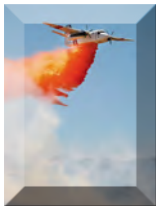

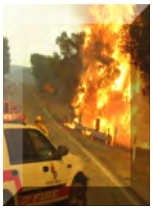

Service Level Analysis for CAL FIRE/San Luis Obispo County Fire

Consolidated Fire Protection Strategic Plan

Submitted to the San Luis County Board of Supervisors, August 2012

Service Level Analysis for CAL FIRE/San Luis Obispo County Fire

Consolidated Fire Protection Strategic Plan

James Patterson, Chair
5th District Supervisor

Frank Mecham
1st District Supervisor

Bruce Gibson
2nd District Supervisor

Adam Hill
3rd District Supervisor

Paul Teixeira
4th District Supervisor

Jim Grant
County Administrative Officer

Robert Lewin
Fire Chief

Publication Credits:
Primary Authorship: Dan Turner, San Luis Obispo, CA
Editing: Amy Hewes, Trellis Communications, San Luis Obispo, CA
Design and Layout: Kate Dore, Dore Davis Design, San Luis Obispo, CA

Strategic Plan
CAL FIRE/San Luis Obispo County Fire

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Section 1

Executive Summary

Overview

The Board of Supervisors directed that a strategic plan be developed for the fire services provided by the County of San Luis Obispo. The purpose of this planning document is to serve as a guide for the Board of Supervisors and other partners in the CAL FIRE/San Luis Obispo County Fire consolidated fire protection program. Paramount in this undertaking is the need to identify proper levels of service for fire protection, make an assessment of the current delivery system and forecast necessary changes to fire protection services. A goal of this plan is to provide a tool for making cost-effective decisions regarding changes in service levels. To achieve that goal, this plan describes and presents data regarding fire protection in the county by using community demographics, service levels, staffing models, governance and funding options.

Method of Study

The County Administrative Office authorized this objective study to be prepared with internal staff. Chief Dan Turner, CAL FIRE/San Luis Obispo County Fire (retired) was retained as a temporary employee to organize, manage and serve as the principal author of this study. The study team conducted independent collection, analysis and comparison of data to established standards. CAL FIRE and other County departments provided data and reviewed findings and recommendations. The Building and Planning Department, County Tax Assessor's Office and the geographic information systems (GIS) staff at CAL FIRE were instrumental in developing service level models, data analysis and performance evaluations.

Organization of the Study

Delivery of fire/rescue service is a complex organizational process comprised of firefighters, fire stations, fire apparatus and the necessary support systems. This executive summary identifies the most significant issues for consideration. The balance of the report is presented in sections that provide in-depth examination of fire/rescue components. Findings and recommendations for each section are found at the end of the section and a summary of all recommendations is provided in the appendix.

The Fire Service in San Luis Obispo County

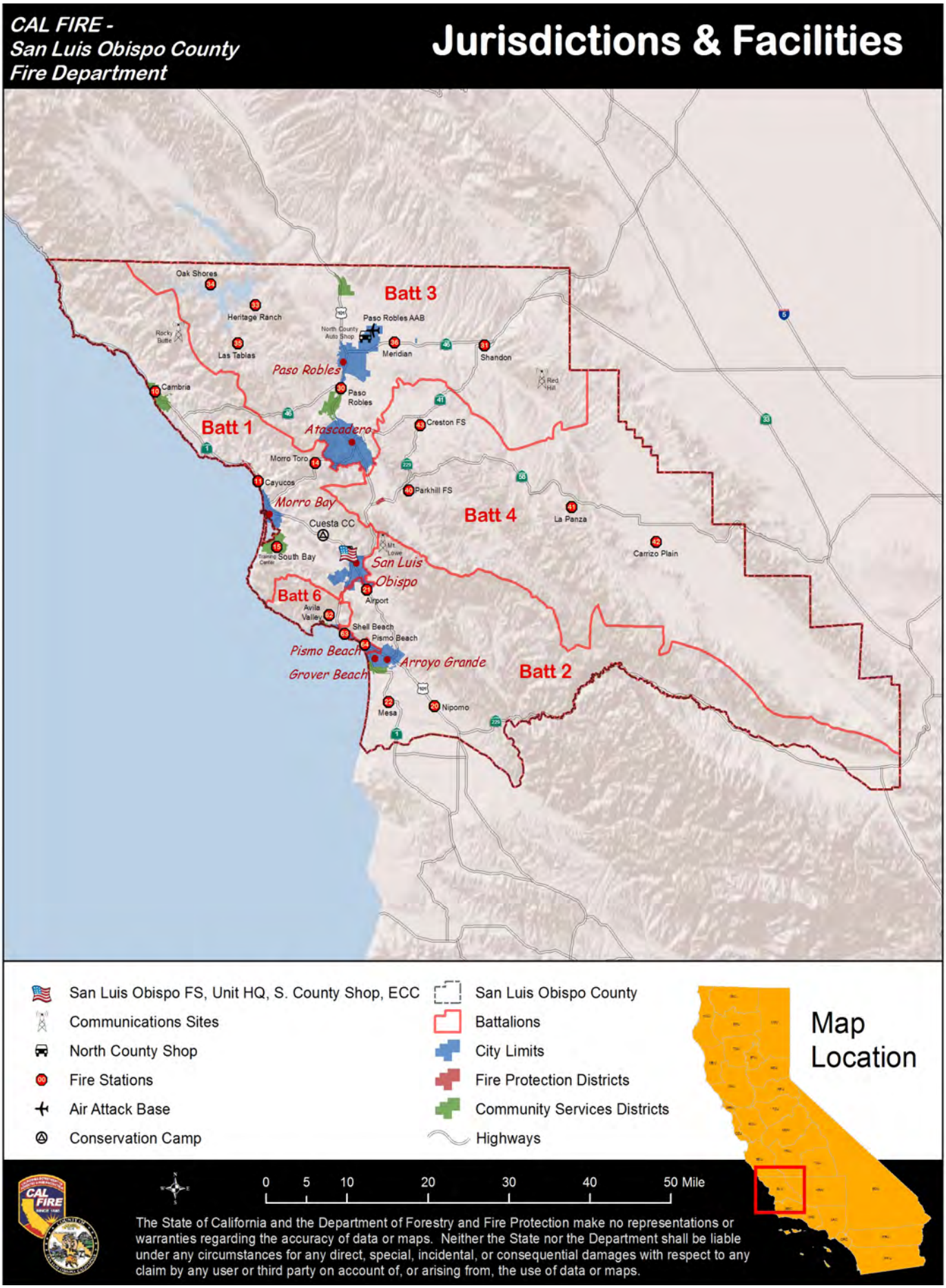
In San Luis Obispo County, fire services are provided by the consolidated CAL FIRE/San Luis Obispo County Fire protection organization and by several independent federal, state, city, special district and private fire organizations. Following the pattern prevalent throughout California, local mergers and consolidations have reduced the number of fire protection agencies. The CAL FIRE/San Luis Obispo County Fire consolidation is a federation of several agencies that honors and maintains the integrity of the jurisdictional identities and authorities while operating in a regional shared service model.

