

City of Santa Paula

City Council

MAYOR MARTIN F. HERNANDEZ
VICE MAYOR JENNY CROSSWHITE
COUNCILMEMBER JAMES A. TOVIAS
COUNCILMEMBER GINGER GHERARDI
COUNCILMEMBER JOHN PROCTER



REGULAR MEETING OF THE
SANTA PAULA CITY COUNCIL

April 29, 2016

2:00 P.M – SPECIAL MATTERS

SANTA PAULA CITY HALL
970 VENTURA STREET
SANTA PAULA, CA 93060

JUDY RICE, CITY CLERK
JAIME M. FONTES, CITY MANAGER
JOHN C. COTTI, CITY ATTORNEY

Spare Copies of staff reports or other written documentation relating to each item of business referred to on this agenda are on file in the Office of the City Clerk and are available for public inspection. If you have any questions regarding any agenda item, contact the City Clerk at (805) 933-4208.

CITY COUNCIL MEETING

You are invited to attend all City Council, commission, and board meetings. Agendas are posted in the front of City Hall in advance of the scheduled meetings. Information for commission and board meetings may be obtained by contacting the City Clerk's Office. The Santa Paula City Council's regular meetings start at 6:30 p.m. the first and third Monday of each month in the City Hall Council Chambers located at 970 Ventura Street in Santa Paula.

BRINGING ITEMS BEFORE THE CITY COUNCIL

If you wish to speak at a City Council meeting, please fill out a yellow **Public Comment Form** noting your name and address and submit the form to the City Clerk. Include the Agenda item number, when appropriate.

1. **Items Not on the Agenda:** If you wish to discuss an item which is not scheduled on the Agenda, you may address the City Council during *Public Comment*. Please realize that due to the limitations placed on the City Council by provisions of the *California Government Code*, the City Council ordinarily cannot take action on any item that is not on the agenda. Because of these restrictions, expect that matters that you identify during public comment will be referred to staff or considered on a future agenda.
2. **Agenda Items:** Items being considered by the City Council may appear on the Consent Calendar, as an Order of Business, or as a Public Hearing. Public comments on each type of item are handled differently, as explained below:
 - a. For items appearing on the Consent Calendar, please submit a Public Comment Form before the Council takes action on the Consent Calendar. Items that receive a Public Comment Form may be pulled from the Consent Calendar by the Mayor and discussed separately by the City Council.
 - b. For items appearing as an Order of Business, the Mayor will announce the Agenda item and request the staff report, the staff member responsible will give a brief summary of the report; the City Council will have an opportunity to ask questions of staff; members of the public will be given an opportunity to comment on the item and ask additional questions (all members of the public should speak directly into the microphone at the speaker's platform); and the City Council will discuss the item and then take appropriate action.
 - c. For items on which a Public Hearing is scheduled, the Mayor will open the public hearing and receive the staff report; members of the public will be given an opportunity to comment on the item and ask additional questions (all members of the public should speak directly into the microphone at the speaker's platform); the City Council will discuss the item; and the Mayor will close the public hearing after City Council action.

Your Participation in this meeting is in the public domain; meetings are cablecast; minutes of this meeting will reflect your participation in this meeting and are posted on the city's website.

PLEASE NOTE: *Be advised that if you bring a legal challenge to an action, you may be limited to raising only those issues you or someone else raised at the meeting described in this Agenda, or in written correspondence delivered to the City Council at or before the meeting. Any action is subject to the ninety-day time period set forth in Code of Civil Procedure § 1094.6.*

In compliance with the **Americans with Disabilities Act**, if you need special assistance to participate in this meeting, please contact the City Clerk at (805) 933-4208. Notification 48 hours before the meeting will enable the City to make reasonable arrangements to ensure accessibility to this meeting. (28 CFR 35, 102-35.104 ADA Title II). Written materials distributed to the City Council within 72 hours of the City Council meeting are available for public inspection immediately upon distribution in the City Clerk's office



CITY OF SANTA PAULA

CITY COUNCIL

AGENDA • APRIL 29, 2016

I. REGULAR MATTERS - COUNCIL CHAMBERS

1. CALL TO ORDER

2. ROLL CALL

3. ORDER OF BUSINESS

A. Study Session to Discuss Report Prepared by Matrix on Fire

Sustainability. – Recommendation: It is recommended that the City Council receive and file the report.

Report by: Jaime M. Fontes

4. ADJOURNMENT

State of California)-
County of Ventura)- ss
City of Santa Paula)-

I declare under penalty of perjury that I posted this City Council Agenda on the bulletin board near the front door of City Hall, 970 Ventura Street, Santa Paula, California.

On _____ at _____ Signed: _____
Lucy Blanco, Deputy City Clerk

For the Special Meeting of City Council on April 29, 2016

Agenda Item # 1.3.A

**CITY OF SANTA PAULA
MEMORANDUM**

To: Honorable Mayor and Members of the City Council

From: Jaime Fontes, City Manager

Subject: Study Session to Discuss Report Prepared by Matrix on Fire Sustainability.

Date: April 29, 2016

Recommendation: It is recommended that the City Council receive and file the report.

Report by: Jaime M. Fontes

Attachments:

Fire Sustainability Analysis by Matrix



April 28, 2016

Mr. Jaime Fontes
City Manager
City of Santa Paula
970 E. Ventura Street
Santa Paula, CA 93060

Dear Ms. Rice:

The Matrix Consulting Group, Ltd. is pleased to provide you with the draft report of the Fire Sustainability we are conducting for the City.

While a complete document, this draft is provided to allow discussion between the project team and members of the City Council at a special meeting to be held April 29, 2016 at 2:00 PM. Keeping the document in draft form allows the City and Council to provide input on any further details or discussion they would like included in the final report. Once we receive the input, edits will be made to the report and a final version will be delivered to the City.

We look forward to the opportunity to discuss this report with you and the Council. If I can answer any questions, please do not hesitate to contact me by phone or email.

Matrix Consulting Group

Robert Finn
Senior Manger

Fire Department Sustainability Analysis CITY OF SANTA PAULA, CALIFORNIA

DRAFT REPORT



April 2016

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Attachment: Fire Sustainability Analysis by Matrix (1149 : Study Session to Discuss Report Prepared by Matrix on Fire Sustainability.)

1. INTRODUCTION AND EXECUTIVE SUMMARY

This chapter provides an introduction to our study, an executive summary and table of recommendations.

1. INTRODUCTION

The City of Santa Paula retained the Matrix Consulting Group to conduct analysis related to options for Fire Department Sustainability. This study has three distinct components.

- **Revenue Production Analysis** – Designed to identify various options that can be used to fund public safety/fire on a long term, sustainable format. This analysis includes all possible public safety election measures including special and general measures, hybrid measures, assessment districts, parcel and utility taxes.
- **Structural and Financial Restructuring of the Fire Department** – Designed to identify how the Fire Department can be structured to ensure service levels continue at the same or higher levels within the current revenue streams to ensure long-term sustainability.
- **Joining the Ventura County Fire District** – Designed to analyze the service levels and costs associated with the City joining the Ventura County Fire District for the provision of fire services to ensure the same or higher service levels and long-term sustainability.

The project team has worked with the City of Santa Paula to compile data and interview key internal and external stakeholders in the development of this report.

2. EXECUTIVE SUMMARY

This section of the report summarizes the results of the project team's assessment and analysis related to the revenue production analysis.

The following key findings reflect information discussed within this report.

- The City of Santa Paula is effectively capturing revenue through user fees and impact fees.

- In previous years, Cities in California have been far more successful in gaining voter approval for general sales tax measures as opposed to special sales tax measures.
- Voters in California have approved sales tax measures at a higher percentage rate than parcel tax ballot measures (74% vs. 56%).
- There are more cost effective options available for the City of Santa Paula to provide fire protection to the City than as currently provided, but aggressive recruiting and retention of reserve or part-time firefighters will be required.

The **draft** final report, which follows, provides the findings and conclusion in support of the project team's recommendations. The next section summarizes those recommendations.

3. SUMMARY OF RECOMMENDATIONS

The following exhibit provides a list of the recommendations in this report as presented in order. The chapters within this report should be reviewed for a detailed discussion and analysis of each issue and the background behind each recommendation.

Place a measure on the ballot to seek voter approval for a General Transactions and Use Tax with advisory language.

Conduct a review of the false alarm response history for the SPFD to determine if charging for repeated false alarm responses is a viable option in the City.

Continue to maintain automatic and mutual aid agreements with neighboring jurisdictions to ensure an effective response force can be assembled on structural fires.

The City of Santa Paula should adopt varied service level objectives, based on population density, for fire, rescue, and emergency medical response consistent with their service area and established industry baseline performance standards.

Santa Paula should continue to develop a system-wide fire prevention plan that addresses the use of standardized Fire Code and policies focused on development, plan review, inspections and enforcement.

The SPFD should aggressively recruit reserve personnel to ensure staffing goals can be achieved.

The City of Santa Paula should work to improve the utilization of Reserve Firefighters or consider moving to the use of part-time firefighters to improve the cost efficiency of delivering fire services to the City.

Details regarding all recommendations can be found in the body of this report.

3. SUMMARY OF COSTS OF RECOMMENDATIONS

The following section provides a summary of the staffing costs for emergency services in each of the alternatives available for Santa Paula for providing fire services to the City.

(1) Remaining with the Status Quo

The current cost for staffing emergency response apparatus is approximately \$1.75 million, as illustrated in the following table:

Cost of Emergency Apparatus Staffing

Position	Cost
Captain (6)	\$652,164
Engineer (6)	\$581,616
Firefighter (6)	\$483,912
Reserve Firefighter (730 shifts) @ \$50 per shift	\$36,500
Total	\$1,754,192

This staffing plan strives for a staffing of four (4) personnel on each engine operated in the City and includes three (6) full-time and two (2) reserve personnel daily.

(2) Replacing the Full Time Firefighter with a Reserve Firefighter Position and Staffing Engines with Three (3) Personnel Daily

The following chart provides the staffing costs for staffing emergency apparatus utilizing a reserve firefighter in place of the full time firefighter and staffing each engine company with three (3) personnel daily as compared to the current goal of four (4) personnel.

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Staffing Costs Using Only Reserve Firefighters

Position	Current Cost	Reserve FF Option
Captain	\$652,164	\$652,164
Engineer	\$581,616	\$581,616
Firefighter	\$483,912	\$0
Reserve Firefighter (730 shifts) @ \$50 per shift	\$36,500	\$36,500
Total	\$1,754,192	\$1,306,780
Net Change		(\$483,912)
Reserve Firefighter (730 shifts) @ \$100 per shift	\$73,000	Net Change (\$447,414)
Captain FT	6	6
Engineer FT	6	6
Firefighter FT	6	0
Reserve Roster	10 personnel	31 needed

As shown, this option would save the City approximately \$484,000 annually if the current stipend of \$50 per shift were utilized for reserves or \$450,000 if the stipend were increased to \$100 per shift. A critical issue with this scenario is that it requires a minimum of 31 reserve positions, which will require an additional 21 reserve firefighters before it can be fully implemented.

(3) Staffing One Career (Full Time) and One Reserve Fire Station

The analysis indicated that Santa Paula will have effective response times using Santa Paul Fire Station 1 and Ventura County Fire District Station 26 for coverage. This would allow the City to staff Santa Paula Station 2 with reserve personnel.

The costs comparison from current operations to moving to a single full time and single reserve station are illustrated in the table below, with the option of increasing reserve compensation to \$100 also illustrated:

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Cost Comparison of Current vs. Single FT and Single Reserve Station

Position	Current Cost	Single FT Station Option
Captain	\$652,164	\$326,062
Engineer	\$581,616	\$290,808
Firefighter	\$483,912	\$241,956
Reserve Firefighter	\$36,500	\$54,750
Total	\$1,754,192	\$913,576
Net Change		(\$840,616)
Reserve Firefighter (1,095 shifts) @ \$100 per shift	\$109,500	Net Change (\$785,866)
Captain FT	6	3
Engineer FT	6	3
Firefighter FT	6	3
Reserve Roster	10 personnel (730 shifts)	45.6 needed (1,095 shifts)

As shown, this option would save the City approximately \$841,000 annually if the current stipend of \$50 per shift were utilized for reserves or \$786,000 if the stipend were increased to \$100 per shift. A critical issue with this scenario is that it requires a minimum of 46 reserve positions, which will require an additional 36 reserve firefighters before it can be fully implemented.

(4) Utilizing Part Time Firefighters in Lieu of Reserve Firefighters

Due to the issues with recruiting and retaining a sufficient number of reserve firefighters, the City may wish to transition to the utilization of part time firefighters to fill the current positions occupied by reserve personnel.

Using this staffing model, the chart below illustrates the cost differences using part-time personnel as opposed to reserve personnel for each of the previous staffing options:

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Cost of Utilizing Part-Time Firefighter

Position	Current Cost	Part Time FF Option	Single Station Staffed with FT and other with PT Option
Captain	\$652,164	\$652,164	\$326,062
Engineer	\$581,616	\$581,616	\$290,808
Firefighter	\$483,912	\$0	\$241,956
Part-Time Firefighter	\$36,500	\$263,000	\$394,500
Total	\$1,754,192	\$1,496,780	\$1,253,326
Net Change		(\$257,412)	(\$500,866)
Captain FT	6	6	3
Engineer FT	6	6	3
Firefighter FT	6	0	3
Part-Time Roster	10	16 - 31 PT Staff	23 - 46 PT Staff

As shown above, the use of part time personnel would save the City between \$257,000 and \$501,000 annually depending on whether the part time firefighters filled the current firefighter position or were used to staff the second station entirely.

It is important to note that each of these staffing options require the initial investment of approximately \$10,000 per firefighter for protective equipment.

(5) CONTRACTING OR JOINING THE VENTURA COUNTY FIRE DISTRICT TO PROVIDE FIRE SERVICES

There are two options available to utilize the Ventura County Fire District to provide fire services in the City. The first option is to contract for the staffing a single station for providing services. The estimated cost provided by VCFD is shown in the following table:

Service Provider	Cost
City of Santa Paula	\$2,710,182
Ventura County Fire District	\$2,100,000
Cost Difference	(\$610,182)

As shown this option would save the City approximately \$610,000 annually, but would eliminate the local control currently available utilizing a City Fire Department. It

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would also completely remove Santa Paula Fire Station #2 from service and have services provided by VCFD Station 26 and SPFD Station 1.

If the City were to have the VCFD annex the City to become part of the district the estimated tax impact on residents would be higher than what is currently paid for fire services at approximately \$2,928,443. This option would require either a tax swap between the City and VCFD or voter approval if it were a new (additional tax). In either scenario the annexation of the area would require LAFCO approval.

