ALS Transport)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (ALS Transport)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (ALS TRANSPORT)

## Service Models 6 and 6a

Agency	Location	<b>Model 6</b> 3 on-duty, ALS Career	<b>Model 6a</b> 3 on-duty, ALS Career/Volunteer	<b>Model 6-CDF</b> 3 on-duty, ALS Career	<b>Model 6a-CDF</b> 3 on-duty, ALS Career/Volunteer
		(3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (3) Firefighter/EMT's	(2) Firefighter/PM's (2) Firefighter/EMT's	(2) Firefighter/PM's (2) Firefighter/EMT's
	Sta. 81 24462 San Vicente Rd. Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's
	Sta. 82 3410 Dye Road Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's
Yuima/Mootamai/ Pauma CDF Resource (72 Hr. Workweek)	Sta. (Rincon) 6971 Highway 76 Pauma Valley CA 92061 (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's Require change (CDF) Schedule "A" Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's REQUIRES CHANGE (CDF) Schedule "A" Requires new station, apparatus and equipment
Elfin Forest (CSA 107) Local Resource	Sta. 1 (CSA-107) 20223 Elfin Forest Rd. Escondido CA 92029 (29-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Asst. Chief (V) (5) Fire Captain (V) (3) Fire Engineer (V) (20) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Asst. Chief (V) (5) Fire Captain (V) (3) Fire Engineer (V) (20) Firefighter (V)
Mt. Laguna (CSA 109) Local Resource	Sta. 83 (CSA-109) 10385 Sunrise Hwy. Mt. Laguna CA 91948 (24-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Asst. Fire Chief (V) (22) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Asst. Fire Chief (V) (22) Firefighter (V)
Palomar Mt. (CSA 110) Local Resource	Sta. 97 (CSA-110) 21670 Crestline Rd. Palomar Mt CA 92060	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (2) Fire Captain (v)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (2) Fire Captain (v)

## Service Models 6 and 6a

Agency	Location	<b>Model 6</b> 3 on-duty, ALS Career	<b>Model 6a</b> 3 on-duty, ALS Career/Volunteer	<b>Model 6-CDF</b> 3 on-duty, ALS Career	<b>Model 6a-CDF</b> 3 on-duty, ALS Career/Volunteer
	(15-Volunteers)		(1) Fire Engineer (V) (11) Firefighter (v)		(1) Fire Engineer (V) (11) Firefighter (v)
Boulevard (CSA 111) Local Resource	Sta. 87 (CSA -111) 39923 Ribbonwood Road Boulevard CA 91905 (6-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (5) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (5) Firefighter (V)
Campo (CSA 112) Local Resource	Sta. 86 (CSA-112) Jeb Stuart Rd. Campo CA 91906 (20-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Assist. Chief (3) Fire Engineer (V) (15) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Assist. Chief (3) Fire Engineer (V) (15) Firefighter (V)
San Pasqual (CSA 113) Local Resource	Sta. 93 (CSA-113) 17701 San Pasqual Vly. Rd. Escondido CA 92025 (47-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (3) Chief Officers (V) (5) Fire Captain (V) (2) Fire Engineer (V) (36) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (3) Chief Officers (V) (5) Fire Captain (V) (2) Fire Engineer (V) (36) Firefighter (V)
De Luz VFD Local Resource	De Luz 39524 Daily Rd. Fallbrook CA 92028 (34-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (2) Chief Officers (V) (32) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (2) Chief Officers (V) (32) Firefighter (V)
Intermountain VFD Local Resource	Sta. 95 25858 A Hwy. 76 Ramona CA 92065 (30-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (30) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (30) Firefighter (V)
Ocotillo Wells VFD Local Resource	Sta. 89 5841 Highway 78 Borrego Springs CA 92004 (14-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (1) Fire Captain (V) (12) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (1) Fire Captain (V) (12) Firefighter (V)

## Service Models 6 and 6a

Agency	Location	Model 6 3 on-duty, ALS Career	Model 6a 3 on-duty, ALS Career/Volunteer	Model 6-CDF 3 on-duty, ALS Career	Model 6a-CDF 3 on-duty, ALS Career/Volunteer
Ranchita VFD Local Resource	Sta. 81 37370 Montezuma Vly. Rd. Ranchita CA 92066 (11-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (10) Firefighter (V)
Shelter Vly. VFD Local Resource	Sta. 98 7260 Great S Overland Stage Rte. Julian CA 92036 (13-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (12) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (12) Firefighter (V)
Sunshine Summit VFD Local Resource	Sta. 99 35227 Highway 79 Warner Springs CA 92086 (19-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (18) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Fire Chief (V) (18) Firefighter (V)
Warner Springs VFD Dissolved 7/ 2006 Local Resource	No Station Warner Springs Station  Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's Requires change (CDF) Schedule "A", new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (2) Firefighter/PM's Requires change (CDF) Schedule "A", new station, apparatus and equipment
Position / Costs	Fire Captain	(126) \$13,258,727	(60) \$6,313,680	(126) \$16,456,104	(60) \$7,836,240
	Fire Engineer	(126) 11,415,600	(60) 5,436,600	(84) 9,258,060	(40) 4,408,600
	Firefighter / Paramedic	(138) 12,805,848	(138) 12,805,848	(126) 13,231,386	(126) ) 13,231,386
	Firefighter / EMT	(12) 966,672	(12) 966,672	(8) 785,352	(8) 785,352
	<b>TOTALS</b>	(408) \$38,446,847	(270) \$25,522, 880	(344) \$39,730,902	(234) \$26,261, 578

TOTAL 42 Fire Stations

## Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
Borrego Local Resource (56 Hr. Workweek)	Sta. 61 2324 Stirrup Rd. Borrego Springs CA 92004	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's
Deer Springs CDF Resource (72 Hr. Workweek)	Sta. 1 8709 Circle R Dr. Escondido CA 92026 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's
	Sta. 2 1321 Deer Springs Rd. Escondido CA 92026 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's
	Sta. (Miller) 9127 Lilac Rd. Escondido CA 92028 (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's Requires new apparatus, station and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's Requires new apparatus, station and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New apparatus, station and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New apparatus, station and equipment
East County Local Resource (56 Hr. Workweek)	Sta. 18 (Crest) 1811 Suncrest Blvd. El Cajon CA 92021 (10-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Firefighter (V)
	Sta. 19 (Bostonia) 1273 Claredon St. El Cajon CA 92019 (10-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Firefighter (V)

## Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
Julian-Cuyamaca	Sta. 71 2645 Farmers Rd. Julian CA 92036	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (3) Fire Captain (V) (2) Fire Engineer (V) (14) Firefighter (V) (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (3) Fire Captain (V) (2) Fire Engineer (V) (14) Firefighter (V) (ALS Transport) (2) Firefighter/PM's (2) Firefighter/EMT's
	Sta. 74 3460 Engineers Rd. Julian CA 92036	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Firefighter/ PM's (2) Fire Captain (V) (2) Fire Engineer (V) (13) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Firefighter/ PM's (2) Fire Captain (V) (2) Fire Engineer (V) (13) Firefighter (V)
Pine Valley	Sta. 84 28850 Old Hwy 80 Pine Valley CA 91962	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Firefighter/ PM's (1) Fire Captain (V) (1) Fire Engineer (V) (14) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Firefighter/ PM's (1) Fire Captain (V) (1) Fire Engineer (V) (14) Firefighter (V)
San Diego Rural CDF Resource (72 Hr. Workweek)	Sta. 62 (Lawson Valley) 3890 Montiel Trk. Trl. Jamul CA 91935 (2-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Firefighter/ PM's (2) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (2) Firefighter (V)
	Sta. 64 (Lee Valley) 15781 ½ Lyons Valley Rd. Jamul CA 91935 (0-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's
	Sta. 65 (Donovan C. F.) 480 Alta Rd. San Diego CA 92154 (10-Inmate Firefighters)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(1) Correct. Officer (10) Inmate Firefighter (3) Firefighter/ PM's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(1) Correct. Officer (10) Inmate Firefighter (3) Firefighter/ PM's
	Sta. 66 (Jamul) 14145 Hwy 94 Jamul CA 91935 (25 Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (25) Firefighter (Res.)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (25) Firefighter (Res.)

## Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
	Sta. 75 (Dehesa) 5425 Dehesa Rd. El Cajon CA 92019 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Firefighter/ PM's (6) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Firefighter/ PM's (6) Firefighter (V)
	Sta. 76 (Harbison Canyon) (Station destroyed-Cedar) El Cajon CA 92019 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Firefighter/ PM's (7) Firefighter (V) Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Firefighter/ PM's (7) Firefighter (V) Requires new station, apparatus and equipment
	Sta. 77 (Deerhorn) 2383 Honey Springs Rd. Jamul CA 91935 (7-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Firefighter/ PM's (7) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Firefighter/ PM's (7) Firefighter (V)
	Sta. 78 (Dulzura) 1135 Community Bldg. Rd. Dulzura CA 91917 (0-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's
	Sta. 79 (Tecate) 444 Tecate Rd. Tecate CA 91980 (1-Volunteer)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's (1) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's (1) Firefighter (V)
	Sta. 80 (Petrero) 24550 Hwy 94 Petrero CA 91963 (8-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Firefighter/ PM's (8) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Firefighter/ PM's (8) Firefighter (V)
	Sta. 82 (Lake Morena) 29690 Oak Dr. Campo CA 91962 (9-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Firefighter/ PM's (9) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Firefighter/ PM's (9) Firefighter (V)

## Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
	Sta. 85 (Descanso) 9718 River Dr. Descanso CA 91916 (6-Volunteers) (CDF) SCHEDULE "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (6) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (6) Firefighter (V)
	Sta. 88 (Jacumba) 1255 Jacumba St. Jacumba CA 91934 (2-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (2) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter (V)
Valley Center CDF Resource (72 Hr. Workweek)	Sta. 72 28234 Lilac Rd. Valley Center CA 92082 (10-Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (10) Reserve FF's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's
	Sta. 73 28205 No. Lk. Wohlford Rd. Valley Center CA 92082 (10-Reserve Firefighters) (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's
	Sta. (Valley Center) 28741 Cole Grade Rd Valley Center CA 92082 (10-Reserve Firefighters) (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A", new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (10) Reserve FF's Requires change (CDF) Schedule "A", new station, apparatus and equipment
Ramona CDF Resource (72 Hr. Workweek)	Sta. 80 829 San Vicente Rd. Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT (ALS Transport) (3) Firefighter/PM's (2) Firefighter/EMT's

## Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
	Sta. 81 24462 San Vicente Rd. Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's (ALS Transport) (3) Firefighter/PM's (2) Firefighter/EMT's
	Sta. 82 3410 Dye Road Ramona CA 92065 (CDF) Schedule "A"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (3) Fire Engineers (3) Firefighter/ PM's (3) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's	(3) Fire Captains (2) Fire Engineers (3) Firefighter/ PM's (2) Firefighter/EMT's
Yuima/Mootamai/ Pauma CDF Resource (72 Hr. Workweek)	Sta. (Rincon) 16971 Highway 76 Pauma Valley CA 92061 (CDF) "Amador"	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A" Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A" Requires new station, apparatus and equipment
Elfin Forest (CSA 107) Local Resource	Sta. 1 (CSA-107) 20223 Elfin Forest Rd. Escondido CA 92029 (29-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Asst. Chief (V) (5) Fire Captain (V) (3) Fire Engineer (V) (20) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Asst. Chief (V) (5) Fire Captain (V) (3) Fire Engineer (V) (20) Firefighter (V)
Mt. Laguna (CSA 109) Local Resource	Sta. 83 (CSA-109) 10385 Sunrise Hwy. Mt. Laguna CA 91948 (24-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Asst. Fire Chief (V) (22) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Asst. Fire Chief (V) (22) Firefighter (V)
Palomar Mt. (CSA 110) Local Resource	Sta. 97 (CSA-110) 21670 Crestline Rd. Palomar Mt CA 92060 (15-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (2) Fire Captain (V) (1) Fire Engineer (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (2) Fire Captain (V) (1) Fire Engineer (V)

## Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
			(11) Firefighter (v)		(11) Firefighter (v)
Boulevard (CSA 111) Local Resource	Sta. 87 (CSA -111) 39923 Ribbonwood Road Boulevard CA 91905 (6-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (5) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (5) Firefighter (V)
Campo (CSA 112) Local Resource	Sta. 86 (CSA-112) Jeb Stuart Rd. Campo CA 91906 (20-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Assist. Chief (3) Fire Engineer (V) (15) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (1) Assist. Chief (3) Fire Engineer (V) (15) Firefighter (V)
San Pasqual (CSA 113) Local Resource	Sta. 93 (CSA-113) 17701 San Pasqual Vly. Rd. Escondido CA 92025 (47-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (3) Chief Officers (V) (5) Fire Captain (V) (2) Fire Engineer (V) (36) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (3) Chief Officers (V) (5) Fire Captain (V) (2) Fire Engineer (V) (36) Firefighter (V)
De Luz VFD Local Resource	De Luz 39524 Daily Rd. Fallbrook CA 92028 (34-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (2) Chief Officers (V) (32) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (2) Chief Officers (V) (32) Firefighter (V)
Intermountain VFD Local Resource	Sta. 95 25858 A Hwy 76 Ramona CA 92065 (30-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Chief Officer (V) (30) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Chief Officer (V) (30) Firefighter (V)
Ocotillo Wells VFD Local Resource	Sta. 89 5841 Highway 78 Borrego Springs CA 92004 (14-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Chief Officer (V) (1) Fire Captain (V) (12) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Chief Officer (V) (1) Fire Captain (V) (12) Firefighter (V)
Ranchita VFD Local Resource	Sta. 81 37370 Montezuma Vly. Rd. Ranchita CA 92066	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (10) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's	(3) Firefighter/PM's (1) Chief Officer (V) (10) Firefighter (V)

## Service Models 7 and 7a

Agency	Location	Model 7 4 on-duty, ALS Career	Model 7a 4 on-duty, ALS Career/Volunteer	Model 7-CDF 4 on-duty, ALS Career	Model 7a-CDF 4 on-duty, ALS Career/Volunteer
	(11-Volunteers)	(3) Firefighter/EMT's		(2) Firefighter/EMT's	
Shelter Vly. VFD Local Resource	Sta. 98 7260 Great S Overland Stage Rte. Julian CA 92036 (13-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (12) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (12) Firefighter (V)
Sunshine Summit VFD Local Resource	Sta. 99 35227 Highway 79 Warner Springs CA 92086 (19-Volunteers)	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (18) Firefighter (V)	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's	(3) Firefighter/PM's (1) Fire Chief (V) (18) Firefighter (V)
Warner Springs VFD Dissolved 7/ 2006 Local Resource	No Station Warner Springs Station  Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (3) Fire Engineers (3) Firefighter/PM's (3) Firefighter/EMT's Requires new station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New station, apparatus and equipment	(3) Fire Captains (2) Fire Engineers (3) Firefighter/PM's (2) Firefighter/EMT's Requires change (CDF) Schedule "A", New station, apparatus and equipment
Position/Costs	Fire Captain	(126)    \$13,258,278	(60)    \$6,313,680	(126)    \$16,456,104	(60)    \$7,836,240
	Fire Engineer	(126)    11,415,600	(60)    5,436,600	(84)    9,258,060	(40)    4,408,600
	Firefighter / Paramedic	(138)    12,805,848	(138)    12,805,848	(134)    14,071,474	(134)    14,071,474
	Firefighter / EMT	(138)    11,116,728	(48)    3,866,688	(92)    9,031,548	(30)    2,945,070
	<b>TOTALS</b>	(528)    \$48,596,904	(306)    \$28,422,216	(436)    \$48,817,186	(234)    \$29,261,384
TOTAL 42 Fire Stations					