Policy for Providing Fire and Rescue Services

Under the laws of the State of California, only the State and incorporated cities are obligated to provide fire protection services. Counties and special districts provide fire services at their discretion; therefore, the level of county fire service provided to unincorporated areas around the State varies from county to county. *When a jurisdiction chooses to provide fire/rescue services, several laws, regulations and best practices affect the method of delivery; most of these rules are based on ensuring public and firefighter safety.*

In 1930, San Luis Obispo County chose to protect residents and property within its jurisdiction by partnering with CAL FIRE and creating the San Luis Obispo County Fire Department to serve the unincorporated area outside of special districts that provide fire protection. CAL FIRE provides management of personnel, equipment, facilities, training and services. In addition to the County and CAL FIRE partnership, the City of Pismo Beach, Avila Beach Community Services District and Los Osos Community Services District have joined as partners to form a consolidated fire protection organization. The partnership has proven mutually beneficial, sharing resources, support services, management and administration. The County, Pismo Beach, Avila Beach and Los Osos benefit through operational efficiency, cost reduction, specialized training and equipment, and shared services. The consolidation is perfected through contractual agreements that direct and fund CAL FIRE/San Luis Obispo County Fire to provide fire protection service on behalf of consolidation members. These contracts for service are authorized by state statutes[1], local ordinances and resolutions.

1 California Public Resources Code Section 4142-44


CAL FIRE -
San Luis Obispo County
Fire Department
Jurisdictions & Facilities
Batt 1
Batt 2
Batt 3
Batt 4
Batt 6
Oak Shores
Heritage Ranch
Rocky Butte
Las Tablas
Paso Robles AAB
North County Auto Shop
Meridian
Shandon
Red Hill
Paso Robles
Cambria
Creston FS
Atascadero
Morro Toro
Cayucos
Parkhill FS
Morro Bay
Cuesta CC
La Panza
Carrizo Plain
South Bay
Mt. Lowe
San Luis Obispo
Airport
Avila Valley
Shell Beach
Pismo Beach
Arroyo Grande
Grover Beach
Mesa
Nipomo
San Luis Obispo FS, Unit HQ, S. County Shop, ECC
Communications Sites
North County Shop
Fire Stations
Air Attack Base
Conservation Camp
San Luis Obispo County
Battalions
City Limits
Fire Protection Districts
Community Services Districts
Highways
Map Location
0 5 10 20 30 40 50 Mile
The State of California and the Department of Forestry and Fire Protection make no representations or warranties regarding the accuracy of data or maps. Neither the State nor the Department shall be liable under any circumstances for any direct, special, incidental, or consequential damages with respect to any claim by any user or third party on account of, or arising from, the use of data or maps.

CAL FIRE/County Fire delivers services from 21 fire stations, an emergency dispatch and command center (ECC), a training center, an air attack base, a hand crew camp, and headquarters facilities (see map on previous page). These facilities are provided to the whole by the partner agencies in the consolidated organization with ownership or leasehold rights retained by the providing agency.

What Level of Service to Provide?

Fire protection services should be scaled to fit community demographics and identified hazards and risks. In an area as widespread and varied as San Luis Obispo County, no single delivery model is practical. San Luis Obispo County communities have different fire protection hazards, risks and workload. Until now, there have not been defined service level standards for communities of differing demands, nor has there been concurrence as to which level should be ascribed to particular communities. Therefore, a significant effort in this study was focused on developing service level definitions, community demographic definitions and analyzing the performance of the current system.