2. REVENUE PRODUCTION OPTIONS

The initiation of the project began with interviews conducted with the Office of City Manager to gain an understanding of the current situation in Santa Paula and viable revenue production options and others that have been explored and were found not to be viable in Santa Paula. The project team also conducted interviews with personnel from all areas of the SPFD to gain an understanding of the operations of the Department and the gathering of data to understand the operations, deployment and staffing of the SPFD. Additional interviews were conducted with the Finance Department, Human Resources and City Clerk to allow the team to gain a further understanding of the City, service level expectations and financial forecasting efforts.

1. REVENUE OPTIONS TO FUND PUBLIC SAFETY

The project team utilized the data collected and interviews as well as independent research to determine the revenue options available to fund public safety fire services in Santa Paula. Each of these options will be discussed and analyzed separately.

- **Local Transactions and Use Tax (Local Sales Tax)** – The current sales tax rate in the State of California is 7.5% (6.25% State and 1.25% local). This sales and use tax funds the State General fund as well as specific State funds. For sales tax generated in a City through a “Transaction and Use Tax” where voters have approved a local sales tax add on, purchases made in the City are taxed and the tax dollars are sent to the city. This type of Transaction and Use Tax can be approved as General (used for any general use in the City), Specific (used for a specific purpose as identified on the ballot measure) or hybrid (advisory language added to the General sales indicating the planned use of the fund). A general sales tax requires simple majority voter approval, whereas a specific tax requires 2/3 voter approval.
- **Parcel Tax** – This is a tax placed on non-vacant land and charged to the occupants or tenants of the property. The tax is not based on ownership of the

property, as is the case with property tax. This tax must be adopted as a special tax an approved by two-thirds of the voters.

- **Impact and User Fees** – These are fees charged to ensure that those benefitting from a particular service pay their fair share of the costs related to that activity. These fees are typically charged during development for fire services to ensure the impact of the development assists in paying for required fire protection.

The next section of this Phase 1 report evaluates each of these options for revenue enhancement.

2. ADOPTING A LOCAL TRANSACTION AND USE TAX

There are two options for the City of Santa Paula in regards to adopting a local transactions and use tax for funding public safety/fire services in the City.

- General Transactions and Use Tax
- Special Transactions and Use Tax

The ability for the City to adopt this local addition to the current sales tax was adopted by the State Legislature in 1969 and allows a local add-on to the current State and local sales tax rate in 0.25% increments. Santa Paula could therefore choose a 0.25%, 0.50%, 0.75% or 1.0% increase in the sales tax rate to increase revenue. The finance department currently estimates that approximately \$500,000 in additional revenue will be realized for each 0.25% increase in sales tax. The adoption of a local Transaction and Use tax does require voter approval, which varies depending on the type of tax planned for adoption.

(1) General Transaction and Use Tax (General Tax)

Revenue generated from a general tax is deposited into the City's General Fund and can be used to pay for general City operations and services, including public safety/fire services. The general tax does not require the City to use the money for any

specific purpose. This type of ballot measure requires a supermajority approval by the City Council to place the measure on the ballot and once on the ballot it requires a simple majority of the voters to approve the general tax.

(2) Special Transaction and Use Tax (Special Tax)

Revenue generated from a special tax is legally restricted to the purposes identified on the ballot measure as approved by the voters. Simply put if the City were to put a special tax on the ballot and it were approved by the voters for public safety, the revenue could not be repurposed to any other City operation, program or service and is legally restricted to be used for public safety services, operations or programs only. This type of ballot measure requires a majority approval by the City Council to place the measure on the ballot and once on the ballot it requires a 2/3 majority of the voters to approve the special tax.

(3) Other Ballot and Tax Ordinance Considerations

There are several other factors to consider relating to having a ballot measure to adopt a local Transactions and Use tax.

(3.1) Advisory Language

An additional option for the ballot regarding a general tax is for the City to add non-binding advisory language in the form of a question for the voters. This is typically added to show the intention of the City in how this additional revenue will be spent. While the advisory question is non-binding and there is no legal requirement for the City to use the funds in the manner indicated on the question, it does provide clear direction from voters in how they would like the local sales tax dollars spent.

(3.2) Sunset Clause

This is a provision that can be added to the ballot measure that specifies when the taxing measure ends or “sunsets”. When this measure is used it would take an additional vote to extend the tax beyond the sunset period. For example the City could add a provision that the tax would be collected for a period of ten years and would require voter approval to extend the tax. This also allows flexibility if advisory language was provided on the ballot measure to allow the City to reallocate funds if other areas are in need of funding.

(3.3) Advisory Committee

The City Council may wish to include in the tax ordinance the establishment of a citizen committee that is appointed to oversee and analyze how the monies collected from the Transactions and Use Tax are spent to ensure they adhere to the desire of the voters. This should also include a provision for an annual independent audit of the collection, management and expenditure of the sales tax revenue.

(4) California Cities Approving or Extending Local Sales Tax since 2013

Several California Cities have been successful in having a local Transactions and Use tax approved or extended by voters since 2013 and having effective dates of 2014 - 2016. The table, on the following page, as provided by the California State Board of Equalization¹, illustrates these cities and the new effective sales tax rates:

¹ California State Board of Equalization, www.boe.ca.gov/sutax/pam71.htm

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New Transactions and Use Tax Rates

City	Prior Rate	New Rate
Effective 4/1/2016		
Dunsmuir	7.50%	8.00%
Greenfield	8.625%	9.375%
Novato	9.00%	8.75%
South San Francisco	9.00%	9.50%
Effective 4/1/2015		
Atascadero	7.50%	8.00%
Benicia	7.625%	8.625%
Coachella	8.00%	9.00%
El Cerrito	9.50%	10.00%
Guadalupe	8.00%	8.25%
Paradise	7.50%	8.00%
Pinole	9.00%	9.50%
Rancho Cordova	8.00%	8.50%
Red Bluff	7.50%	7.75%
Richmond	9.00%	9.50%
Sausalito	8.50%	9.00%
Stanton	8.00%	9.00%
Effective 4/1/2014		
Anitoch	8.50%	9.00%
Huron	8.225%	9.225%
Corte Madera	8.50%	9.00%
Larkspur	8.50%	9.00%
San Anselmo	8.50%	9.00%
San Rafael	9.00%	9.25%
Stockton	8.25%	9.00%
Scotts Valley	8.25%	8.75%

Extended Transactions and Use Tax

City	Tax Rate	Expiration
Effective 4/1/2016		
Greenfield	9.375%	None
Hercules	9.00%	None
San Mateo	9.25%	3/31/2048
Effective 4/1/2015		
Concord	8.225%	3/31/2025
National City	9.00%	9/30/2036
Oakdale	8.125%	3/31/2020
Pismo Beach	8.00%	3/31/2027
San Luis Obispo	8.00%	3/31/2023
Ukiah	8.125%	None
Effective 4/1/2014		
El Monte	9.50%	3/31/2019
Rohnert Park	8.75%	None

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As shown above 24 cities have a new local Transactions and Use tax approved since 2013 and 11 have extended previously approved increases in the local Transactions and Use Tax since 2013.

The following table illustrates the results of sales tax elections in cities in California for 2014 and 2015:

2014 and 2015 Sales Tax Elections

City/Town	Purpose	Amount	Expires	Outcome
2015 Election Results				
Dunsmuir	General	0.5%	Never	Pass
Greenfield	General	1% Continuation	Never	Pass
Greenfield	General	.75% increase	Never	Pass
Hercules	General	0.5%	Never	Pass
Modesto	General	0.5%	8 Years	Fail
Novato	General	Reduction 0.25%	Unknown	Pass
San Mateo	General	0.25% Continuation	30 Years	Pass
South San Francisco	General	0.5%	30 Years	Pass
Weed	General	0.25%	Never	Pass
2014 Election Results				
Atascadero	General	0.5%	12 Years	Pass
Anderson	General	0.5%	Never	Pass
Benicia	General	1%	Never	Pass
Blythe	General	0.5%	5 Years	Fail
Cathedral	General	1%	Never	Pass
Clearlake	Special / City Cleanup	0.5%	5 Years	Fail
Coachella	General	1%	Never	Pass
Concord	General	0.5%	9 Years	Pass
Cotati	General	1%	9 Years	Pass
Davis	General	1%	6 Years	Pass
Del Ray	General	0.5%	Never	Pass
Desert Hot Springs	General	1%	Never	Fail
Dunsmuir	General	0.25%	Never	Pass
El Cerrito	General	1%	12 Years	Pass
Eureka	General	0.5%	5 years	Pass
Fortuna	General	1%	Never	Fail
Gilroy	General	0.5%	15 Years	Fail
Gonzales	General	0.5%	10 Years	Pass
Guadalupe	General	0.25%	Never	Pass
Half Moon Bay	General	0.5%	3 Years	Fail
Hanford	General	1%	20 years	Fail
Hayward	General	0.5%	20 Years	Pass
Isleton	Special / Public Safety & Parks	0.5%	5 Years	Fail
King	General	0.5%	7 Years	Pass
National City	General	1%	20 Years	Pass
Marina	General	1%	12 Years	Pass
Marysville	General	1%	20 Years	Fail

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City/Town	Purpose	Amount	Expires	Outcome
Monterey	Special / Streets	1%	4 Years	Pass
Oakdale	General	0.5%	5 Years	Pass
Paradise	General	0.5%	6 Years	Pass
Petaluma	General	1%	Never	Fail
Pinole	General	0.5%	Never	Pass
Pismo Beach	General	0.5%	12 Years	Pass
Placerville	General	0.5%	10 Years	Fail
Rancho Cordova	General	0.5%	Never	Pass
Red Bluff	General	0.25%	6 Years	Pass
Redding	Special / Crime and Nuisance	0.25%	Never	Fail
Richmond	General	0.5%	Never	Pass
Rio Dell	General	1%	5 Years	Pass
Salinas	General	1%	Never	Pass
San Luis Obispo	General	0.5%	8 years	Pass
San Pablo	Special – Medical Services	0.25%	Never	Pass
Sand City	General	0.5%	Never	Pass
Santa Paula	Special / Police, Fire & Streets	1%	12 Years	Fail
Sausalito	General	0.5%	10 Years	Pass
Soledad	General	1%	15 Years	Pass
Stanton	General	1%	Never	Pass
Tehachapo	General	0.5%	Never	Fail
Truckee	Special / Trails	0.25%	Never	Pass
Turlock	Special / Roads	0.5%	7 Years	Fail
Ukiah	General	0.5%	Never	Pass
Union City	General	Extend 0.5%	Never	Pass
Watsonville	Special / Public Safety	0.5%	7 Years	Pass
Weed	General	0.25%	Never	Pass
Woodland	General	0.25%	8 Years	Pass
Yreka	Special / Business Stimulation	0.25%	6 Years	Fail

As shown above, there were a total of 65 Transactions and Use Tax elections in 2014 and 2015 with the vast majority being General tax that provided advisory language on the ballot to allow voters to understand the services and how the money is going to be spent. Of these elections, 48 or 74% were approved by voters. In regards to special tax elections, 10 of the 65 elections were for a designated special purpose. Of these 7 or 70% failed to receive the 2/3 voter approval for a special tax.

3. PARCEL TAX

A parcel tax is a tax on parcels of real property collected as part of the property tax bill, but unlike property taxes, it is not based on property value. A parcel tax is

typically a flat rate tax that does not vary regardless of the size or characteristic of the parcel of land.

The two most common types of parcel taxes are “fixed amount flat rate” and “fixed amount square footage”, however there are many forms a parcel tax can take as illustrated below:

- **Age** – This parcel tax levies the tax based on the age of a property, with rates varying depending on the property’s age.
- **Flat Rate** – This parcel tax levies a tax of a specified dollar amount on each parcel.
- **Frontage** – This parcel tax levies a tax based on the size of the frontage of a parcel and varies depending on how much space the parcel takes up on a street.
- **Property Usage** – This parcel tax levies various tax rates based on the use of parcel.
- **Per Room** – This parcel tax levies various rates based on the number of rooms located on a parcel.
- **Square Footage** – This parcel tax levies a tax of a specified percentage or dollar amount based on the square footage of the parcel.

According to the California Taxpayers Association, parcel taxes are regressive as they have the greatest impact on low-income, middle-income and small business owners².

To enact a parcel tax a local district must put the measure on a ballot and obtain 2/3 voter approval. According to Ballotpedia³ there were a total of 828 parcel elections placed on local ballots from 2003 – 2014, of these 625 or 75% were brought forward by school districts and 55.9% were approved by voters as shown in the following table:

² *The Other Property Tax, An overview of Parcel Taxes in California, March 2013,*
www.caltax.org/parceltaxpolicybrief.pdf

³ Ballotpedia, *Parcel Tax Elections in California,* https://ballotpedia.org/parcel_tax_elections_in_California

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Parcel Tax Measures from 2003 - 2014

Status	Number	Percent
Approved	463	55.9%
Defeated	365	44.1%
Total	828	100%

At the end of 2012, the median parcel tax approved for cities was \$60. The next table shows parcel tax elections in 2014 and 2015 related to police and/or fire initiatives and the outcome:

2014 – 2015 Parcel Tax Police / Fire Ballot Measures

City/District	Measure	Amount	Expires	Outcome
2015 Election Results				
Claremont	Public Safety	\$286 / Parcel	40 years	Fail
San Marino	Public Safety	Varies	4 years	Pass
Clements	Fire District	Varies	Never	Fail
Elkhorn	Fire District	\$2.50 / Acre	Never	Pass
Greenfield	Fire District	\$73 / Unit	Never	Fail
Higgins	Fire District	\$141 / Single Family	Never	Fail
Southern Inyo	Fire District	Varies	Never	Fail
2014 Election Results				
Albion-Little River	Fire District	\$75 per Unit	Never	Pass
Apple Valley	Fire District	\$23.88 / Parcel	2034	Fail
Bodega Bay	Fire District	\$50 / Unit	Never	Fail
Desert Hot Springs	Public Safety	\$372.68 / vacant acre	2019	Fail
Fort Bragg	Fire Equipment	\$22 per Unit	2014	Pass
Happy Camp	Fire District	\$12 - \$39 per Parcel	Never	Pass
Julian Cuyamaca	Fire District	\$197 per Parcel	Never	Fail
Kentfield	Fire District	\$50 - \$75 per Parcel	2019	Pass
Kneeland	Fire District	\$80 / Improved \$60 / unimproved	Never	Pass
Lake Valley	Fire District	\$120 per Parcel	Never	Fail
Lone Pine	Fire District	\$100 per Parcel	2024	Pass
Monte Rio	Fire District	\$60 Single Family \$39 Campsites \$1 per acre timberland	Never	Fail
North San Juan	Fire District	\$61.50 Single Family \$123 Commercial \$184.50 Industrial \$43.66 Vacant Land	Never	Pass
Oakland	Police Services	\$51.09 - \$99.77 per Unit	2024	Pass
Olivehurst	Fire District	\$120 per Parcel	2024	Fail
Orange Cove	Police and Fire	\$95 Single Family \$65 per unit Multi-family \$95 Agricultural \$495 Commercial \$750 Industrial	Never	Pass

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City/District	Measure	Amount	Expires	Outcome
Parlier	Police and Fire	\$180 Single Family \$480 Commercial \$2,400 Industrial \$300 + \$100 each Multi-family \$300 per acre undeveloped	2019	Fail
Sleepy Hollow	Fire District	\$50 - \$75 per Parcel	2018	Pass

As shown above, there were 25 parcel tax elections related to police and/or fire services in 2014 and 2015, of those elections 12 or 48% passed with the 2/3 voter approval required for implementing a parcel tax.

