

AGENDA
LAFCO EAST COUNTY FIRE PROTECTION COMMITTEE
AND STAKEHOLDER COMMITTEE JOINT MEETING
MONDAY, FEBRUARY 6, 2017 AT 9:30 A.M.
COUNTY ADMINISTRATION CENTER, ROOM 302
1600 PACIFIC HIGHWAY
SAN DIEGO CA 92101
(858) 614-7755

1. Opening Remarks/Introductions *Chair*
2. Approval of Discussion Summary of December 5, 2016 Meeting* *Chair*
3. Executive Officer's Recommended Agenda Revisions *Mike Ott*
4. Seating of Santee and El Cajon Representatives *Chair*
5. Lakeside and San Miguel FPD Status Update *Chief Butz*
 - a. Board Election Results *Chief Howell*
 - b. Fire Station Construction Progress
6. Service Delivery Analysis – Draft Report* *Mike Ott*
Joe Serrano
John Traylor
7. Future Meetings/Items *Mike Ott*
 - a. Additional financial analysis of San Miguel and Lakeside FPDs
 - b. Invitation to Santee & El Cajon to Joint Stakeholder Committee
 - c. CSA No. 69 (Heartland Paramedics) Overview & Presentation
 - d. Discussion of Cost Avoidance Opportunities
8. Public Comments *Chair*

This is an opportunity for members of the public to address the Committee on items not on today's agenda.
9. Adjournment to April 3, 2017 *Chair*

*Refer to Attached Materials

Agenda and Supporting Documents may be found at:
http://sdlafco.org/Webpages/csa_115_reorg.htm

The temporary LAFCO ad hoc committee consists of Commissioners Vanderlaan, MacKenzie, Sprague, and Supervisor Jacob. Its purpose is to examine the two competing applications for the proposed reorganization of CSA No. 115.

DRAFT
DISCUSSION SUMMARY
SAN DIEGO LAFCO EAST COUNTY FIRE PROTECTION COMMITTEE
AND STAKEHOLDER COMMITTEE JOINT MEETING
DECEMBER 5, 2016

There being a quorum present, the meeting was convened at 9:53 a.m. by Chairwoman Supervisor Dianne Jacob. Also present were: Committee Members – Special District Member Jo MacKenzie; Special District Member Ed Sprague and Public Member Andy Vanderlaan. Stakeholder Committee – Darrin Howell (San Miguel Fire Chief); Jim Ek (San Miguel Board Member); Don Butz (Lakeside Fire Chief); Bob Robeson (Lakeside Board Member); Jim Bingham (Lakeside Board Member); Robert Schiwitz (Lakeside Administrative Services Manager) and Herman Reddick (San Diego County Fire Authority). LAFCO Staff – Executive Officer Michael Ott; Local Governmental Analyst Joe Serrano; Local Government Consultant John Traylor; LAFCO Consultant Rich Miller; Administrative Assistant Erica Blom and Legal Counsel Michael Colantuono.

Item 1

Opening Remarks/Introductions

Chairwoman Dianne Jacob requested that each member introduce themselves to the Committee.

Item 2

Approval of Discussion Summary of Meeting Held December 5, 2016

Duly approved by all Committee members present; the Committee dispensed with reading the discussion summary of December 5, 2016 and approved said discussion summary.

Item 3

Executive Officer's Recommended Agenda Revisions

Executive Officer Michael Ott indicated that there were no revisions to the agenda.

Item 4

Seating and Introduction of New Committee Members

Chairwoman Dianne Jacob and Executive Officer Michael Ott welcomed new members Herman Reddick, San Diego County Fire Authority, and Fire Chief Tony Mecham, CAL FIRE, to the Committee. Mr. Ott indicated that Chief Mecham was absent due to a training class but he is looking forward to participating on the Committee.

Item 5

Public Notification Alternatives

Executive Officer Michael Ott introduced Joe Serrano, Local Governmental Analyst, who presented a brief report to the Committee regarding the public notification alternatives. Mr. Serrano discussed the legal requirements of public notifications. He said that the notifications can be published in a newspaper, individually mailed, or both, and he discussed LAFCO costs.

Ed Sprague placed a motion on the floor to individually mail public notifications within 30 days of the LAFCO hearing. The motion was seconded by Herman Reddick, and carried unanimously by the Committee Members present.

Item 6

CSA No. 115 (Pepper Drive) Reorganization Nos. 1 & 2 – Draft Terms and Conditions

LAFCO Consultant Rich Miller provided a brief PowerPoint presentation to the Committee regarding the draft terms and conditions for CSA No. 115 (Pepper Drive) Reorganizations Nos. 1 and 2, covering the division of property tax revenue.

Chairwoman Dianne Jacob indicated that this item was for discussion purposes only and that no action was required by the Committee.

Ed Sprague expressed concern with the two fire stations being located within one mile of each other. Chairwoman Dianne Jacob agreed with Mr. Sprague and said that the proposed fire reorganizations were unusual. She also indicated that it is important to keep the best interest of the residents in mind.

Andy Vanderlaan thanked Rich Miller for the report and also thanked the Lakeside and San Miguel Consolidated FPDs for their cooperation.

Jo MacKenzie also expressed concerns with the location of the fire stations. She asked if LAFCO has authority over the fire station locations. In response to the question, Executive Officer Michael Ott said that if the proposed reorganizations are approved, then the terms and conditions will be adopted, but said LAFCO does not have control over the fire station placement. Mr. Ott also stated that LAFCO staff's review of the terms and conditions neither infer support nor disapproval of the two reorganizations.

Item 7

Comprehensive Independent Financial Report – Part 1

Joe Serrano, Local Governmental Analyst, presented a brief PowerPoint presentation to the Committee regarding the historical financial performance of the Lakeside and San Miguel Consolidated FPDs.

Chairwoman Dianne Jacob asked if Pension Costs and Workman's Comp were included in the financial report. In response to the question, Joe Serrano said that these costs were included in the report.

Andy Vanderlaan asked about the cancellation of the CAL FIRE contract with San Miguel Consolidated FPD. In response to the question, Joe Serrano said that San Miguel Consolidated FPD's board did approve the cancellation of the CAL FIRE contract. Fire Chief Howell indicated that San Miguel Consolidated FPD will continue with the cancellation and it will take place in July 2017. Executive Officer Michael Ott indicated that if San Miguel Consolidated FPD wanted to reverse the CAL FIRE contract cancellation, after becoming a stand-alone fire agency, LAFCO would be required to review that proposal, per SB 239.

Robert Schiwitz, Lakeside Administrative Services Manager, thanked Joe Serrano for his report.

Item 8

Future Meetings/Items

Executive Officer Michael Ott presented items for discussion for future meetings to the Committee. Mr. Ott indicated that an additional financial analysis of the Lakeside and San Miguel Consolidated FPDs will be presented to the Committee in April 2017. He also said the Service Impact Analysis and the discussion of SB 239 Applicability will be proposed for February or March 2017.

Item 9

Public Comments

Chairwoman Dianne Jacob asked the public if anyone had any comments. No members of the public wished to speak.

Item 10

Adjournment to February 6, 2017

Chairwoman Dianne Jacob wished everyone a Merry Christmas and a Happy New Year.

There being no further business to come before the San Diego LAFCO East County Fire Protection Committee and Stakeholder Committee, the meeting adjourned at 10:33 a.m. to the February 6, 2017 meeting (9:30 a.m.), in Room 302, County Administration Center.

**ERICA BLOM
ADMINISTRATIVE ASSISTANT
SAN DIEGO LOCAL AGENCY COMMISSION FORMATION**

Chairman

Sam Abed
Mayor
City of Escondido

February 6, 2017

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Vice Chairwoman

Jo MacKenzie
Vista Irrigation District

TO: San Diego LAFCO East County Fire Protection Committee

FROM: Executive Officer
Local Governmental Analyst
Local Government Consultant

Members

Bill Horn
County Board of
Supervisors

SUBJECT: CSA No. 115 (Pepper Drive) Service Delivery Analysis

Dianne Jacob
County Board of
Supervisors

BACKGROUND

Andrew Vanderlaan
Public Member

A series of technical reports are being prepared by LAFCO staff to analyze the financial, service, and jurisdictional ramifications associated with the proposed reorganization of County Service Area (CSA) No. 115 - Pepper Drive. As committee members are aware, the San Miguel Consolidated Fire Protection District (FPD) submitted a reorganization application to LAFCO on March 2, 2015 involving dissolution of CSA No. 115 (Pepper Drive) and annexation of the dissolved district territory. This proposal is referred to as CSA 115 (Pepper Drive) Reorganization No. 1. On March 30, 2015, the Lakeside FPD submitted a conflicting proposal involving the same actions, referred to as CSA 115 (Pepper Drive) Reorganization No. 2. State Law (Government Code Section 56657) requires that LAFCO consider both proposals concurrently, because the two reorganization proposals were submitted within 60-days of each other. In other words, LAFCO cannot approve one proposal until it has considered the other one.

Lorie Zapf
Councilmember
City of San Diego

Vacant
City Member

Ed Sprague
Olivenhain Municipal
Water District

Alternate Members

Greg Cox
County Board of
Supervisors

On September 23, 2016, the San Miguel Consolidated and Lakeside FPDs agreed to modify their respective reorganization applications authorizing LAFCO to process the reorganizations as one proposal. The primary feature of the modification involved splitting the annexation territory geographically and dividing associated property tax revenue equally between the two successor fire districts, subject to terms and conditions (See Map 1).

Chris Cate
Councilmember
City of San Diego

Racquel Vasquez
Mayor
City of Lemon Grove

Harry Mathis
Public Member

Judy Hanson
Leucadia Wastewater
District

Executive Officer

Michael D. Ott

The complexity and ongoing evolution of the proposals since the original submittals prompted LAFCO staff to seek direction from the Commission to form an ad hoc committee of Commissioners and stakeholders. The ad hoc committee established on September 26, 2016, has played an important role by commenting on a series of financial, service, and jurisdictional reports prepared by LAFCO staff. The reports are being prepared sequentially and will assist in a methodical and objective evaluation of both reorganizations by the committee and ultimately the full LAFCO Commission.

Legal Counsel

Michael G. Colantuono

A number of very significant developments have taken place since the initial submittal of the two proposals. On July 13, 2016, the San Miguel Consolidated FPD gave notice for the termination of its fire protection contract with Cal FIRE. This major operational change will occur on or before July 1, 2017. After that operational change, San Miguel Consolidated FPD will re-establish itself as a fire district staffed with FPD employees. This is referred to as a stand-alone fire district in the LAFCO staff report. The other major development that is discussed in the staff report pertains to both the San Miguel Consolidated FPD's and Lakeside FPD's decisions to move forward with new fire station locations to serve the reorganization area and surrounding vicinity.

Fortunately, the review process followed by LAFCO staff is flexible enough to accommodate operational changes such as San Miguel Consolidated FPD's internal restructuring and the change in both districts' fire station locations. At the end of this expanded outreach-driven review process, LAFCO staff will release a final report and recommendations for Commission consideration. The final staff report will contain a comprehensive review of services provided in this Eastern sub-region of San Diego County and the overall feasibility of reorganization. The report will also be a sufficiently broad enough to consider other jurisdictional alternatives, ranging from approval to disapproval of one or both of the reorganization proposals.

The anticipated release dates of the key reports that will be prepared for the ad hoc committee is summarized below in Table A.

Table A – Upcoming LAFCO Reports

| LAFCO Reports (Draft Versions) | Release Dates |
|--|-------------------------|
| Financial Analysis – Part 1: Historical Data | December 5, 2016 |
| Service Delivery Analysis | February 6, 2017 |
| Financial Analysis – Part 2: Projected Data | April 3, 2017 |

SERVICE DELIVERY CONCLUSIONS

Based on the completion of Part 1 of the Financial Analysis and the Service Delivery Analysis conducted as part of the February 6th report, LAFCO staff has reached a number of preliminary conclusions. We have also identified additional issues requiring further study. The ad hoc committee should accordingly review and comment on the below conclusions.

Reorganization Conclusions:

- A need exists for 10 First Responder Engine Companies in the study area identified as the Eastern Sub-region of San Diego County based on a three-year annual average of over 25,000 calls for service. This Eastern Sub-region was drawn by LAFCO staff for analytical purposes to capture data within a seven mile radius of Pepper Drive and Winter Gardens Boulevard. The population in the Eastern Sub-region consists of approximately 121,655 people. Per Heartland Communication Facility Authority call data, actual calls for calendar years 2014, 2015 and 2016 totaled 24,203, 24,874 and 26,760, respectively. While some engine companies have higher call volume than others, the average for calendar year 2016 was over seven calls per day (24 hour period) for 10 engines. See Map 2 for fire station locations.

- It appears that CSA No. 115 is currently receiving an acceptable level of service and response times from the two districts and two cities that participate in the CSA No. 115 service agreement with the County. Prior to the relocation of Lakeside FPD Fire Station No. 1 at 9726 Riverview Avenue to 8035 Winter Gardens Boulevard and San Miguel Consolidated FPD Fire Station No. 19 at 1273 Clarendon Road to the proposed location at 1105 Pepper Drive, average response times were 4.78 minutes within the CSA No. 115 service area (San Miguel Consolidated FPD Station: 3.55 minutes; Lakeside FPD Station: 6.0 minutes). Refer to Map 4.
- Response times within the CSA No. 115 service area will improve to 2.03 minutes for Lakeside FPD and 1.31 minutes for San Miguel Consolidated FPD upon full operation of both new fire stations based on data provided by both districts. Refer to Map 5.
- Response times to territory outside of CSA No. 115 but within the Eastern sub-region will also improve upon full operation of the Lakeside FPD and San Miguel Consolidated FPD fire stations by reducing overall travel times by 1 to 3 minutes within the two districts.
- The relocation of a Lakeside FPD fire station and future relocation of a San Miguel Consolidated FPD station will result in two fire stations potentially being sited within 0.80 of a mile of each other. The County Fire Authority and others have questioned the appropriateness of this arrangement and if it is in the best interests of the region. The station relocation decisions also raise concerns whether the districts will incur additional and/or unnecessary capital expenditures and operating costs.
- While relocation of the Lakeside and San Miguel Consolidated FPD fire stations occurred after significant inter-agency communications between the Lakeside and San Miguel Consolidated FPDs, there was not a consensus and agreement on station relocation issues, including potential co-location of both fire districts within one fire station. Both districts believe the selected locations were necessary to better serve their own constituents and improve coverage to CSA No. 115.
- Communication and cooperation between the San Miguel Consolidated and Lakeside FPDs regarding facility siting matters did not result in a satisfactory or optimal best practices outcome for capital expenditures and usage of personnel regarding re-location of new fire stations, equipment, and staff.
- Lakeside FPD's fire station located at 8035 Winter Gardens Boulevard and San Miguel Consolidated FPD's proposed fire station located at 1105 Pepper Drive will become fully operational with or without approval of reorganization of CSA No. 115.
- Approval or disapproval of either or both reorganizations (Nos. 1 and/or 2) will not change areas of coverage, response times, or community investment in the Pepper Drive community, because the fire stations and community investment by Lakeside and San Miguel Consolidated FPDs has already occurred or is planned. Due to automatic aid agreements and the four-way agreement with the County of San Diego, response to CSA No. 115 is unlikely to change.