Community Demographics and Service Level Definitions

The level of fire/rescue service delivered is a discretionary policy decision of the governing body. There are national standards, but few have the force of law or regulation; most are recommendations. A primary objective of this study is to define community service levels so that an appropriate fire/rescue service delivery system can be designed to match the desired service level. Fire station locations, staffing and fire apparatus decisions are based on service level standards. This study examined County Land Use Ordinance guidelines, community demographics, nationally recognized performance benchmark performance standards for resources and personnel, response time standards and expected emergency incident outcomes to establish five community service level definitions: **1) Urban, 2) Suburban, 3) Rural, 4) Remote, and 5) Undeveloped.**

A second objective of the study is to examine the current fire/rescue service delivery to determine system performance. Is the current organization and framework meeting the expected results? Once a community service level is established, performance measures are developed to define the response levels, response times and expected outcomes for each service level. Performance analysis is based on comparison of performance against the defined standard. With standards, service delivery can be routinely measured systemwide and in specific communities.

A third objective of this study is to develop a dependable method to project when a community may require a service level change. This study developed a model that uses current community demographics, growth projections from land use planning processes and incident history to project changes.

Major Issues and Recommended Actions

The fire/rescue service delivered by CAL FIRE/San Luis Obispo County Fire is well managed and cost-effective. Current economic patterns have slowed community growth and development, however that condition will not last forever and growth will return at some point in time. To prepare for this resurgence and correct current issues, the County should address short- and long-term issues.

Short-Term Recommended Actions

A. Establish policy for community standards, service level standards, and response time standards. (Sections 7.0, 7.1, 7.2)

B. Resolve the Emergency Command Center (ECC) facility and backup facility issue. This issue is essential because the ECC is mission-critical for the delivery of daily public safety services, and the facility should meet current Essential Services Act construction standards. A designated backup center with full countywide dispatch capability should be identified and established as soon as possible. (Section 4.5, 6.0)

C. Create a consolidated regional fire/emergency medical system (EMS) dispatch system. This is the number 1 goal of the Fire Chief's Association of San Luis Obispo County, the organization of the fire chiefs of all agencies in the county. Fire chiefs, law enforcement chiefs and ambulance providers should empanel a committee to explore the cost benefit and feasibility of establishing a regional consolidated fire/EMS dispatch center. (Section 3.5, 4.5)

D. CAL FIRE/ San Luis Obispo County Fire should work closely with EMSA to evaluate the ambulance deployment plan. (Section 4.1)

E. Members of the Heritage Ranch and Avila Beach communities desire a higher level of paramedic service than they are currently receiving and may be willing to fund the cost. A mechanism to fund the service should be established. (Section 3.5, 4.1)

F. Restore the Coastal Division chief position for better field battalion chief supervision, duty chief depth and emergency and disaster planning. Consider use of Nuclear Power Planning (NPP) and excess EMPG funds. (Section 3.0, 3.1, 3.5, 3.7, 4.0, 4.4)

G. Study potential impacts or system changes necessary to prevent a disaster similar to that which occurred at Japan's Fukishima Nuclear Power Plant. (Section 4.4)

H. CAL FIRE/San Luis Obispo County Fire should play an active role in the analysis of the Countywide Hazardous Materials Response Team and reevaluate their commitments to the team. (Section 4.2)

I. Clarify agreements between the County and Cal Poly, US Forest Service, US Bureau of Land Management, Oceano Dunes and the California National Guard (Camp San Luis Obispo). (Section 2, 4.3)

J. Staffing plans for fire stations should be evaluated for compliance with community demographics, service levels, response times and performance standards. (Section 7.0, 7.1,7.2,8.2)

K. Due to lack of paid call firefighters, some areas do not have adequate personnel response strength to perform a timely OSHA-compliant interior attack on a structure fire (2-in/2-out), including Cambria FS 10 and Shandon FS 31. Resolve these situations. (Section 7.3, 8.2)

L. Establish a recruitment and retention plan for paid call firefighters and explore the creation of countywide reserve firefighter program. (Section 5.0)

M. The fire department drill grounds at Camp San Luis Obispo should be developed as a regional training facility for CAL FIRE/ San Luis Obispo County Fire and other public safety agencies and for learning partnerships with Cal Poly State University and Cuesta and Alan Hancock community colleges. (Section 4.7)

N. Greater use of online delivery of fire/rescue classroom training should be explored. (Section 4.7)

O. Plans to reorganize administrative support services at CAL FIRE should be implemented, balanced with review of field battalion chief workload. (Section 3.1, 3.6, 4.0)

P. Explore expanding or creating sources of sustainable funding, including grants, fees for service, exchange of services and the establishment of county services areas, benefit assessment districts and Mello-Roos districts. (Section 3.5,4.1)

Q. Develop performance and compliance monitoring processes and tools. (Section 8.4)

Long-Term Recommended Actions

A. Mergers and consolidations should be encouraged where they enhance level of service, streamline delivery and reduce system costs while retaining local control of service levels. CAL FIRE/San Luis Obispo County Fire should continue to support consolidation opportunities if the outcome is mutually beneficial. (Section 2.0, 3.3)

B. Land for future fire station sites in the Nipomo, Los Berros, Garden Farms, El Pomar, Wellsona, Oak Shores and East Arroyo Grande areas should be acquired. (Section 6.0)