The amount of revenue available for the City from this type of a tax would be dependent on the amount and structure of the parcel tax.

4. IMPACT AND USER FEES

Impact and user fees are widely used to recover costs for providing services and to provide a revenue stream for services impacted by development.

(1) User Fees

The City of Santa Paula has a well established fee schedule, which was adopted by Resolution No 6826 and passed on February 4, 2013 by the City Council.

According to the Fee Schedule provided by the Santa Paula Fire Department, there are 29 areas where the SPFD provides a service or conducts an activity or charges a fee. A review of these fees indicated that the SPFD is effectively capturing fees for areas they can be charged with the exception of false alarm responses. Additionally, each of these show that the SPFD recovers 100% of the cost for providing the service or conducting the activity. Therefore, there are no additional revenues that can be gained through user fees for the Fire Department. Also, the City is currently updating their fee schedule and will have an updated schedule in late 2016.

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The Fire Department should review the history of false alarms and the impact on fire services to determine if there are sufficient frequent false alarm violators to make this a viable revenue stream. Typically municipalities allow up to 4 false alarms annually at a residence or business before charging a fee for emergency response to an additional false alarm. As part of phase II of this project, the project team will examine the false alarm response history as provided in CAD data from the dispatch center. This will determine if there are addresses with multiple false alarms.

(2) Impact Fees

The City of Santa Paula had an impact fee study conducted in June 2010. Included in this study was the impact of development on fire services and included provisions for constructing two new fire stations and renovating one existing fire station. The fees collected are allowed to be used to purchase land, construct new facilities, upgrade existing facilities and purchase vehicles and equipment with a 5-year or greater life span as allowed by Government Code 66000. The City has recently completed a new impact fee study and will be presenting changes to the impact fees to Council in May 2016.

The current Fire Protection Impact Fees are illustrated in the following table:

Fire Protection Impact Fees

Land Use	Cost per Capita	Occupancy	Fee
Residential			
Single Family	\$148.57	3.77	\$560.12
Multi-Family	148.57	3.81	\$566.06
Mobile Home	148.57	2.55	\$378.86
Non Residential			
Office	\$35.66	1.67	\$59.43
Commercial	35.66	1.68	\$59.43
Business Park	35.66	1.11	\$39.62
Industrial	35.66	1.11	\$39.62

Based on review of the existing impact fees charged for Fire Protection, the City of Santa Paula is effectively charging appropriate impact fees and no additional revenue can be generated through impact fees at this time.

5. SUMMARY OF OPTIONS

The City of Santa Paula has already enacted several measures to generate revenue for fire protection services in the City. In order to continue to provide services at the existing levels a significant amount of revenue is required. It is the opinion of the project team that placing a ballot measure for a general local Transactions and Use Tax is the best option for the City to generate this type of revenue. If this measure does not pass, there will be significant funding shortfalls upon the expiration of the SAFER grant currently used to fund firefighter positions in the City.

Recommendations:

Place a measure on the ballot to seek voter approval for a General Transactions and Use Tax with advisory language.

Conduct a review of the false alarm response history for the SPFD to determine if charging for repeated false alarm responses is a viable option in the City.

3. CURRENT FIRE SERVICE DELIVERY

This chapter of the report provides a narrative and statistical description of the fire and rescue services in Santa Paula. It was developed on data acquired during the initial interviews and in the weeks following our site visit. The purpose of the profile is to serve as the factual understanding of the current service delivery and costs associated with providing fire services in Santa Paula. The information in this profile served as the project team's factual basis for analysis and recommendation during the project.

1. AGENCY SUMMARY DESCRIPTION

The following table provides a broad summary of the City service area.

General Agency Summary

Characteristic	Data Description
Service Area (sq. miles) – Fire/Rescue	5.7
Population Served – Fire/Rescue	30,441*
Population Density (per square mile)	5,340
Fire Department Classification	Urban
Number of Fire Stations	2
Number of Front Line Engines	2
Number of Front Line Trucks	0
Number of Front Line Ambulances	0
Standard On Duty Staffing Levels/Day	6
ISO Classification	5/9

* US Census Bureau 2014 estimate

The Santa Paula Fire Department provides fire and first responder emergency medical services within the City of Santa Paula to a population of approximately 30,441 residents.

2. FINANCIAL STRUCTURE OF FIRE AND RESCUE SERVICES IN SANTA PAULA

The tables that follow show the annual operating cost and revenue structure of the Santa Paula Fire Department for Fiscal Year 2012 – 2016.

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Fire Department Budget
Fiscal Year 2012 – 2016

Expenditure	FY 12 Actual	FY 13 Actual	FY 14 Actual	FY 15 Estimated	FY 16 Budget
Salaries	1,158,789	1,321,132	1,514,146	1,619,368	1,325,898
Benefits	738,312	963,645	1,024,571	1,160,415	1,073,806
Total	1,897,101	2,284,777	2,538,717	2,779,783	2,399,704
Supplies/Services/Maint	198,561	210,491	278,238	289,129	310,478
Transfers/Overhead/Debt	0	0	0	0	0
Total	198,561	210,491	278,238	289,129	310,478
Capital Outlays	45,380	20,242	22,259	95,113	0
Total	45,380	20,242	22,259	95,113	0
Total	2,141,042	2,515,510	2,839,214	3,164,025	2,710,182

As shown above salary and benefit costs increased 26% between FY 11/12 and FY 15/16, while the overall budget has increased 27% over the five-year period.

The next table shows the agency's current revenue structure. Principal revenue sources are as follows:

Fiscal Year 2012 – 2016
Revenue Budget

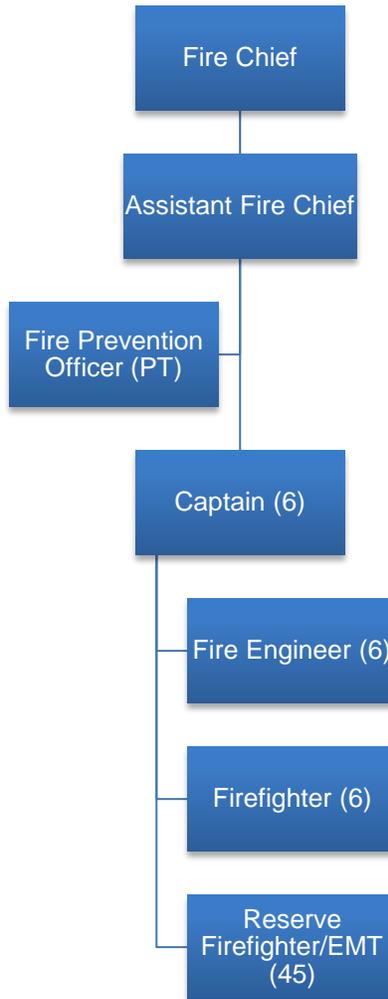
Item	FY 12 Actual	FY 13 Actual	FY 14 Actual	FY 15 Estimate	FY 16 Budget
Fees, Fines and Permits	56,106	63,577	75,000	58,019	70,000
Intergovernmental Revenue	77,386	101,075	79,500	90,222	92,500
Charges for Services, User Fees	15,074	14,950	13,687	20,872	18,855
Other Revenue	14,861	41,418	5,800	156,267	206,261
Revenue Total	163,427	221,020	173,987	325,380	387,616

As shown above, revenue generation for the Fire Department has continually grown since FY 11/12. For the five-year period revenue increased 137%

3. CURRENT ORGANIZATION AND STAFFING PLAN

The chart which follows this page shows the current plan of organization and staffing for the fire service in Santa Paula and what follows provides a brief summary of staffing and major assignments for full-time, part-time, and reserve staff.

Santa Paula Fire Department Organizational Chart FY 2016



Attachment: Fire Sustainability Analysis by Matrix (1149 : Study Session to Discuss Report Prepared by Matrix on Fire Sustainability.)

Position Summary and Staffing Plan

Position	Number		Principal Responsibilities
	Auth.	Actual	
Fire Chief	1	1	The Fire Chief is responsible for the management and operations of the Department. The Chief works with the Fire Marshal and Captains to coordinate training, fire prevention, emergency medical services, fire suppression, and vehicle maintenance activities.
Assistant Fire Chief	1	1	This position has responsibility for the day to day oversight of fire prevention and operations.
Fire Prevention Officer	0	.5	This position is responsible for conducting the mandated inspections on businesses operating in the City. There is currently a focus on reviving company inspections and growing the inspection program beyond mandated occupancies.
Fire Captain	6	6 2 Acting	There are six Fire Captains, which are assigned to one of three shifts and each station. Captains are responsible for providing shift supervision. Also, Captains are assigned additional responsibilities such as training, PPE, Fleet, Facilities, etc.
Driver Engineer	6	6 2 Acting	There are six Engineers with two on each shift and one assigned to each station. Engineers are responsible for operating apparatus, conducting business inspections, as well as performing additional duties as assigned by the Captains.
Firefighter	6	6 5 SAFER 3 Temporary FT	<p>Firefighters provide fire suppression and emergency medical support. They also conduct business inspections, as well as perform additional duties as assigned by the Captains.</p> <p>Note: 5 of the 6 positions are funded by a SAFER grant that expires in September 2017. Currently 3 positions are filled by reserves in a temporary FT basis.</p>

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Position	Number		Principal Responsibilities
	Auth.	Actual	
Reserve Firefighters	45	10	The Reserve firefighters serve as the firefighter on apparatus. Each Reserve is required to sign up for a minimum of two 24 hour shifts per month to cover the position on the apparatus.

4. CURRENT STATION NETWORK AND RESPONSE DEPLOYMENT PLAN

The first table which follows describes the current stations operated by the Santa Paula Fire Department and fist due automatic/mutual aid stations:

Station Name/Number and Location	Function	Apparatus	Daily Staffing
Station 1 114 S. Street Santa Paula	Santa Paula Fire/Rescue Operations	Engine 81	Captain, Engineer, Firefighter, Reserve Firefighter
Station 2 536 W. Main Street Santa Paula	Santa Paula Fire/Rescue Operations	Engine 82	Captain, Engineer, Firefighter, Reserve Firefighter
Station 26 12391 W. Telegraph Rd. Santa Paula	Ventura County FD Fire Rescue Operations	Engine 26 - Primary Engine 326 (Brush)	Captain, Engineer, Firefighter
Station 27 613 Old Telegraph Rd. Fillmore	Ventura County FD Fire Rescue Operations	Rescue Engine 27 - Primary Water Tender 27	Captain, Engineer, Firefighter
Station 91 250 Central Avenue Fillmore	Fillmore Fire Rescue Operations	Engine 91 - Primary Quint 91	Captain, Engineer (FT) Volunteers

5. INCIDENT DEMAND AND SYSTEM PERFORMANCE

The project team collected extensive data from the Fire Department and its records systems. The table, which follows, provides a summary of the call for service workload handled by the Fire Department within the city limits for 2013, 2014 and 2015.

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Incident Type	2013	2014	2015	% Change
Alarm	87	107	101	16.1%
Emergency Medical	1,712	1,637	1,739	1.6%
Structure Fire	43	24	42	-2.3%
Vehicle Fire	16	10	11	-31.3%
Other Fire	24	23	20	-16.7%
Hazardous Condition	72	70	73	1.4%
Investigation	87	77	64	-26.4%
Service Call	198	180	154	-22.2%
Vehicle Accident	94	115	106	12.8%
Total	2,333	2,243	2,310	-1.0%

As shown above, emergency response workload has remained fairly constant over the past three years. Response to emergency medical calls account for the largest incident type accounting for approximately 75% of all calls.

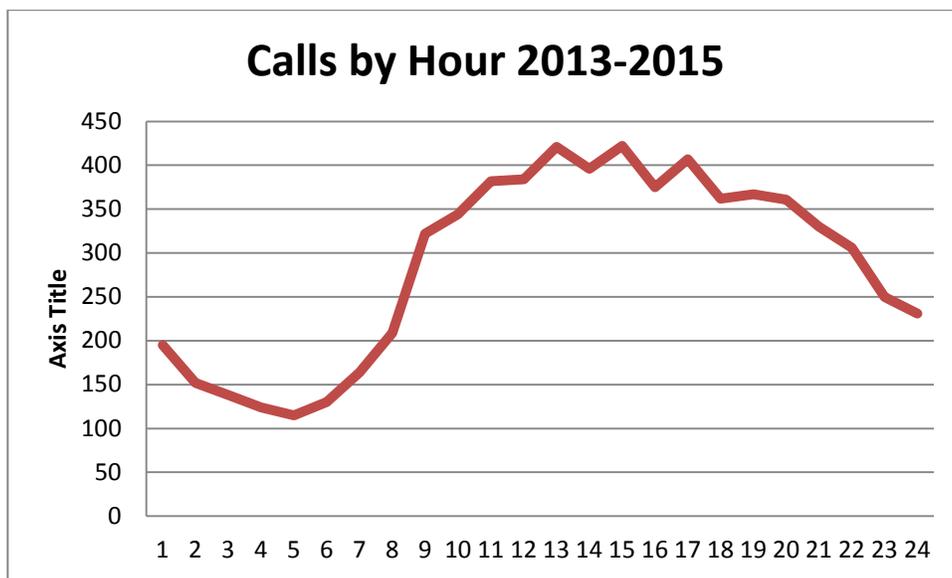
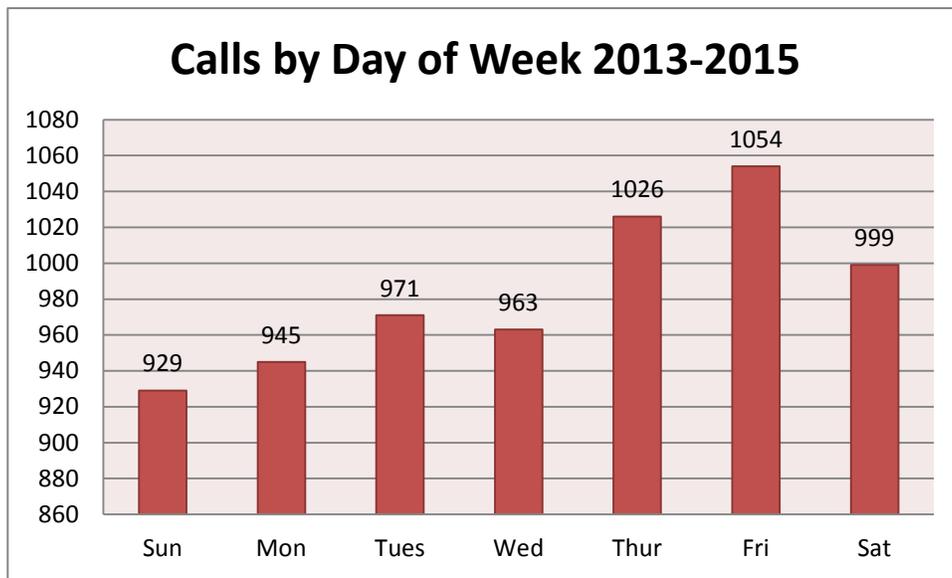
The table, which follows, presents the total number of calls (fire and emergency medical) in the City of Santa Paula for 2013 - 2015 by time of day by day of week.