- The San Miguel Consolidated FPD may be financially impacted without the reorganization because San Miguel's new fire station located at 1105 Pepper Drive is within the Lakeside FPD's jurisdiction and San Miguel will be responsible for payment of property taxes – the amount of the property tax liability may exceed the amount of revenue derived from the present CSA No. 115 reimbursement contract with the County of San Diego, unless San Miguel's share of the reimbursement monies increase.
- Opportunities still exist for the Lakeside FPD and San Miguel Consolidated FPD to implement cost avoidance strategies through a functional or jurisdictional consolidation in order to achieve optimal usage of existing fire stations, apparatus and personnel -- elimination of duplicate administrative positions alone could result in ongoing operational savings ranging from \$400,000 to \$600,000 annually. This projection is preliminary and should be referred to LAFCO staff for further analysis.
- Cost avoidance measures could be more readily achieved by the Lakeside FPD than the San Miguel Consolidated FPD because the new Lakeside fire station and property located at 8035 Winter Gardens Boulevard is of a suitable size to potentially co-locate multiple fire engine companies, whereas San Miguel's proposed fire station and property lacks sufficient capability to support co-habitation of multiple fire engine companies from multiple districts. One of the impediments to facility sharing has been San Miguel's contract with Cal FIRE; this impediment will no longer be present after the Cal FIRE contract is terminated.
- Since the San Miguel Consolidated FPD has not completed construction of a new fire station at 1105 Pepper Drive, the Lakeside FPD and San Miguel Consolidated FPD could potentially still return to discussions regarding the siting and joint usage of a single fire station located at 8035 Winter Gardens Boulevard. However, the San Miguel Consolidated FPD has made significant investments in the new station site and this matter accordingly needs additional analysis by LAFCO staff, San Miguel Consolidated and Lakeside FPDs.
- If both reorganizations are disapproved by LAFCO, it is likely that San Miguel Consolidated FPD's level of first responder within CSA No. 115 will increase. San Miguel's share of reimbursement funds from the County would also potentially increase under this scenario upon completion of its fire station on Pepper Drive. Since reimbursement funds from the County are now shared proportionally to the percentage of first responses, the three other contracting entities (Lakeside FPD, City of El Cajon and City of Santee) would potentially experience a decrease in reimbursement.
- If the proposed agreement between the FPDs is approved as part of the reorganization, then two districts will split the revenues evenly and the Cities of Santee and El Cajon will no longer receive revenues from the area. This may address one of San Miguel Consolidated FPD historic beliefs that it has been responding in the City of El Cajon without compensation for many years and that Santee has benefited for several decades without being the primary responder.
- Disapproval of the two reorganization proposals could delay the construction or completion of the two fire stations as revenue from the CSA will continue under the County's four-way service agreement.

- According to preliminary analysis conducted by LAFCO staff, termination of the Cooperative Agreement between the San Miguel Consolidated FPD and Cal FIRE may impact the San Miguel Consolidated FPD's long-term financial ability to provide services, including the Eastern sub-region and Pepper Drive. This matter needs to be more fully analyzed in Part 2 of LAFCO staff's financial analysis.
- Termination of the Cooperative Agreement between the San Miguel Consolidated FPD and Cal FIRE is not subject to LAFCO purview per SB 239; however, should a new contract be executed to re-engage Cal FIRE in the future, then LAFCO purview would be required per SB 239.
- Termination of the Cooperative Agreement between the San Miguel Consolidated FPD and Cal FIRE may result in the District's need to contract for dispatching services. However, this potential dispatching contract is not subject to LAFCO purview in accordance to Government Code Sections 56133 and 56134.
- As with any major jurisdictional proposal, LAFCO needs to consider alternatives. The following jurisdictional alternatives and modifications to CSA No. 115 Reorganization Nos. 1 and 2 have been accordingly identified and should be subject to further analysis:
 - Approval of one or both of the reorganization proposals;
 - Disapproval of one or both of the reorganization proposals;
 - Functional and/or jurisdictional consolidation/reorganization of Lakeside FPD and San Miguel Consolidated FPD;
 - Dissolution of CSA No. 115 and annexation of the dissolved CSA territory to the Cities of Santee and/or El Cajon;
 - Dissolution of CSA No. 115 and annexation of the dissolved district territory to CSA No. 135;
 - Continuation of the proposed reorganization hearings for an indefinite or definite time period; and
 - Other: To be identified

AUTHORIZED SERVICES

Services Authorized by Enabling Statute

Authorized services that the San Miguel Consolidated FPD and Lakeside FPD can provide per Health and Safety Code Section 13862 include: fire protection; rescue services; emergency medical services; hazardous material emergency response; ambulance services, and other services relating to the protection of lives and property. CSA No. 115 is authorized to provide similar services per Government Code Section 25213, including: fire protection; rescue services; emergency medical services; hazardous material emergency response; and ambulance services. Ambulance service to Lakeside, Bostonia, and CSA No. 115 is currently provided by CSA No. 69. Lakeside FPD is provided a subsidy to staff two CSA No. 69 ambulances with Lakeside Firefighter/Paramedics.

A service authorization summary of the San Miguel Consolidated FPD, Lakeside FPD, and CSA No. 115 is provided below in Table B.

Table B – Service Authorization Summary

| | Lakeside FPD | CSA No. 115 | San Miguel Consolidated FPD |
|----------------------------|--|--|--|
| Authorized Services | <p>All services authorized per Health and Safety § 13862:</p> <p>(a) Fire protection services; (b) Rescue services; (c) Emergency medical services; (d) Hazardous material emergency response services; (e) Ambulance services; provided by CSA No. 69 (f) Any other services relating to the protection of lives and property.</p> | <p>All services authorized per Govt. Code § 25213:</p> <p>(a) Fire protection; (b) Fire suppression; (c) Vegetation management; (d) Search and rescue; (e) Hazardous material emergency response; (f) Ambulance services; provided by CSA No. 69 CSA No. 115 contracts with the Cities of Santee, El Cajon, as well as the Lakeside and San Miguel Consolidated FPD's for fire protection and EMS.</p> | <p>All services authorized per Health and Safety § 13862:</p> <p>(a) Fire protection services; (b) Rescue services; (c) Emergency medical services; (d) Hazardous material emergency response services; (e) Ambulance services; provided by CSA No. 69 (f) Any other services relating to the protection of lives and property.</p> |

AGENCY PROFILES

San Miguel Consolidated FPD

In 1988, the Grossmont – Mt. Helix FPD and Spring Valley FPD consolidated to form the San Miguel Consolidated FPD. In 1994, the Bostonia and Crest FPD consolidated forming the East County FPD — which subsequently consolidated with the San Miguel Consolidated FPD in 2008. Refer to Table C for a summary of the jurisdictional history of San Miguel Consolidated FPD. The principal act that the San Miguel Consolidated FPD

Table C – San Miguel Consolidated FPD Profile

| | San Miguel Consolidated FPD |
|------------------------------|--|
| Formation Date | 1988: Successor to the Grossmont-Mt. Helix FPD and Spring Valley FPD |
| Principal Act | Health and Safety § 13800 et seq. |
| Authorized Service(s) | (a) Structural Fire protection; (b) Emergency medical services at the ALS level. |

operates under is Health & Safety Code Section 13800 et seq. The FPD's authorized services include structural fire protection and Advanced Life Support (ALS) Emergency Medical Service (EMS). The service area of the San Miguel Consolidated FPD includes the unincorporated areas of Bostonia, Casa de Oro, Crest, Grossmont/Mt. Helix, Rancho San Diego, Spring Valley and unincorporated areas adjacent to the Cities of El Cajon, La Mesa and Lemon Grove. The departmental divisions of the district include Operations, Administrative, Training, Fire Prevention and Community Outreach Coordinator. San Miguel Consolidated FPD collects a Crest Special Benefit Tax, a Bostonia Special Benefit Tax, Proposition E Special Tax, and a Paramedics Special Benefit Tax which totals \$2,340,544 (12% of the total general fund revenues). These voter-approved special taxes are collected in the Crest and Bostonia communities which were within the former boundaries of the former East County Fire Protection District.

The adopted 2014/2015 Budget of the San Miguel Consolidated FPD includes an expenditure of \$500,000 for the development of a new fire station that will serve the territory within CSA No. 115. The San Miguel Consolidated FPD has already acquired a site for the new station (1105 Pepper Drive at the corner of Pepper Drive and North 1st Street), and some limited improvements are underway. The San Miguel Consolidated FPD will concurrently close an aging fire station located at 1273 Clarendon Road in the City of El Cajon and transfer equipment and personnel to the new station on Pepper Drive. The District anticipates the Pepper Drive station will be available for full occupancy in April 2017.

According to SANDAG, the current population within the San Miguel Consolidated FPD is 124,494 (2015, SANDAG). The Insurance Service Office (ISO) rating within the District is – 3/3x depending on area. The new ISO Rating structure is discussed later in this report. A number of unincorporated communities are located within the San Miguel Consolidated FPD including Bostonia, Casa del Oro, Crest, Grossmont/Mt. Helix, Rancho San Diego, Spring Valley and smaller unincorporated communities adjacent to the Cities of El Cajon, La Mesa and Lemon Grove. The San Miguel Consolidated FPD serves a wide-range of land uses in community planning areas including Lakeside, Crest-Dehesa, Valle de Oro, Spring Valley, and Jamul-Dulzura.

After being faced with several consecutive years of declining revenues and increased costs, the San Miguel Consolidated FPD decided to partner with Cal FIRE in 2012 to receive fire protection services. The partnership was later executed through a contract for services, referred to as a Cooperative Agreement. Per this agreement and a Transitional Memorandum of Understanding between the San Miguel Consolidated FPD and Firefighter of San Miguel Local 1434 dated September 25, 2012, all fire suppression personnel were given the option to transfer to Cal FIRE. Some employees chose to retire, some transferred to other local fire departments while the majority of fire suppression personnel from San Miguel Consolidated FPD were transferred to Cal FIRE in exchange for receiving services. San Miguel Consolidated FPD retained only 8 administrative support employees after execution of the contract. The decision to seek outside help for the operation of its Fire Department was initiated after other cost cutting measures were taken locally, but failed to reverse the problem created by the downturn in the economy and rising departmental costs.

On July 13, 2016, the San Miguel Consolidated FPD decided to terminate the contract with Cal FIRE, effective July 1, 2017 or earlier. No primary reason for the contract termination was given by the District. A subsequent section of this report covers the service issues and characteristics associated with execution and termination of the Cal FIRE Cooperative Agreement. Part 2 of the LAFCO Financial Analysis, which will be released by LAFCO staff in mid-2017, will cover the financial matters associated with the Cooperative Agreement.

Lakeside FPD

The Lakeside Fire Protection District provides structural fire protection and advanced life support-level (ALS) emergency medical services (EMS) within the unincorporated east-county community of Lakeside. The FPD covers approximately 45 square miles northeast of the cities of Santee and El Cajon and contains significant wildland interface. Services provided by the Lakeside FPD include Structural and Wildland fire response, EMS (Paramedic) Service from 11 response platforms. ALS Transport service is provided by CSA 69. The district provides staffing for two of the CSA 69 ambulances with the CSA subsidizing the Lakeside FPD for personnel cost. The District was formed in 1963 and levied a property tax increment prior to Prop. 13 tax limitations. Property tax revenue provides approximately 80 percent of district operating funds; voter-approved assessments contribute another 16 percent. Refer to Table D for a summary of the district jurisdictional history of Lakeside FPD.

Table D – Lakeside FPD Profile

| | Lakeside FPD |
|---------------------------|---|
| Formation Date | 1963 |
| Principal Act | Health and Safety § 13800 et seq. |
| Authorized Service | Structural Fire Protection and Emergency Medical Services at the Advanced Life Support (ALS) in unincorporated East San Diego County. |

Lakeside FPD is a member of the Heartland Communications Authority JPA for dispatch services and a founding member of the Regional Cooperative Care Partnership (RCCP), a consortium of emergency service agencies, which provides administrative oversight for ALS services and paramedic ambulance transport. Ambulance transport services within the Lakeside FPD are authorized and funded by CSA No. 69 (Heartland Paramedic).

The Lakeside FPD and the City of Santee are contract providers for the transport services within the CSA. LAFCO approved a sphere-of-influence for the Lakeside FPD in 1983 that includes a net area that is larger than the district boundary. According to SANDAG, the population within the Lakeside FPD is 62,188 (2015 SANDAG Estimates).

In 2005, the District began a two phase plan to relocate the two oldest District stations in response to the changing population density and increasing calls for service. Phase One was a major project which used redevelopment monies from the Upper San Diego River Improvement Project RDA to build a headquarters complex. After the new station was opened, the District Governing Board initiated Phase Two of the project which would move the existing Fire Station 1 south about 1.5 miles on Winter Gardens Blvd. The District has since built a steel structure on the site which houses two fire apparatus on a temporary basis. The permanent station will be designed to house two engine crews and one ambulance crew at full (future) build-out. This new station is scheduled to be open within three years of the opening of the temporary site.

County Service Area No. 115 (Pepper Drive)

CSA No. 115 was formed in 1985 in conjunction with the dissolution of the Santee Fire Protection District and the merger of the district with the newly incorporated City of Santee. Refer to Table E for a summary of the formation information related to CSA No. 115. The incorporation boundaries for Santee did not include all of the territory within the Santee FPD because some residents within the FPD wanted to remain in the unincorporated area. The fire district was established as a subsidiary district of Santee as a result of incorporation.

Table E – CSA No. 115 Profile

| | CSA No. 115 (Pepper Drive) |
|------------------------------|--|
| Formation Date | 1985 |
| Principal Act | Government Code § 25210 et seq. |
| Authorized Service(s) | (a) Fire protection; (b) Advanced Life Support Emergency Medical Service via contract with the Cities of Santee and El Cajon and the Lakeside and San Miguel Consolidated FPD's. |

Subsidiary districts are governed ex officio by the City council when a portion of the district is outside of a city. Subsidiary districts qualify as a merger with a city when 100% of the district territory is also within the corporate boundaries of the city. Since a merger of the Santee FPD with the City of Santee required that all district territory be within the City boundary; the unincorporated area of Pepper Drive was detached from the FPD and formed into CSA No. 115. Since incorporation of Santee in 1981, the County of San Diego has been responsible for fire protection in Pepper Drive, but contracted with the City of Santee for fire protection service and then in 2016 expanded the contract to include the City of El Cajon and the Lakeside and San Miguel Consolidated FPDs for actual service provision.

According to SANDAG, the population within CSA No. 115 is 4,354 (2015, SANDAG). The total number of housing units is 1,635; 844 single family units; 47 single family – multi units; 526 multiple family units; 218 mobile homes. The principal act that CSA No. 115 is subject to is Government Code Section 25210 et seq. The authorized services for CSA No. 115 are structural fire protection / Advanced Life Support EMS via a contract with the City of Santee.

LAFCO approved a zero (transitional) sphere of influence for CSA No. 115 and placed the service area of the CSA within the City of El Cajon's sphere when the El Cajon sphere was originally adopted in 1985. After the El Cajon sphere was reviewed and affirmed in 2008, all territory within the City's sphere, including Pepper Drive was removed and designated as a special study area. This designation was applied to unincorporated territory formerly within the City's sphere because of fire district detachment and land use compatibility issues within the City sphere area. Revenue sources include property tax, voter approved assessments, and non-resident fees. While CSA No. 115 does have a fund for a structural fire protection benefit fee, it has not been levied in the last 10 years. In FY 2015/16, property tax revenues totaled \$348,779.

SERVICE NEEDS WITHIN CSA NO. 115

Disadvantaged Unincorporated Communities

CSA No. 115 encompasses approximately 0.7 square mile of unincorporated territory that is adjacent to the City of Santee and is generally developed with single family residences and a mixture of other land uses. In accordance to Senate Bill 244, which became effective on January 1, 2012, state law requires the identification and description of all “*disadvantaged unincorporated communities*” (DUC) located within or contiguous to the existing spheres of influence of cities and special districts that provide fire protection, sewer, and/or water services. DUCs are defined as inhabited unincorporated areas with an annual median household income that is 80% or less than the statewide annual median household income (equal to \$46,166 or less in 2010). The identified disadvantaged unincorporated communities are required to be addressed by LAFCO when:

- Considering a city annexation proposal involving 10 or more acres with an existing disadvantaged unincorporated community located contiguous to the proposal area; and
- Approving sphere of influence and municipal service review determinations associated with the update or establishment of spheres of influence for local agencies subject to SB 244 requirements.

