

**SAN MIGUEL CONSOLIDATED FPD RESPONSE TO
LAFCO'S REQUEST FOR SUPPLEMENTAL INFORMATION
Proposed CSA 115 - Pepper Drive Reorganization No. 1 (San Miguel Consolidated FPD)
(RO14-12)**

PERSONNEL

1. What turnover of emergency responders in the position of Fire Captain, Fire Engineer and Firefighter/Firefighter Paramedic has your agency experienced in the last three years?

San Miguel FPD

- What are the numbers of authorized/budgeted positions for Fire Captain, Fire Engineer and Firefighter/Firefighter Paramedic for you agency?
- Of those identified in the positions above, identify how many of those positions are currently filled at the authorized number?
- What is the average experience in years for the position of Fire Captain?
- What is the average experience in years for the position of Fire Engineer?
- What is the average experience in years for the position of Fire Firefighter?

The following information is based on a snapshot of the CAL FIRE San Diego Unit taken 04/27/2015: Recognizing these times are for the current position assigned. We would be glad to provide overall department service years if requested.

- **Battalion Chiefs:**
 - **Positions funded = 25**
 - **Positions filled = 25**
 - **Average time in class = 3 years, 234 days**
 - **24-hour coverage, minimum 7 Battalion Chiefs on-duty each day**
- **Fire Captains:**
 - **Positions funded = 140**
 - **Positions filled = 136**
 - **Average time in class = 5 years, 227 days**
 - **It should be noted that two Fire Captains were hired in the Unit, effective 5/25/2015. These two individuals have an average time in class of 5 years, 9 months.**
- **Fire Apparatus Engineers:**
 - **Positions funded = 81**
 - **Positions filled = 79**

- **Average time in class = 5 years 227 days**
- **It should be noted that two Fire Apparatus Engineer Paramedics were hired for San Miguel FPD specifically, to be effective in the District 06/01//2015.**

- **Fire Fighter II Paramedics:**
 - **Positions funded = 63**
 - **Positions filled = 51**
 - **Average time in class = 1 year 183 days**

It should be noted that 24 Fire Fighter II Paramedics were hired, to be effective in the Unit between 4/27/2015 and 5/18/2015. Most of these individuals do not have time in class with CAL FIRE.

We would like to provide a brief description of the level of training that CAL FIRE employees receive in comparison to Lakeside firefighters.

CAL FIRE/San Miguel is the only agency in the Central/East Zones that provides Fire Captains, Fire Engineers and Firefighter Paramedics a State Certified Fire Academy training curriculum that is staffed with full-time instructors in a full-time Fire Academy setting.

This type of fire academy training is the standard for all large, professional fire departments in the State of California such as San Diego City, Los Angeles City and Los Angeles County.

Lakeside and other agencies in the Central/East Zones use a part-time academy setting with part-time instructors to train firefighters.

In addition, all CAL FIRE/San Miguel Fire Captains and Fire Engineers attend an intensive and rigorous Emergency Vehicle Operations Course (EVOC) in a full-time Fire Academy setting with full-time instructors.

Lakeside and other agencies in the Central/East Zones do not utilize this level of intensive and rigorous EVOC/Fire Apparatus training. The CAL FIRE Fire Apparatus Engineer Academy is an on-site 8 week academy covering every facet of fire apparatus operations.

CAL FIRE/San Miguel Captains, Fire Engineers and Firefighter Paramedics are trained in Truck Company Operations, and maintain and develop these important skills by working on CAL FIRE/San Miguel Truck Company 7675.

Lakeside does not have or staff a Truck Company and must rely on Mutual Aid for Truck Company assistance. The CSA 115 negotiations that Lakeside and San Miguel worked on for months included a 20% share of the CSA 115 revenue to purchase a Truck Company for Lakeside FPD.

CAL FIRE/San Miguel staffs a Fire Prevention Bureau with a full-time experienced Deputy Fire Marshal and full-time Fire Inspector supported by 2 part-time positions.

Lakeside does not have or staff a Fire Prevention Bureau. San Miguel is currently prepared to assume all Fire Prevention responsibilities for CSA 115 and has the personnel to do so immediately.

COUNTY OPERATIONAL FIRE "ZONE"

2. What County Operational Fire "Zone" is your fire district located in?

San Miguel Fire District is in the East Zone.

San Miguel FPD

- **What "Zone" is San Miguel located within? If San Miguel is in a different "Zone" than Lakeside, are there any operational differences or issues?**

The San Miguel Fire District is in the East Zone as of January 1, 2013. Prior to that date San Miguel Fire District was in the Central Zone (Old Zone 4) since 1988. Lakeside is in the Central Zone.

East Zone and Central Zone work together seamlessly on a daily basis as evidenced by the more than 2,500 responses that the San Miguel Fire District provides to the Central Zone on an annual basis with CAD to CAD automatic dispatching.