Time of Day	Day of Week							Total	Percent
	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday		
0000	41	21	32	20	29	26	26	195	2.8%
0100	28	18	14	22	20	24	26	152	2.2%
0200	24	18	17	19	16	20	24	138	2.0%
0300	25	13	18	14	18	20	16	124	1.8%
0400	17	17	20	13	18	12	18	115	1.7%
0500	14	21	18	17	23	28	9	130	1.9%
0600	17	22	20	22	30	29	24	164	2.4%
0700	16	31	37	19	39	41	26	209	3.0%
0800	25	44	48	48	49	56	52	322	4.7%
0900	46	56	48	50	51	53	40	344	5.0%
1000	50	56	58	60	43	60	55	382	5.5%
1100	57	42	49	55	65	53	63	384	5.6%
1200	41	56	70	58	63	58	75	421	6.1%
1300	52	50	46	58	59	69	62	396	5.7%
1400	48	65	75	63	64	54	53	422	6.1%
1500	57	46	53	55	58	57	49	375	5.4%
1600	51	60	58	64	61	56	57	407	5.9%
1700	48	60	45	58	54	49	48	362	5.3%
1800	66	57	45	55	57	41	46	367	5.3%
1900	46	50	45	53	58	53	56	361	5.2%
2000	48	42	52	45	44	62	37	330	4.8%

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Time of Day	Day of Week							Total	Percent
	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday		
2100	42	42	46	40	49	49	38	306	4.4%
2200	31	32	24	28	30	56	49	250	3.6%
2300	39	26	33	27	28	28	50	231	3.4%
Total	929	945	971	963	1026	1054	999	6887	100%
Percent	13.5%	13.7%	14.1%	14.0%	14.9%	15.3%	14.5%	100%	

The following two charts illustrate the calls by day of week and time of day for the period 2013 – 2015.



Attachment: Fire Sustainability Analysis by Matrix (1149 : Study Session to Discuss Report Prepared by Matrix on Fire Sustainability.)

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As shown above the busiest days of the week are Thursday and Friday with Sunday being the slowest in terms of call demand. 9:00 am to 7:00 pm is the busiest time of day for calls for service with midnight to 7:00 am being the slowest periods for calls for service.

The following table presents a summary of the mutual aid responses by the SPFD outside the City to other Departments from 2013 - 2015.

Department	Total
Bardsdale	25
Fillmore	31
Fillmore (County)	64
Piru	25
Santa Paula (County)	418
South Mountain	80
Upper Ojai Valley	18
Ventura	54
Ventura (County)	5
Other	47
Total	767

As shown above, the majority of mutual aid demand occurs in the county areas surrounding Santa Paula.

The following table illustrates the system performance for all calls in 2015.

System Performance 2015				
	Call Processing	Turnout	Travel	Total
Average	00:52	00:41	03:34	05:08
Percentile	01:26	01:21	05:36	07:26

As shown above, the agency is performing well in terms of responding to calls for service with turnout times of 1 minute 21 seconds and travel times at 5 minutes 36 seconds for 90% of all calls for service.

6. FIRE STAFF SALARIES

The table which follows lists current compensation and benefit costs for career staff:

Position – Paid Staff	No.	Salary	Benefits	Benefit Rate
Fire Chief	1.0	\$ 123,616	\$ 86,370	69.9%
Assistant Fire Chief	1.0	\$ 81,640	\$ 54,446	66.7%
Fire Captain	6	\$ 64,197	\$ 44,497	69.3%
Fire Engineer	6	\$ 57,172	\$ 39,764	69.6%
Firefighter	6	\$ 49,668	\$ 30,984	62.4%
Total Career Staff	20			
Reserve Firefighters	10			

Volunteer personnel are paid a flat rate of \$50 per 24-hour shift they work in the Fire Department.

7. PLANNED FIRE STATION SITE

There is an additional planned development site know as “East Area One” which will have residential, commercial and recreational components. As part of the Developer Agreement with the City of Santa Paula, a Fire Station and Police Storefront are designated for construction, at a cost not to exceed \$4 million, near the entrance of the development off East Telegraph Road prior to the issuance of the Certificate of Occupancy. The current plan is that when this station is operational the personnel from Station 2 (Engine 82) will move to that location, which will then place an engine on each side of Santa Paula Creek and improve response capabilities in the event of localized flooding. Station 2 would then be available for the City to lease or sell.

4. CONSIDERATIONS FOR PROVIDING FIRE SERVICES

This chapter of the report examines the various opportunities available to Santa Paula for providing fire services to the City. The chapter begins with examining the status quo and moves through options for providing services locally and concludes with the options available for having services provided by the Ventura County Fire District.

The first section focuses on key issues that are important when making staffing decisions regarding the provision of fire and rescue services in the community.

1. CONSIDERATIONS FOR PROVIDING FIRE RESCUE SERVICES

The first set of sections examines the assumptions and variables underlying this assessment of alternatives

(1) Fire Rescue Agencies Can Develop a Timely Effective Response Force.

The Center for Public Safety Excellence (CPSE) had published a Fire and Emergency Services Self-Assessment Manual to assist local municipalities with assessing the effectiveness of fire rescue operations as compared to best practices. A key element for successful emergency response is the ability to develop an effective response force for structural fires. In large agencies this is accomplished through standardized dispatch plans that dispatch the closest units to ensure an adequate firefighting force is established. Smaller agencies typically rely on automatic and mutual aid to form the effective force, as they typically do not employ the number of personnel on a daily basis to handle these infrequent events. The following table illustrates the

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critical tasks and personnel required to be effective during structural firefighting activities:

Critical Fire Ground Tasks

Critical Task	Maximum Risk	High Risk	Moderate Risk	Low Risk
Attack Line	4	4	4	2
Search and Rescue	4	2	2	0
Ventilation	4	2	2	0
Backup Line	2	2	2	2
Rapid Intervention	2	2	0	0
Pump Operator	1	1	1	1
Water Supply	1*	1*	1*	1*
Support (Utilities)	1*	1*	1*	1*
Command	1	1	1	1
Safety Officer	1	1	1	1
Salvage/Overhaul	2	0	0**	0
Command Aid	1	1	0	0
Operations Chief	1	1	0	0
Logistics	1	0	0	0
Planning	1	0	0	0
Staging Officer	1	1	0	0
Rehabilitation	1	1	0	0
Division Supervisors	2	1	0	0
High-rise Evacuation	10	0	0	0
Stairwell Support	10	0	0	0
Total Personnel	50-51	21-22	14-15	8-9

*Tasks can be performed by the same individual **Task can be performed by the attack crew

Through the current automatic and mutual aid agreements Santa Paula has with neighboring jurisdictions, the SPFD is able form an effective response force in a timely manner.

Recommendation: Continue to maintain automatic and mutual aid agreements with neighboring jurisdictions to ensure an effective response force can be assembled on structural fires.

(2) Performance Standards Are Needed for Effective Evaluation of Fire and Rescue Response.

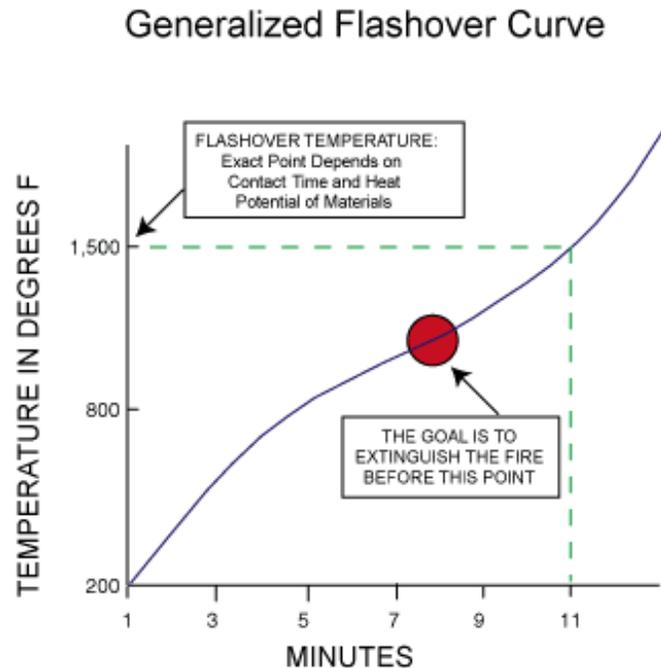
The adoption of performance standards for fire response is a critical first step in the evaluation of fire and rescue service levels and staffing alternatives. While there are national standards that can be used to evaluate fire service delivery, each community

must identify the key risks and the necessary level of protection it needs based on its own unique circumstances. Once these performance standards are established a community can assess its performance and determine if current resources support the desired level of service.

Nationwide, a great deal of effort and research has been put into developing performance objectives for the delivery of fire and EMS services. This effort is critical for agencies making decisions about deployment and location of emergency resources. The objectives promoted for fire/rescue and EMS have their basis in research conducted on two critical issues:

- What is the critical point in a fire's "life" for gaining control of the blaze while minimizing the impact on the structure of origin and on those structures around it?
- What is the impact of the passage of time on survivability for victims of cardiac arrest?

The following chart shows a typical "flashover" curve for interior structure fires. The point in time represented by the occurrence of "flashover" is critical because it defines when all of the contents of a room become involved in the fire. This is also the point at which a fire typically shifts from a "room and contents" fire to a "structure" fire – involving a wider area of the building and posing a potential risk to the structures surrounding the original location of the fire.



Note that this graphic depicts a fire from the moment of inception – not from the moment that a fire is detected or reported. This demonstrates the critical importance of early detection and fast reporting, as well as the significance of rapid dispatch of responding units. This also shows the critical need for a rapid (and sufficiently staffed) initial response – by quickly initiating the attack on a fire, “flashover” can be averted. The points below describe the major changes that occur at a fire when “flashover” occurs:

- It is the end of time for effective search and rescue in a room involved in the fire. It means likely death of any person trapped in the room – either civilian or firefighter.
- After this point in a fire is reached, portable extinguishers can no longer have a successful impact on controlling the blaze. Only hand-lines will have enough water supply to affect a fire after this point.
- The fire has reached the end of the “growth” phase and has entered the fully developed phase. During this phase, every combustible object is subject to the full impact of the fire.

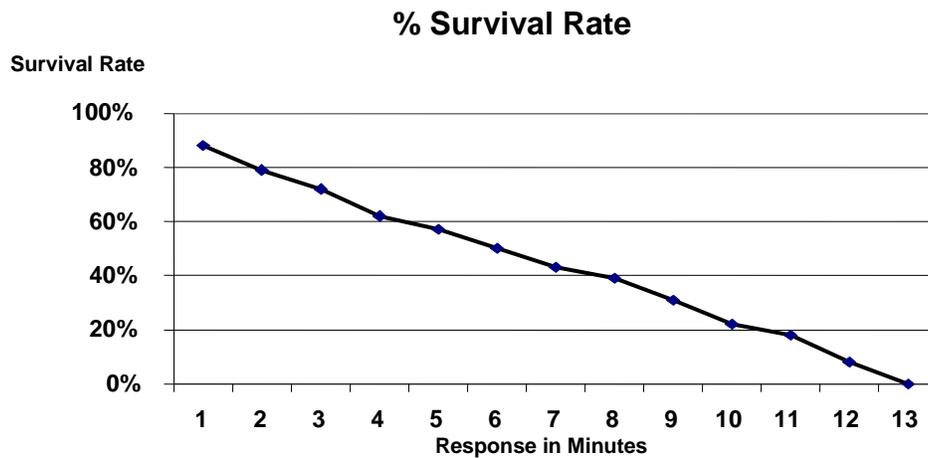
- This also signals the changeover from “contents” to “structure” fire. This is also the beginning of collapse danger for the structure. Structural collapse begins to become a major risk at this point, mounting to highest risk during the decay stage of the fire (after the fire has been extinguished).

It should be noted that not every fire will reach flashover – and that not every fire will “wait” for the eight-minute mark to reach flashover. A quickly responding fire crew can do things to prevent or delay the occurrence of flashover. These options include:

- Applying a portable extinguisher, hand-line or other “fast attack” methodology.
- Venting the room to allow hot gases to escape before the temperature rises to the point where it causes the ignition of all combustible materials in the room.
- Not venting a room – under some circumstances, not ventilating a room may prevent flashover from occurring due to limiting the amount of oxygen present for combustion.

Each of these techniques requires the rapid response of appropriately trained fire suppression individuals that can safely initiate these actions. In the absence of automatic fire suppression systems, access to interior fires can again be limited by a safety requirement related to staffing levels. Industry standards and Occupational Safety and Health Administration (OSHA) regulations require the presence of at least two (2) firefighters on the exterior of a building before entry can be made to a structure in which the environment has been contaminated by a fire. In the absence of a threat to life demanding immediate rescue, interior fire suppression operations are limited to the extent a fire service delivery system can staff to assure a minimum of four people actively involved in firefighting operations.