Based on the criteria set forth by SB 244, staff’s analysis indicates that approximately 50% of CSA No. 115 (See Map 3) is designated as a DUC. LAFCO staff will implement the Commission’s DUC Policy as we continue to evaluate the proposed reorganizations.

Dispatch Analysis

First response to the CSA has been changing over the last several years. According to 2012 dispatch data, the San Miguel Consolidated FPD responded to 24% of the calls made within CSA No. 115, followed by El Cajon (45%), Santee (30%), and Lakeside FPD (1%). This data is somewhat outdated because it was based on a temporary station that San Miguel Consolidated FPD had located at the 700 block of East Bradley Street and the Lakeside FPD station located at 8035 Winter Gardens Boulevard was not operational yet. The most recent data as of October 2016 shows the following call distribution: San Miguel Consolidated FPD responded to 46% of the calls, followed by El Cajon (31%), Lakeside FPD (18%), and Santee (5%). This data is likely to change again after the Lakeside FPD’s new station located at 8035 Winter Gardens Boulevard is fully operational. The following charts (Exhibits A & B) depict this data for the two reporting periods.

Exhibit A – 2012 Heartland Dispatch Data

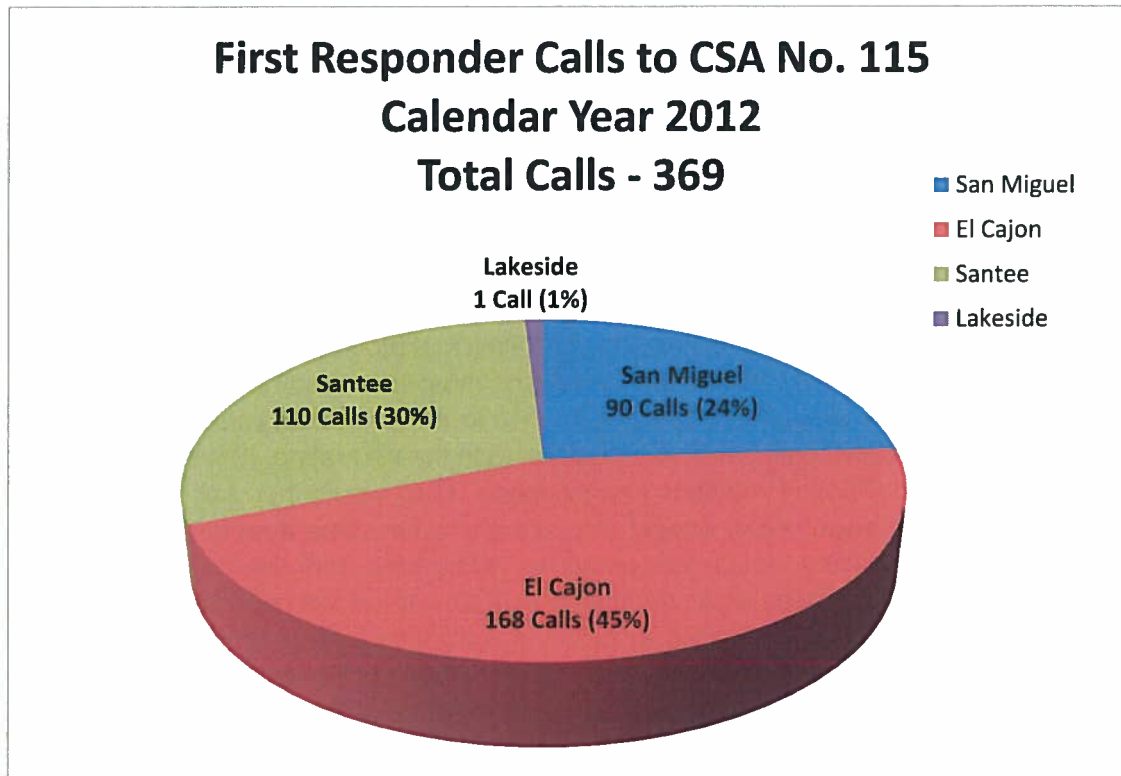
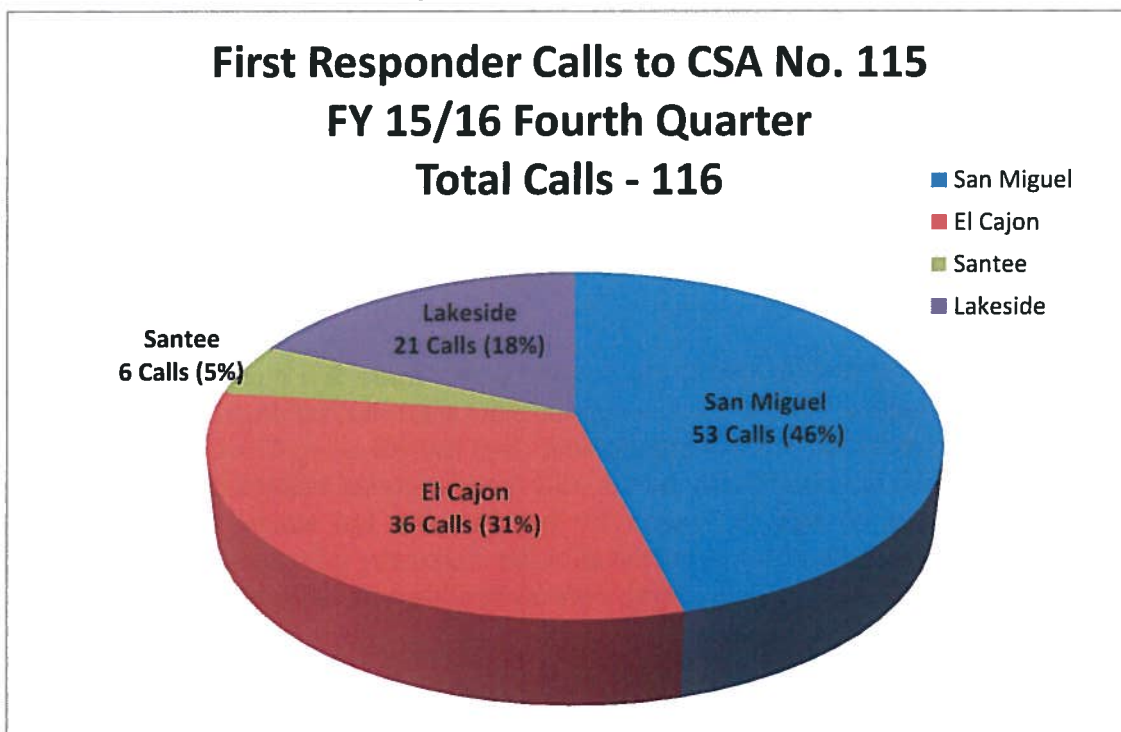


Exhibit B – 2016 Heartland Dispatch Data



Based on this response data and other issues, the County of San Diego revised its contracting process in April 2016 and terminated the CSA No. 115 contract with Santee and instead executed a contract with the four nearby fire agencies (City of Santee, City of El Cajon, Lakeside FPD and San Miguel Consolidated FPD). The contract reimburses the responding agencies based on quarterly response data. The most recent data resulted in the following reimbursement amounts for the first responders: San Miguel Consolidated FPD (\$40,948.74); El Cajon (\$28,215.8), Santee (\$5,744.20), and Lakeside FPD (\$16,979.69).

Insurance Service Office (ISO) Rating

The Insurance Service Office (ISO) is a for-profit organization that provides statistical information on risk. For many years the "ISO Rating" had a large impact on most fire departments and districts. The ISO Public Protection Classification (PPC) rating is from 10 to 1; with "1" being the best. At one time, almost, all insurance companies calculated rates based upon the ISO rating. ISO would come to a city or district and assess a Public Protection Classification. They would then sell this data to the insurance companies. Just about every aspect of a city and a fire department was evaluated in determining the ISO rating. They would give points for everything from the training aids a fire department owned to the distance between fire hydrants. ISO wanted fire departments to conduct 20 hours of training per man, each month, in order to maximize points for every training aid. Historically, very few local agencies ever received a "Class 1" rating. There is little incentive for a community to strive for a "1" rating since the step from a "Class 2" to a "Class 1" results in little or no difference in homeowner rates.

In July 2014, the ISO revised the PPC rating to capture the effects of enhanced fire protection capabilities that reduce fire loss and fire severity in Split Class 9 and Split Class 8B areas. The new structure benefits the fire service, community, and property owner. Through ongoing research and loss experience analysis, ISO identified additional differentiation in fire loss experience within the PPC which resulted in the revised classifications for CSA No. 115, San Miguel Consolidated and Lakeside FPDs.

The San Miguel Consolidated FPD ISO Rating was previously 3/9 depending on area and is now classified as 3/3x; the ISO Rating for CSA No. 115 was 4 and is now classified as 4/4x. Locating a fire station closer to CSA No. 115 could potentially improve the ISO rating for the area. If the area is annexed, the San Miguel Consolidated FPD would submit a Community Outreach Questionnaire informing the ISO of the changes. The ISO will then evaluate the survey and if appropriate conduct a new survey.

The Lakeside FPD currently has an ISO Class 3 rating where there is a municipal water supply within 1,000 feet of a structure. Where there is no municipal water but within an area of less than five miles to a fire station, the District has a recently improved ISO 8B rating. The Lakeside FPD was recently graded (2013) and obtained these ratings. ISO recommended that the District improve its "station spacing" which is, in part, a reason for pursuing the fire station realignment, and reorganization request. Lakeside anticipates that after the fire station relocation, the District's ISO rating will be unchanged (ISO Class 3/3Y rating; previously known as 3/8B rating).

ISO ratings are based on the total number of points in three categories: fire department, water supply and communications. These broad categories are further subdivided. As an example, the fire department category includes points for apparatus, staffing, training and distribution of fire stations. Water supply is assigned points based on criteria such as sustained flow rates, water system maintenance, type of supply, etc. Both fire districts are currently conducting studies to determine their latest ISO ratings.

Table F below contains a summary of the population characteristics and ISO ratings of the affected districts.

Table F – Population and ISO Ratings

| | San Miguel Consolidated FPD | CSA 115 (Pepper Dr.) | Lakeside FPD |
|------------------------|------------------------------------|-----------------------------|---------------------|
| Population 2012 | 122,412 | 4,280 | 61,110 |
| Population 2013 | 122,720 | 4,293 | 60,994 |
| Population 2014 | 123,836 | 4,331 | 61,410 |
| Population 2015 | 124,494 | 4,354 | 62,188 |
| ISO rating | 3/3x by area | 4 | 3 and 9 by area |

Source: SANDAG, 2012-15 Population Estimates and Insurance Service Office.

Automatic and Mutual Aid

The service providers in this region have a long history of providing service through formal “Auto-Aid”. Automatic aid is assistance that is dispatched automatically by a contractual agreement between two or more fire departments or districts. Auto-Aid is different than Mutual Aid in that Mutual aid is assistance that is dispatched, upon request, by the responding fire department or district. Usually it is requested upon arrival at the scene. The four agencies that are primarily responsible for providing fire protection in East County sub-region are all signatories to Auto-Aid and Mutual Aid. The San Miguel Consolidated and Lakeside FPDs and CSA No. 115, plus the Cities of El Cajon and Santee operate within Region VI of the State Master Mutual Aid Agreement and the County of San Diego Fire and Rescue Mutual Aid Operational Plan. The San Miguel Consolidated FPD maintains an automatic aid agreement with Alpine FPD, Bonita-Sunnyside FPD, CSA No. 115, Lakeside FPD, City of Chula Vista, City of Coronado, City of El Cajon, City of Imperial Beach, City of La Mesa, City of Lemon Grove, City of National City, City of San Diego, and City of Santee.

Lakeside FPD maintains an automatic aid agreement with Alpine FPD, CSA No. 135 (formally San Diego Rural FPD), Lakeside FPD, San Miguel Consolidated FPD, City of El Cajon, City of La Mesa, City of Lemon Grove, and City of Santee. CSA No. 115 maintains automatic aid agreements via the City of Santee with Lakeside FPD, San Miguel Consolidated FPD, and City of Santee. Refer to Table G for a list of local agencies subject to automatic aid agreement with San Miguel Consolidated FPD and Lakeside FPD.

Table G – List of Automatic Aid Agreements

| | San Miguel Consolidated FPD | | Lakeside FPD | | | |
|---------------------------------|-----------------------------|----------|--------------|------------------------|----------|-------|
| | | Received | Given | | Received | Given |
| Automatic Aid Agreements | Alpine FPD | 5 | 24 | Alpine FPD | 38 | 108 |
| | Bonita Sunnyside FPD | 87 | 78 | Lakeside FPD | - | - |
| | CSA No. 115 | - | 52 | CSA No. 135 | 0 | 16 |
| | Lakeside FPD | 31 | 562 | San Miguel Consol. FPD | 685 | 202 |
| | CSA No. 135 | - | - | El Cajon | 563 | 406 |
| | Chula Vista | 4 | 1 | La Mesa | 9 | 4 |
| | Coronado | 0 | 2 | Lemon Grove | 0 | 4 |
| | El Cajon | 799 | 1,691 | Santee | 979 | 486 |
| | Imperial Beach | 0 | 1 | | | |
| | La Mesa | 440 | 93 | | | |
| | Lemon Grove | 446 | 184 | | | |
| | National City | 13 | 42 | | | |
| | San Diego | 57 | 139 | | | |
| | Santee | 66 | 66 | | | |

According to 2012 dispatch data provided by the Heartland Communications Fire Authority and compiled by LAFCO, the San Miguel Consolidated FPD was the first responder to 24% of emergency calls within CSA No. 115 (Pepper Drive). In comparison, Santee has responded 30% of the calls; El Cajon has responded to 45% of the calls, and the Lakeside FPD has responded to 1% of the calls.

2016 dispatch data is now available as part of the four-way contract adopted by the County of San Diego to provide fire protection and emergency response services in the Pepper Drive area. Call reimbursement to San Miguel Consolidated FPD, Lakeside FPD, and the Cities of Santee and El Cajon will be based on the number of calls responded within CSA No. 115. 2016 fourth quarter data indicates that San Miguel Consolidated FPD responded to 46% of the calls; Santee responded to 5% of the calls; El Cajon responded to 31% of the calls; and Lakeside FPD responded to 18% of the calls. Table H depicts the change in first responders to the Pepper Drive area.

Table H – Calls Responded within CSA No. 115

| | 2012 Data | 2016 Data | Change |
|------------------------|-----------|-----------|----------|
| City of El Cajon | 45% | 31% | Decrease |
| City of Santee | 30% | 5% | Decrease |
| Lakeside FPD | 1% | 18% | Increase |
| San Miguel Consol. FPD | 24% | 46% | Increase |

Below is a response comparison within three geographically separate points within CSA No. 115 and how services will change/improve with the opening of a new station. Note that this table is based on the opening of the new stations by Lakeside FPD and San Miguel Consolidated FPD.