San Miguel Fire is a member of the Heartland Training Facility at which East and Central Zone resources share the same training location, instructors and tactics.

East Zone provides instructors, apparatus, equipment and personnel to the Central Zone Fire Academy which is run through HCFA.

East Zone and Central Zone both follow the San Diego County Operational Area Policies.

There have been many agencies changing Operational Fire Zones over the years with no major operational issues.

The Central Zone is contiguous by not only East Operational Zone agencies, but also North, South and Metro Zones with no major issues.

DISPATCH

3. Given the extensive reliance on Automatic Aid/Nearest Available Unit response to an emergency, please explain how two different dispatch agencies (Heartland/CAL FIRE) coordinate the dispatch of appropriate resources.

San Miguel FPD

- Discuss how CAL FIRE coordinates overall dispatch of resources and how CAL FIRE coordinates with Heartland; discuss any differences in how resources are dispatched in relationship to Heartland.

Monte Vista is an inter-agency Command Center in cooperation with the U.S. Forest Service. Not only do we coordinate with Heartland, but with San Diego City, North Com and the Cleveland National Forest. With all of our agencies, we use “dynamic routing” in our CAD to determine the closest resource. We dispatch based on the closest resource concept, regardless of agency.

We get this information from Automatic Vehicle Location (AVL) and use the ETA of the units based on last known location. AVL updates every 30 seconds to the CAD and is then sent CAD to CAD via the Regional CAD Interoperability Project (RCIP). The RCIP is what San Diego County uses for the different CAD programs, and it is utilized to communicate with each other seamlessly. This allows all participating agencies to view equipment and locations, provided they have AVL in near real time.

The certain response areas in CAD are pre-programed to send the appropriate resource request automatically through RCIP to the correct dispatching agency. For example, if there is a call in the Heartland dispatch area, but a Monte Vista resource is closer, Heartland will make contact with Monte Vista via phone and request that engine. Or, if there is a call in the Monte Vistas dispatch area and a Heartland engine is closer, our CAD is programed to automatically send a request to Heartland for the closer engine. This request is followed up by a phone call for clarification.

In the event that Heartland is not able to dispatch, Monte Vista Command Center is the secondary call center for Heartland resources. Monte Vista is a fully functioning Command Center with direct access to dispatch State and County Aircraft. Our 911 system is currently using Enhanced 911 which allows the Automatic Number Identification (ANI) and Automatic Location Information (ALI) to be automatically loaded into CAD when a call comes in to speed the dispatch process.

Monte Vista is currently in the process of upgrading the system yet again to the Next Generation 911 system, which could potentially include several more valuable features such as TEXT 911. The current system features 13 operational pods to run multiple large fires, dispatch aircraft and still continue to handle the day-to-day 911 calls.

In addition, CAL FIRE has a fully-redundant statewide VHF radio system to use as back up in the event of the RCS/800 system failing; this occurred during the Southern California power outage and grid failure that occurred in September, 2011. The only communications available at that time were by way of VHF radio.

In the event of a catastrophic event/emergency, CAL FIRE has the ability to increase the current number of pods to include an Expanded Dispatch Center. IRE also has a mobile dispatch center that is self-contained and can be dispatched anywhere in the County. This unit is designated COMM 33 and is stationed at the CAL FIRE Monte Vista Headquarters, within the San Miguel Fire District. This unit has Satellite, 800 MHz and VHF capabilities.

The following are highlights from the Citygate Associates, LLC, report commissioned for the Heartland Communication Center identifying challenges facing Heartland Communications. It would appear that Heartland Communications future is not guaranteed. As stated in the Citygate report:

The current CAD-sharing agreement with North County Dispatch Joint Powers Authority (NCDJPA) is up in 2016.

The current shared CAD technology, according to HCFA dispatchers, is apparently not providing optimum real-time satisfactory performance to HCFA.

Staying independent and purchasing a stand-alone CAD system will increase the JPA's unfunded capital budget needs by \$1.2 million.

While the Center was partially remodeled, the building still has power and other long-term needs.

The JPA operating as a separate dispatch center will have to meet its unfunded obligation for the regional radio backbone upgrade of \$360,800 (2013 figures).

The conversion to a new CAD system could likely require temporary staffing (costs unknown) for conversion, testing, training, and administration/contract work.

Infrastructure Compromise: As evidenced by the recent electrical problem, an aging infrastructure exists in the current location. The facility was built to existing seismic standards of the time (approximately 40 years ago). It is unknown if there is a deficit when measured against current seismic standards for an essential services facility.

Security: The current location does not offer high-level security protection and cannot be modified without drastic changes to neighboring property uses.

Membership Changes: While HCFA has made significant modifications to its Charter to improve its chances of retaining member and contract agencies, it

continues to remain a fact that as public safety agencies continue to invest in technology and their people, the options increase for an agency to obtain services from others.