The second issue to consider is the delivery of emergency medical services. One of the primary factors in the design of emergency medical systems is the ability to deliver basic Cardiac Pulmonary Resuscitation (CPR) and defibrillation to the victims of cardiac arrest. The graphic on the following page demonstrates the survivability of cardiac patients as related to time from onset:



This graph illustrates that the chances of survival of cardiac arrest diminish approximately 10% for each minute that passes before the initiation of CPR and/or defibrillation. These dynamics are the result of extensive studies of the survivability of patients suffering from cardiac arrest. While the demand for services in EMS is wide ranging, the survival rates for full arrests are often used as benchmarks for response time standards, as they are more readily evaluated because of the ease in defining patient outcomes (a patient either survives or does not).

This research results in the recommended objective of provision of basic life support (BLS) within four minutes of notification, and the provision of advanced life support (ALS) within eight minutes of notification and may be the basis for national

standards such as NFPA 1710: Standard for the Organization and Deployment of Suppression Operations, Emergency Operations, and Special Operations to the Public by Career Fire Departments. The goal is to provide BLS within six minutes of the onset of the incident (including detection, dispatch and travel time) and ALS within ten minutes. This is often used as the foundation for a two-tier system where fire resources function as first responders with additional (ALS) assistance provided by responding ambulance units and personnel. Santa Paula utilizes a two-tier approach as they respond an engine company as a first responder and AMR serves as the transport agency.

Additional recent research is beginning to demonstrate the impact and efficacy of rapid deployment of automated external defibrillators (AED) to cardiac arrests. This research – conducted in King County (WA), Houston (TX), and as part of the OPALS (Ontario Pre-Hospital ALS) study in Ontario, Canada – shows that the AED can be the largest single contributor to the successful outcome of a cardiac arrest – particularly when accompanied by early delivery of CPR. It is also important to note that these medical research efforts have been focused on a small fraction of the emergency responses handled by typical EMS systems – non-cardiac events make up the large majority of EMS and total system responses, and this research does not attempt to address or analyze the need for rapid intervention on these events.

Communities and first responders have used the results of these research efforts, often on their own to develop local response time and other performance objectives. However, there are now three major sources of information to which responders and local policy makers can refer when determining the most appropriate response objectives for their community:

- The Insurance Services Office (ISO) provides basic information regarding distances between fire stations. The National Fire Protection Association (NFPA) promulgated a document entitled: “NFPA 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments.” This current NFPA 1710 document published in 2010.
- The Center for Public Safety Excellence (CPSE) in its “Standards of Cover” manual, places the responsibility for identifying “appropriate” response objectives on the locality. These objectives should be developed following a comprehensive exercise in which the risks and hazards in the community are compared to the likelihood of their occurrence.

While each of these efforts provides a reference point for communities to follow, only NFPA 1710 and CPSE offers any specificity. It is important to note that the performance objectives (in terms of response times) provided in the NFPA 1710 document are derived from the basic research previously described above, while the CFAI standards allow the agency to establish performance objectives based on local population and risk factors. CPSE also allows for a range from baseline (acceptable) to benchmark (best practice) in their performance objectives, which provides flexibility to communities as they strive to achieve performance objectives. A comparison of these performance objectives is described in the following table:

The table below, summarizes some of the standards recommended by national organizations.

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Source	Description	Comments
Insurance Services Organization (ISO)	<ul style="list-style-type: none"> • Targets stations within 2.5 miles of every location. • Resources available to fight common types of fires. • Industrial / institutions may get their own ISO rating (independent of the local fire service). • No response time or other performance standards included. 	<ul style="list-style-type: none"> • 2.5-mile response target is drawn from historical fire service delivery. • Factors such as water system, access to non-system water, etc., may be used to lower ISO ratings. • Does not impact EMS service delivery.
American Heart Association (AHA)	<ul style="list-style-type: none"> • Initial (non-paramedic) response in less than 5 minutes from dispatch. • Paramedic response in less than 8 minutes. 	<ul style="list-style-type: none"> • Recognizes the major impact of rapid intervention on survivability in <u>cardiac</u> cases. • Standard is often cited as the major planning component for EMS system, even though it does not reflect on the majority of EMS workload (non-cardiac care responses).
National Fire Protection Association (NFPA)	<ul style="list-style-type: none"> • NFPA 1710 applies to full-time paid fire departments in urban/suburban communities. • On EMS, NFPA 1710 suggests a total response time of 6:20 minutes including the following elements: <ul style="list-style-type: none"> - 1 minute for dispatch processing 90% of the time for emergency calls. - 1:30 minutes for fire department reflex time 90% of the time for emergency calls - 4 minutes of drive time for first arriving unit 90% of the time for emergency calls. • On Fire, NFPA 1710 suggests a compliment of 13 to 15 personnel respond to the scene of a structure fire within 8 minutes of drive time and 10 minutes of total response time. 	<ul style="list-style-type: none"> • Assumes consistent level of risk in communities. Does not account for differences in built-in fire protection, age of construction, or other risks. • Based on incidents with low probability but high-risk potential.
Center for Public Safety Excellence (CPSE)	<ul style="list-style-type: none"> • 1 minute for dispatch 90% of the time for emergency calls. • 1:20 – 1:30 minutes – 1:30 for turnout time 90% of the time for emergency calls. • Travel time dependent on population and/or population density of area served or specific target hazards identified. 	<ul style="list-style-type: none"> • Allows agencies to adopt baseline or benchmark standards. • Allows varying standards for agencies based on local population, density and special identified risks.

There are a number of factors that should be considered when establishing service level targets for fire, rescue, and emergency medical services. As described above, the “standards” recommended by ISO, AHA, NFPA and CPSE are based on high risk, low frequency incidents. As a result, communities should consider the relative value of establishing service levels based on these risks.

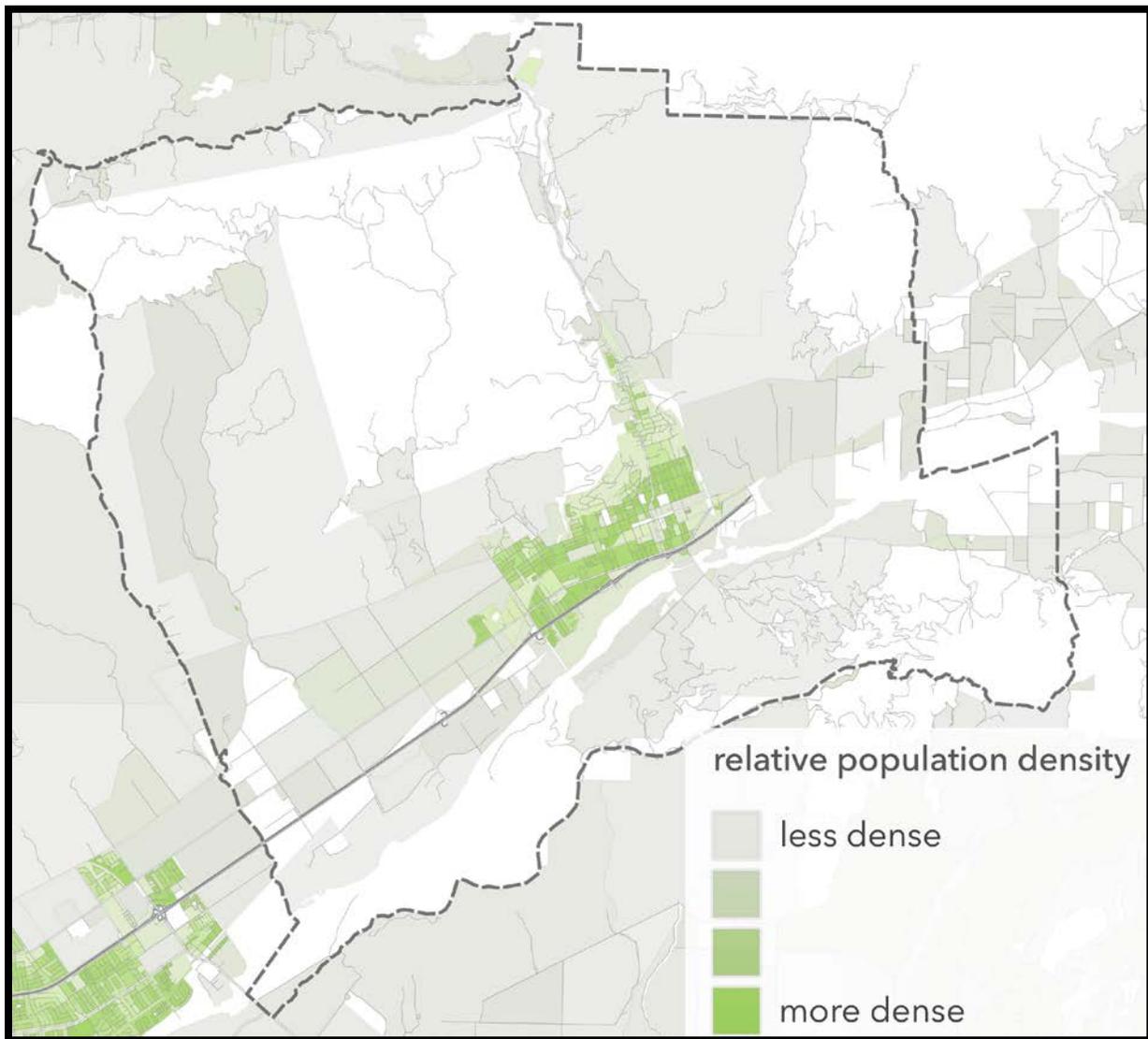
While the project team believes that the SPFD should adopt service level objectives after consideration of local risks, workloads and the method in which services are provided, there are some response time elements that are generally considered “best practice” service level targets. These include elements of NFPA 1710, including such targets as a 1-minute dispatch processing time (time from call receipt to dispatch of first unit) for 90% of emergency calls, and a 1:30-minute “turn-out” (time from dispatch to a unit stating they are en-route) to 90% of incidents for staffed stations and travel times appropriate to the population and density of the community served. As shown earlier we utilized response times to evaluate the current services provided by the SPFD. The following table illustrates the current performance of the SPFD for these elements:

System Performance 2015				
	Call Processing	Turnout	Travel	Total
Average	00:52	00:41	03:34	05:08
Percentile	01:26	01:21	05:36	07:26

As shown above, the dispatch center is dispatching calls in less than one minute 30 seconds 90% of the time; turnout times are below 1 minute 30 seconds and travel times approximately 5 minutes 30 seconds. For fire rescue planning purposes the City of Santa Paula is considered urban as it has a population over 30,000 and a population density greater than 2,000 residents per square mile.

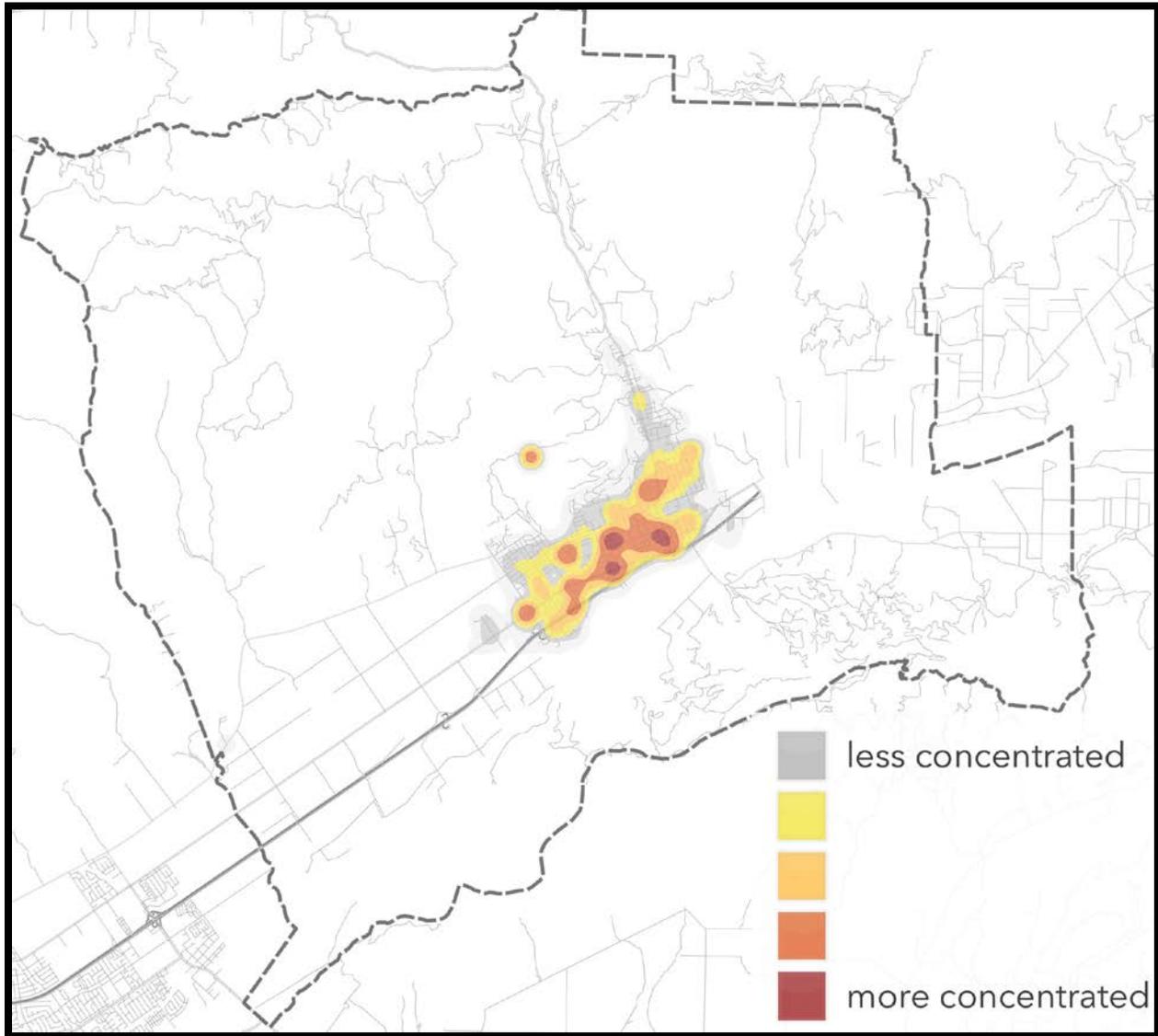
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The map on the following page illustrates the population density of Santa Paula. As shown, the core of the City has the highest population density, with density levels dropping as you move away from the core. Due to this fact the project team recommends a varied travel time performance goal to best fit the urban, suburban, rural and wildness aspects in the service delivery area.



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The next map illustrates the call density for emergency calls responded to by the SPFD in 2015. As shown the call density largely follows the population density with more calls occurring in the more densely populated areas:



The table on the following page illustrates the recommended performance for SPFD based on interviews and tours of the jurisdiction and viewing the typical fire and non-fire risks in the City. This takes into account the various population densities found in the service area of the SPFD.