Organizational Chart  
Phase I  
*Conceptual Model 5a*

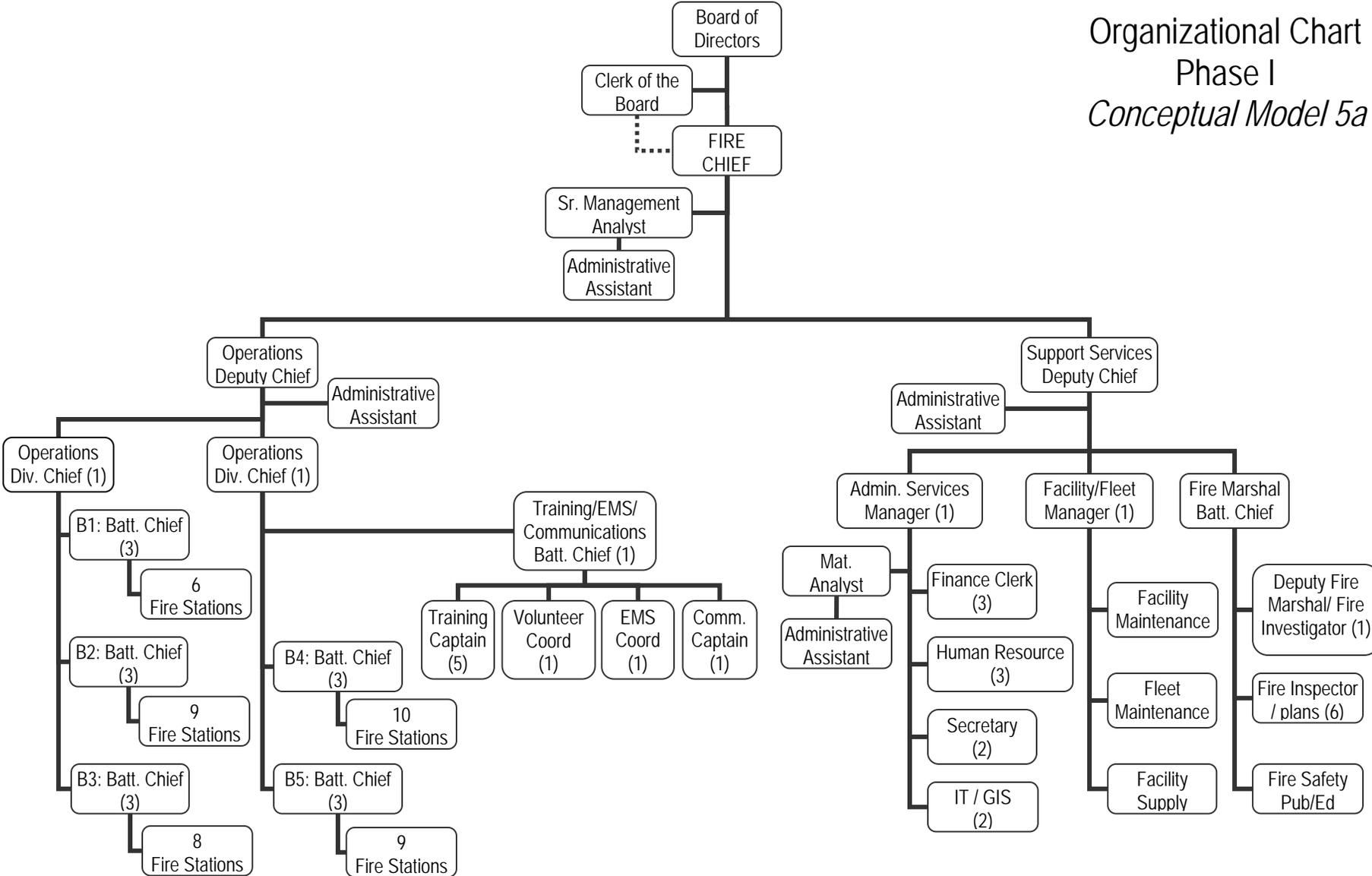


EXHIBIT THREE

# Organization of Fire Protection Agencies and Spheres of Influence

Unincorporated San Diego County—1963 to present

Prior to 1963, when the State Legislature created LAFCO to oversee all jurisdictional change, 25 special districts had already formed to provide fire protection and emergency medical services in the County of San Diego:

- 1963 EXISTING AGENCIES: Alpine FPD, Bonita-Sunnyside FPD, Borrego Springs FPD, Bostonia FPD, Crest FPD, Encinitas FPD, Fallbrook FPD, Grossmont-Mt. Helix FPD, Lakeside FPD, Lemon Grove FPD, Lower Sweetwater FPD, Montgomery FPD, Mootamai MWD, Pauma MWD, Pine Valley FPD, Poway MWD, Ramona FPD, Ramona MWD, Rancho Santa Fe FPD, Rincon del Diablo MWD, Santee FPD, Solana FPD, Spring Valley FPD, Vista FPD, Yuima MWD.
- April 18, 1967 FORMATION: CSA 7 (Rainbow)
- June 1970 Board of Supervisors establishes five-member Fire Protection Study Committee; one member appointed by each Supervisor. Technical advice provided by County staff and SDSU via County grant.
- September 29, 1970 FORMATION: CSA 25 (Jacumba)
- September 1971 Special districts representatives seated on LAFCO. Commission adopts rules and regulations regarding special districts; thereafter, special districts must receive LAFCO approval to activate latent powers.
- March 1973 County Fire Protection Study Committee releases report recommending increased fire protection role for County. Board of Supervisors establishes Office of Fire Services Coordinator and expands CDF contract, which County had maintained since early 1920s. Expanded contract provides CDF presence on State responsibility lands during the non-fire season and minimum levels of structural fire protection to unincorporated areas outside of fire protection districts. Contract cost of \$323,000 in 1972-73 increases to \$960,000 in 1973-74.<sup>1</sup>

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<sup>1</sup> *Fire and Emergency Services in San Diego County*, Supervisor George Bailey, Second District, County of San Diego, December 1988, pg.4.

- June 13, 1974 Board of Supervisors evaluates expanded CDF contract and determines contract-services deficient. Equity questions are also present, as contract is maintained with County general funds and major source of general fund revenue was property tax receipts—of which approximately 94 percent is paid by property owners in cities and special districts where taxpayers were already assessed a property tax rate to finance fire protection.
- Board decides to phase out CDF contract and encourage unincorporated communities to assume responsibility for their own structural fire protection. Board institutes a program to assist citizens in annexing to a special district or city with fire protection services; over 90 square miles annex and volunteer companies increase from five to 35. Program initiated to organize and train volunteer fire protection companies with hope that volunteer companies would evolve into some type of local agency or annex to existing agencies.
- July 1, 1975 Board of Supervisors terminates contract with CDF.
- 1975-1980 County General Fund assistance extended to volunteer fire protection companies; expectation that volunteer companies will form public agencies or annex to existing fire protection agencies by June 30, 1980.
- February 3, 1976 Board of Supervisors adopts Policy I-61; policy defines County role in supporting volunteer fire companies and specifically states, “no County fire department would be formed.” Board declares intent to continue funding volunteer assistance program for only five years. Office of Fire Services Coordinator responsible for implementing Policy I-61.
- June 7, 1976 LATENT POWERS: Rincon del Diablo MWD granted activation of latent powers for fire protection service.
- November 1, 1976 DISSOLUTION: Lemon Grove FPD dissolved; fire protection services assumed by City of Lemon Grove.
- November 1, 1976 FORMATION: CSA 89 (Santa Fe Mt./Del Dios)
- June 1978 Passage of Proposition 13. Agencies in existence prior to Prop 13 receive a portion of the one percent property tax revenue based on formulas contained in State Law; new agencies prohibited from sharing in the one percent.
- 1980-1982 Board of Supervisors extends general fund assistance to volunteer fire protection companies for an additional two years.
- June 2, 1980 MERGER: Poway MWD merges with City of Poway  
SUBSIDIARY: Santee FPD becomes subsidiary to City of Santee
- March 2, 1981 DISSOLVED: Ramona FPD  
LATENT POWERS: Ramona MWD granted activation of latent powers for fire protection service; assumes service responsibility of dissolved Ramona FPD.
- December 15, 1981 FORMATION: Deer Spring FPD
- January 11, 1982 FORMATION: CSA 107 (Elfin Forest)

June 8, 1982 FAILS AT ELECTION: Prop F Consolidated Rural FPD; would create fire protection district over all unincorporated territory not in a city or other fire protection service agency; benefit fee to finance services requires two-thirds voter approval.

July, 12, 1982 FORMATION: Valley Center FPD

November 2, 1982 FAILS AT ELECTION: Prop Y Consolidated Rural FPD II; same as Prop F with substantially reduced benefit fee.

December 31, 1982 County withdraws General Fund support from volunteer companies; dissolves uniform fire code and County Office of Fire Services Coordinator closes.