STATUS OF NEW FIRE STATIONS

4. What is the status of the purchase/lease of property for a "new/replacement" fire station?

San Miguel FPD

- Discuss whether San Miguel purchased or leased its new fire station that will serve Pepper Drive and the terms of the lease/purchase agreement. Provide the Assessor Parcel Number and address for the site; approximate lot size; general plan and zoning designations; use restrictions; permits needed for operations and occupancy; date of full occupancy and operations; number/type of equipment, apparatus, etc., personnel that will be or are located at the site.

The San Miguel Fire District purchased the property at 1105 Pepper Drive, El Cajon, California 92021, in an “all-cash” purchase and owns the property outright. This property has a fully remodeled four bedroom single-family dwelling that will be utilized for crew housing. San Miguel has a cash account dedicated for the completion and full occupancy of this new fire station. The Assessor Parcel Number is: 388-202-24-00, and the approximate lot size is 0.38 acres. Additional property details are:

- Zoning Designation is RS Residential/Special Purpose
- General Plan Designation is Village Residential VR-4.3 Dwelling/Unit per Acre
- Building Type: C Height: G Special Regulations: C Animal Regulations: Q
- Category: Village GPCODES: 6

The San Miguel Fire District is in the process of finalizing an RFP for construction of a 2-bay apparatus garage with office, storage and public restrooms. San Miguel is utilizing the San Diego County Fire Authority model of all metal apparatus structures, which are constructed at great cost-savings as compared to conventional construction.

By comparison and as an example of good government, the San Miguel Fire District is on target to complete this fully functional, permanent fire station at a cost of \$700,000 - \$800,000, significantly less than the industry standard.

San Miguel is currently responding Engine 7619 (E7619) from this location from approximately 10:00am to 8:00pm daily. It is anticipated that E7619 will go to 24-hour staffing prior to July 1, 2015.

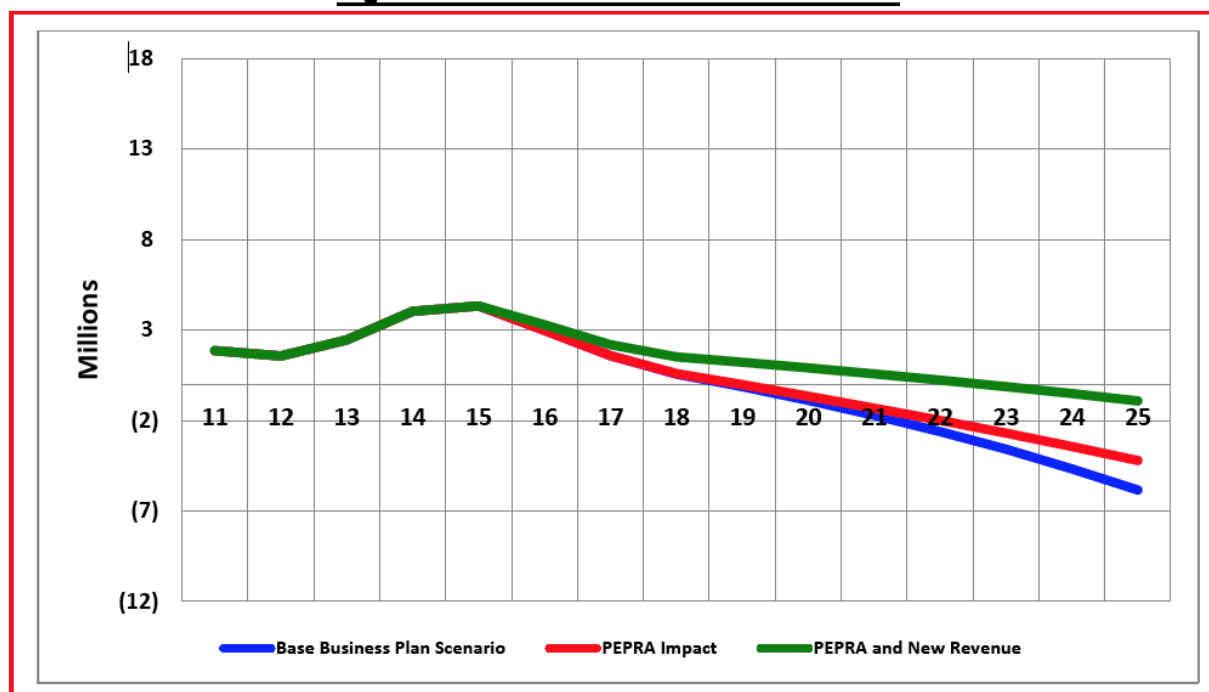
The fire station will be staffed 365/24/7 with a Fire Captain, Fire Apparatus Engineer and a Firefighter Paramedic

The fire station will be staffed with a Type-1 Fire Apparatus.