C. Current fire station replacement project planners should re-examine proposed locations based on study parameters, especially state-funded projects at Paso Robles (FS 30), Parkhill (FS 40), Cambria (FS 10), Las Tablas (FS 35), La Panza (FS 41) and San Luis Obispo (FS 12). (Section 6.0)

D. The Nipomo area is approaching a service level change benchmark. Prior to the economic downturn, the community was growing at a rapid pace and was expanding beyond the reach of existing fire stations. When the development pace returns, additional resources will be necessary. (Section 7.0, 7.1, 7.2, 8.2)

E. Work with EMSA, County Communications and ambulance providers to migrate ambulances to the same radio frequency band as fire agencies. (Section 4.1, 4.5)

F. Establish a management oversight body comprised of the County Administrative Officer, Pismo Beach City Manager and Los Osos and Avila Beach CSD managers to coordinate and balance consolidated fire/rescue resources. (Section 3.1, 3.2)

G. Reclassify Fire Inspector positions from Prevention Specialists to Deputy Fire Marshal positions. (Section 3.6)

H. CAL FIRE should complete required infrastructure improvements at the new drill grounds and obtain technical training prop equipment improvements to achieve US&R Site Certification through the State Fire Marshal. These improvements would increase outside student attendance and tuition revenue and reduce local firefighter travel costs. (Section 4.7)

I. A new location for Oak Shores Fire Station should be secured and a new facility constructed. (Section 6.0)

Section 2

The Fire Service in San Luis Obispo County

The fire service in San Luis Obispo (SLO) County is comprised of a cohesive and cooperative group of 17 agencies. Services are provided by a combination of city, special district, county, state, federal, and private agencies that operate 48 fire stations. Like the statewide trend, SLO County has experienced fire agency mergers and consolidations. Compared to 20 years ago, there are more fire stations now but eight fewer fire service providers in SLO County due to mergers. The fire agencies have also developed an automatic mutual aid program that provides for the closest fire engine to respond to a new emergency regardless of the jurisdiction.

Incorporated Cities

The seven incorporated cities in San Luis Obispo County have jurisdictional responsibility and authority to provide fire protection services to their city. General law and charter cities alike are obligated to provide fire protection directly as a city service or through some other provider. There are three different fire service models used by cities in San Luis Obispo County.

- City provides its own fire protection via a city department (Paso Robles, Atascadero, Morro Bay, and San Luis Obispo).
- City provides fire protection through a Joint Powers Authority with other agencies (Arroyo Grande, Grover Beach).
- City provides fire protection through a consolidation contract for service (Pismo Beach).

City	Provider	Fire Stations	Fire Chief FT/PT	Full Time Firefighters	Reserve Firefighters	Paid Call Firefighters	Annual Budget
Arroyo Grande	Five Cities Fire Authority*	1	FT-shared	6		12	$1,614,330*
Atascadero	City of Atascadero	2	FT	20	18		$3,372,920
Grover Beach	Five Cities Fire Authority*	1	FT shared	6		12	$1,255,590*
Morro Bay	City of Morro Bay	2	FT	9	20		$1,984,211
Paso Robles	City of Paso Robles	3	FT	23**	n/a	n/a	$4,199,400
Pismo Beach	CAL FIRE	2	FT-shared	9	6	10	1,910,941
San Luis Obispo	City of San Luis Obispo	4	FT	43	n/a	n/a	$9,911,800

** Five Cities Fire Authority is a Joint Powers Authority between the cities of Arroyo Grande, Grover Beach and Oceano CSD with a combined budget of $3.63 million.*

*** Paso Robles staffing and budget reflects authorized positions unfilled for budget savings (1 Battalion Chief position, 5 fulltime ff'ers, 3 reserve FF'ers, and one ½ time civilian position vacant; $5.199,000 budget to fully fund)*

City of Arroyo Grande and City of Grover Beach

The cities of Arroyo Grande and Grover Beach have entered into the Five Cities Fire Authority, a Joint Powers Authority (JPA) agreement that includes the unincorporated area of Oceano Community Service District (CSD). Prior to the formation of the three-agency JPA, each community operated its own fire department as a component of city government or (in the case of Oceano) as part of the CSD. The Oceano, Grover Beach, and Arroyo Grande fire departments each employed a fire chief and firefighters.

The Five Cities Fire Authority has one full-time fire chief, a battalion chief, 15 full-time firefighters and 36 reserve/paid call firefighters who staff three fire stations (one in each community). The JPA has a separate governing board comprised of one representative from each former agency. The fire agency employees work for the JPA, not the former agencies. Ownership of fire apparatus and portable equipment was transferred to the JPA; however the fire station facilities remain the property of the parent organizations. The JPA contracts for human resources, legal counsel, and other administrative services from the City of Arroyo Grande or Grover Beach. Service level, performance standards and costs charged back to parent agencies are approved by the JPA Board of Directors based on a weighted formula that includes calls for service, population, assessed valuation, and number of personnel.[1] The 2011-12 fiscal year budget is $3,635,000.