Table I – Response Comparison

| <u>Location Within CSA</u> | <u>Current Response</u> City of Santee Fire Department (Distance from Fire Station No.4) | <u>Current Response</u> SMCFPD FS 19 Lakeside FPD FS 01 | <u>Response w/ New Stations</u> SMCFPD Lakeside FPD |
|---|--|---|---|
| Location 1: West Bradley Ave and North Magnolia Ave San Miguel Consolidated FPD Lakeside FPD | 1.9 miles | 2.2 miles/3.42 mins 4.6 miles/5.19 mins | 1.2 miles/2.03 mins 2.2 miles/3.15 mins |
| Location 2: Pepper Drive and Vulcan Street San Miguel Consolidated FPD Lakeside FPD | 1.8 miles | 2.2 miles/3.55 mins 4.1 miles/6.0 mins | 0.9 miles/1.31 mins 1.7 miles/2.36 mins |
| Location 3: Somermont Drive and Clove Street San Miguel Consolidated FPD Lakeside FPD | 2.7 miles | 2.7 miles/3.17 mins 3.6 miles/5.56 mins | 0.4 miles/0.55 mins 1.2 miles/2.03 mins |

Refer to Maps 4 and 5 for station relocation.

San Diego County Fire Authority Response Letter

The San Diego County Fire Authority (SDCFA) has been responsible for the provision of fire and emergency medical services within CSA No. 115 since its inception in 1985. On November 18, 2016, a SDCFA letter (see Attachment A) was sent to San Diego LAFCO indicating the County’s position on the proposed reorganizations. The County believes the current contract with the City of Santee, City of El Cajon, Lakeside FPD, and San Miguel Consolidated FPD provides the best level of service to the residents of CSA No. 115 for three primary reasons: (1) the area is bordered by multiple fire agencies and the fact remains that no single agency can provide service to the area without the assistance of all regional agencies; (2) the current contract provides equitable reimbursement for costs to all agencies that respond. Fire plan check and review is a seamless one stop process through the County Fire Marshal and County Planning and Development Services; and (3) the County does not have any special fees or assessments for the residents.

While the County recommends that the CSA No. 115 remain as a stand-alone County Service Area or be annexed into CSA No. 135 and long term contract for service be executed with the current service providers, the SDCFA did submit a number of requests if the Commission continues with one or both of the proposed reorganizations. Below are the following comments:

1. A comprehensive independent financial review should be conducted on both agencies. This review should include a long term projection of revenue and expenditures including Public Employee Retirement Liability, facility repair and replacement, apparatus replacement and all other costs with maintaining the current service level in both CSA No. 115 and the remainder of their Districts. The County of San Diego is financially stable and retains AAA Bond ratings. It is the position of the SDCFA that any agency wishing to annex CSA No. 115 must be financially stable and capable of long term provision of service.
2. The SDCFA has concerns with the current proposals as two fire stations are being built less than a mile apart. It appears that no real evaluation of service options occurred and that both agencies submitted proposals based on the concept of simply splitting the tax revenue. This may or may not be the best option for the provision of service. The SDCFA encourages LAFCO to evaluate regional service options.
3. Fire Protection in the area has been provided based on independent agency needs and annexations by both fire Districts and Cities. CSA No. 115 and Bostonia are service islands separated from the remainder of the San Miguel Consolidated Fire District. While, the City of El Cajon has segments of its jurisdiction around CSA No. 115 and the Lakeside Fire District adjoins the entire region, SDCFA recommends that a comprehensive review of jurisdictional boundaries be conducted.
4. No additional Property Tax Exchange is to occur. The providers wishing to Annex will do so at the current Tax Rate received by the County of San Diego.
5. Any change in service to occur commensurate with the Fiscal Year. For Property Tax collection and payment of services in the current contract, the SDCFA would like any change to occur at the beginning of a Fiscal Year.

The listed requests submitted by the San Diego County Fire Authority will be considered as LAFCO staff continues to evaluate the proposed reorganizations.

Station Relocation

There are multiple agencies and multiple fire stations serving this sub-region of East County. Fire stations shown on Maps 2, 3 and 4 are within a 7 mile radius of the intersection of Winter Gardens Boulevard and Pepper Drive. All four agencies provide service to the sub-region through Auto-Aid Agreements by dispatching the nearest appropriate available resources. The number of staffed fire stations for the sub-region is appropriate for providing acceptable response times for a single engine first responder incident as well as providing sufficient capacity for a large scale incident requiring multiple resources.

Lakeside recently relocated its Fire Station No. 1 from Riverview Ave. to a new location at 8035 Winter Gardens Blvd. The new location was chosen as a result comprehensive study conducted by Citygate Associates, LLC which identified a best location to improve response time to the districts southern boundaries. The property was acquired and a temporary fire station was opened and occupied in 2016. A permanent fire station which is to replace the temporary station is in planning stages.

There have been discussions between Lakeside and San Miguel Consolidated regarding a jointly occupied fire station but the two agencies have not been able to come to agreement. Maps 4 and 5 show the difference in coverage based on a 1.5 mile radius from the old and new station locations. The eastern portion (but not all) of CSA No. 115 is within a 1.5 mile radius of the new Lakeside fire station location (see Map 5).

San Miguel Consolidated FPD has purchased property at 1105 Pepper Drive for a proposed fire station. The location is within less than a mile of the "New" Lakeside Fire Station on Winter Gardens Boulevard. The decision to purchase property and build a new station at that location has been questioned by many. Purchasing property and building a new station at any location is very challenging. The challenges include property availability, zoning and community acceptance. While it can be argued that a better location for a San Miguel Consolidated fire station would be to the west and within its own district boundaries or perhaps within CSA No. 115 boundaries, the proposed site will provide improved service to this sub-region. The proposed project has been submitted for plan review is awaiting final approval from the County of San Diego to begin construction. The property is actually within the Lakeside Fire Protection District boundaries. As a condition of the District's application to annex CSA No. 115, a detachment from Lakeside FPD with subsequent annexation to the San Miguel Consolidated FPD is proposed. If the station is built at the Pepper Drive location, it would be centrally located to equally serve its own district as well as serve the entire CSA No. 115 area. A detailed discussion of station re-location issues follows.

San Miguel Consolidated FPD

In October 2011, the San Miguel Consolidated FPD leased a commercial property in the 700 block of East Bradley Street contiguous with CSA No. 115. This location was operated as a "peak hours" satellite fire station approximately 10-12 hours per day, 7 days per week with a Type-1 Paramedic Fire Apparatus with constant 3/0 staffing. Peak hours were determined by utilizing prior years existing Computer Aided Dispatch records to determine the busiest 10-12 hour call window. All affected fire agencies (Lakeside/Santee/El Cajon) were notified of the temporary relocation and the reasons for the location.

The results of the six month "peak hours" location verified San Miguel Consolidated FPD's projection that the relocation would both improve service in both CSA No. 115 and San Miguel Consolidated FPD and reduce the impacts from a lop-sided Automatic Aid imbalance with the City of El Cajon that required the FPD to respond within the City of El Cajon without compensation. As indicated in San Miguel Consolidated FPD's application, in the first 3½ months the District increased its responses into CSA No. 115 to 34% from 19%. Responses to San Miguel Consolidated FPD's residents increased to 57% from 48% in this short time frame.

The San Miguel Consolidated FPD's adopted 2014-15 Budget included an expenditure of \$500,000 for the development of a new fire station that would serve existing territory within the District and CSA No. 115. San Miguel Consolidated FPD has accordingly acquired a site for the new station (1105 Pepper Drive at the corner of Pepper Drive and North 1st Street). The District will concurrently close an aging fire station located at 1273 Clarendon Road in the City of El Cajon and transfer equipment and personnel to the new station in Pepper Drive. The District anticipates the Pepper Drive station will be available for 12 hour occupancy in April 2017.

Lakeside FPD

The decision to relocate Lakeside FPD Station No. 1 was a result of a comprehensive study conducted by Citygate Associates, LLC that reviewed the District's fire station placement plan and coverage for a possible annexation of CSA No. 115. The study resulted in several findings including three primary conclusions:

1. Using the current four fire station locations, not all of the urban density developed areas are within 4 minutes travel time of a fire station. Stations No. 1 and No. 2 are located too close together. Coverage would be improved if Station No. 1 was moved to the south.
2. Long travel times for the District's fire units are due to topography, simultaneous incidents, and Station No. 1 not being placed in the best location.
3. A relocation of Station No. 1 to near the intersection of Winter Gardens Blvd. and Royal Road substantially improves coverage at both the 4th and 5th minute of travel and allows 5-minute coverage into all of CSA No. 115.

As a result of the study, Lakeside FPD relocated Station No. 1 to improve service delivery within its jurisdictional boundary and improve the District's ability to serve CSA No. 115. The former Lakeside FPD Station 1 was located at 9726 Riverview Ave and approximately 4.1 miles from the Pepper Drive area. The station, which housed a paramedic engine company and brush company, provided first response to Winter Gardens, Riverview and Lakeside proper. In 1963, the Lakeside Union School District allowed the fire district to build a fire station on unused school district property. The former station was more than 50 years old and required significant repair. The end of service life for Station #1 was June 2015 and the location no longer best served the District.

The District has since relocated Lakeside Fire Station #1 to a site in the 8000 block of Winter Gardens Boulevard closer to CSA No. 115. A steel structure on the site houses two fire apparatus on a temporary basis. The permanent station will be designed to accommodate two engine crews and one ambulance crew at full (future) build-out. This fully developed station is scheduled to be open within three years of the opening of the temporary site. The former station and building has reverted back to the school district.

As calculated by the Heartland Communications Facility Authority, run times from the Lakeside FPD to three geographically separate locations in CSA No. 115 would improve by virtue of moving the fire station:

- Location 1 (West Bradley Ave and N. Magnolia Ave). The travel time would be reduced from an estimated time of 5:19 minutes to 3:15 minutes.

- Location 2 (Pepper Drive and Vulcan Street). The estimated travel time from the current station is 6:00 minutes; the estimated travel time from the relocated station would be 2:36 minutes.
- Location 3 (Somermont Drive and Clove Street). Relocating the station would improve the estimated travel time from 5:56 minutes to 2:03 minutes.
- The relocated station would be able to reach 90% of all calls within CSA No. 115 within the excellent average response time criteria of 5 minutes or less.

Emergency Ambulance (Transport) Service

Emergency medical transport services are authorized by the Emergency Medical Services System and Pre-hospital Emergency Medical Care Personnel Act (Health and Safety § 17797 et seq.). The County of San Diego Office of Emergency Medical Services (EMS) is directed under the Act to establish exclusive operating areas (EOA) and award contracts for providing emergency transport services within each EOA through a competitive bidding process. County EMS administers an EOA that contains a majority of the proposed reorganization area. CSA No. 69 provides services to the East County region which includes Lakeside, Bostonia, Santee and CSA No. 115.

San Miguel Consolidated FPD

The Cooperative Agreement between the San Miguel Consolidated FPD and Cal FIRE provides the San Miguel Consolidated FPD with ALS First Responder Service, advanced life and basic life support, services include commercial, residential and wildland fire protection, prevention and investigation, hazardous materials incident response, emergency vehicle extrication, hazardous conditions (flooding, downed power lines, earthquake, terrorist incident, etc., Emergency Medical Technician (EMT) level emergency medical and rescue response, public service assistance. Also included are fire department administration, training and safety, personnel, finance and logistical support and emergency dispatch service. ALS services include: paramedic level emergency medical response providing advanced airway management, intravenous drug therapy and life support system until patients are transported to the nearest emergency care facility. Currently ALS and BLS services are provided within Pepper Drive by the surrounding fire districts via contract.

Ambulance service is currently provided within the San Miguel Consolidated FPD by American Medical Response and CSA No. 69 (Heartland Paramedics). CSA No. 69 provides Advance Life Support (ALS) ambulance transport service within the City of Santee and the unincorporated east county communities of Pepper Drive, Bostonia, and Lakeside. No change to this service relationship would result from the proposed reorganization with the San Miguel Consolidated FPD.

While a cooperative agreement is in place between San Miguel Consolidated FPD and Cal FIRE, the District Board voted to begin the process of terminating that contract during their July 6, 2016 meeting. The 4-3 vote focuses on returning to a stand-alone district to deliver fire service and appointing an ad hoc committee to discuss and return to the board with a plan to terminate its contract with Cal FIRE. LAFCO will evaluate the service impact of this proposed transition as part of this reorganization process.

Lakeside FPD

Emergency medical transport services within the Lakeside FPD are provided by CSA No. 69 (Heartland Paramedics). The Lakeside FPD (and City of Santee) provides emergency paramedic and ambulance service to CSA No. 69 as a contractor to the County of San Diego. No change to this service relationship would result from the proposed reorganization with the San Miguel Consolidated FPD.

Dispatch Services

San Miguel Consolidated FPD

The San Miguel Consolidated FPD obtains fire department 911 emergency dispatch services from Cal FIRE Emergency Command Center (ECC). Cal FIRE is responsible for fire/emergency resource units covered under this agreement. The Cal FIRE ECC is staffed with a Battalion Chief, three or more Fire Captains and Communications Operators to provide 24/7 year-round coverage. There is always an officer of Captain rank or higher to serve as the shift supervisor and command officer. Cal FIRE uses an integrated Computer Aided Dispatch system using the latest technology to direct the closest viable resources to all emergency incidents. LAFCO staff will evaluate whether the same level of service would be provided within Pepper Drive if the proposal reorganization is approved and the transition back to a stand-alone district is finalized. If San Miguel Consolidated FPD reverts to a stand-alone fire agency, Heartland Communications Facility Authority (HCFA) would become the dispatch provider.

Lakeside FPD

The Lakeside FPD is an original member of the Heartland Communications Facility Authority (HCFA). Calls from CSA No. 115 are currently dispatched through HCFA to the City of Santee, which provides service to the area, as one of eight members of the Joint Powers Authority. A change in the dispatch system would not be required for the proposed portion of CSA No. 115 annexed to Lakeside FPD; however, it would for the portion of CSA No. 115 proposed to be annexed to San Miguel Consolidated FPD.

Additional Services

Additional services provided by the San Miguel Consolidated FPD include: fire suppression, fire prevention, paramedic First Responder EMS and ALS transport, light and medium rescue, community outreach and preparedness, fleet maintenance and repair, facility maintenance, personnel development and training/education, human resources, recruitment, fire academy, public information, safety and risk management, Chaplain services.

Lakeside FPD supports an ALS Medium Rescue Unit capable of low and high angle rescue as well as complicated vehicle rescue service (including rescue from semi-trucks, light and heavy rail car vehicles, downed aircraft as well as automobiles and light trucks). The District supports a 2 person (paramedic) patrol unit that can be activated as necessary to patrol our more rural areas on high fire danger days. Other additional services provided by Lakeside FPD include: LVG Program; free smoke detector installation program, logistical support; Hazmat First Responder, swift water rescue and other "All Hazard/All Risk" response services; fire service training in cooperation with the Heartland Fire Training Facility Authority; and an in-house training program for new employees.

SUB-REGIONAL ANALYSIS

To evaluate the impact of the proposed reorganization of CSA No. 115 on both the CSA and surrounding territory, LAFCO staff established a sub-regional analytical model. This particular sub-region in East County includes 13,410 acres and has a total population of 121,655 within six primary areas: South/East Santee, North/East El Cajon, South/West Lakeside, plus the Communities of Bostonia and Pepper Drive (CSA No. 115). The sub-region is generally developed with a combination of single and multi-family homes as well as light industrial and small commercial occupancies. There are also pockets of heavy industrial and larger mixed-use commercial occupancies. There are large undeveloped areas on "Rattle Snake Mountain" and some planted orchards that pose challenges for access in the event of a wildland fire. The CSA No. 115 – Pepper Drive area is directly under the flight path for the main runway for the general aviation Gillispie Field Airport.