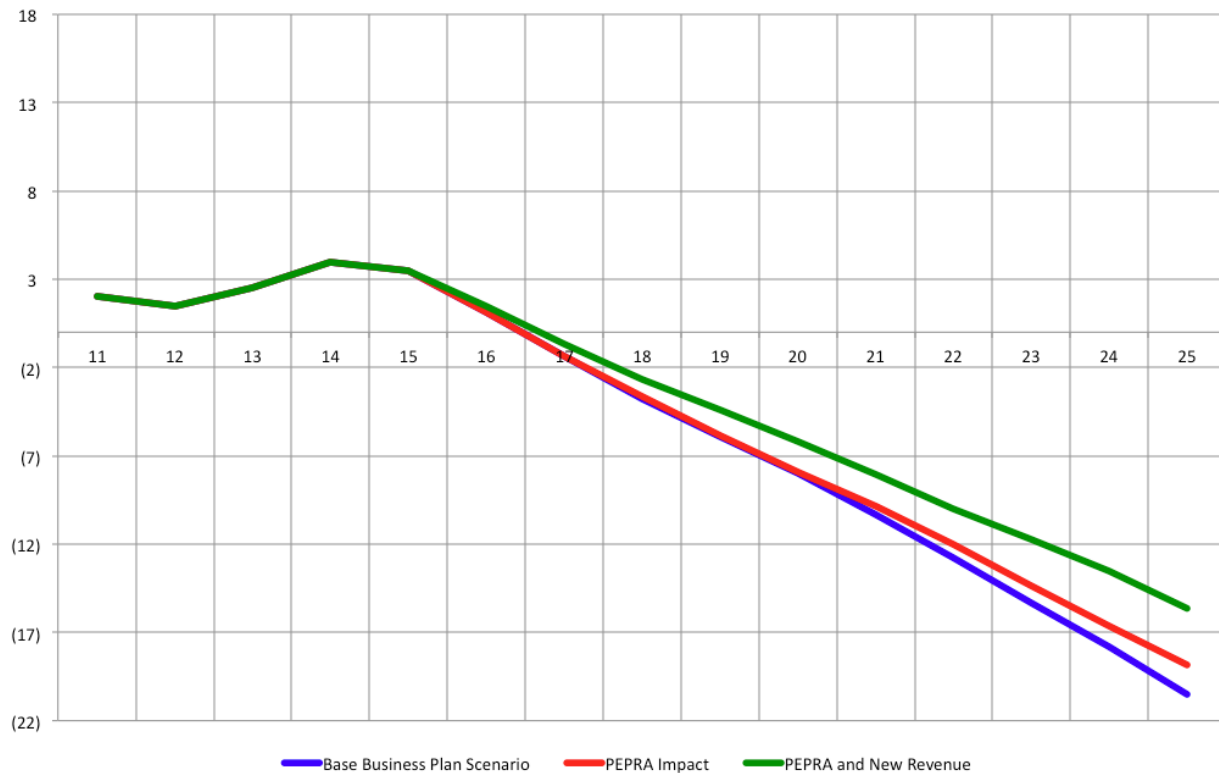
Lakeside FPD does not have the funding to build a new fire station as indicated by their Citygate Associates, LLC, analysis (please refer to Citygate's figure 11 below) which projects Lakeside's fund balance through the year 2025. It should be noted that this Citygate report was prepared August 4, 2014, before the State notified all CalPERS employers of additional charges that would be levied. The revised Figure 11 (revision done by San Miguel incorporating the impact of the additional CalPERS charges [see addendum], paints a rather bleak projection of Lakeside's finances. Their Fund Balance drops to below zero in the last quarter of 2016 and even with the additional income (presumably from CSA-115), the balance drops to below zero in the first quarter of 2017. Even using the best case scenario including the income from CSA-115, the balance drops to about -\$15 million by 2025. It also appears these numbers don't include the cost of building the new fire station or purchasing a new truck.

Lakeside would not have needed to build a new fire station had they chosen to honor the original negotiated cooperative plan, *and not be influenced by their firefighter's labor group who opposes the joint occupancy of facilities with CAL FIRE, as Lakeside's Fire Chief Parr and Lakeside Board members discussed during CSA 115 negotiations with San Miguel.*

Figure 11—Fund Balance – Three Scenarios



Revised Figure 11 - Fund Balance - Three Scenarios
from Lakeside Fire District's Citygate Report
(including new CalPERS Annual Liability Payment)



- Are there any property limitations (e.g., lot size and zoning, use restrictions, etc.) for the San Miguel "New/Replacement" fire station that would impact cooperative operations by both fire districts as a joint or shared facility? Discuss your response and elaborate on any barriers/prohibitions to joint or shared facility usage.

It must be heavily emphasized that the San Miguel Fire District Board of Directors arrived at the decision to purchase, build and occupy this fire station site only after many months of negotiations with a Committee from Lakeside FPD. The San Miguel Board President took the extra step of contacting Lakeside Fire after negotiations failed, by reaching out to the Lakeside Board President in order to save the negotiated agreement.