City of Atascadero

The Atascadero Fire Department has a fulltime fire chief, fire marshal and 17 full-time firefighters who staff two fire stations. Atascadero has 18 paid call/reserve firefighters who respond at the time of an emergency. The city also hires a small crew of seasonal firefighters during the summer. The 2011-12 fiscal year budget is $3,372,920

City of Morro Bay

The Morro Bay has a full-time fire chief and nine full-time and 15 reserve firefighters who staff one of the city's two fire stations 24/7. The second fire station is not staffed daily—coverage is provided by reserve firefighters. The 2011-12 fiscal year budget is $1,984,211

City of Paso Robles

The Paso Robles Department of Emergency Services operates three fire stations, two in the main part of the city and the third at the Paso Robles Municipal Airport. The department has a full time Fire Chief, an Assistant Fire Chief and 18 full time firefighters that provide 24/7 coverage at the two downtown fire stations. Paso Robles does not have a Reserve or Volunteer Firefighter program. The airport fire station is not staffed, when an aircraft emergency occurs at the airport a fire engine from a downtown station responds and the personnel switch to the aircraft rescue firefighting equipment (ARFF) housed at the airport fire station. CAL FIRE personnel assigned to the Paso Robles Air Attack Base are trained on the ARFF equipment and will respond during fire season when the base is operational and staffed (daylight hours only.)[2] The approved 2010-11 fiscal year budget was $5,199,400, which reflects cost to fund all authorized staffing. However, due to economic conditions, several positions remained unfilled and expenditures will be closer to $4.1 million.

City of Pismo Beach

The City of Pismo Beach provides fire/rescue, ocean lifeguards and Junior Lifeguard programs through a 2001 consolidation contract with CAL FIRE/San Luis Obispo County Fire. The fire chief of CAL FIRE/San Luis Obispo County Fire serves as the fire chief for Pismo Beach. In addition, under the contract, Pismo Beach receives 24/7 battalion chief coverage, a fire inspector, nine full-time firefighters and 15 reserve/paid call firefighters to staff two fire stations. CAL FIRE also provides other services, such as training, arson investigation, equipment design, fleet management, etc. Facilities, fire apparatus and most portable equipment remains the property of the City of Pismo Beach. CAL FIRE relocated one of its state-funded wildland fire engine crews to the Shell Beach fire station and shares staffing costs for this station with the City of Pismo Beach. The 2011-12 fiscal year budget is $1,910,941.

City of San Luis Obispo

The San Luis Obispo Fire Department has a fulltime Fire Chief, Deputy Fire Chief, Fire Marshal, two Fire Inspectors, three Battalion Chiefs, and 39 full time Firefighters that staff four fire stations. A recent master plan completed for the San Luis Obispo recommends addition of a fifth fire station on Tank Farm Road at the southern edge of the city. San Luis Obispo does not have a Paid Call or Reserve Firefighter program. The 2011-12 fiscal year budget is $9,911,800

In addition to providing fire protection within the city, San Luis Obispo has a $250,000-300,000 per year fee-for-service operational agreement with Cal Poly State University to respond to fire/rescue emergencies in the campus core. Because the campus is located in the unincorporated area of the county, authority for this agreement should be clarified.[3]

---

1 Interview with Mike Hubert, Fire Chief, Five Cities Fire Authority

2 Interview with Ken Johnson, Fire Chief Paso Robles Emergency Services Department

3 San Luis Obispo LAFCO Commission policy # 10 discourages Special Districts from extending services by agreement without annexation. A municipality or district may provide new or extended services by contract or agreement outside its boundaries only if it requests and receives written approval from LAFCO (CKH 56133).

San Luis Obispo County Unincorporated Area

The County of San Luis Obispo is responsible for fire protection services for buildings and other improvements in unincorporated areas situated outside the boundaries of an independent fire district or community services district that provides fire protection. Unlike cities, the County has no legal obligation to provide fire protection in the unincorporated area; it is a discretionary service policy decision. Where unincorporated areas lie within the boundaries of a special district that chooses to provide fire protection (via a CSD or fire protection district), the responsibility and authority is transferred from the Board of Supervisors to that special district governing board. Federally owned lands (e.g. land managed by the US Forest Service [USFS] and Bureau of Land Management [BLM]) located in the unincorporated portion of the county create a federal and county dual-responsibility situation for fire and rescue.

The County consolidated fire protection delivery with CAL FIRE in 1930 and jointly operates 18 fire stations for response (nine county-owned and nine CAL FIRE-owned). The CAL FIRE chief also serves as the fire chief for the County. Fire stations are staffed with various configurations of full-time, seasonal, paid call and reserve firefighters. A more complete description of the County and CAL FIRE organization follows.

Special Districts

There are eight special districts located in unincorporated areas that provide fire protection in San Luis Obispo County, including two fire protection districts and six community services districts.

Fire Protection Districts (FPD)

Fire protection districts are independent special districts organized under Fire Protection Districts Law[4] with their own independently elected board of directors. FPDs may include incorporated and unincorporated areas; however the two FPDs in SLO County include only unincorporated areas.

Community Service Districts (CSD)

Community service districts exist in unincorporated areas and have independently elected boards of directors that provide governance for services that the CSD has elected to provide. There are more than 15 CSDs in SLO County, but only six have assumed responsibility for fire protection service.