This sub-region is served by 10 First Responder/Advanced Life Support (ALS) Engine Companies operated by the cities of El Cajon, Santee, San Miguel Consolidated FPD and Lakeside FPD. A profile of the fire stations follows and are depicted on Map 2:

- **Fire Engine Company E-1:** 8030 Winter Gardens Blvd., El Cajon CA 92021, (NEW LOCATION) Lakeside FPD*
Station 1: Temporary building facility with 3 personnel staffing, Type 1 ALS First Responder Engine Company, Brush 1: Calls for service in 2016 = 2,019.
- **Fire Engine Company E-2:** 12216 Lakeside Ave., Lakeside CA 92040, Lakeside FPD
Station 2: Permanent 3 apparatus bay facility with 5 person staffing, Type 1 ALS First Responder Engine Company and CSA 69 Medic 2 Ambulance, Reserve Engine 202s and Patrol 2 Type 6 mini-pumper, Water tender and OES Type 1 Pumper: Calls for service in 2016 = 2,226.
- **Fire Engine Company E-3:** 14008 Highway 8 Business, El Cajon CA 92021, Lakeside FPD
Station 3: Permanent 3 apparatus bay facility with 5 person staffing, Type 1 Wildland Interface ALS First Responder Engine Company and CSA Medic 3 Ambulance, Rescue Pumper: Calls for service in 2016 = 1,680.
- **Fire Engine Company E-4:** 8950 Cottonwood Ave., Santee CA 92071, City of Santee
Station 4: Permanent 3 bay facility with 8 person staffing: Type 1 ALS First Responder Engine Company, 100 Tiller Ladder Truck, Brush 4, CSA Medic 4 Ambulance: Call for service in 2016 was 3,255.
- **Fire Engine Company E-5:** 9130 Carlton Oaks Dr., Santee CA 92071, City of Santee
Station 5: Permanent 2 bay facility with 3 person staffing: Type 1 ALS First Responder Engine Company, Type 1 Reserve Engine, Rescue 5, CSA No. 69 Medic 5 Ambulance: Calls for service in 2016 = 1,934.

- **Fire Engine Company E-6:** 100 E. Lexington Ave., El Cajon CA 92020, City of El Cajon
Station 6: Permanent 3 bay station with 7 person staffing: Type 1 ALS First Responder Engine Company, 100' Ladder Truck, AMR Medic 236, Reserve Type 1 Engine: Calls for service in 2016 = 5,263.
- **Fire Engine Company E-7:** 695 Tyron St., El Cajon CA 92020, City of El Cajon
Station 7: Permanent single bay facility with 3 person staffing: Type 1 ALS First Responder Engine Company: Calls for service in 2016 = 1,602.
- **Fire Engine Company E-8:** 1470 E. Madison Ave., El Cajon CA 92020 City of El Cajon
Station 8: Permanent 3 bay facility with 3 person staffing: Type 1 ALS First Responder Engine Company, AMR Medic 238, Reserve Type 1 Engine: Calls for service in 2016 = 4,208.
- **Fire Engine Company E-9:** 1301 North Marshall Ave., El Cajon CA 92020, City of El Cajon
Station 9: Permanent 3 bay facility with 3 person staffing: Type 1 ALS First Responder Engine Company, Type 1 Reserve Engine: Adjacent Heartland Fire Training Facility: Calls for service in 2016 = 2,325.
- **Fire Engine Company E-19:** 1273 Clarendon St., El Cajon CA 92020, (PROPOSED LOCATION FOR NEW STATION, 1105 Pepper Dr.) San Miguel Consolidated FPD*
Station 19: Older 2 bay facility with 3 person staffing (scheduled for replacement): Type 1 ALS First Responder Engine Company: Calls for service in 2016 = 2,248.

**Note: Lakeside FPD E-1 and San Miguel Consolidated FPD E-19 have identified new fire station locations.*

The analysis conducted by LAFCO staff includes an evaluation on the impact the two relocated fire stations have on service delivery to the sub-region. This sub-region of East County has a history of moderate to high call volume for its size and population (13,410 acres; 121,655 population). The 2016 call volume for this sub-region was 26,760 which continued a steady trend upward from the 2013, 2014 and 2015 annual calls for service. Calendar year 2016 data shows an approximately 7% increase over the 24,874 calls for service in calendar year 2015. Given the 10 First Responder Engine Companies serving this sub-region identified above (Map 2), this is an average of 7.3 calls per Engine Company each 24 hour period.

As previously stated, the County of San Diego recently entered into a contract with the Cities of El Cajon and Santee as well as the Lakeside and San Miguel Consolidated Fire Protection Districts to reimburse each agency for service provided to CSA No. 115. During the first accounting period of the new contract covering four months ending on June 30, 2016, 116 calls for service into CSA No. 115 were provided by the four agencies. The call breakdown was 36 calls by El Cajon, 21 calls by Lakeside FPD, 6 calls by Santee and 53 calls by San Miguel Consolidated FPD. This is an average of one call for service per 24 hour period into CSA No. 115 by one of the four service providers. Each of the four agencies has submitted invoices to the County of San Diego and has been compensated for service provided as well as a compensation for standby.

The breakdown for reimbursement for the four agencies is below:

Table J – Response Call Reimbursement

| Agency | # of Calls | % of Calls | Total Reimbursement |
|-----------------------------|-------------------|-------------------|----------------------------|
| City of El Cajon | 36 | 31% | \$28,215.18 |
| City of Santee | 21 | 18% | \$16,980.69 |
| Lakeside FPD | 6 | 5% | \$5,744.20 |
| San Miguel Consolidated FPD | 53 | 46% | \$40,948.74 |
| Total | 116 | 100% | \$91,887.80 |

Table K – Type and Distribution of Calls

| Type call | # of Calls | % of Calls |
|------------------|-------------------|-------------------|
| Medical Aid | 104 | 90% |
| Structure Fire | 2 | 1% |
| Other Fire | 4 | 3% |
| Hazmat | 6 | 5% |
| Total | 116 | 100% |

Service Delivery Standards

There is a public perception and expectation that by calling 9-1-1, there is a resource for an immediate response for all perceived “emergency” issues. There have been many studies to determine how best to provide emergency service to developed communities to fulfill this expectation. Those studies by the National Fire Protection Administration (NFPA), the International Association of Fire Chief’s (IAFC), the Insurance Service Office (ISO), Occupational Health and Safety Association (OSHA) have evolved over the years into standards as well as mandates. It is very costly to meet all of the Standards and mandates. Therefore, many communities take on reasonable risk based on historical response data and community expectations.

All emergency responses follow a timeline beginning with the discovery of an event and ending with the mitigation of the event. Reasonable expectation for service is largely based on response times. Response time in the fire service has been defined differently over decades. Current accepted best practice is to report response time as “Total Response Time”, which includes three components. Those three components are: call-handling time, turnout time and travel time. A reasonably accepted best practice standard for call-handling is 60 seconds; turnout time is 60-80 seconds and for travel time is 4 minutes. The four agencies in this sub-region have for the most part, reasonably placed fire stations within their communities to meet the 4 minute travel time goals approximately 80% - 90% of the time. Given the high call volume activity in this sub-region, Auto-Aid agreements between the agencies assures that sufficient resources are available to respond within an acceptable time line to meet community expectations and to meet “Firefighting Force” requirements by OSHA for major incidents and the targeted NFPA 1710 Standard.

PLAN FOR SERVICE

Description and Level of Services

San Miguel Consolidated FPD

The San Miguel Consolidated FPD will extend the same type of services it currently provides to district residents to the reorganization territory, as authorized under the Health and Safety Code Section 13862: fire protection; rescue services; emergency medical services; hazardous material emergency response; ambulance services; and other services relating to the protection of lives and property. However, in July 2016, the San Miguel Consolidated FPD's Board of Directors voted 4-3 to take steps towards returning full control over its fire protection and terminate its contract with Cal FIRE. Further analysis will be required to determine whether the same level of service will be delivered to the proposed annexation area.

At its current organizational structure, the San Miguel Consolidated FPD proposes to provide each station with one full time, Type I engine company with minimum staffing of three personnel, with a minimum of at least one of the personnel licensed as a paramedic and accredited to work in San Diego County. The engine will be staffed with a qualified supervisor, certified driver, and one firefighter. The fire station under construction located on Pepper Drive will consist of 9 total personnel including: 3 Fire Captains; 3 Fire Apparatus Engineers; and 3 Paramedic Firefighters. All fire prevention, inspection, fuel management, weed/brush abatement, and code enforcement, education, and outreach services will be provided by the FPD. The FPD will work with the community, county, state, and federal agencies to provide a community protection plan.

Lakeside FPD

The Lakeside FPD proposes to serve the Pepper Drive annexation area from existing fire stations within the existing District boundaries. The number of calls of service associated with the CSA and the increased population served in Lakeside's opinion does not warrant adding new service(s) or personnel at this time. The Lakeside FPD will accordingly maintain its existing level of service for fire protection and ALS service. A robust fire and EMS service will be provided to all of the annexed areas upon recordation of this reorganization according to the FPD. The new station will improve service to the newly annexed area and it will allow the District to fund the specific capital needs of the relocated facility and equipment. The District financed the relocated facility with existing District funding sources.

Availability and Timing of Service Extension

San Miguel Consolidated FPD

The San Miguel Consolidated FPD has already acquired a site and is constructing a new station fire station to be located at 1105 Pepper Drive. The new station will allow for improved response to CSA No. 115 starting in April 2017.

As discussed, the San Miguel Consolidated FPD previously had a satellite fire station in this vicinity in 2011, and it demonstrated the need and feasibility of relocating a permanent station in this region. In October 2011, San Miguel leased a commercial property in the 700 block of East Bradley Street within San Miguel jurisdiction in unincorporated territory just outside of El Cajon city limits,

contiguous to CSA No. 115. This location was operated as a “peak hours” satellite fire station approximately 10-12 hours per day, 7 days per week with a Type-1 Paramedic Fire Apparatus with constant 3/0 staffing. Peak hours were determined by utilizing prior years existing Computer Aided Dispatch records to determine the busiest 10-12 hour call window. All affected fire agencies (Lakeside/Santee/El Cajon) were notified of the temporary relocation and the reasons for the location.

Lakeside FPD

The Lakeside Fire Protection District is a regional provider of Fire and EMS first responder service to the areas in and around Lakeside and much of Northeastern unincorporated El Cajon. As such, the District has recently realigned its service provision (including fire stations) to better meet the needs of the residents of District. To that end, the District closed a fire facility in the Riverview area of the District and built a new Fire Station in the Winter Gardens Boulevard / Pepper Drive area to better serve district residents. The new facility now places the District in a much better position to efficiently serve the district residents, but also place Lakeside FPD in a position that would better serve Pepper Drive.

Financing

San Miguel Consolidated FPD

The approximately \$386,000 operating budget for CSA No. 115 is currently funded by a share of property taxes. Approximately 80% of the approximately \$19.3 million dollar operating revenues for the San Miguel Consolidated FPD are also derived from a share of property tax revenues. San Miguel Consolidated FPD also collects a Crest Special Benefit Tax, a Bostonia Special Benefit Tax, Proposition E Special Tax, and a Paramedics Special Benefit Tax which totals \$2,340,544 (12% of the total general fund revenues). These voter-approved special taxes will continue to be collected in the Crest and Bostonia communities which were within the former boundaries of the former East County Fire Protection District.

The San Miguel Consolidated FPD is proposing to provide service to CSA No. 115 without the need for new or extended benefit fees, special taxes, or assessments. Dissolution would also eliminate the need for a contracting entity (CSA No. 115) to service the area. Since 1985, the contract has been with the City of Santee; however, the County has recently finalized a four-way contract with the surrounding fire districts. The County of San Diego charges CSA No. 115 an administrative fee of 2.5% of available operating funds.

As previously referenced, the special taxes being levied by the San Miguel Consolidated FPD would not be applied to the proposed reorganization areas. The fire station that SMCFPD has acquired will be staffed by personnel from an outdated station that is being closed. Equipment at that facility will be transferred to the new fire station. No new equipment or upgrades would be required to serve the proposed annexation area. The district is considering purchase of a new Type 1 Fire Engine to be placed at the Pepper Drive location.

The new San Miguel Consolidated FPD station located on Pepper Drive will consist of 9 total personnel including: 3 Fire Captains; 3 Fire Apparatus Engineers; and 3 Paramedic Firefighters. San Miguel Consolidated FPD will not be required to add staff as a result of the reorganization. The District may, however, hire an additional part-time inspector regardless if the reorganization is approved.

Lakeside FPD

The Lakeside FPD has an operating budget of over \$11.9 million, annually. The District proposes to bring CSA No. 115 into the District's service area so these areas can receive the same Fire/EMS Service that is currently provided districtwide. The District has a voter approved, non-escalating, benefit fee using an existing formula which generally costs District residents \$40 per single family dwelling. The formula is slightly more for commercial areas, less for mobile homes and vacant property. However, this benefit fee is not being proposed by Lakeside FPD to be applied to properties within CSA No. 115 upon annexation. The District intends to use 100% of property tax and other revenues obtained as part of the CSA No. 115 annexation for Capital Improvements (the construction of a permanent fire station) to serve the Pepper Drive Area. As indicated in Lakeside FPD's application, the revenue at first will be directed toward the debt service on the new fire facility, but later the funds may be used to improve the Pepper Drive Fire Facility and/or purchase fire apparatus for use in the Pepper Drive Area. The District pledges not to direct revenue from the annexed CSA No. 115 into the District's general fund, or for salaries and benefits in any fashion.

The proposed reorganization would also eliminate the need for a contracting entity (CSA No. 115) to service the area. Since 1985, the contract has been with the City of Santee; however, the County has recently finalized a four-way contract with the surrounding fire districts. The County of San Diego charges the County Service Area an administrative fee of 2.5% of available operating funds.

Facility Improvements

San Miguel Consolidated FPD

As previously discussed, both CSA No. 115 and San Miguel Consolidated FPD are largely financed through a share of property taxes. As successor agency, San Miguel Consolidated FPD will receive the annual property tax previously allocated to CSA No. 115 (approximately \$348,779 in FY 2015-2016), if the entire territory of the CSA was annexed. San Miguel Consolidated FPD has already completed the purchase with cash of the property for the new fire station located at 1105 Pepper Drive. The district is purchasing a new Type 1 Fire Engine to for use in CSA No. 115. San Miguel Consolidated FPD's FY2014-15 budget includes a line item for the new fire station (\$500,000), and the station will be staffed by personnel from an existing outdated station (Fire Station No. 19) that is being closed. Equipment at former Station No. 19 will be transferred to the new fire station at Pepper Drive. No new equipment or upgrades would be required to serve the Pepper Drive annexation area. The San Miguel Consolidated FPD will be purchasing of a new Type 1 Fire Engine to be placed at the Pepper Drive location.

Lakeside FPD

Annexing the territory within CSA No. 115 will accelerate completion of the new permanent Lakeside FPD Station 1. The District has allocated \$1,100,000 in their capital budget to house an engine company within the temporary structure. The annual property tax share from CSA No. 115 would be allocated to the construction of a new permanent fire station. The station is being planned to be large enough to add a second fire company, as well as a future paramedic ambulance or squad, assuming the eventual availability of sufficient funding. The District anticipates building a permanent station within three years, if the territory within CSA No.115 is annexed. Without annexation of CSA No. 115, the Lakeside Fire Protection District estimates the permanent fire station may not be constructed until 2020.

The Lakeside FPD plans on establishing a separate account in the budget to ensure that all revenues generated from the former CSA No. 115 will be allocated for the permanent Fire Station No. 1. This account would be maintained until such time as costs related to the construction of the relocated Station No.1 are fully paid. Revenues from the former CSA No.115 from that point forward would be merged with other district funds. At the end of the fire station debt service, the Lakeside Fire Protection District still will has other Capital Improvement needs such as apparatus purchases and capital improvement fund needs for station maintenance and replacement.