This location was agreed upon during cooperative, regional based negotiations between Lakeside & San Miguel, and a Draft Letter of Intent was agreed to by both committees for San Miguel to respond out of this location and provide Fire and EMS service to Lakeside FPD at no cost to Lakeside FPD.

Lakeside FPD unilaterally withdrew from negotiations after all items had been agreed to on the Letter of Intent, and chose to build their own station and receive all of the revenue from the taxpayers of CSA 115 and use it in Lakeside.

San Miguel has not done any studies on the requirements/logistics of a joint occupancy at this location, as this was not the direction both agencies agreed to pursue.

San Miguel is constructing a two-apparatus bay at this location and, as always, we welcome Lakeside or any other Fire/EMS agency to share the facility. There are currently no facilities to provide sleeping and/or office space to Lakeside as the San Miguel and Lakeside discussion focused on only one jointly agreed to fire apparatus. San Miguel welcomes sharing a joint facility that is cost-effective for the taxpayer; however, that would require additional site improvements.

We have been advised that the firefighters union in Lakeside is opposed to any joint sharing of fire station facilities with CAL FIRE/San Miguel, which was discussed with Lakeside Chief Parr and Lakeside Board members during CSA 115 negotiations with San Miguel.

SHARED FACILITIES

- 5. What "financial" benefits would your agency realize by cooperatively operating out of a single fire station built to accommodate two different fire response organizations?**

San Miguel FPD

- Discuss financial benefits associated with operating: (1) one single fire station built to accommodate two different organizations, and (2) two fire stations (San Miguel and Lakeside) operated separately by two fire districts.**

San Miguel welcomes sharing a joint facility if the location is selected to serve all 3 jurisdictions (San Miguel, CSA 115, and Lakeside) with equal response times.

San Miguel believes that funds from CSA 115 should be used in CSA 115 and could include a joint or shared station within or contiguous to the CSA 115 boundary, which the San Miguel site at 1105 Pepper Drive, meets.

The fire station site where Lakeside now wishes to build would be very costly in comparison to the existing San Miguel Fire Station now operating at 1105 Pepper Drive. The Pepper Drive fire station location is contiguous with CSA 115 while the Lakeside suggested fire station location is not.

In the extensive CSA 115 negotiations with Lakeside, there were numerous construction, demolition, grading, environmental, access and acquisition related costs to their suggested location that were identified by both Lakeside and San Miguel. The San Miguel fire station on Pepper Drive would be a far more cost-effective approach for the citizens of CSA 115, Lakeside and San Miguel.

There are no apparent financial benefits to having two fire stations located as close together as San Miguel's existing Pepper Drive Station and Lakeside's proposed future fire

station at Winter Gardens Boulevard and Royal Road. It should be noted that Lakeside currently does not appear to have the funding to purchase and build their proposed station. Lakeside's plan to build their own station at Winter Gardens Boulevard and Royal Road only benefits Lakeside, not CSA 115, and not San Miguel. A response from the proposed Lakeside location would have their apparatus driving right by the Pepper Drive Fire Station to a majority of its calls into CSA-115. It is also very counterintuitive for Lakeside to build a fire station so close to the existing Pepper Drive operational fire station. It certainly seems Lakeside's expenditures of its limited funds on an almost duplicate station do not seem to be a prudent use of taxpayer funds.

There would be a financial benefit for both agencies to occupy the 1105 Pepper Drive site as this is the most cost effective site and would allow both agencies to serve their own jurisdiction and provide excellent and redundant service to the resident/taxpayers of CSA 115. Each agency would be responsible for their living quarters and office but share San Miguel's apparatus bay.

The San Diego County Fire Authority model of fire station construction is proven, cost-effective, and is the future standard to improve and construct capital facilities at this location. Station 24 shown below is an example of that type of construction.



SDCFA Station 24 Harbison Canyon

PROJECTED CALL VOLUME

6. Given that both agencies (Lakeside/San Miguel) each propose to build separate fire stations in close proximity to each other, what would be the projected percentage of calls to the former territory in CSA 115 and nearby jurisdictions?