January 10, 1983 1st District Court ruling requires LAFCO to establish spheres-of-influence for all jurisdictions

March 14, 1983 FORMATION: Julian-Cuyamaca FPD  
 SOI: Julian-Cuyamaca FPD  
 SOI: Pine Valley FPD: Pine Valley FPD annex portions of territory from failed Consolidated Rural FPD

April 4, 1983 SOI: Alpine FPD  
 SOI: Crest FPD  
 SOI: Grossmont-Mt. Helix FPD  
 SOI: Lakeside FPD  
 SOI: CSA 25 (Jacumba)  
 SOI: Rural FPD  
 SOI: Ramona MWD

May 18, 1983 FORMATION: Rural FPD; includes one-third area contained in failed Prop F and Prop Y.

May 31, 1983 Board of Supervisors rescinds Policy I-61

June 6, 1983 FORMATION: CSA 109 (Mt. Laguna)  
 SOI: CSA 109 (Mt. Laguna)

July 1983 County agrees to extend base property tax and two percent annual increment to volunteer fire companies that reorganize into public agencies.

August 24, 1983 FORMATION: CSA 110 (Palomar Mt.)  
 SOI: CSA 110 (Palomar Mt.)

September 12, 1983 SOI: Spring Valley FPD

November 7, 1983 SOI: Fallbrook FPD  
 SOI: Spring Valley FPD  
 SOI: Deer Spring FPD  
 SOI: CSA 113 (San Pasqual)  
 SOI: CSA 7 (Rainbow)

December 23, 1983 FORMATION: CSA 111 (Boulevard)

January 4, 1984 FORMATION: CSA 112 (Campo)

February 6, 1984 SOI: CSA 107 (Elfin Forest)  
SOI: CSA 89 (Santa Fe Mt./Del Dios)  
SOI: Rancho Santa Fe FPD  
SOI: Solana FPD

March 5, 1984 SOI: Encinitas FPD

June 4, 1984 SOI: San Marcos FPD  
SOI: Vista FPD

June 19, 1984 DISSOLUTION: CSA 25 (Jacumba)

November 5, 1984 SOI: Mootamai MWD  
SOI: Yuima MWD  
SOI: Valley Center FPD  
SOI: Pauma Valley MWD

February 4, 1985 SOI: Lower Sweetwater FPD

April 1, 1985 SOI: Rincon del Diablo MWD

April 8, 1985 MERGER: Santee FPD with City of Santee  
FORMATION: CSA 115 (Pepper Drive)  
SOI: CSA 115 (Pepper Drive)

July 1, 1985 SOI: Bonita-Sunnyside FPD  
SOI: Montgomery FPD

August 5, 1985 SOI: Bostonia FPD

December 31, 1985 DISSOLVED: Montgomery FPD; fire protection service assumed by  
City of Chula Vista.

May 1986 Proposals received for consolidation of (a) Lakeside and Bostonia  
FPDs; and (b) Alpine, Crest, Grossmont-Mt Helix and Bonita-  
Sunnyside FPDs. Fire District Reorganization Committee appointed  
to review proposals.

July 1, 1986 SUBSIDIARY: Solana FPD became subsidiary district to City of Solana  
Beach.

October 1, 1986 SUBSIDIARY: Encinitas FPD becomes subsidiary to City of Encinitas.

November 17, 1986 DISSOLVED: Fallbrook FPD and CSA 7 (Rainbow)  
FORMATION: North County FPD  
SOI: North County FPD

January 1987 Fire District Reorganization Committee recommends two  
consolidations: (a) Alpine, Bostonia, Crest and Lakeside FPDs; and  
(b) Grossmont-Mt. Helix and Spring Valley FPDs.

April 1987 Lakeside FPD withdraws from consolidation effort, citing uncertainty  
over funding levels and disagreement with Crest and Alpine FPDs  
over terms and conditions; Grossmont-Mt. Helix and Spring Valley  
continue consolidation negotiations.

July 1, 1987 DISSOLVED: CSA 89 (Del Dios) and Rancho Santa Fe FPD  
FORMATION: Rancho Santa Fe FPD (new)

- October 1, 1987 SUBSIDIARY: San Marcos FPD and City of San Marcos
- November 2, 1987 CONSOLIDATION: Grossmont-Mt. Helix FPD and Spring Valley FPD; emerged as San Miguel Consolidated FPD.  
SOI: San Miguel Consolidated FPD
- December 24, 1987 MERGER: Solana FPD with City of Solana Beach
- November 1990 FAILS AT ELECTION: Proposal to annex 20 square miles of the unincorporated community of De Luz to the North County FPD; special tax to help fund services requires two-thirds voter approval.
- May 5, 1994 CONSOLIDATION: Bostonia FPD and Crest FPD; emerged as East County FPD.  
SOI: East County FPD
- June 16, 1995 MERGER: Encinitas FPD and City of Encinitas
- February 1, 1999 Task Force on Fire Protection and Emergency Medical Services created; provides collaborative forum to discuss issues related to regional fire protection and emergency medical services.
- May 2001 LAFCO approves reorganization to dissolve Lower Sweetwater FPD and form CSA as successor agency.
- March 3, 2002 FAILS AT ELECTION: Proposal for dissolution of Lower Sweetwater FPD defeated 60.5 to 39.4 percent.
- May 2003 Task Force on Fire Protection and Emergency Medical Services releases preliminary estimates for consolidating unincorporated area fire protection agencies. Consolidation of all unincorporated area agencies would require approximately \$110 million *additional* annual revenue; consolidation of eight east county agencies would require \$18 million in *additional* annual revenue.
- November 2, 2004 APPROVED AT BALLOT: Prop C; advisory vote concerning voter support for consolidation of unincorporated area fire protection agencies—provided consolidation results in better coordinated and enhanced delivery of fire protection and emergency medical services at no additional cost; a consolidated organization would be funded from existing revenues; receives 82 percent approval.
- November 2004 Board of Supervisors, citing Prop C, sends letter to LAFCO requesting Commission to initiate consolidation of unincorporated area fire protection agencies.
- February 7, 2005 LAFCO initiates a reorganization consisting of the dissolution of 16 Fire Protection Districts, seven County Service Areas and deactivation of fire protection and emergency medical functions from five Municipal Water Districts.
- April 19, 2005 Board of Supervisors adopts resolution initiating an application with LAFCO for formation of a Regional Fire Protection District
- August 1, 2006 Substantially Similar Proposal (SSP) drafted by San Diego Fire Chiefs' Association accepted by Commission. SSP provides plan to reorganize unincorporated area fire protection agencies in two phases and places unincorporated territory with most critical need in Phase I.