Fire Station Staffing

In many fire jurisdictions in the United States, a 24-hour shift schedule is the standard model. Originally, this schedule was implemented to address the needs of a 56-hour work week with a three shift (platoon) system. The notion was that the 24-hour shift schedule was the most efficient way to manage both the mandatory hours that firefighters needed to work and the call volume. In San Diego County all cities and most fire districts utilize a 56-hour work week. The exceptions are those agencies that contract with Cal Fire. For example, in FY 2011/12 the San Miguel Consolidated FPD was experiencing financial problems and decided to outsource its fire operations to Cal FIRE, because Cal FIRE contractual costs were estimated to be \$2.7 million less than San Miguel's stand-alone costs. The reasoning was that Cal FIRE uses a 72-hour work week schedule for its fire fighters and 72-hour works schedules typically result in substantial cost savings of approximately (\$337,500 per fire station).

Many local agencies have concluded that a 72 hour work schedule is very attractive because it requires only two shifts of fire fighters vs. three shifts associated with a 56 hour schedule. This reduces the number of total employees that need to be hired; however, a 72 hour schedule includes 19 hours of overtime pay built into the schedule vs. 3 hours of overtime for a 56 hour shift schedule. Nonetheless, because fewer employees are required for 72-hour work week schedules, the amount of overtime pay is substantially less than the cost of hiring on average, an additional 2 employees to staff each fire station.

The other issue associated with working a 72-hour work schedule is that for typical situations that result in a need to call employees back for overtime due to staff shortages caused by sick leave, vacation, workers compensation injuries, etc., means that employees are called back from only one shift of employees. This shift is the same shift that would have just got off of work and is then due back on the next shift. This can cause some workers to become fatigued. Under the 56 hour shift schedule, employees are called back from two shifts which either have been off for a number of days, or will be going off for a number of days.

Part 2 of the LAFCO financial report will provide more detail about the cost savings associated with a 72-hour vs. 56-hour work schedule, but the average savings per engine company, even with the additional 19 hours of overtime is approximately \$160,000. On July 13, 2016, the San Miguel Consolidated FPD opted to revert back to a stand-alone fire district and is scheduled to terminate its contract with Cal FIRE on or before July 2017. Upon one of these dates in 2017, San Miguel Consolidated FPD will revert back to a 56-hour work schedule.

Service Comparability

The service ramifications associated with a 72-hour vs. 56-hour work schedule are difficult to objectively quantify as many local priorities and preferences come into play. One of the criticisms, for example, of Cal FIRE is that Cal FIRE employs younger and less experienced staff. Some jurisdictions believe that this can impact the quality of service. Other impacts can occur in terms of the ability to retain firefighters and having firefighters reside in the communities where they work. For example, in more expensive housing markets such as San Diego County, Cal FIRE employees may live outside of the communities they work in because the employees are paid less than more seasoned employees who are paid more and can in turn afford to live closer to the stations where they work.

Some of the advantages and disadvantages associated with stand-alone fire agencies are summarized below. The impacts of these advantages and disadvantages on the level and quality of service are again quite difficult to quantify due to their subjective nature. The decision to outsource or retain a stand-alone fire agency is a local decision that needs to be balanced against financial feasibility and community value placed on local control.

All four agencies serving this sub-region staff their fire stations, 24 hour per day, 7 days per week and 365 days per year. Staffing standards for Santee, El Cajon and Lakeside FPD are similar with on duty crews working 56 hour work weeks. San Miguel Consolidated FPD currently staffs its station with on duty crew working a 72 hour work week per the contract for service with Cal FIRE. However, San Miguel Consolidated FPD has notified Cal FIRE that it intends on terminating its contract to revert to being a stand-alone fire agency. The four agencies respond with like resources to “All Hazards” per common adopted policies and procedures. The agencies participate in a joint training facility with scheduled multi-company training exercise each year. Two different dispatch centers (Heartland and Cal Fire) are used to deploy needed resources to a given emergency call and do so in a coordinated effort. All agencies provide service at the Advanced Life Support (ALS) First Responder Level.

As of November 22, 2016, the Lakeside FPD has 5 budgeted unfilled Firefighter Paramedic positions. The district’s ability to continue to provide reliable service is not hindered as the district is filling those positions with overtime assignments. The salaries for Fire Captain, Fire Engineer and Firefighter Paramedic are lower than the San Diego Region average per the “Salary and Compensation Survey 2016/2017”, last updated on 9/29/16. The survey includes Cities and Fire Districts in San Diego County with the exception of San Diego City.

San Miguel Consolidated FPD produced a “Micro Report” in May of 2015 and a revised “Micro Report” in July 2015 identifying projected costs associated with returning to a stand-alone fire service provider. The District has given written notice to Cal FIRE that they intend to terminate its contract. San Miguel Consolidated FPD is in the process of returning to a “Stand-Alone” agency. This process has been started with the appointment of a Transitional Manager and a recruitment to fill positions identified in the Micro Study. A “Transitional Memorandum of Understanding” between the District and Firefighters of San Miguel Local 1434 dated September 25, 2012 is the guiding document that sets the terms, conditions, wages and benefits for returning to a stand-alone fire department. The salaries identified in the Micro report for Fire Captain, Fire Engineer and Firefighter Paramedic are between 6% and 9% lower than the San Diego Region average per the “Salary and Compensation Survey 2016/2017”, that was last updated on 9/29/16. The survey includes Cities and Fire Districts in San Diego County with the exception of San Diego City.

San Miguel Consolidated FPD has initiated the process to recruit qualified candidates for the positions of Fire Battalion Chief, Fire Captain, Fire Engineer and Firefighter Paramedic. The work plan that is in place to fill the positions includes medical screening physicals and background checks and orientation training. Indications are that 43 previous San Miguel Consolidated FPD / Cal FIRE employees will seek to be re-hired by the District. If that holds true, about on half of the workforce will have first-hand experience and knowledge of the district's culture and work environment. The other half will lack prior knowledge and experience of the District. It is unclear at this time what the experience level will be for the positions being recruited for or what the familiarity of the district will be for those who fill the positions. An organizational chart has been developed that identifies a hierarchy of authority and responsibility. A start date has yet to be determined. Once a start date is determined, a 120 day transition plan is in place to restart the agencies stand-alone fire service.

By returning to a stand-alone fire department, it is likely that station staffing will be based on a 56 hour work week similar to the City of Santee, City of El Cajon and Lakeside FPD. It is also likely that San Miguel Consolidated FPD will return to Heartland Communication Facility Authority for dispatch service.

An analysis of the financial status of the district and its ability to fund a stand-alone fire department will be addressed in a separate report to the committee.

Advantages associated with reverting to a stand-alone fire district include:

- The board of directors will maintain full budgetary control over all cost and service levels.
- Firefighters will be focused solely on FPD needs and priorities.
- The board of directors would be able to directly fund or have exposure to pension, health, and workers' compensation costs.
- The board of directors could decide to be directly involved with labor negotiations.

Disadvantages associated with reverting to a stand-alone fire district include:

- The board of directors will be critically short of firefighters and will need to undertake major hiring, training, promotion, retention efforts.
- The board of directors does not need to directly fund or have exposure to pension, health, and workers' compensation costs.
- Temporary impact on fire management, leadership, and increased costs.
- Responsibility for pension, health, workers' compensation costs could impact service levels if there are funding shortages.
- Responsibility for human resources support, legal support, safety and code compliance, and other programs (i.e. Comprehensive Training Program) Cal FIRE is currently accountable for.
- No longer part of the greater County of San Diego integrated cooperative regional fire protection and emergency medical response system.
- No direct access to San Diego County Fire Reserve Apparatus.
- No direct access to County Fire Volunteer Reserve Firefighter Program.

FIRE PROTECTION CONTRACTS AND SB 239

Enactment of Senate Bill No. 239 (SB 239) amended state law and now requires public agencies, under specified circumstances, to receive written approval from LAFCO before exercising new or extended fire protection services outside the agencies' jurisdictional boundaries. The new law went into effect on January 1, 2016 and places added responsibilities on both local and state agencies prior to the submittal of fire protection contract applications to LAFCO.

Prior to 2016, state law exempted many contracts from LAFCO purview. For example, contracts between two or more public agencies were generally exempt from LAFCO review. This exemption has since been repealed with respect to fire protection contracts. Following the enactment of SB 239 and establishment of Government Code Section 56134, state law now defines a fire protection contract as: an agreement for the exercise of new or extended fire protection services outside a public agency's boundary that either (1) affects services in more than twenty-five percent of the area within the jurisdictional boundaries of any public agency, or (2) if the employment status of more than twenty-five percent of any public agency is affected by the contract.

SB 239 requires applicants and LAFCOs to consider various determinations when considering the transfer of fire protection responsibilities including in-depth costs analyses, plans for service, enhanced public notification and additional hearing dates. SB 239 excludes from its requirements mutual aid agreements, including those entered into under the California Emergency Services Act (Gov. Code § 8550 et seq.), or Fire Protection District Law of 1987 (Health & Safety Code § 13800 et seq.). SB 239 is also not intended to change or affect existing LAFCO jurisdiction over proceedings that involve the provision of pre-hospital emergency medical services. No other agreements are exempt from the SB 239 process.

Based on the proposed reorganization of CSA No. 135 and possible alternatives to the proposals initiated by the Lakeside FPD and San Miguel Consolidated FPD, it does not appear that SB 239 will apply, because the reorganizations do not satisfy one of the primary prerequisites of the new law – that being the exercise of new or extended fire protection services outside a public agency's boundary. SB 239 also does not apply to the contract between the County of San Diego and El Cajon, Santee, Lakeside FPD and San Miguel Consolidated FPD because the affected services are existing and not new ones nor does SB 239 apply to the potential contract between San Miguel Consolidated FPD and Heartland Communications Authority for dispatch services because subordinate or subsidiary activities, such as dispatch services, are exempt from LAFCO purview. This determination is also applicable in the case of the termination of the contract between Cal FIRE and the San Miguel Consolidated FPD. The reasoning is that upon termination of the contract, the San Miguel Consolidated FPD will resume providing existing services within its jurisdictional boundary. The resumption of services does not constitute the exercise of new or extended services; therefore, SB 239 is inapplicable. However, should the San Miguel Consolidated FPD or any other district decide in the future to contract with another fire agency, whether it be Cal FIRE or a local agency, then it is likely that such a contract would be subject to LAFCO discretionary authority. LAFCO staff has not yet received a request for approval of an SB 239 contract, but we have developed processing guidelines and an application form for affected agencies.

While not subject to SB 239, one of the consequences of the possible termination of the contract between the County and the four fire agencies is that termination will negatively impact El Cajon and Santee financially. The two cities currently are reimbursed for service provided to CSA No. 115. El Cajon received \$28,215 in the fourth quarter of 2016 and Santee received \$5,744 during the same time period. Both cities will continue to provide auto-aid service to the area but will not be reimbursed. Any negative financial impact to San Miguel Consolidated or Lakeside as a result of terminating the contract will be totally or partially off-set by property tax revenue transferred to one or both districts by the County of San Diego. However, as noted previously, should the proposed reorganizations not be approved, both fire districts will be responsible for paying property taxes on their district owned fire stations. The amount of the property taxes each district will be responsible for may approximate the amount of CSA No. 115 revenue it will receive from the County under the new contractual reimbursement plan.

CONCLUSION

This sub-region of East San Diego County has adequate and reliable resources to provide an acceptable level service (10 fire stations with an average travel response time of 4 minutes). This service is provided through active and long standing automatic aid agreements. Should the application to annex CSA No. 115 be approved for Lakeside FPD, San Miguel Consolidated FPD or a combination of Lakeside and San Miguel, then San Miguel Consolidated FPD will be the likely First Responder from its new station at the location at 1105 Pepper Drive. Should the annexation of CSA No. 115 not be approved, no reduction of service to CSA No. 115 will occur as the current contract between the County and the four service providers will continue.

Since construction of the San Miguel Consolidated FPD fire station has not been completed, the Lakeside FPD and the San Miguel Consolidated FPD can still return to discussion regarding the benefits of a single fire station that can be jointly staffed and/or have discussions of a consolidated fire protection district. If a single station is jointly staffed, a more cost effective method of proving fire protection and EMS service would be achieved. Below are the service delivery conclusions that the ad hoc committee should review and comment on.

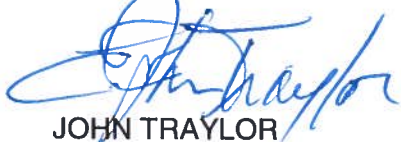
- A need exists for 10 First Responder Engine Companies in the study area identified as the Eastern Sub-region of San Diego County based on a three-year annual average of over 25,000 calls for service. This Eastern Sub-region was drawn by LAFCO staff for analytical purposes to capture data within a seven mile radius of Pepper Drive and Winter Gardens Boulevard. The population in the Eastern Sub-region consists of approximately 121,655 people. Per Heartland Communication Facility Authority call data, actual calls for calendar years 2014, 2015 and 2016 totaled 24,203, 24,874 and 26,760, respectively. While some engine companies have higher call volume than others, the average for calendar year 2016 was over 7 calls per day (24 hour period) for 10 engines. See Map 2 for fire station locations.
- It appears that CSA No. 115 is currently receiving an acceptable level of service and response times from the two districts and two cities that participate in the CSA No. 115 service agreement with the County. Prior to the relocation of Lakeside FPD Fire Station No. 1 at 9726 Riverview Avenue to 8035 Winter Gardens Boulevard and San Miguel Consolidated FPD Fire Station No. 19 at 1273 Clarendon Road to the proposed location at 1105 Pepper Drive, average response times were 4.78 minutes within the CSA No. 115 service area (San Miguel Consolidated FPD Station: 3.55 minutes; Lakeside FPD Station: 6.0 minutes). Refer to Map 4.

- Response times within the CSA No. 115 service area will improve to 2.03 minutes for Lakeside FPD and 1.31 minutes for San Miguel Consolidated FPD upon full operation of both new fire stations based on data provided by both districts. Refer to Map 5.
- Response times to territory outside of CSA No. 115 but within the Eastern Sub-region will also improve upon full operation of the Lakeside FPD and San Miguel Consolidated FPD fire stations by reducing overall travel times by 1 to 3 minutes within the two districts.
- The relocation of a Lakeside FPD fire station and future relocation of a San Miguel Consolidated FPD station will result in two fire stations potentially being sited within 0.80 of a mile of each other. The County Fire Authority and others have questioned the appropriateness of this arrangement and if it is in the best interests of the region. The station relocation decisions also raise concerns whether the districts will incur additional and/or unnecessary capital expenditures and operating costs.
- While relocation of the Lakeside and San Miguel Consolidated FPD fire stations occurred after significant inter-agency communications between the Lakeside and San Miguel Consolidated FPDs, there was not a consensus and agreement on station relocation issues, including potential co-location of both fire districts within one fire station. Both districts believe the selected locations were necessary to better serve their own constituents and improve coverage to CSA No. 115.
- Communication and cooperation between the San Miguel Consolidated and Lakeside FPDs regarding facility siting matters did not result in a satisfactory or optimal best practices outcome for capital expenditures and usage of personnel regarding re-location of new fire stations, equipment, and staff.
- Lakeside FPD's fire station located at 8035 Winter Gardens Boulevard and San Miguel Consolidated FPD's proposed fire station located at 1105 Pepper Drive will become fully operational with or without approval of reorganization of CSA No. 115.
- Approval or disapproval of either or both reorganizations (Nos. 1 and/or 2) will not change areas of coverage, response times, or community investment in the Pepper Drive community, because the fire stations and community investment by Lakeside and San Miguel Consolidated FPDs has already occurred or is planned. Due to automatic aid agreements and the four-way agreement with the County of San Diego, response to CSA No. 115 is unlikely to change.
- The San Miguel Consolidated FPD may be financially impacted without the reorganization because San Miguel Consolidated FPD's new fire station located at 1105 Pepper Drive is within the Lakeside FPD's jurisdiction and San Miguel Consolidated FPD will be responsible for payment of property taxes – the amount of the property tax liability may exceed the amount of revenue derived from the present CSA No. 115 reimbursement contract with the County of San Diego, unless San Miguel Consolidated FPD's share of the reimbursement monies increase.