San Miguel FPD

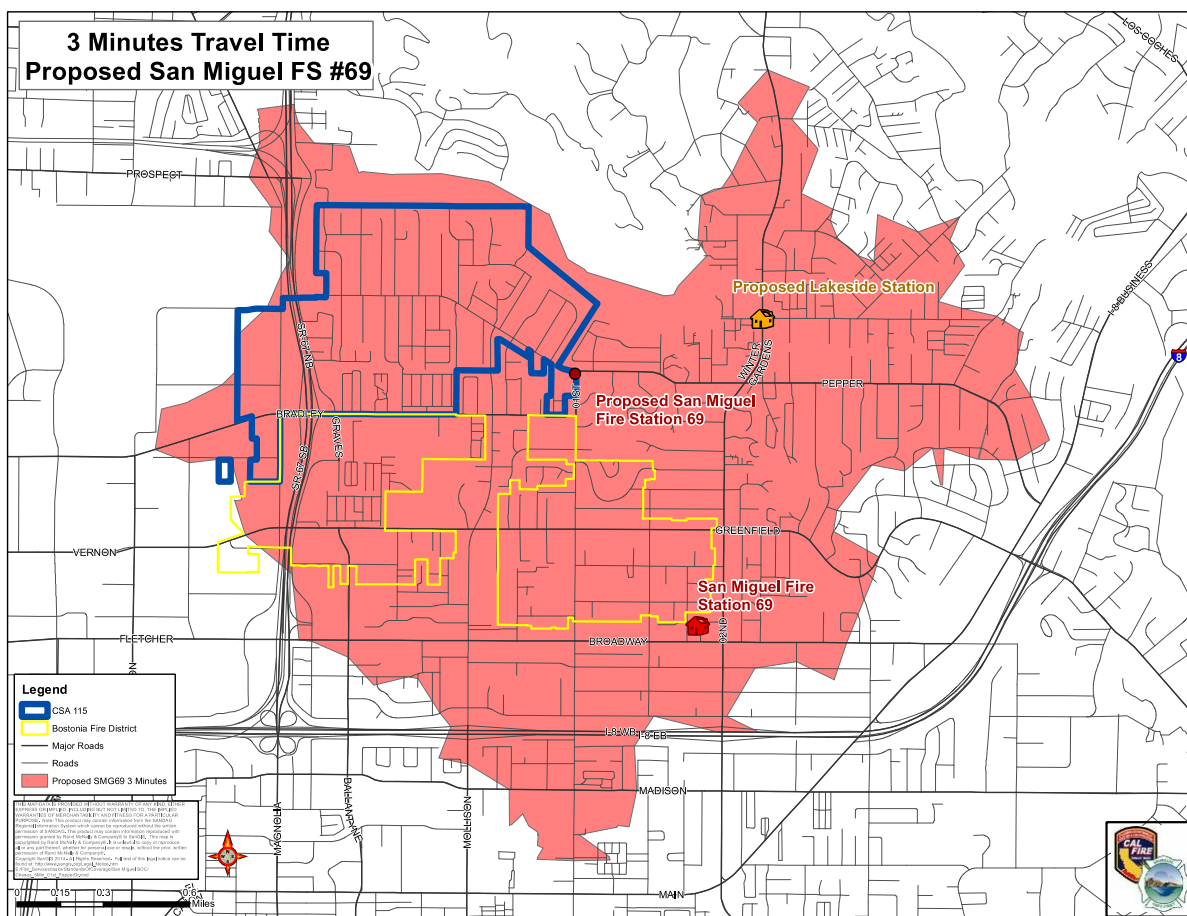
- Discuss the projected number and percentage of calls that San Miguel will respond to within the former boundaries of CSA No. 115 in relationship to the other nearby fire departments/districts (e.g., Lakeside, Santee, El Cajon). If Lakeside acquires and

builds a new fire station within the Pepper Drive area, what impact will a second new station have on San Miguel's call volume and the percentages contained in your above response?

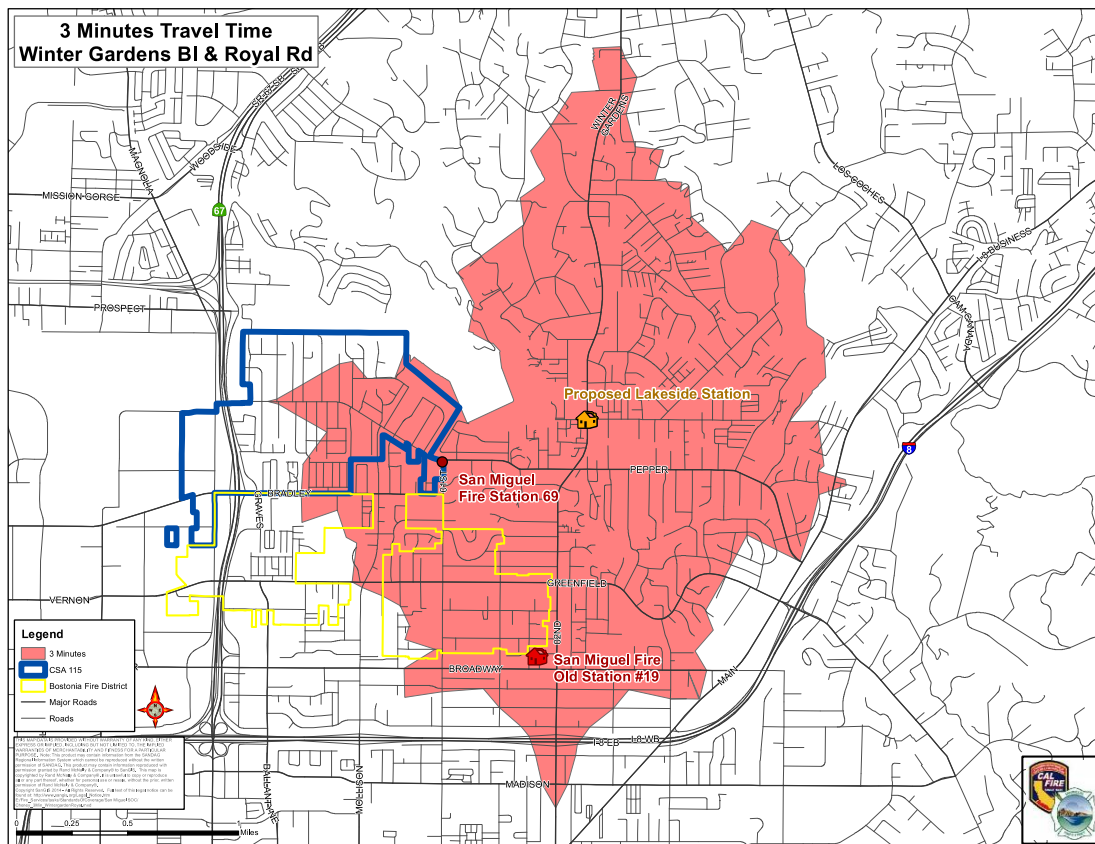
San Miguel has historically responded to approximately 25% of the calls in CSA 115 from a much further distance at our previous Station 19 location. Lakeside has responded to less than 1%. (Data provided from LAFCO CSA 115 Calls by Agency PowerPoint dated February 11, 2014.)