Comparison of Performance Objectives

Performance Objective	Recommended SPFD Goal (90%)
Call processing (dispatch) time/ call answered to units dispatched	<ul style="list-style-type: none"> • 90 seconds
Turnout Time (units en-route)/ unit dispatched to time en-route to the emergency.	<ul style="list-style-type: none"> • 90 Seconds
Travel time/time en-route until arrival at emergency scene.	<p>Urban Areas (over 2,000 per square mile)</p> <p>5 minutes 12 seconds (First Unit) 10 minutes 24 seconds for second unit/first alarm assignment</p> <p>Suburban Areas (1,000 - 2,000 per square mile)</p> <ul style="list-style-type: none"> • 6 minutes 30 seconds (First Unit) • 10 minutes 24 Seconds for second unit/first alarm assignment <p>Rural (Population less than 10,000)</p> <ul style="list-style-type: none"> • 13 Minutes (First Unit) • 18 minutes 12 seconds for second unit

Recommendation: The City of Santa Paula should adopt varied service level objectives, based on population density, for fire, rescue, and emergency medical response consistent with their service area and established industry baseline performance standards.

(3) The Provision of Fire Prevention Services is an Important Component of Providing Fire Rescue Services

As stated earlier, Santa Paula has a single position dedicated to conduct fire inspections of existing and new businesses under the adopted the same Fire Code. The position is currently developing a plan for incorporating engine company inspections and developing an inspection schedule for all commercial occupancies in the City. This type of standardization ensures there are uniform safety measures for buildings constructed in the City and a consistent inspection schedule, which serves to enhance the safety of residents and responding personnel.

Recommendation: Santa Paula should continue to develop a system-wide fire prevention plan that addresses the use of standardized Fire Code and policies focused on development, plan review, inspections and enforcement.

4. OPPORTUNITIES AVAILABLE FOR SANTA PAULA

This chapter of the report focuses on the opportunities available for Santa Paula to provide fire services to the City. The Chapter begins with operating at the status quo and moves through various staffing alternatives using a Santa Paula run Fire Department and then concludes with opportunities available from partnering with the Ventura County Fire Protection District (VCFD).

1. REMAINING WITH THE EXISTING FIRE SERVICE SYSTEM.

As discussed earlier, the current staffing plan in Santa Paula is to operate two stations with a combination of reserve and full-time personnel. In fire services this is known as a combination department and provides a cost effective method of providing fire services, but is dependent on a strong core of available reserve firefighters to staff shifts.

The current daily staffing plan for the Fire Department is shown in the following table:

Current Daily Staffing Plan

Position	Count
Station 1	
Captain	1
Engineer	1
Firefighter	1
Reserve Firefighter	1
Total Station 1	4
Station 2	
Captain	1
Engineer	1
Firefighter	1
Reserve Firefighter	1
Total Station 2	4
Total Daily Staffing	8

Current Staffing of Each Engine Company

Station Name Location	Apparatus	Daily Staffing
Station 1 114 S. Street Santa Paula	Engine 81	Captain (FT) Engineer (FT) Firefighter (FT) Firefighter (Reserve)
Station 2 536 W. Main Street Santa Paula	Engine 82	Captain (FT) Engineer (FT) Firefighter (FT) Firefighter (Reserve)

Reserve Firefighters are limited to working two (2) 24-hour shifts per month. In order to achieve the daily staffing goal as illustrated, a total of 31 reserve firefighters are required to ensure all shifts can be filled.

This allows the Fire Department to have two (2) four-person engine companies staffed 24 hours per day, seven days per week. Overtime is utilized to fill vacancies caused by use of sick, vacation and other leave types to fill the full time positions. The following table illustrates the salary and benefit costs to the staff the Fire Department using the above staffing plan and previously shown in the average compensation chart shown in the previous chapter:

As shown in the previous chapter, staffing levels are predicated on the ability to assemble an effective response force for structural fires. NFPA 1710 recommends 4 person staffing to allow 3 engine companies and a Chief officer to achieve the 13 persons required for an immediate response to a structure fire. In Santa Paula, any structure fire will require mutual aid resources from the VCFD and Fillmore Fire Department to form an effective response force regardless of whether they utilize 3 or 4 person staffing of engine companies; therefore it is reasonable to use 3 person engine

company staffing, which is identical to the staffing plan of VCFD to staff front-line emergency response engine companies in the City.

The following table illustrates the salary and benefit costs to the staff the Fire Department using the above staffing plan and previously shown in the average compensation chart shown in the previous chapter:

Cost of Emergency Apparatus Staffing

Position	Cost
Captain (6)	\$652,164
Engineer (6)	\$581,616
Firefighter (6)	\$483,912
Reserve Firefighter (730 shifts)	\$36,500
Total	\$1,754,192

As shown above, current salary and benefit costs total approximately \$1.75 million to staff the emergency service delivery of the Fire Department according the current staffing plan, this assumes all reserve shifts are staffed.

The current requirement for a reserve firefighter is to work a minimum of two 24-hour shifts per month. This translates to 15.2 firefighters to fill a single position. Therefore 30.4 reserve firefighters need to be on the roster to fill the staffing of that position to ensure 24 hour, 7 day per week, 365 days per year are staffed with four (4) person engine companies. At present there are 10 reserve firefighters on the roster, meaning the Department needs to recruit a minimum of 21 additional reserve firefighters to staff the apparatus on a daily basis.

Recommendation: The SPFD should aggressively recruit reserve personnel to ensure staffing goals can be achieved.

The current annual cost to provide fire rescue services in Santa Paula utilizing the status quo is approximately \$2.7 million. Of this approximately 89% or \$2.4 million is

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attributed to staffing costs for all positions. The table that follows show the annual operating cost of the Santa Paula Fire Department for Fiscal Year 2012 – 2016.

Fire Department Budget
Fiscal Year 2012 – 2016

Expenditure	FY 12 Actual	FY 13 Actual	FY 14 Actual	FY 15 Estimated	FY 16 Budget
Salaries	1,158,789	1,321,132	1,514,146	1,619,368	1,325,898
Benefits	738,312	963,645	1,024,571	1,160,415	1,073,806
Total	1,897,101	2,284,777	2,538,717	2,779,783	2,399,704
Supplies/Services/Maint.	198,561	210,491	278,238	289,129	310,478
Transfers/Overhead/Debt	0	0	0	0	0
Total	198,561	210,491	278,238	289,129	310,478
Capital Outlays	45,380	20,242	22,259	95,113	0
Total	45,380	20,242	22,259	95,113	0
Total	2,141,042	2,515,510	2,839,214	3,164,025	2,710,182

As shown above salary and benefit costs increased 26% between FY 11/12 and FY 15/16, while the overall budget has increased 27% over the five-year period.

As staffing is the key driver to the costs of operating the Fire Department, the following sections illustrate various options to staffing that can reduce costs.

2. REPLACING FULL TIME FIREFIGHTERS WITH RESERVE FIREFIGHTERS

As discussed earlier, the current staffing plan results in approximately 66% of the time where stations are staffed with three (3) personnel as opposed to the goal of four and the use of three (3) person companies instead of four (4) will still require the same automatic and mutual aid response to develop an effective response force. Increasing the reserve staffing to a minimum of 31 reserve fighters would allow the Captain and Engineer positions to be staffed with full time personnel and the firefighter positions to be filled with reserve personnel.

In order to replace the existing full-time firefighter position with a reserve firefighter and maintain a minimum staffing of three (3) on each engine company, the

SPFD must first recruit the 31 additional reserve firefighters needed. There are several key advantages and disadvantages to moving toward the utilization of reserve personnel to fill the firefighter position as illustrated in the following table

Advantages and Disadvantages of Utilizing Reserve Firefighters

Advantages	Disadvantage
<ul style="list-style-type: none"> • Provides flexible coverage by have reserve assigned to staff fire apparatus. • Costs are lower than paying for full-time career personnel. • The use of reserve personnel for partial staffing will lower cost of operating the Department. 	<ul style="list-style-type: none"> • Reserves must be trained to same standard as full time personnel. • Increased workload on City support departments to recruit and retain the larger workforce. • Reserves typically have high turnover rates. • Reserves have same protective gear requirements as full time personnel resulting in significant start-up costs to outfit reserve personnel in required gear and protective equipment. • Demographics of community may make it difficult to attract the number of require reserve personnel. • Additional workers' compensation insurance needed for volunteers.

The use of utilizing a reserve firefighter to staff the position on the engine company would result in the following daily staffing plan:

Staffing using FT Captain and Engineer and Reserve FT

Station Name Location	Apparatus	Daily Staffing
Station 1 114 S. Street Santa Paula	Engine 81	Captain (FT) Engineer (FT) Firefighter (Reserve)
Station 2 536 W. Main Street Santa Paula	Engine 82	Captain (FT) Engineer (FT) Firefighter (Reserve)

This option would reduce costs by replacing full time positions with the reserve firefighters and staff the engine companies with three personnel (the current minimum staffing recognized as meeting industry standards

Due to the difficulty of recruiting reserve personnel, the project team also examined the cost and savings if the daily stipend was doubled to \$100 per shift for

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reserve personnel, which may make the position more desirable for people willing to serve as reserve firefighters

The following chart provides the staffing costs for staffing emergency apparatus utilizing this option:

Staffing Costs Using Only Reserve Firefighters

Position	Current Cost	Reserve FF Option
Captain	\$652,164	\$652,164
Engineer	\$581,616	\$581,616
Firefighter	\$483,912	\$0
Reserve Firefighter (730 shifts) @ \$50 per shift	\$36,500	\$36,500
Total	\$1,754,192	\$1,306,780
Net Change		(\$483,912)
Reserve Firefighter (730 shifts) @ \$100 per shift	\$73,000	Net Change (\$447,414)
Captain FT	6	6
Engineer FT	6	6
Firefighter FT	6	0
Reserve Roster	10 personnel	31 needed

As shown above, the option of using only reserve firefighters to fill the firefighter position in staffing emergency apparatus would save the City just under \$500,000 annually. If the compensation for reserve personnel were increased to \$100 per shift the savings would be approximately \$450,000. Since automatic and mutual aid are needed to develop an effective response force currently, this option would not have a significant impact on the current delivery system utilized in Santa Paula. It is similar in nature with the only change being the elimination of the full-time firefighter position and utilizing reserve personnel to staff the engine position. A considerable risk to this plan is the need for the additional 21 reserve positions to ensure adequate daily staffing. Shortages in reserve firefighter levels will require overtime to ensure a minimum staffing of three (3) personnel can be achieved daily.

The City needs also to consider the costs of outfitting the additional 21 reserve firefighters. The State of California requires two (2) structural and one (1) Wildland set of firefighting gear for each firefighter. Currently outfitting a new firefighter with protective gear costs approximately \$10,000 per firefighter. This would require \$210,000 in one time costs to outfit the 21 additional reserve firefighters under this plan. Additionally, gear should be replaced a minimum of every 10 years with the front-line set of gear moving to use as reserve gear after 5 years. So for the 31 total emergency response personnel in this plan \$170,500 in gear replacement costs is needed on a rotating 5-year basis or an average cost of \$34,100 annually to ensure protective gear is replaced on an acceptable schedule.

The next section analyzes the costs with staffing one of the fire stations with full time career personnel and the other with reserve personnel.

3. STAFFING ONE CAREER AND ONE RESERVE STATION

The next option explored by the project team would be change the current staffing plan by having station one (Engine 81) staffed with full time career personnel and station 2 (Engine 82) staffed with reserve personnel.

The following table illustrates the daily staffing plan for this option:

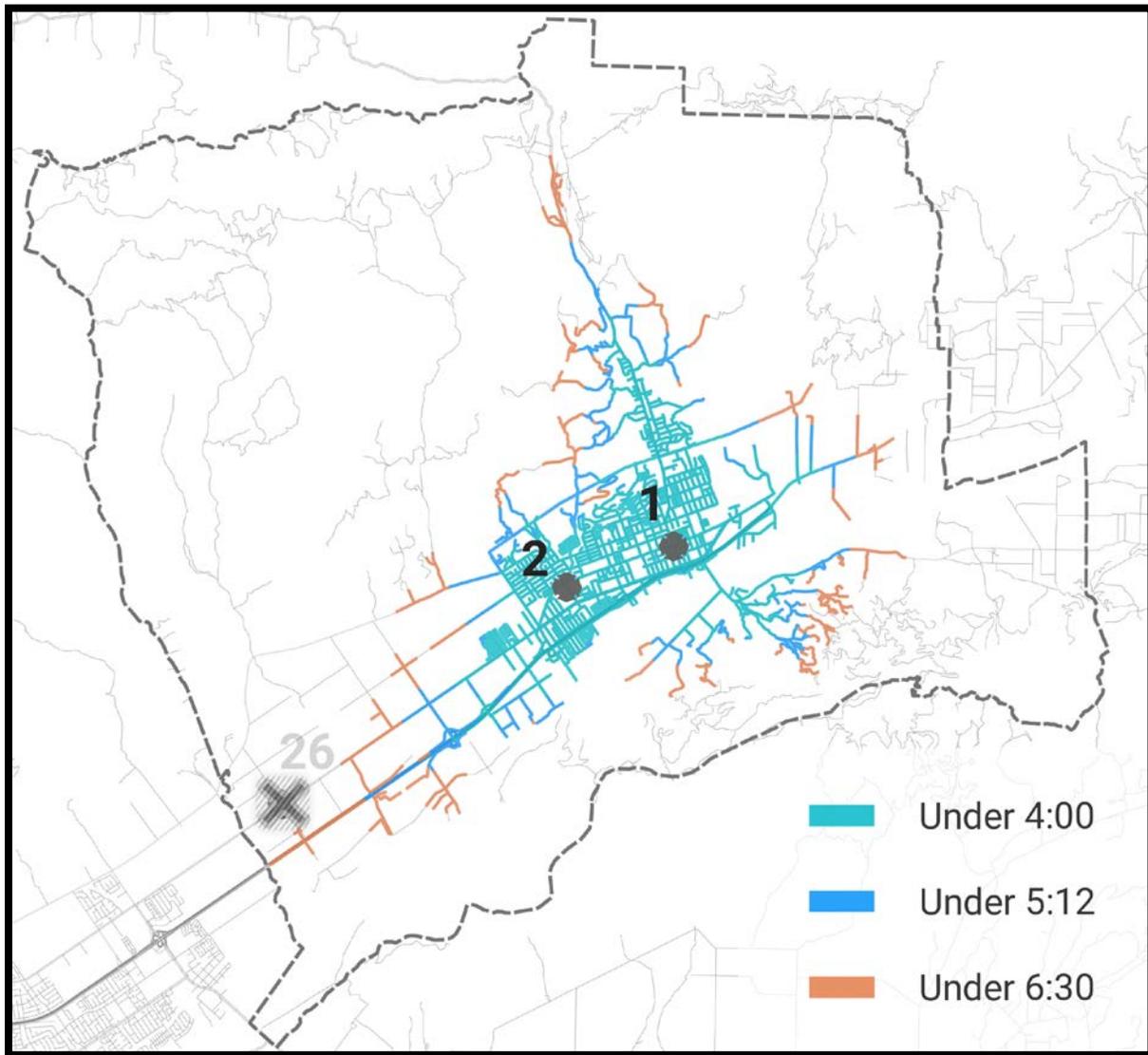
Station Name Location	Apparatus	Daily Staffing
Station 1 114 S. Street Santa Paula	Engine 81	Captain (FT) Engineer (FT) Firefighter (FT)
Station 2 536 W. Main Street Santa Paula	Engine 82	Officer (Reserve) Engineer (Reserve) Firefighter (Reserve)

It is important to note that this staffing plan greatly increases the number of reserve personnel required to staff emergency apparatus and brings the total minimum

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number of reserve personnel needed to staff emergency apparatus to 46, an increase of 36 over the current number of available reserve personnel.