Special District	Provider	Fire Stations	Fire Chief FT/PT	Full-time Firefighters	Reserve Firefighters	Paid Call Firefighters	Annual Budget
Avila Beach CSD	CAL FIRE	1-shared	FT-shared	6*		10	$140,680
Cambria CSD	CSD	1	FT	6	12		$1,616,383
Cayucos FPD	Fire District	1	Vol.	0		20	$250,000
Los Osos CSD	CAL FIRE	1	FT-shared	9	25		$1,965,824
Oceano CSD	Five Cities Fire Auth	1	FT-shared	6	12		$737,480**
San Miguel CSD	CSD	1	PT	0		17	$206,600
Santa Margarita FPD	Fire District	1	Vol.	0		10	$79,000
Templeton CSD	CSD	1	FT	0.5		30	$651,761

** Avila Beach CSD shares funding for firefighters at County Fire Station 62 Avila Valley*
*** Five Cities Fire Authority is a Joint Powers Authority between the cities of Arroyo Grande, Grover Beach and Oceano CSD*

4 CA Health and Safety Code Section 13800-13970; Fire Protection District Law of 1987

Avila Beach CSD: Avila Beach CSD boundaries include only the one square mile built-up area of downtown Avila Beach. In 2000, Avila Beach CSD consolidated its fire department with CAL FIRE/San Luis Obispo County Fire. The former Avila Beach Fire Department employees became CAL FIRE employees. The CAL FIRE/San Luis Obispo County Fire fire chief serves as the fire chief of Avila Beach CSD. Response is provided by the full-time and paid call firefighters at the CAL FIRE/San Luis Obispo County Fire Station (FS# 62) at San Luis Bay Estates.

Cambria CSD: Cambria CSD is governed by an elected board of directors that provides several municipal services, including fire protection. The Cambria Fire Department has a full-time fire chief, six full-time and 12 reserve firefighters who staff one fire station on Burton Drive in the southern half of the town. The 2011-12 fiscal year budget is $1,616,383.

Cayucos Fire Protection District: Cayucos FPD provides fire protection to the Cayucos downtown area and Morro Strand. The fire department has a volunteer fire chief and an all-volunteer firefighter force that staffs one fire station in the northern part of the district. CAL FIRE has a seasonal wildland fire station on the southern boundary of Cayucos; Cayucos FPD contracts with CAL FIRE/San Luis Obispo County Fire to keep the station open and staffed during the non-fire season. This type of augmented fire protection contract utilizing existing CAL FIRE stations and personnel is known as an AMADOR contract.[5] The CAL FIRE station is staffed with two full-time firefighters 24/7 during the non-fire season. The 2011-12 fiscal year budget is approximately $250,000.

Los Osos CSD: The Los Osos CSD serves the neighborhoods of Los Osos, Baywood Park, and Cuesta-by-the Sea. When created, the CSD absorbed the former South Bay Fire Protection District (a "dependent" special district governed by the County Board of Supervisors[6]). The former South Bay fire employees, who were County employees, transitioned to become CSD employees. In 2004, Los Osos CSD consolidated with CAL FIRE/San Luis Obispo County Fire for fire protection services and the former CSD employees transitioned to CAL FIRE employees. Fire protection is provided by full-time and reserve firefighters from one fire station on Bayview Heights Drive near Los Osos Valley Road. The 2010-11 fiscal year budget is $1,965,824. Los Osos operates with two staffed paramedic apparatus on duty at the South Bay station daily.

Oceano CSD: Oceano CSD provides fire protection in the developed unincorporated area southwest of the City of Grover Beach. Oceano CSD has joined with the City of Grover Beach and Arroyo Grande to form the Five Cities Fire Authority, a three-agency Joint Powers Authority (JPA) for fire protection in their communities. The fire chief of the JPA serves as the fire chief of Oceano CSD. The former Oceano FD employees transitioned to JPA employees with the formation of the JPA. The JPA is governed by a separate board of directors made up of appointed representatives from each community.

Fire protection is provided by full-time and reserve firefighters responding from one fire station on Highway 1 in central Oceano and the two other JPA fire stations in Grover Beach and Arroyo Grande. The 2011-12 fiscal year budget is combined with the Five Cities Fire Authority budget.

San Miguel CSD: San Miguel CSD provides fire protection services in San Miguel and the St. Lawrence Terrace neighborhood. The CSD has a part-time fire chief and an all-volunteer firefighter force that responds from one fire station in downtown San Miguel. The 2011-12 fiscal year budget is $206,600.

Santa Margarita Fire Protection District: The Santa Margarita Volunteer Fire Department provides fire protection services in the community of Santa Margarita. None of the surrounding Santa Margarita Ranch is located inside the FPD boundary. Santa Margarita has a volunteer fire chief and an all-volunteer firefighter force that responds from one fire station. The 2011-12 fiscal year budget is $79,000.

5 California Public Resources Code Section 4144
6 County Service Area 9_, South Bay Fire District

Templeton CSD: The Templeton CSD provides fire protection within the CSD. The Templeton FD has a full-time fire chief, part-time assistant fire chief and an all-volunteer firefighter force that responds from one fire station in central Templeton. The 2011-12 fiscal year budget is $651,761

State Agencies

California Department of Forestry and Fire Protection (CAL FIRE)

As a state agency, CAL FIRE is jurisdictionally responsible for providing wildland and watershed fire protection to those portions of the unincorporated County area that meet the California Public Resources Code definition of State Responsibility Area (SRA)[7]. All lands within the boundary of an incorporated city and federally owned lands (US Department of Defense [DOD], USFS, BLM) are specifically excluded from SRA. Other than the Los Padres National Forest, Carrizo Plains National Monument and Camp Roberts, most of the unincorporated area in San Luis Obispo County meets the SRA definition (see SRA map in Appendix).