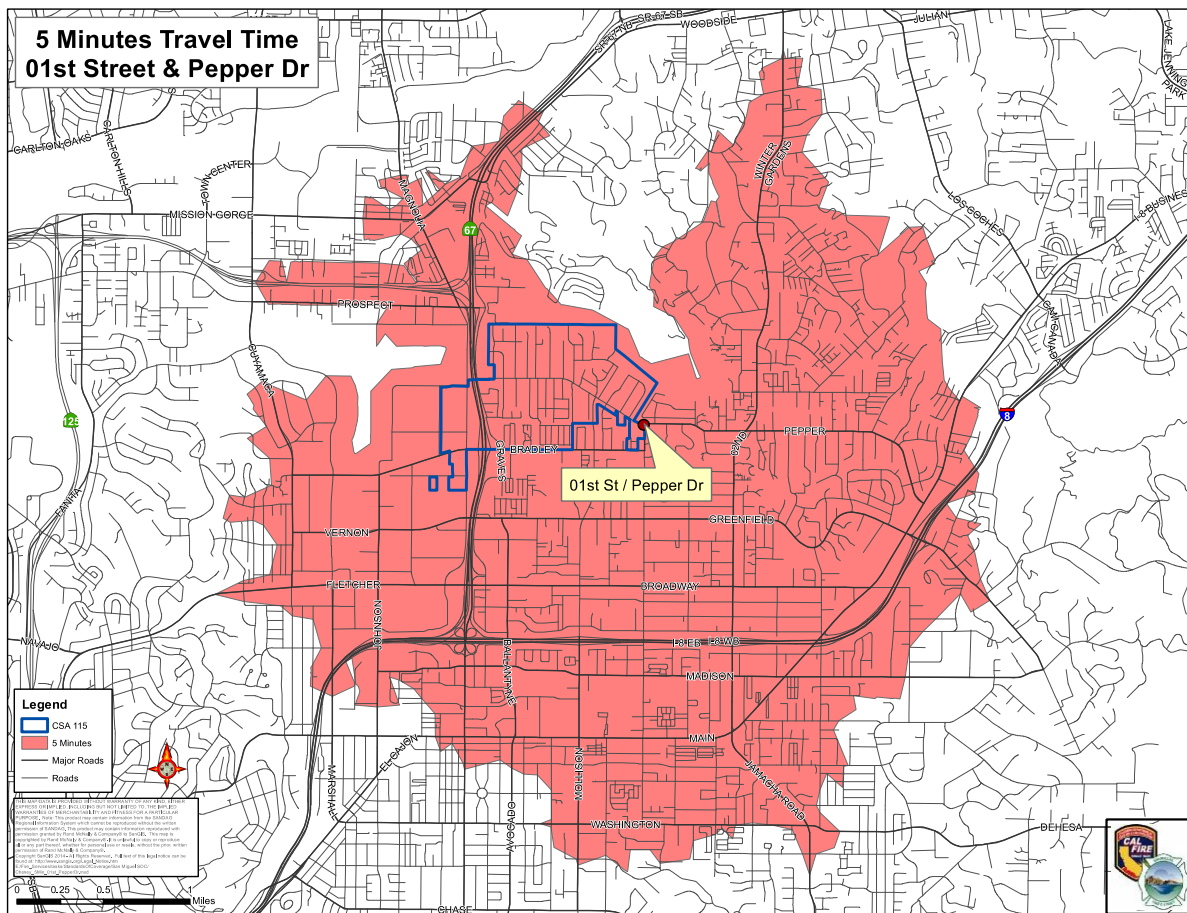
San Miguel's current fire station location will geographically be the closest Fire/EMS apparatus by AVL for the majority of the calls in CSA 115. An estimate would be that San Miguel would respond to nearly 100% of the calls based on closest Fire/EMS with the only exceptions to those numbers being when San Miguel is already dispatched on a call. Please see the 3- and 5-minute response maps below for comparative response times.