PHASE 1  
Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
Borrego	Sta. 61 2324 Stirrup Rd. Borrego Springs CA 92004 T.B. 1058/J-2	No Improvements \$ 0.	No Improvements \$ 0.
Deer Springs	Sta. 1 8709 Circle R Dr. Escondido, CA 92026 T.B. 1086/J-6	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. 2 1321 Deer Spr. Rd. Escondido, CA 92026 T.B. 1089 /C-7	New Station \$ 2,500,000.	New Station \$ 2,500,000.
	Sta. (Miller) 9127 Lilac Rd. Escondido, CA 92028 T.B. 1048/J-6	New Station Developer Funded \$ 0.	New Station Developer Funded \$ 0.
East County	Sta. 18 (Crest) 1811 Suncrest Blvd. El Cajon, CA 92021 T.B.1252/J-3	Crew Area Improvements \$ 500,000.	Crew Area Improvements \$ 500,000.
	Sta. 19 (Bostonia) 1273 Claredon St. El Cajon, CA 92019 T.B. 1251/J-3	New Station \$ 2,500,000. (Cost could be offset by Cooperative efforts with Lakeside FPD/El Cajon FD)	New Station \$ 2,500,000. (Cost could be offset by Cooperative efforts with Lakeside FPD/El Cajon FD)

PHASE 1  
Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
Julian-Cuyamaca	Sta. 71 2645 Farmers Rd. Julian, CA 92036 T.B. 1136/A-6	New Station \$ 2,500,000.	New Station \$ 2,500,000.
	Sta. 74 3460 Engineers Rd. Julian, CA 92036 T.B. 1176/D-4	Crew Area Improvements \$ 1,000,000.	Crew Area Improvements \$ 500,000.
Pine Valley	Sta. 84 28850 Old Hwy 80 Pine Valley, CA 91962 T.B. 1237/C-7	Crew Area Improvements \$ 500,000.	Crew Area Improvements \$ 500,000.
S.D. Rural	Sta. 62 (Lawson Valley) 3890 Montiel Trk. Trl. Jamul, CA 91935 T.B. 1274/ B-3	New Station \$ 2,500,000.	New Station \$ 2,500,000.
	Sta. 64 (Lee Valley) 15781 ½ Lyons Valley Rd. Jamul, CA 91935 T.B. 1293/F-1	New Station \$ 2,500,000.	New Station \$ 2,500,000.
	Sta. 65 (Donovan C. F.) 480 Alta Rd. San Diego, CA 92154 T.B. 1332/C-7	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. 66 (Jamul)	New Station \$ 3,500,000.	New Station \$ 3,500,000.

PHASE 1  
Fire Station Capital Cost Estimates

	First Responder All Paid	First Responder with Volunteers
14145 Hwy 94 Jamul, CA 91935 T.B. 1292/H-3 (25 Reserve Firefighters)		
Sta. 75 (Dehesa) 5425 Dehesa Rd. El Cajon, CA 92019 T.B. 1253/C-5	New Apparatus Building      \$ 1,000,000.	New Apparatus Building      \$ 1,000,000.
Sta. 76 (Harbison Canyon) (Station destroyed-Cedar) El Cajon, CA 92019 T.B. 1253/C-1	New Station      \$ 2,500,000.	New Station      \$ 2,500,000.
Sta. 77 (Deerhorn) 2383 Honey Springs Rd. Jamul, CA 91935 T.B. 1294/D-6	No Improvements      \$ 0.	No Improvements      \$ 0.
Sta. 78 (Dulzura) 1135 Community Bldg. Rd. Dulzura, CA 91917 T.B. 429/J-9	Crew Area Improvements      \$ 1,200,000.	Crew Area Improvements      \$ 500,000.
Sta. 79 (Tecate) 444 Tecate Rd. Tecate, CA 91980 T.B. 429/L-10	New Station      \$ 2,500,000.	Crew Area Improvements      \$ 500,000.

PHASE 1  
Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
	Sta. 80 (Petrero) 24550 Hwy 94 Petrero, CA 91963 T.B. 429/L-10	Crew Area Upgrade \$ 1,000,000.	Crew Area Upgrade \$ 500,000.
	Sta.82 (Lake Morena) 29690 Oak Dr. Campo, CA 91962 T.B. 1296/F-5	Minor Upgrades \$ 50,000.	Minor Upgrades \$ 50,000.
	Sta. 85 (Descanso) 9718 River Dr. Descanso, CA 91916 T.B. 1236/A-2	Minor Upgrades \$ 100,000.	Minor Upgrades \$ 100,000.
	Sta. 88 (Jacumba) 1255 Jacumba St. Jacumba, CA 91934 T.B. 1300/G-5	Upgrades \$ 100,000.	Upgrades \$ 100,000.
Valley Center	Sta. 72 28234 Lilac Rd. Valley Center, CA 92082 T.B. 1090/D-3	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. 73 28205 No. Lk. Wohlford Rd. Valley Center, CA 92082 T.B. 1091/C-2	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. (Valley Center) 28741 Cole Grade. Rd	New Station \$ 2,500,000.	New Station \$ 2,500,000.

PHASE 1  
Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
	Valley Center, CA 92082 T.B.1090/F-1		
Ramona	Sta. 80 829 San Vicente Rd. Ramona, CA 92065 T.B. 1152/G-6	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. 81 24462 San Vicente Rd. Ramona, CA 92065 T.B. 1173/F-4	No Improvements \$ 0.	No Improvements \$ 0.
	Sta. 82 3410 Dye Rd. Ramona, CA 92065 T.B. 1172/C-	No Improvements \$ 0.	No Improvements \$ 0.
Yuima/Mootamai/ Pauma MWD	Rincon Station 16971 Highway 76 Pauma Valley CA 92061 T.B. 1051/D-7	New Station \$ 2,500,000.	New Station \$ 2,500,000.
Elfin Forest CSA 107	Station 1 21223 Elfin Forest Rd. Escondido, CA 92029 T.B 1148/G-2	Crew Area Improvements \$ 500,000.	Crew Area Improvements \$ 500,000.
Mt. Laguna CSA 109	Station 83 10385 Sunrise Highway	Crew Area Improvements \$ 1,000,000.	Crew Area Improvements \$ 500,000.