Structure fire protection, rescue, emergency medical services, and hazardous materials response do not fall under CAL FIRE's wildland fire jurisdictional responsibility—that responsibility is vested with a local government agency. CAL FIRE has authority to respond to all types of fire/rescue incidents in assistance to local government, but does not assume jurisdictional responsibility. Where CAL FIRE SRA jurisdiction coincides with County jurisdiction, a shared responsibility between the state and County exists. Some County unincorporated areas that meet the definition of SRA area fall within the boundaries of fire districts or community services districts that provide fire protection (including Cambria, San Miguel, Templeton, Santa Margarita, Avila Beach, and Cayucos). In these instances, CAL FIRE and the special district share fire protection responsibility and the County has no jurisdiction.

CAL FIRE's wildland fire resources include a fire chief, deputy chief, division chiefs, battalion chiefs and full-time and seasonal firefighters to staff ten fire stations during the wildland fire season. Equipment and other staff resources include three fire bulldozers, five hand crews and the Paso Robles Air Attack Base, which has an air tactical coordinator aircraft and two air tankers assigned. The wildland fire season normally occurs from May 15 through November 15 each year. These resources are available to respond automatic or mutual aid to emergencies throughout the county. CAL FIRE operates a consolidated regional fire dispatch center that is staffed 24/7.

Cooperative Fire Protection Agreements

CAL FIRE has express legislative authority to enter into fire protection agreements with other agencies to provide enhanced or full service fire protection services where there is a mutual benefit to the other agency and CAL FIRE8. The San Luis Obispo County agreement is one of the oldest of CAL FIRE's cooperative fire protection agreements. CAL FIRE has other cooperative fire protection agreements with federal, state and local government agencies in San Luis Obispo County. Cooperative agreements between CAL FIRE and local governments are common throughout California and are authorized by State law9 and local policy. In 2011, there were 145 local government agencies (cities, counties, and special districts) throughout the state that have CAL FIRE cooperative agreements to provide enhanced local government fire protection.[10]

Office of the State Fire Marshal

The Office of the State Fire Marshal (OSFM) is a function of CAL FIRE. OSFM is responsible for enforcing fire regulations and conducting fire investigations in state owned and operated facilities. OSFM also manages the adoption of the California State Fire Code, a component of the California Building Codes. OSFM does not have an emergency first response capability.

California National Guard—State Military Department

Camp Roberts

The California National Guard operates its own fire department for Camp Roberts. The department has a fire chief and full-time firefighters staffing one fire station. They are responsible for all fire/rescue response on the military post. Camp Roberts occupies land owned by the U.S. Department of Defense (DOD) located in both San Luis Obispo and Monterey Counties. The SLO County portion of Camp Roberts lies in unincorporated area.

7 California Public Resources Code Section 4125
8 California Public Resources Code 4142 & 4144
9 California Public Resources Code Sections 4142 & 4144
10 CAL FIRE Cooperative Fire Protection Statistics

Camp San Luis Obispo

Camp San Luis Obispo previously operated its own fire department with a single fire station on the post staffed by a fire chief and full-time firefighters. The fire department was responsible for all fire/rescue responses on the post. The California National Guard decommissioned its fire department in the 1980's. The land occupied by Camp San Luis Obispo is owned by the State of California, which differs from the federally owned Camp Roberts. Because the post is in unincorporated area, when the National Guard closed its fire department, the responsibility to provide fire protection fell to the County. There is no written agreement, however, between California National Guard and CAL FIRE/San Luis Obispo County Fire for delivery of fire protection.

California Department of Corrections and Rehabilitation (CDCR)

California Men's Colony Prison (CMC)

CMC operates a state institutional fire department at the California Men's Colony prison just north of San Luis Obispo. CMC fire department has one fire station, a full-time fire chief, full-time state employee firefighters and a crew of trained inmate firefighters to augment staffing on the fire equipment. CMC Fire Department is responsible for all fire/rescue services in the area controlled by CDCR, which includes the East and West incarceration facilities as well as adjacent support facilities. CMC is located in unincorporated area.

California Department of Mental Health, Atascadero State Hospital (ASH)

Atascadero State Hospital (ASH) operates an institutional fire department at their facility in southeastern Atascadero. ASH fire department has one fire station, a full-time fire chief and full-time firefighters. ASH fire department is responsible for all fire/rescue responses on State Hospital property. ASH is located inside the city limits of Atascadero.

California Department of Parks and Recreation (DPR), Hearst Castle

The California Department of Parks and Recreation, Hearst Castle State Historical Monument operates an institutional fire department at their facility in San Simeon. Hearst Castle has one fire station located at the hilltop site that is staffed with full-time fire fighters supervised by State Parks rangers. The Hearst Castle fire department is responsible for all fire/rescue services on State Park lands at the monument and adjoining coastal lands under DPR management. Hearst Castle State Historical Monument is in the unincorporated area.