San Miguel 3-Minute Travel Time



Lakeside 3-Minute Travel Time





San Miguel’s Pepper Drive Fire Station will be a “must-cover” station and no longer a “move-up” station.

- With the operation of two new fire stations in the Pepper Drive area, what is the projected number of automatic aid calls that San Miguel will respond to within Lakeside FPD, and the Cities of Santee and El Cajon? What number of responses will San Miguel receive from automatic aid? Compare this response to the current call distribution.

Financially, San Miguel is, and has been, negatively impacted by the lopsided automatic aid provided to the City of El Cajon and Lakeside. San Miguel currently responds to over *1800 NET* annual responses to just Lakeside and El Cajon. This is more calls for service than Lakeside Station 26 runs annually. It is anticipated that San Miguel will be better able to serve our own taxpayers by being closer to the majority of our Bostonia area calls. Additionally, the move will relocate San Miguel E7619 further away from El Cajon and the excessive unreimbursed call volume due to AVL selection as supported by the 3- and 5-minute response time maps attached.

We have no firm data on the operation of two separate fire stations, as that option was not discussed in our collaborative negotiations with Lakeside FPD.

We have not verified data on projected automatic aid responses from the new Pepper Drive Fire Station as it will take time to establish historical data.

However, it is certain that the Fire/EMS apparatus responding from the San Miguel Pepper Drive station will be the closest resource by virtue of geography to all of CSA 115 responses, and in fact, San Miguel will provide a “move-up” company when the primary company is committed after 1 hour.

ALTERNATIVE BOUNDARIES AND IMPACTS

7. If LAFCO were to approve the CSA 115 Reorganizations involving the dissolution of the CSA and annexation of all or part of the dissolved district to one or both districts, what impacts would result to your agency?

San Miguel FPD

- If CSA 115 was dissolved and the former CSA territory would be annexed to both San Miguel and Lakeside, is there an appropriate/equitable way to establish a boundary for dividing the CSA between the two fire districts? Provide projected call volume and possible revenue that each district would derive if the CSA 115 territory was split between the districts.

Yes, establish a “per call “reimbursement system utilizing CSA 115 revenue. This would insure that the agency providing the service would receive the revenue. This would be fair and equitable for both the taxpayers of CSA 115 and the agencies serving.

Any agency receiving funding should be geographically positioned to provide service to the area annexed and not rely on other agencies to run their calls due to poor fire station location planning or under-staffed Fire/EMS delivery programs.

- If CSA 115 is dissolved and the territory within the dissolved district is annexed to San Miguel, should LAFCO consider imposing a condition on the reorganization requiring that San Miguel share with Lakeside a portion of the property tax revenue it would receive from the dissolved CSA? Discuss your answer. If your response is in the affirmative, what would be an appropriate percentage of revenue that should be transferred to Lakeside (e.g., 80% to San Miguel and 20% to Lakeside; 50% to San Miguel and 50% to Lakeside, etc.)?

As part of the previous negotiations, San Miguel agreed that allocations of 80% to San Miguel and 20% to Lakeside would be acceptable. Lakeside rejected those terms. The 20% proposed allocation to Lakeside was for the purchase of a Truck Company for the Lakeside Fire District and San Miguel would continue to provide the historical automatic aid in the southwest area of Lakeside FPD.

The only equitable way to allocate the CSA funds would be to simply track the calls and apportion them based on the percentage of calls each organization responded to. If San Miguel responded to 80% of the calls and Lakeside responded to 20% of the calls, then San Miguel should receive 80% of the revenue and Lakeside should receive 20%. Realistically, that would be the only fair and equitable method, and is agreeable to San Miguel.

It should be noted that the CSA 115 contract for Fire/EMS services and the Paramedic services separately funded under CSA 69, which San Miguel is a member, are separate. Both Lakeside and Santee each obtain revenue of over \$2.6 Million annually and allocate personnel positions and administrative, fuel and facilities expenses.

This fact is extremely important, San Miguel receives *NO* revenue from CSA 69 even though we respond to over 800 calls into Lakeside FPD and to over 25% of the calls to CSA 115. The 25% number will rise drastically in the months to come given the location of our new station.

The 50%-50% option would only be acceptable if Lakeside was responsible for all of their own calls and 50% of CSA 115 calls; however, San Miguel remains open to further discussion and ideas on how to arrive at an equitable resolution that is fair to the CSA 115 taxpayers and the service provider.