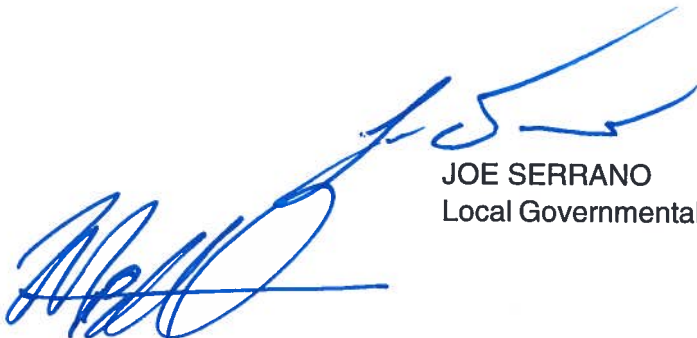
- Opportunities still exist for the Lakeside FPD and San Miguel Consolidated FPD to implement cost avoidance strategies through a functional or jurisdictional consolidation in order to achieve optimal usage of existing fire stations, apparatus and personnel -- elimination of duplicate administrative positions alone could result in ongoing operational savings ranging from \$400,000 to \$600,000 annually. This projection is preliminary and should be referred to LAFCO staff for further analysis.
- Cost avoidance measures could be more readily achieved by the Lakeside FPD than the San Miguel Consolidated FPD because the new Lakeside fire station and property located at 8035 Winter Gardens Boulevard is of a suitable size to potentially co-locate multiple fire engine companies, whereas San Miguel Consolidated FPD's proposed fire station and property lacks sufficient capability to support co-habitation of multiple fire engine companies from multiple districts. One of the impediments to facility sharing has been San Miguel Consolidated FPD's contract with Cal FIRE; this impediment will no longer be present after the Cal FIRE contract is terminated.
- Since the San Miguel Consolidated FPD has not completed construction of a new fire station at 1105 Pepper Drive, the Lakeside FPD and San Miguel Consolidated FPD could potentially still return to discussions regarding the siting and joint usage of a single fire station located at 8035 Winter Gardens Boulevard. However, the San Miguel Consolidated FPD has made significant investments in the new station site and this matter accordingly needs additional analysis by LAFCO staff, San Miguel Consolidated and Lakeside FPDs.
- If both reorganizations are disapproved by LAFCO, it is likely that San Miguel Consolidated FPD's level of first responder within CSA No. 115 will increase. San Miguel Consolidated FPD's share of reimbursement funds from the County would also potentially increase under this scenario upon completion of its fire station on Pepper Drive. Since reimbursement funds from the County are now shared proportionally to the percentage of first responses, the three other contracting entities (Lakeside FPD, City of El Cajon and City of Santee) would potentially experience a decrease in reimbursement.
- If the proposed agreement between the FPDs is approved as part of the reorganization, then two districts will split the revenues evenly and the Cities of Santee and El Cajon will no longer receive revenues from the area. This may address one of San Miguel Consolidated FPD's historic beliefs that it has been responding in the City of El Cajon without compensation for many years and that Santee has benefited for several decades without being the primary responder.
- Disapproval of the two reorganization proposals could delay the construction or completion of the two fire stations as revenue from the CSA will continue under the County's four-way service agreement.
- According to preliminary analysis conducted by LAFCO staff, termination of the Cooperative Agreement between the San Miguel Consolidated FPD and Cal FIRE may impact the San Miguel Consolidated FPD's long-term financial ability to provide services, including the Easter Sub-region and Pepper Drive. This matter needs to be more fully analyzed in Part 2 of LAFCO staff's financial analysis.

- Termination of the Cooperative Agreement between the San Miguel Consolidated FPD and Cal FIRE is not subject to LAFCO purview per SB 239; however, should a new contract be executed to re-engage Cal FIRE in the future, then LAFCO purview would be required per SB 239.
- Termination of the Cooperative Agreement between the San Miguel Consolidated FPD and Cal FIRE may result in the District's need to contract for dispatching services. However, this potential dispatching contract is not subject to LAFCO purview in accordance to Government Code Sections 56133 and 56134.
- As with any major jurisdictional proposal, LAFCO needs to consider alternatives. The following jurisdictional alternatives and modifications to CSA No. 115 Reorganization Nos. 1 and 2 have been accordingly identified and should be subject to further analysis:
 - Approval of one or both of the reorganization proposals;
 - Disapproval of one or both of the reorganization proposals;
 - Functional and/or jurisdictional consolidation/reorganization of Lakeside FPD and San Miguel Consolidated FPD;
 - Dissolution of CSA No. 115 and annexation of the dissolved CSA territory to the Cities of Santee and/or El Cajon;
 - Dissolution of CSA No. 115 and annexation of the dissolved district territory to CSA No. 135;
 - Continuation of the proposed reorganization hearings for an indefinite or definite time period; and
 - Other: To be identified

Respectfully Submitted,



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MICHAEL D. OTT
Executive Officer

MDO:JS:JT:eb

Attachments:

- A) San Diego County Fire Authority Response Letter, November 18, 2016
- Map 1) Proposed Split by Lakeside FPD
- Map 2) Old and New Fire Stations
- Map 3) Disadvantaged Unincorporated Community within CSA No. 115
- Map 4) 1.5 Mile Radius with Old Fire Stations
- Map 5) 1.5 Mile Radius with New Fire Stations



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SAN DIEGO COUNTY FIRE

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www.sdcountryfire.org



TONY MECHAM
FIRE CHIEF
(619) 590-3100

November 18th, 2016

Joe A. Serrano
San Diego LAFCO
9335 Hazard Way, Suite 200
San Diego, CA 92123

RE: County Service Area 115 (Pepper Drive) Reorganization#1 and #2

Mr. Serrano,

The San Diego County Fire Authority (SDCFA) wishes to thank you for the opportunity to provide input on the potential annexation of County Service Area (CSA) 115 to the Lakeside and San Miguel Fire Protection Districts.

The County of San Diego has been responsible for the provision of fire and emergency medical services within CSA 115 since its inception. The residents of CSA 115 have received high quality service from the City of Santee and most recently through a contract for service with the City of Santee, City of El Cajon, Lakeside Fire Protection District and the San Miguel Fire Protection District. The SDCFA maintains responsibility for administration and oversight of the agreement as well as Fire Prevention and Investigation Responsibilities.

The County believes the current contract with multiple agencies provides the best level of service to the residents. The area is bordered by multiple fire agencies and the fact remains that no single agency can provide service to the area without the assistance of all regional agencies. The current contract provides equitable reimbursement for costs to all agencies that respond. Fire plan check and review is a seamless one stop process through the County Fire Marshal and County Planning and Development Services. The County does not have any special fees or assessments for the residents. Therefore, the County recommends that CSA 115 remain as a standalone County Service Area or be annexed into CSA 135 and long term contract for service be executed with the current service providers.

If the Local Agency Formation Commission determines that the above is not an option and continues with the annexation by one or both agencies, then the SDCFA submits the following comment.

- 1) A comprehensive independent financial review be conducted on both agencies. This review should include a long term projection of revenue and expenditures including Public Employee Retirement Liability, facility repair and replacement, apparatus replacement and all other costs

with maintaining the current service level in both CSA 115 and the remainder of their Districts. The County of San Diego is financially stable and retains AAA Bond ratings. It is the position of the SDCFA that any agency wishing to annex CSA 115 must be financially stable and capable of long term provision of service.

- 2) The SDCFA has concerns with the current proposals as two fire stations are being built less than a mile apart. It appears that no real evaluation of service options occurred and that both agencies submitted proposals based on the concept of simply splitting the tax revenue. This may or may not be the best option for the provision of service. The SDCFA encourages LAFCO to evaluate regional service options.
- 3) Fire Protection in the area has been provided based on independent agency needs and annexations by both fire Districts and Cities. CSA 115 and Bostonia are service Islands separated from the remainder of the San Miguel Fire District. While, the City of El Cajon has several fingers of their jurisdiction around CSA 115 and the Lakeside Fire District adjoins the entire region. SDCFA recommends that a comprehensive review of jurisdictional boundaries be conducted.
- 4) No additional Property Tax Exchange is to occur. The providers wishing to Annex will do so at the current Tax Rate received by the County of San Diego.
- 5) Any change in service to occur commensurate with the Fiscal Year. For Property Tax collection and payment of services in the current contract, the SDCFA would like any change to occur at the beginning of a Fiscal Year.

As a Regional Fire Protection Agency, SDCFA believes the current service agreement or a new proposal based on a regional approach for service are the best options for the residents of CSA 115. These are the principles of good government and the public perception of the Fire Service.

Respectfully,



Herman Reddick
Group Program Manager
San Diego County Fire Authority



Tony Mecham
Unit and County Fire Chief
CAL FIRE San Diego





Cc: Supervisor Jacob
DCAO Lane

MAP 1

Proposed Split by Lakeside FPD

County Service Area
No. 115 (Pepper Drive)
Reorganization
Nos. 1 & 2

LEGEND

-  Proposed Fire Stations
-  CSA No. 115 (Pepper Drive)
-  Lakeside FPD
-  San Miguel Consolidated FPD

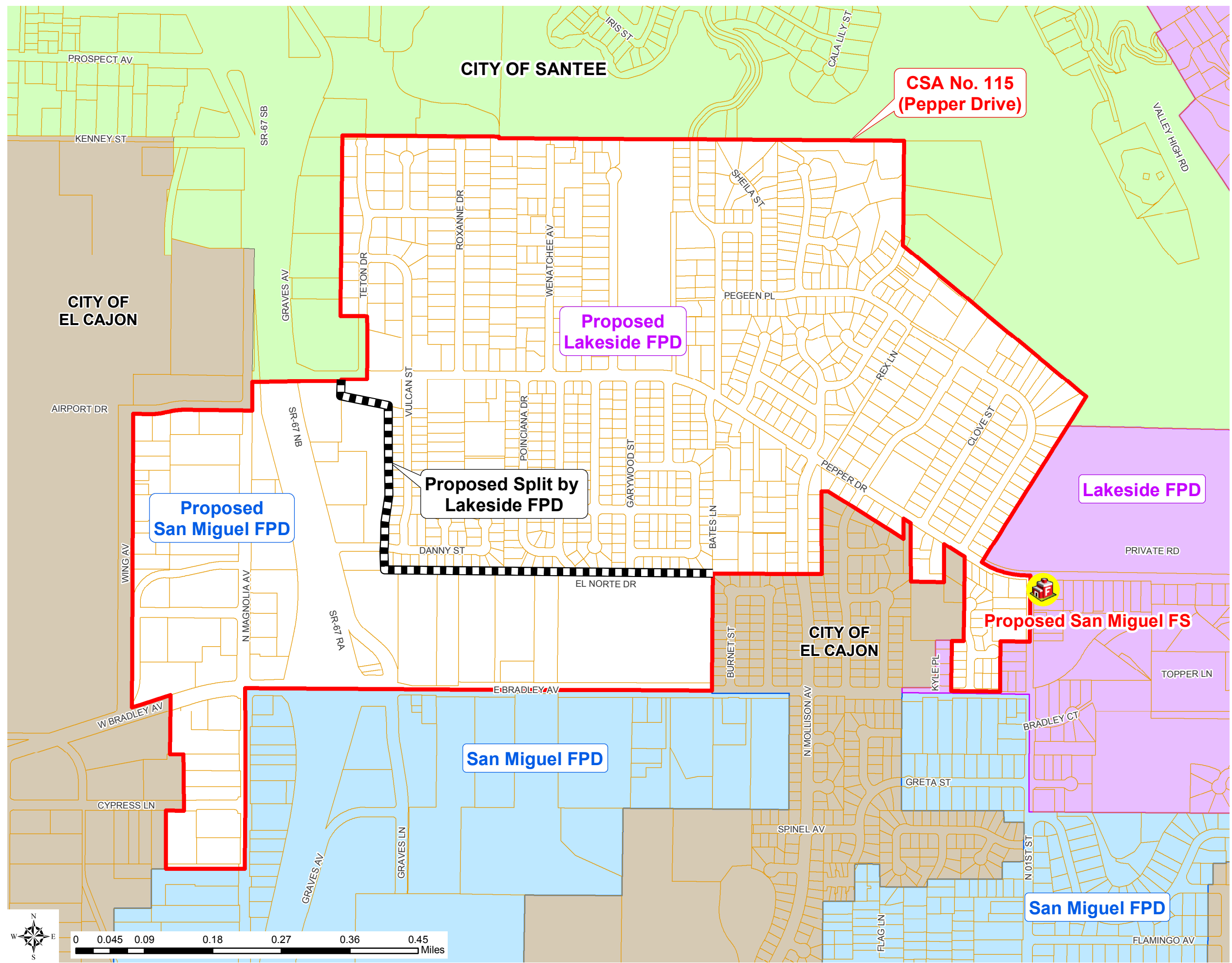
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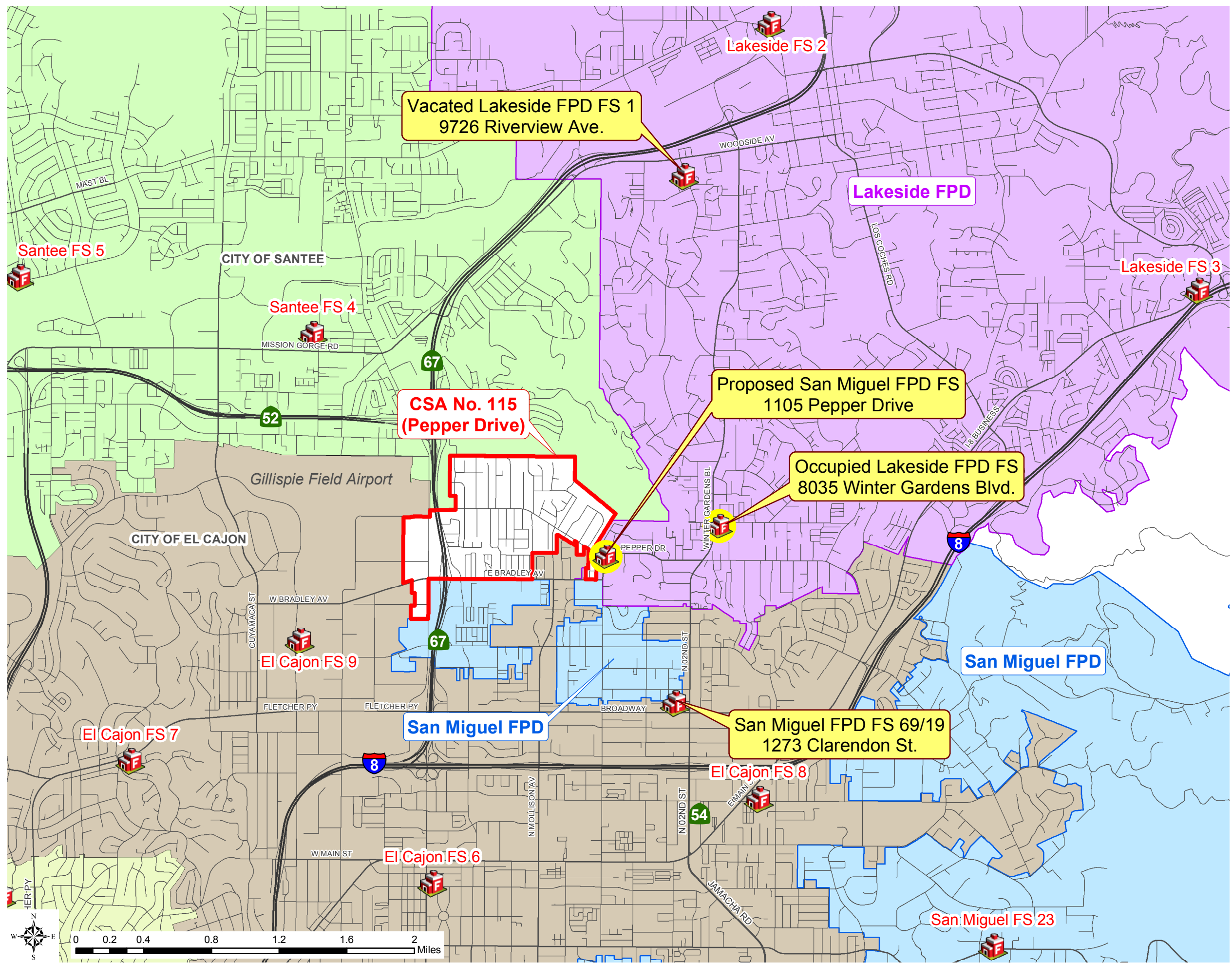
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MAP 2 Old and New Fire Stations