PHASE 1  
Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
	Mt. Laguna, CA 91948 T.B. 430/B-5		
Palomar Mt. CSA 110	Station 97 21670 Crestline Rd. Palomar Mt., CA 92060 T.B. 409/G-7	Crew Area Improvements \$ 1,000,000.	Crew Area Improvements \$ 500,000.
Boulevard CSA 111	Station 87 39923 Ribbonwood Rd. Boulevard, CA 91905 T.B. 1300/D-6	Crew Area Improvements \$ 1,000,000.	Crew Area Improvements \$ 500,000.
Campo CSA 112	Sta. 86 (CSA-112) Jeb Stuart Rd. Campo, CA 91906 T.B. 430/B-10	New Station \$ 2,500,000.	New Station \$ 2,500,000.
San Pasqual CSA 113	Sta. 93 (CSA-113) 17701 San Pasqual V. Rd. Escondido, CA 92025 T.B 1131/F-7	Crew Area Improvements \$ 500,000.	Crew Area Improvements \$ 250,000.
De Luz VFD	De Luz 39524 Daily Rd. Fallbrook, CA 92028 T.B. 996/H-2	New Station \$ 2,500,000.	Station Improvements \$ 500,000.
Intermountain VFD	Sta. 95 25858 "A" Hwy. 76 Ramona, CA 92065 T.B. 1153/J-1	Crew Area Improvements \$ 250,000.	Crew Area Improvements \$ 250,000.

PHASE 1  
Fire Station Capital Cost Estimates

		First Responder All Paid	First Responder with Volunteers
Ocotillo Wells VFD	Sta. 89 5841 Highway 78 Borrego Springs, CA 92004 T.B. 410/F-10	Crew Area Improvements \$ 1,000,000.	Crew Area Improvements \$ 5 00,000.
Ranchita VFD	Sta. 81 37370 Montezuma Vly. Rd. Ranchita, CA 92066 T.B. 410/A-9	New Station \$ 2,500,000.	Station Improvements \$ 500,000.
Shelter Vly. VFD	Sta. 98 7260 Great S Overland Stage Rte. Julian, CA 92036 T.B. 1136/C-6	Crew Area Improvements \$ 200,000.	Crew Area Improvements \$ 200,000.
Sunshine Summit VFD	Sta. 99 35227 Highway 79 Warner Springs, CA 92086 T.B. 409/J-6	Crew Area Improvements \$ 200,000.	Crew Area Improvements \$ 200,000.
Warner Springs VFD Dissolved 7/2006	No Station Warner Springs Sta.	New Station \$ 2,500,000.	New Station \$ 2,500,000.
TOTALS – 42 FIRE STATIONS		\$47,100,000.	\$37,150,000.

- Estimate source for 32 stations provided by County Department of Planning and Land Use (DPLU).
- Estimate source for 10 stations provided by LAFCO consultant using DPLU costs.

Phase I—FY05-06 Revenues

			FY 05-06 Property Tax				FY 05-06 Voter-Approved Assessment				
	FY 05-06 County Subsidy	Formed Before Prop. 13	Assessed Value	Revenue as % of Value	Parcel Count	Total Revenue	Fund Name	Parcel Count	Fund Total	Total Revenue	
<b>Public Agencies</b>											
1.	Borrego Springs FPD	\$ 0	✓	\$ 461,859,342	0.1890%	5,833	\$ 872,970	Fire Special Tax	5,611	\$ 222,500	\$ 222,500
2.	Deer Springs FPD	22,000		1,786,502,448	0.0189%	29,437	338,049	Fire Standby	29,286	1,259,850	
		128,600						Fire Suppression	27,860	1,349,878	2,609,728
3.	East County FPD	0	✓	602,903,883	0.1030%	2,530	621,164	Fire Special Tax	1,306	59,960	
4.	Julian-Cuyamaca FPD	22,000		475,831,981	0.0302%	4,772	144,066	Fire Sp. Tax Bostonia	816	200,432	
5.	Pine Valley FPD	21,000		202,135,578	0.0710%	1,228	143,536	Paramedic	1,895	303,118	563,510
6.	San Diego Rural	1,460,000		1,979,920,645	0.0250%	10,268	496,468	Structural Fire	2,081	105,800	105,800
								—			0
7.	Valley Center FPD	25,000		1,930,297	0.0193%	6,876	374,448	Descanso—Fire	1,015	53,750	
		128,600						Dulzura—Fire	197	11,550	
8.	Mootamai MWD	<sup>a</sup> 0	✓	13,422,519	0.0694%	99	9,319	Tecate—Fire	63	13,400	
9.	Pauma MWD	<sup>a</sup> 0	✓	25,839,956	0.0475%	112	12,290	Potrero—Fire	275	15,400	
10.	Ramona MWD	0	✓	3,103,989,964	0.0757%	16,696	<sup>b</sup> 2,351,980	Jacumba—Fire	282	16,150	
11.	Yuima MWD	<sup>a</sup> 128,600	✓	290,877,555	0.1101%	1,005	320,435	Rural West—Fire	2,994	340,450	
								Otay Mesa CFD	1	22,070	
								Hidden Valley CFD	10	111,653	583,423
								Fire Standby	6,641	1,029,229	
								Valley Center CFD	5,103	194,046	1,223,275
								—			0
								—			0
								Fire & Paramedic	11,511	2,514,438	2,514,438
								Fire Special Tax	984	48,509	48,509

<sup>a</sup>.The Mootamai and Pauma MWDs cooperate in a JPA with the Yuima MWD to fund a CDF Amador Plan. The County fire program also subsidizes the Amador Plan— providing an indirect subsidy to the Mootamai and Pauma Districts.

<sup>b</sup> The Ramona MWD received \$4,343,903 in FY 05-06 property tax revenue. Using formulas in State Law, it is estimated that \$2,351,980 would transfer to a successor fire protection service provider.