The following map shows the expected travel times for emergency apparatus in Santa Paula if both stations are staffed on 24-hour per day basis.



As shown, the majority of the populated areas of the City have expected travel times less than 4 minutes with both stations being staffed.

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Utilizing the option would reduce the emergency staffing costs associated with operating the Fire Department to \$913,576, an annual savings of \$840,616. This reduces the full-time staffing by 3 personnel in each position daily. The reserve staff cost would increase by \$18,250, as an additional reserve firefighter would be needed each shift for a reserve staffing of three (3) each day. With this option, the reserve roster would need to be at 45.6 firefighters to ensure the 1,095 shifts required to be staffed with reserve personnel could be staffed.

The costs comparison from current operations to moving to a single full time and single reserve station are illustrated in the table below, with the option of increasing reserve compensation to \$100 also illustrated:

Cost Comparison of Current vs. Single FT and Single Reserve Station

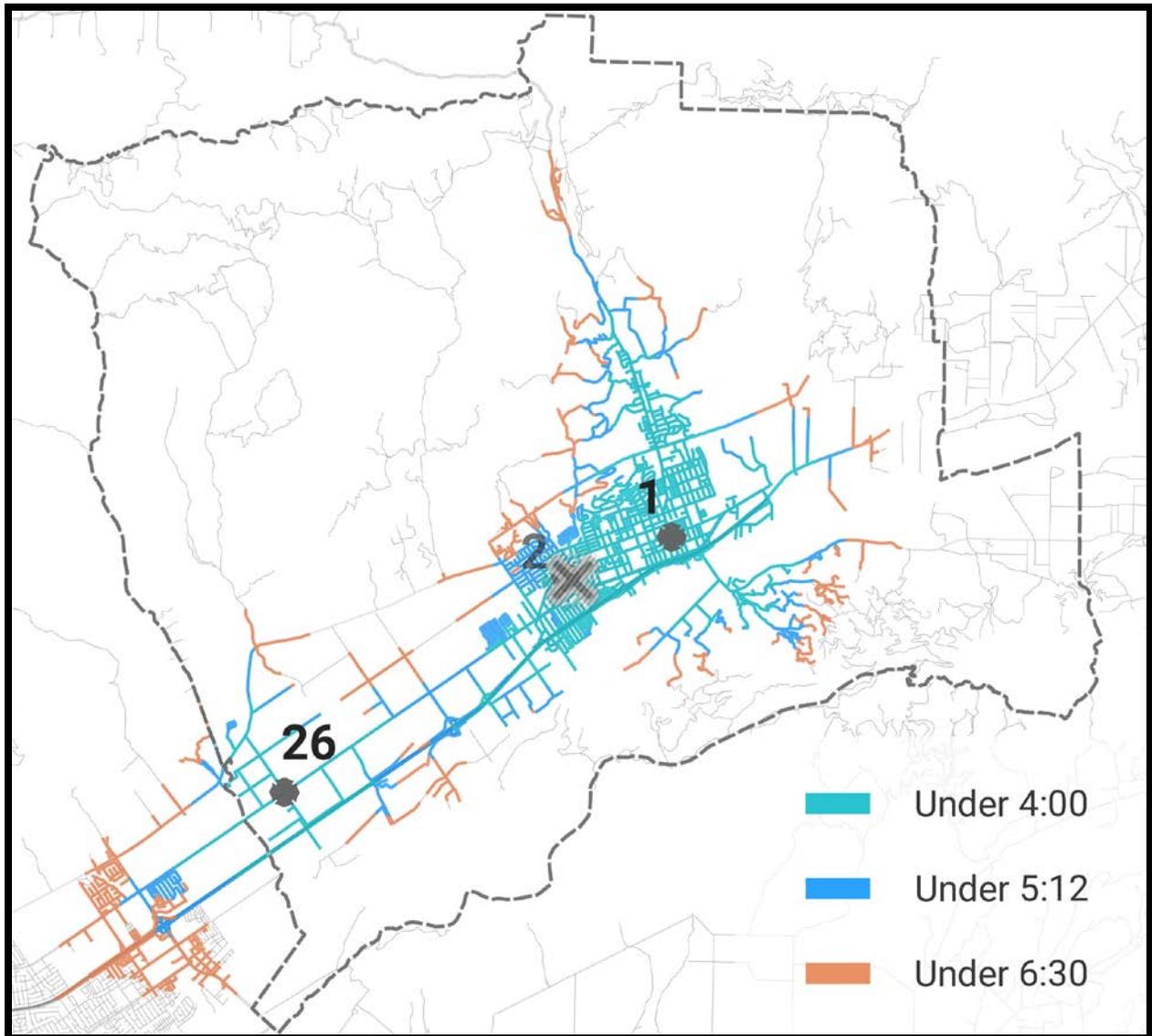
Position	Current Cost	Single FT Station Option
Captain	\$652,164	\$326,062
Engineer	\$581,616	\$290,808
Firefighter	\$483,912	\$241,956
Reserve Firefighter	\$36,500	\$54,750
Total	\$1,754,192	\$913,576
Net Change		(\$840,616)
Reserve Firefighter (1,095 shifts) @ \$100 per shift	\$109,500	Net Change (\$785,866)
Captain FT	6	3
Engineer FT	6	3
Firefighter FT	6	3
Reserve Roster	10 personnel (730 shifts)	45.6 needed (1,095 shifts)

This scenario would result in annual savings of approximately \$841,000 for the City of Santa Paula. There would also be an increase of approximately \$360,000 in one time costs to outfit the 36 additional reserve firefighters under this plan. Additionally, gear replacement costs of \$230,000 in gear replacement costs are needed on a rotating 5 year basis or an average cost of \$46,000 annually to ensure protective gear is replaced on an acceptable schedule. There are also the issues with recruiting and retaining the

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46 reserve firefighters needed to staff this type of operation; therefore utilizing the VCFD may become more frequent to provide automatic aid if there are times the volunteer station is not properly staffed.

The following map shows the projected response time using the current station 1 (Engine 81) and VCFD station 26 if the volunteer station is not operational.



Attachment: Fire Sustainability Analysis by Matrix (1149 : Study Session to Discuss Report Prepared by Matrix on Fire Sustainability.)

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As shown above, the coverage using SPFD Station 1 and VCFD Station 26 still results in the majority of the City being covered in less than 5 minutes 12 seconds travel time.

Since there is adequate response time coverage without utilizing Station 2, another option available to reduce the amount of time required to utilize reserve personnel would be staff the reserve station during the peak call times of 10:00 am and 10:00 pm, which would allow reserve personnel to sign up for up to four (4) twelve hour shifts each month. This would reduce the number of reserves required to staff the second station to 23, which may be more realistic for the Fire Department to recruit and retain.

The following chart illustrates the call demand by time of day as shown previously in the agency profile:



As with the previous option, this one would not have a significant impact on the current delivery system in terms of travel times to emergency calls as both stations would be continually staffed and automatic and mutual aid would be utilized to ensure the effective response force was formed.

The next section analyzes the cost of moving to utilizing part-time firefighters in place of reserve fighters for staffing the SPFD.

4. UTILIZING PART TIME FIREFIGHTERS IN PLACE OF RESERVE FIREFIGHTERS

In recent decades there has been a downturn nationally in the ability to attract and retain volunteer (reserve) firefighters in sufficient numbers to staff a sustainable fire department and ensure all calls for service are responded to in a timely fashion. To counter this issue, many agencies have moved toward the utilization of part-time firefighters, which has shown to be a successful option to bridge the gap from volunteer to career personnel.

Typical pay for the volunteer firefighters is at or slightly above prevailing wages for other part-time positions in a community. Given the current economic and workforce climate in California and pending changes to the minimum wage requirements, a pay rate of \$15.00 per hour is being utilized for cost calculations in this scenario.

The use of part-time personnel at a rate of \$15.00 per hour would cost \$360.00 per 24-hour shift to cover one position or \$131,400 annually. However, in order to stay compliant with the Affordable Health Care Act, the City would have to ensure personnel were not scheduled more than 29 hours per week. This could be accomplished as one 24-hour shift or two (2) 12-hour shifts per week. The chart below shows the number of

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part-time firefighters needed to fill a single position based on the number of required shifts per month:

Number of Required Shifts per Month	Number of Part-Time Firefighters to Fill One Position	Average Hours per Week
2	15.2	11.0
3	10.2	16.6
4	7.6	22.1

Therefore to fill two positions, using the current two (2) 24 hour shifts per month, the roster would need to have a minimum of 31 part-time firefighters.

Using this staffing model, the chart below illustrates the cost differences using part-time personnel as opposed to reserve personnel for each of the previous staffing options:

Cost of Utilizing Part-Time Firefighter

Position	Current Cost	Part Time FF Option	Single Station Staffed with FT and other with PT Option
(Captain	\$652,164	\$652,164	\$326,062
Engineer	\$581,616	\$581,616	\$290,808
Firefighter	\$483,912	\$0	\$241,956
Part-Time Firefighter	\$36,500	\$263,000	\$394,500
Total	\$1,754,192	\$1,496,780	\$1,253,326
Net Change		(\$257,412)	(\$500,866)
Captain FT	6	6	3
Engineer FT	6	6	3
Firefighter FT	6	0	3
Part-Time Roster	10	16 - 31 PT Staff	23 - 46 PT Staff

As shown above, the use of part time personnel would save the City between \$257,000 and \$501,000 annually depending on how the staffing occurred.

Again this option would not have a significant impact on the current emergency service delivery system, as both stations would be staffed on a 24-hour basis daily. This option would require an additional 6 to 36 firefighters. As discussed earlier this will result in between \$60,000 and \$360,000 in initial costs to purchase protective gear and

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ongoing annual budgets of \$28,000 to \$55,000 annually to fund appropriate replacement protective gear.

The next chapter in the report discusses the utilization of the Ventura County Fire District to provide fire services in the City of Santa Paula.

5. CONTRACTING WITH VENTURA COUNTY FIRE PROTECTION DISTRICT

The final option for discussion is the utilization of the Ventura County Fire District (VCFD) to provide fire services for the City of Santa Paula. Ventura County Fire District staffs two stations that currently provide automatic aid to the City of Santa Paula.

It is important to note that moving to the utilization of the VCFD will not necessarily result in all current personnel from SPFD being hired by the Fire District. The initial training of VDFD staff is done in a formal fire academy, while SPFD personnel receive their firefighter 1 and firefighter 2 training while serving as reserves and then are eligible for full time positions after completion of firefighter 2 when they become available. The County will likely have a testing process to ensure all employees have the basic knowledge for transfer and then conduct a physical agility examination to ensure they can perform the required fire ground operations. If successful in these examinations, a medical physical would be required to ensure the personnel are fit for duty and do not have underlying medical or physical issues that would pose a long term liability to the County. Personnel successfully completing these three phases of hiring would then be eligible to fill vacant positions in the VCFD.

The following table illustrates the location and staffing of these stations:

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Station Name/Number and Location	Function	Apparatus	Daily Staffing
Station 26 12391 W. Telegraph Rd. Santa Paula	Ventura County FD Fire Rescue Operations	Engine 26 - Primary Engine 326 (Brush)	Captain, Engineer, Firefighter
Station 27 613 Old Telegraph Rd. Fillmore	Ventura County FD Fire Rescue Operations	Rescue Engine 27 - Primary Water Tender 27	Captain, Engineer, Firefighter

As shown each of the stations staff a primary engine company with three (3) personnel daily. Station 26 located at 12391 W. Telegraph Road is the closest to Santa Paula and is capable of providing coverage to the western areas of the City.

In discussion with the Ventura County Manager and VCFD Fire Chief, there are two viable options for Santa Paula to consider in terms of using VCFD to provide fire services to the City:

- Contract for Services
- Join the Ventura County Fire District

Each of these options and associated costs will be discussed separately.