County Service Area
No. 115 (Pepper Drive)
Reorganization
Nos. 1 & 2



LEGEND

-  Proposed Fire Stations
-  Fire Stations
-  CSA No. 115 (Pepper Drive)
-  Lakeside FPD
-  San Miguel Consolidated FPD

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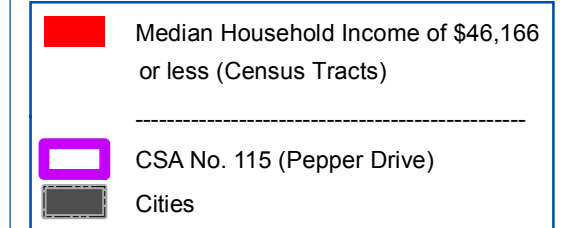
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MAP 3

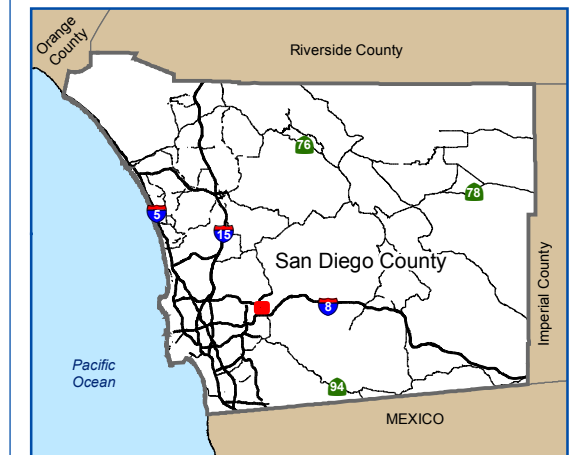
County Service Area No. 115 (Pepper Drive)

SB 244

Disadvantaged Unincorporated Community Program



*SB 244 defines Disadvantaged Unincorporated Communities as inhabited areas that are 80% or less than the annual statewide median household income (Statutes of 2011, Chapter 513). Shown on this map are census tracts with median household incomes of \$46,166 or less (California's median household income is \$57,708). Source: 2010 American Community Survey 1-Year Estimates, U.S. Census Bureau



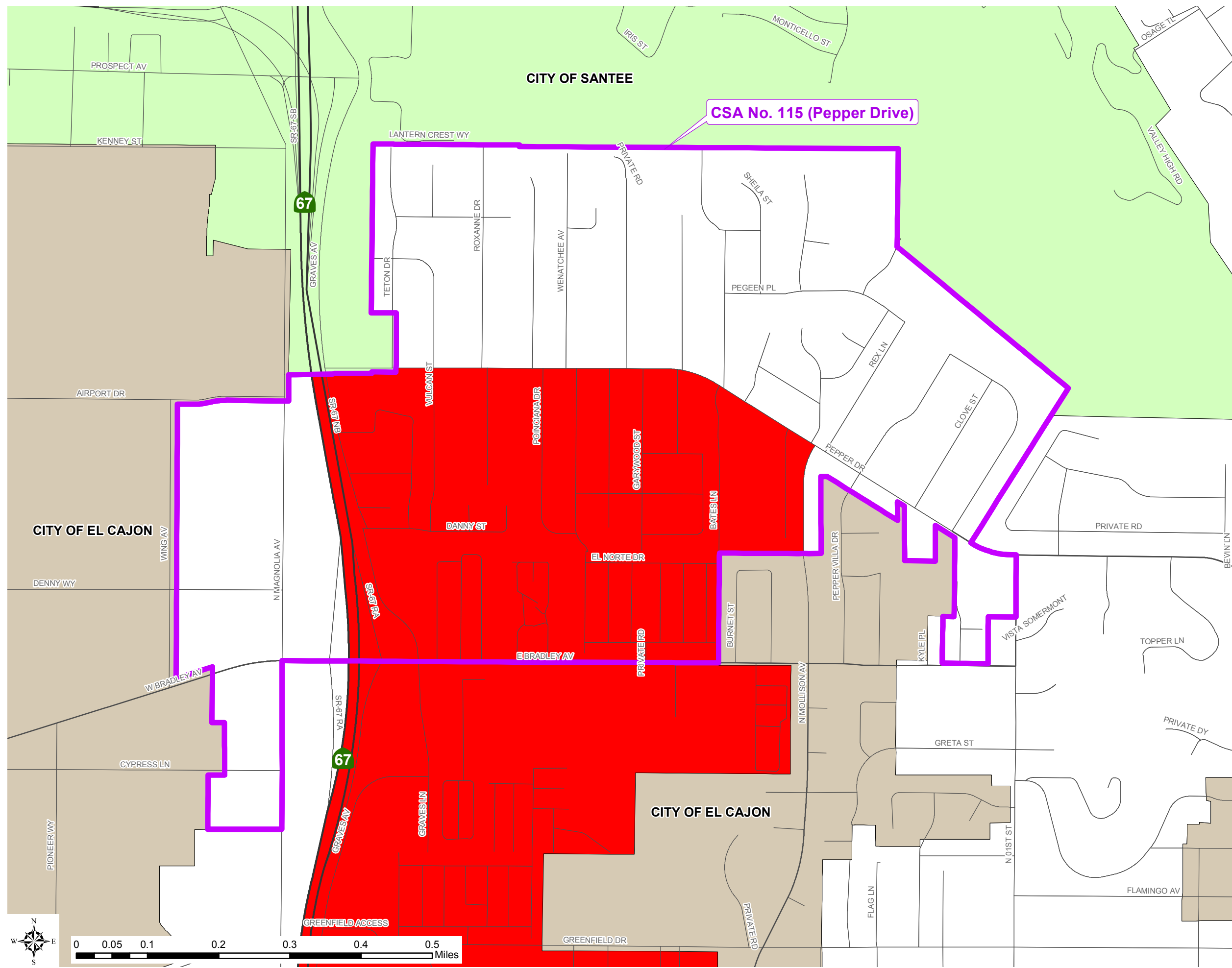
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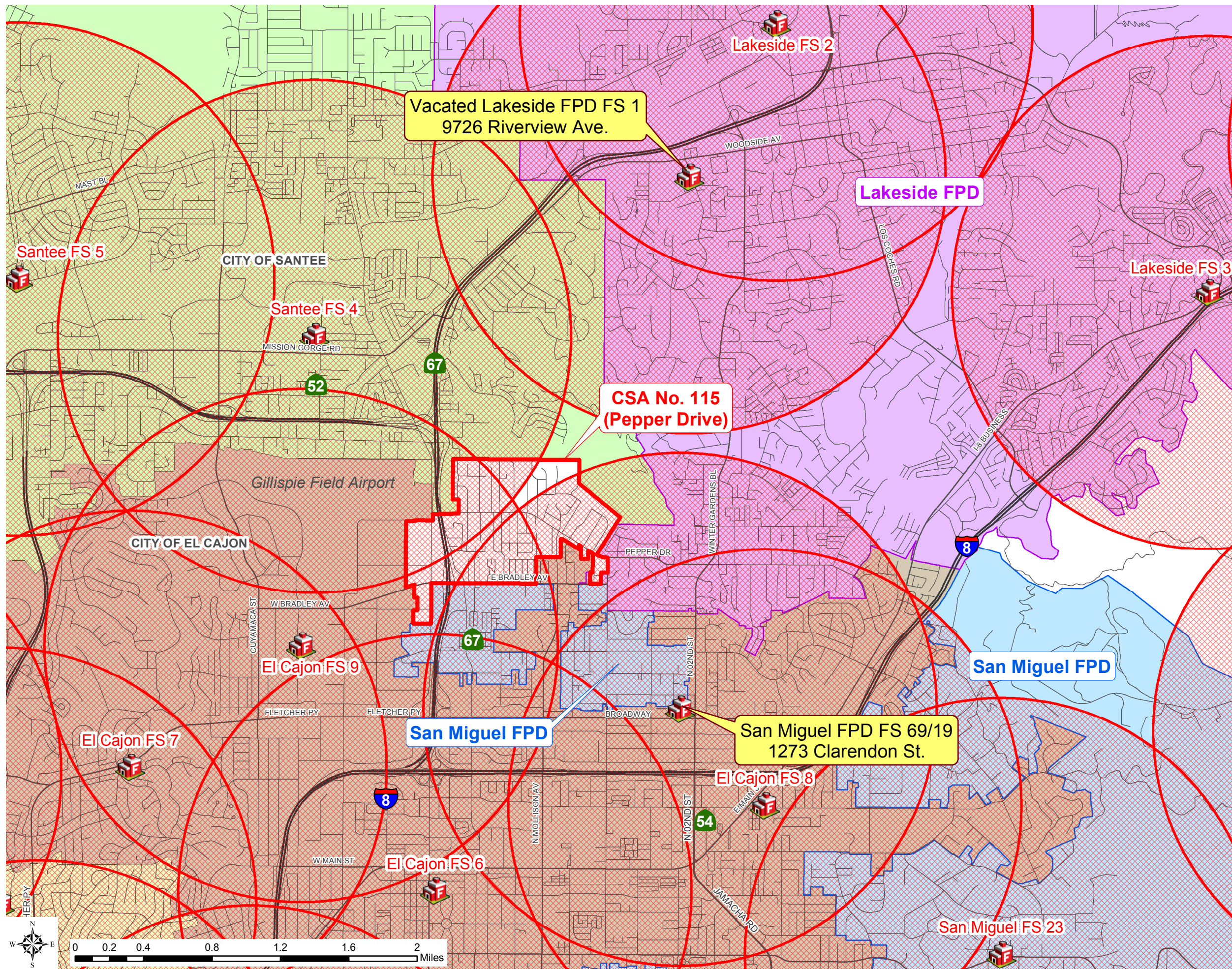
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MAP 4 1.5 Mile Radius With Old Fire Stations

County Service Area
No. 115 (Pepper Drive)
Reorganization
Nos. 1 & 2



LEGEND

- Fire Stations
- 1.5 Mile Radius of Fire Stations
- CSA No. 115 (Pepper Drive)
- Lakeside FPD
- San Miguel Consolidated FPD

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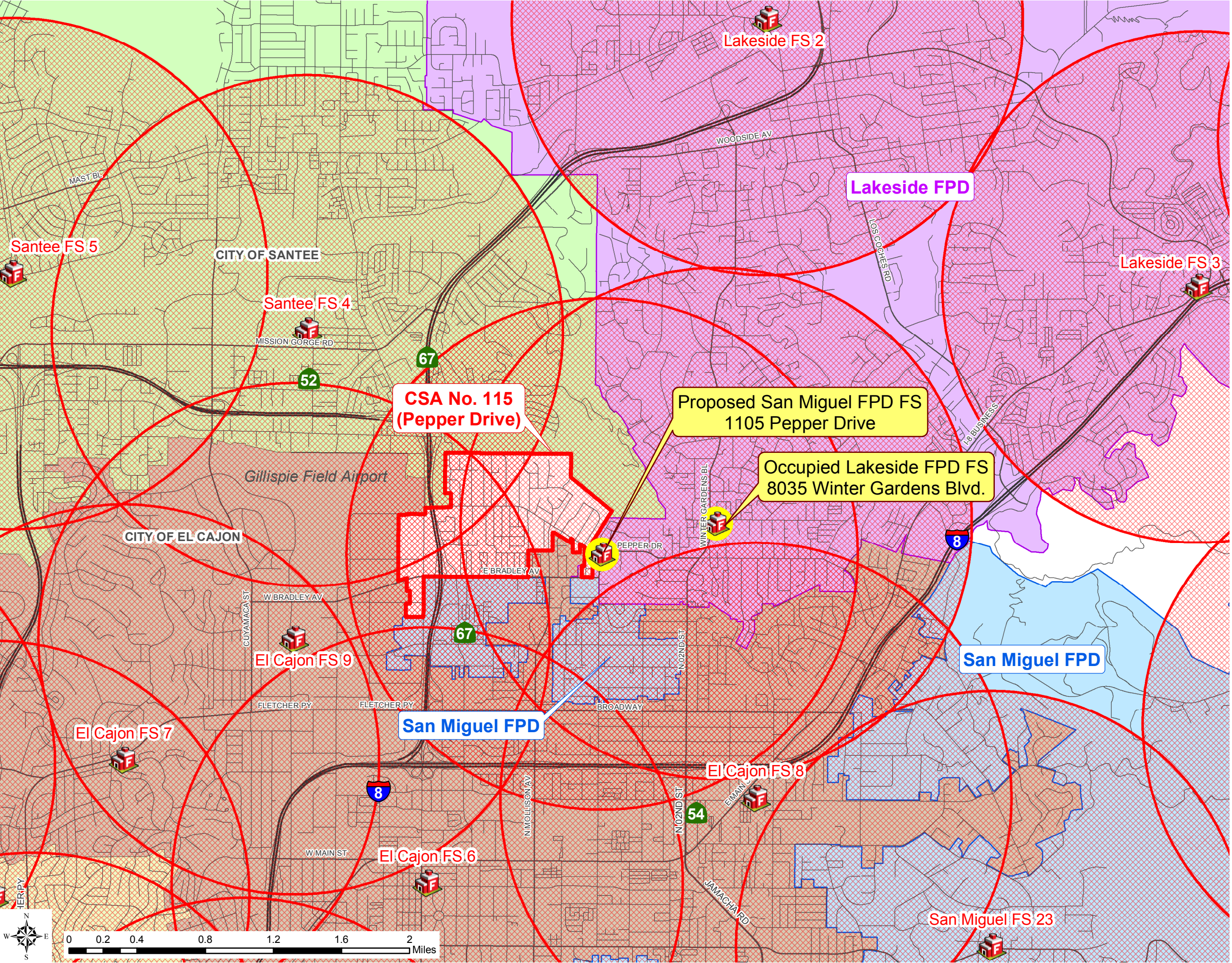
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MAP 5 1.5 Mile Radius With New Fire Stations

County Service Area
No. 115 (Pepper Drive)
Reorganization
Nos. 1 & 2



LEGEND

- Fire Stations
- 1.5 Mile Radius of Fire Stations
- CSA No. 115 (Pepper Drive)
- Lakeside FPD
- San Miguel Consolidated FPD



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