			FY 05-06 Property Tax				FY 05-06 Voter-Approved Assessment			
	FY 05-06 County Subsidy	Formed Before Prop. 13	Assessed Value	Revenue as % of Value	Parcel Count	Total Revenue	Fund Name	Parcel Count	Fund Total	Total Revenue
1.	CSA 107 (Elfin Forest)	0	202,358,898	0.0153%	541	30,972	Structural Fire	514	220,068	220,068
2.	CSA 109 (Mt. Laguna)	20,500	23,798,898	0.0839%	324	19,982	Fire & EMS	262	20,550	20,550
3.	CSA 110 (Palomar Mtn)	23,400	77,341,051	0.0321%	867	24,863	Fire Protection	853	47,524	47,524
4.	CSA 111 (Boulevard)	36,400	131,728,587	0.0311%	1,495	41,096	—			0
5.	CSA 112 (Campo)	22,000	109,801,557	0.0284%	994	31,275	—			0
6.	CSA 113 (San Pasqual)	22,000	94,683,800	0.0245%	348	23,216	Fire Protection	343		55,511
<b>Volunteer Organizations</b>										
1.	De Luz Heights	23,000	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
2.	Inter-Mountain	22,000	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
3.	Ocotillo Wells	21,000	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
4.	Ranchita	22,000	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
5.	Shelter Valley	21,000	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
6.	Sunshine Summit	23,000	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
TOTAL		<sup>c</sup> \$1,890,900	n/a	n/a	n/a	\$5,886,800	n/a	n/a	n/a	\$8,215,842

<sup>c</sup> County subsidies fund additional fire protection programs for: (1) CDF Amador Plans and CDF training officers (\$1,695,270); (2) replacement of shared-use apparatus (\$1,258,830); and (3) miscellaneous equipment and services (\$185,000). Total FY 05-06 County expenditure within Phase I: \$5.03 million.



# Campo Kumeyaay Nation

Chairman H. Paul Cuero, Jr.  
Vice Chairman Ralph Goff  
Secretary Kerm Shipp  
Treasurer Michael Connolly Miskwish  
Committee Jackie Lelafu  
Committee Russlyn Burch  
Committee Nehemiah Dyche

March 9, 2005

To: Bud Pocklington  
Chairman, LAFCO

From: Harry P. Cuero J.R.  
Chairman, Campo Kumeyaay Nation

Subject: Reorganization of Fire Protection Districts

Mr. Chairman

Thank you for the letter updating our tribe on the approval from LAFCO to reorganize the fire protection districts in the unincorporated area of San Diego County. The Campo Kumeyaay Nation supports this endeavor as written to bring quality fire and emergency services to this part of the county, with one exception.

After reviewing the map included with your letter, it is apparent that the county still has the Campo Indian Reservation being serviced by CSA 111, (Boulevard), CSA 112, (Campo), and Rural Fire District volunteer fire departments. The Campo Reservation is and has been for a number of years served by the Campo Reservation Fire Protection District (CRFPD). Our Fire District is an all risk, professional department, staffed 24/7 with four fire personnel and one Chief Officer on duty daily. Additionally, the Campo Reservation Fire Protection District also serves the Old Campo, La Posta, Manzanita, and Ewiiapaayp Reservations thru contracts for fire protection and emergency services. All wildland fire suppression is the responsibility of The California Department of Forestry and Fire Protection thru contracts with the Bureau of Indian Affairs.

The Campo Kumeyaay Nation request that LAFCO recognize the boundaries of the Campo Reservation Fire Protection District, and exclude the for-named Indian Lands from any future reorganization plans.

Thank you in advance for your help in this matter, and we look forward to working with you in the future. If you have any questions, please feel free to contact Campo Reservation Fire Protection District, Chief Steven M. Cuero at 619-478-2371.

Sincerely

A handwritten signature in cursive script that reads "Harry Paul Cuero Jr".

Harry P. Cuero  
Tribal Chairman  
Campo Kumeyaay Nation

EXHIBIT SEVEN

SALARY AND BENEFIT SURVEY  
April 2006

Position	04/05 Median Salary*	05/06 Median Salary**	% of Change	05/06 Median Total Comp.**	05/06 CDF Total Comp.***	05/06 CDF Salary
Fire Chief	126,000.	142,272.	12.9%	201,348.	161,117.	96,495.
Dpty/Dev. Chief	104,452.	111,480.	6.7%	154,332.	160,374.	95,352.
Batt. Chief	96,443.	105,624.	9.52%	153,210.	190,445.	114,061.
Fire Captain	71,220.	76,008.	6.72%	105,228.	130,604.	84,358.
Fire Engineer	59,904.	64,440.	7.57%	90,600.	110,215.	69,767.
Firefighter/PM	60,676.	64,656.	6.55%	92,796.	105,011.	66,051.
Firefighter	53,460.	55,728.	4.24%	80,556.	98,169.	61,157.
Fire Prev. Spl.	61,092.	61,092.	0%	81,948	72,307.	46,320.

\* Source – CALPACS Survey 3/2005 based on 56 Hr. Work Week

\*\* Source - CALPACS Survey 4/2006 based on 56 Hr. Work Week

\*\*\* Source - CDF Schedule A-4142 and A-4144 agreements FY 06/07 for Cooperative Fire Programs. CDF schedules based on 72 Hr. Work Week. A 9.92% Administrative Charge was added for all positions and a 3.5% longevity pay was added for the Fire Chief, Deputy Fire Chief and Battalion Chief positions to determine total position cost.

SALARY AND BENEFIT COST COMPARISON  
Regional median cost vs. CDF cost

	Regional Median*		CDF**	
	FY 05-06 Salary	FY 05-06 Total Compensation	FY 05-06 Total Compensation	FY 05-06 Salary
Fire Chief (40 hrs)	\$ 142,272	\$ 201,348	\$ 161,117	\$ 96,495
Deputy Dev Chief (40 hrs)	111,480	154,332	160,374	95,352
Battalion Chief	105,624	153,204	190,445	114,061
Fire Captain	76,008	105,228	130,604	84,358
Fir Engineer	64,440	90,600	110,215	69,767
Firefighter/PM	64,656	92,796	105,011	66,051
Firefighter	55,728	80,556	98,169	61,157
Fire Prev. Spl. (40 hrs)	\$ 61,092	\$ 81,948	\$ 72,307	\$ 46,320

\* Source: CALPAC Survey 4/2006 based on 56 hr workweek unless otherwise noted.

\*\* Source: CDF Schedule A-4142 and A-4144 Agreements FY 2006-07 for Cooperative Fire Programs. CDF schedules based on 72 hr. workweek unless otherwise noted. A 9.92 percent administrative charge was added to all CSD I positions and a 3.5 percent longevity pay was added to CDF Fire Chief, Deputy Chief, and Battalion Chief positions to determine total position cost.