1. CONTRACTING FOR SERVICES

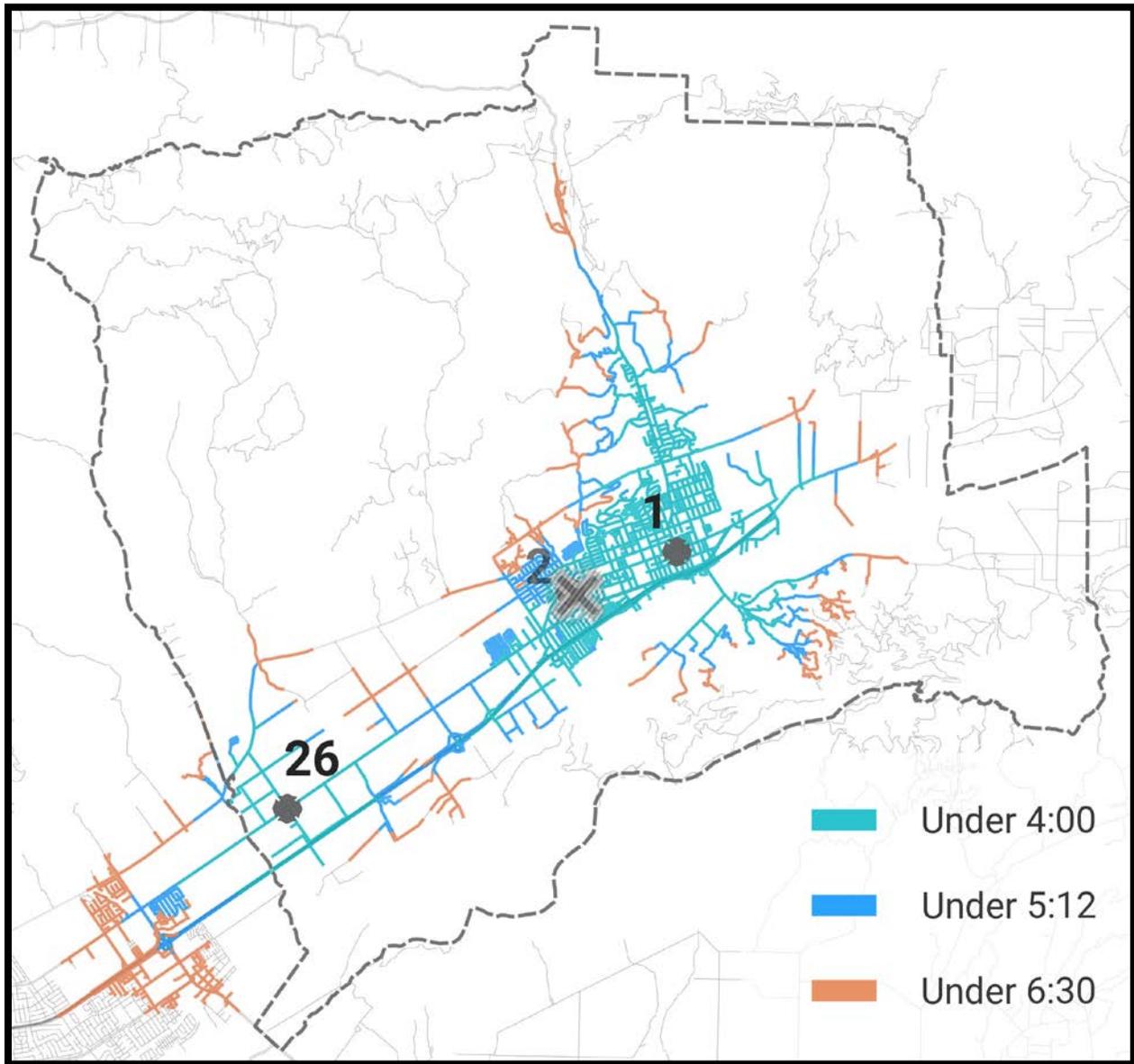
The State of California allows Cities and Fire Districts to enter into interlocal agreements for the provision of fire rescue services to their community. This is a common practice in many areas of the State where regionalized fire protection services are provided through contractual interlocal agreements.

The project team discussed this option and found it to be the most cost effective option as the City could choose to staff according to their needs and be charged for the services provided by the VCFD. Currently the District estimates the annual cost to staff a single engine company to provide services on a 24-hour basis, provide administrative

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and fire prevention services is \$2.1 million dollars annually. In order for a single station option to be considered as viable the project team examined the projected response times using either Station 1 or Station 2 and Station VCFD Station 26 as response alternatives.

The First map illustrates using Stations 1 and 26 to provide services to the City of Santa Paula:

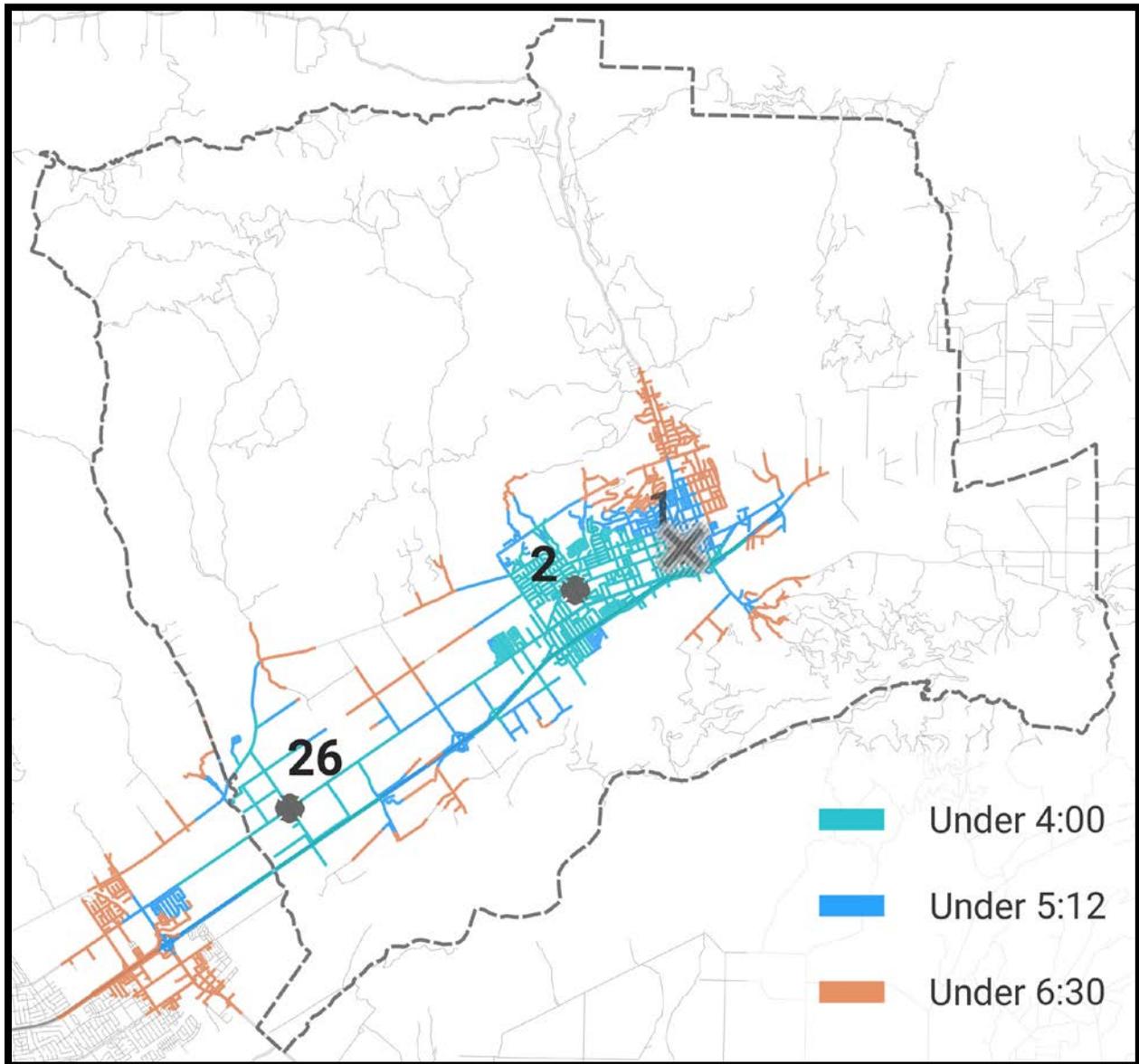


Attachment: Fire Sustainability Analysis by Matrix (1149 : Study Session to Discuss Report Prepared by Matrix on Fire Sustainability.)

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As shown in the map above, the majority of the City would still have expected travel times of less than 5 minutes 12 seconds using Santa Paula Fire Station 1 and Ventura County Fire Station 26 to provide services to the community. These travel time predictions meet the performance objectives discussed earlier in the report.

The next map illustrates the expected performance using Santa Paula Station 2 and Ventura County Station 26:



Attachment: Fire Sustainability Analysis by Matrix (1149 : Study Session to Discuss Report Prepared by Matrix on Fire Sustainability.)

As shown above, this option does not adequately cover the northeastern areas of the City of Santa Paula as response times will be as long as 6 minutes 30 seconds to several areas of the City.

The following table illustrates the cost differences resulting from utilizing the VCFD to provide services as opposed to the current budgeted cost for providing services in Santa Paula

Service Provider	Cost
City of Santa Paula	\$2,710,182
Ventura County Fire District	\$2,100,000
Annual Savings	\$610,182

As shown above, by contracting with the Ventura County Fire District to provide fire services through an interlocal agreement, the City would save approximately \$610,000 annually. This option closes Station 2 and has services to the City provided by Santa Paula Fire Station #1 and Ventura County Fire Station # 26. The Ventura County and Fillmore Fire Department would still continue to be utilized for automatic and mutual aid services to the City, as is currently utilized for larger incidents.

The second option is to join the Ventura County Fire District.

2. JOINING THE VENTURA COUNTY FIRE DISTRICT

Joining the Ventura County Fire District would be the most complicated and time consuming of all the options discussed in the report to this point. The Ventura County Fire District currently provides services to the unincorporated areas of Ventura County and the cities of Camarillo, Simi Valley, Moorpark, Ojai, Thousand Oaks and Port Huenene.

The VCFD is a separate, independent taxing authority governed by the County Board of Supervisors, but collects property taxes separately from the County for areas

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that have been annexed into the Fire District. The current Ventura District Tax Rate for cities that are part of the District is as follows:

City	Fire District Tax Rate
Camarillo	0.143
Simi Valley	0.140
Moorpark	0.160
Ojai	0.122
Thousand Oaks	0.149
Port Huenene	0.130

As shown above the property tax rate for the Ventura County Fire District ranges from 0.122 in Ojai to 0.160 in Moorpark. The tax rate was set as 15% of the total property tax collected in the City. The following table illustrates the FY 2015/16 estimated property tax budgeted by the City of Santa Paula:

Total Property Taxes Collected FY 2015/16	15% Ratio
\$19,522,954	\$2,928,443

As shown, the property tax rate for Santa Paula if it were to be annexed into the Ventura County Fire District would total \$2,928,443. This is a cost increase when compared to the current budget of \$2,710,182.

Service Provider	Cost
City of Santa Paula Current	\$2,710,182
Ventura County Fire District	\$2,928,443
Annual Additional Cost	\$218,261

As stated earlier as the Ventura County Fire Protection District is an independent taxing authority and the taxes collected would be considered a new tax, the residents of Santa Paula would have to vote to be annexed into the District as required by Proposition 218. If a tax exchange agreement is negotiated between the City and VCFPD the annexation can occur without voter approval since in essence there is no new tax collected. It is important to note that this would actually result in a reduction of

General Fund revenue for the City to provide other essential services as joining the District and granting the tax exchange would result in a lowering of the taxes returned to the City after collection by \$2,928,443.

The annexation would also be subject to approval from the Ventura County LAFCO. Regarding application forms, requirements and fees for a District Change of Organization (annexation) can be found at [://www.ventura.lafco.ca.gov/applications-fees/](http://www.ventura.lafco.ca.gov/applications-fees/)

The project team contacted Ventura County LAFCO to obtain an estimate on a timeline for obtaining LAFCO approval, but they were unable to provide an estimated timeline for the process.

Recommendation: The City of Santa Paula should work to improve the utilization of Reserve Firefighters or consider moving to the use of part-time firefighters to improve the cost efficiency of delivering fire services to the City.

APPENDIX – SAMPLE BALLOT LANGUAGE

As discussed in Chapter 2 of this report, 74% of the recent General Tax elections received voter approval. The following provides the guiding language used by several of the Cities that were successful in having their ballot measure approved by voters.

City of Greenfield

Greenfield 2015 City Services Transactions and Use Tax Measure. To enhance the health, safety and welfare of Greenfield, and provide greater general City services, such as strengthened public safety; increased youth recreation programs; re-establishment of code enforcement services; and other essential services, shall the City of Greenfield enact a voter approved 0.75 cent transaction and use tax, subject to annual audits and public review?

City of South San Francisco

To maintain South San Francisco services, including maintaining neighborhood police patrols/9-1-1 response, programs for seniors/disabled residents, crime/gang suppression programs, repairing potholes/streets, maintaining youth/teen educational/recreational programs, providing a police operations center that meets earthquake safety codes, and other city services; shall South San Francisco levy a 1/2 cent sales tax for 30 years, with authority to incur debt to accelerate projects, annual audits, citizens' oversight, no funds for Sacramento and all funds for South San Francisco?

City of Weed

Shall the City of Weed impose a Transactions and Use Tax of 0.25% of the gross receipts of any sale or use pursuant to Revenue and Taxation Code Section 7285.9 to fund the operation, maintenance, and improvement of a public library, to fund a portion of the costs of providing Senior Nutrition Meals within the city limit of the City of Weed and other senior programs and services, and for general municipal purposes including, police, fire protection and street maintenance and improvements.

City of Stanton

Stanton 9-1-1- Public Safety and Essential City Services Protection Measure. To address state takeaways of local funds and protect and maintain essential city services including: 9-1-1 emergency response; programs attracting businesses/creating jobs; neighborhood police patrols; sheriff's deputies; fire protection services/paramedics;

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gang/youth violence prevention programs; senior programs/nutrition center; and other general City services, shall the City of Stanton establish a one cent sales tax, requiring annual independent audits, and all funds remaining in Stanton?

City of El Cerrito

To continue to protect/ maintain City services, including fire prevention/ emergency services; emergency response times; neighborhood police patrols; firefighter/ police staffing; crime prevention/ investigation resources; after-school programs; library hours/ programs; senior services; open space, parks, paths/ playfields; other general City services, shall El Cerrito extend the existing voter-approved sales tax and set the future rate at one cent for 12 years, with citizens' oversight, annual audits, and all funds staying local, none to Sacramento?

City of Coachella

Shall the City of Coachella establish a retail transactions and use tax at the rate of one percent (1%) to maintain funding for general City services, including public safety, streets and public works, and parks/community services; provided that most of the tax is collected from non-Coachella residents, and no further rate increases without voter approval?

City of Richmond

Shall the City of Richmond adopt a one-half cent transactions and use (sales) tax, to fund and maintain essential city services, such as public safety, public health and wellness programs, city youth programs and street paving?

City of Pinole

APPROVAL OF LOCAL TRANSACTIONS AND USE (SALES) TAX

City of Pinole Local Sales Tax: Shall an ordinance be adopted enacting a local half-cent transaction and use (sales) tax to maintain essential police and fire services, to prevent the reduction in maintenance of City parks and streets, and to prevent the reduction of youth, family and senior recreational services, subject to annual external audit and review?

City of Rancho Cordova

To enhance City services, facilities and programs, including: enhancing anti-gang/youth violence prevention programs; increasing neighborhood police patrols; fixing streets faster; expanding children/teen after-school programs; removing blight/revitalizing vacant buildings along Folsom Boulevard; building community facilities for seniors/working adults/children; and other general city services; shall the City of Rancho Cordova enact a 1/2 cent sales tax, that cannot be taken by the State, requiring annual audits and all funds be spent in Rancho Cordova?