California Polytechnic State University (Cal Poly)

Cal Poly previously operated an institutional fire department on campus that was staffed by full-time firefighters and student resident firefighters. In 1996, Cal Poly disbanded its fire department. Since Cal Poly is situated in an unincorporated area, jurisdictional fire protection falls back on the County. And, since it is a state owned facility, the campus also falls under the jurisdiction of the Office of the State Fire Marshal. Independent of the County, Cal Poly entered into a fee-for-service operational agreement with the San Luis Obispo Fire Department. San Luis Obispo agreed to respond to emergency calls in the built-up main campus core, while the balance of the 12,000-acre campus was excluded. The fee-for-service agreement between Cal Poly and San Luis Obispo does not include the County as a party. *Fire protection jurisdiction and authority for Cal Poly is clouded and should be resolved.*

Federal Agencies

United States Forest Service (USFS)—Los Padres National Forest

USFS provides only wildland fire protection services on national forest lands. USFS does not provide emergency medical services, structural fire protection, hazardous materials response, or rescue services, including vehicle accident response. Since the Los Padres National Forest is comprised of unincorporated area, jurisdictional responsibility for non-wildland fire/rescue responses falls to the County. The USFS operates two

seasonal wildland fire stations in San Luis Obispo County, one in the community of Pozo and the second at Pine Canyon on Highway 166 at the border of Santa Barbara and San Luis Obispo County 15 miles east of Highway 101. During the wildland fire season, the USFS bases a wildland fire helicopter and helitack crew at their Arroyo Grande Helibase on Hi Mountain Road east of Lopez Lake.

The USFS has decreased its firefighting presence in San Luis Obispo County from previous levels. Seasonal wildland fire stations at Cerro Alto Campground, Cuesta Summit, La Panza Campground, and Avenales have been closed. In addition, four fire lookouts at Cerro Alto Peak, Hi Mountain, Black Mountain and Branch Mountain have been closed. USFS contracts with CAL FIRE to provide first response wildland fire protection to the West Cuesta Ridge area of the Los Padres National Forest. *There is no agreement between US Forest Service and the County for shared fire protection services.*

U.S. Department of the Interior—Bureau of Land Management (BLM)

Similar to USFS, BLM provides only wildland fire protection on BLM or "public lands." BLM does not provide emergency medical services, structural fire protection, hazardous materials response, or rescue services, including vehicle accident response. Since BLM land is comprised entirely of unincorporated area, jurisdictional responsibility for those non-wildland fire responses falls to the County. The largest block of BLM land holdings are located in the Carrizo Plains National Monument in southeastern San Luis Obispo County. BLM also has several smaller pockets of public lands scattered throughout the county. BLM closed its Carrizo Plains fire station and has no fire resources in San Luis Obispo County. BLM contracts with CAL FIRE for wildland fire protection for the scattered pockets of federal land in the county. *There is no agreement between BLM and the County for shared fire protection services.*

Private Industrial Fire Brigades

The Diablo Canyon Power Plant and Conoco-Phillips Oil Refinery are two specialized industrial facilities in San Luis Obispo County that are required to maintain on-site industrial fire brigades trained to handle first response to on-site emergencies. These augment and do not supplant the jurisdictional public fire agency. In both cases, the fire agency of jurisdiction is CAL FIRE/San Luis Obispo County Fire.

Diablo Canyon Power Plant

Pacific Gas and Electric Company's Diablo Canyon Power Plant is a nuclear powered electrical generating station located on the coastline between Port San Luis Obispo and Los Osos. PG&E has an on-site industrial fire brigade with a fire station staffed with a full-time fire chief and full-time firefighters. Fire equipment and personnel do not normally respond off-site. Fire brigade dispatch is internal to the power plant. The closest off-site response comes from CAL FIRE Avila Valley Fire Station (FS #62).

Conoco-Phillips Oil Refinery

The Conoco-Phillips Oil Refinery located off Highway 1 on the west edge of the Nipomo Mesa has a brigade of trained plant operators that responds to on-site emergencies. The refinery dispatches the brigade. The closest off-site response is from CAL FIRE Mesa Fire Station (FS # 22) located just outside the plant boundaries on Highway 1.

Mutual and Automatic Aid

Fire/rescue mutual aid is authorized by the State Master Mutual Aid agreement and a local county-level operational agreement. San Luis Obispo County Operational Area Fire/Rescue mutual aid is coordinated by CAL FIRE. The Operational Fire/Rescue Coordinator is selected by all the fire agencies in the county.

The San Luis Obispo County fire agencies have adopted an "automatic mutual aid" doctrine that provides an enhanced form of mutual aid for first response to new emergencies. Mutual aid provided for under the State Master Mutual Aid Agreement was created to provide assistance under extraordinary times when a jurisdiction had exhausted its own resources on a major emergency or series of emergencies. Mutual aid response was rare and first response from another agency would not be provided, even if they were closer. In an automatic aid model, the closest fire station responds to a new emergency regardless of jurisdictional lines. This allows for enhanced service without increasing the number of fire stations or firefighters by utilizing existing resources regionally rather than just within jurisdictional boundaries. Typically, cross-jurisdictional, automatic aid first response occurs several times daily.

Findings & Recommendations: Section 2

Findings

1. Consistent with statewide trends, mergers and consolidations have reduced the number of fire/rescue providers.
2. Consolidation models include formation of Joint Powers Authorities (JPA) and contracts for services.
3. There is a longstanding consolidation agreement between the County and CAL FIRE.
4. San Luis Obispo County fire agencies have enhanced mutual aid through adoption of an automatic aid doctrine that enhances service and reduces overall costs.
5. There is no clarifying agreement between the CA National Guard and the County on roles and jurisdiction for delivery of fire/rescue services at Camp San Luis Obispo.
6. Cal Poly State University is in County jurisdiction; yet the first responder services agreement between Cal Poly State University and the City of San Luis Obispo does not include the County as a signatory.
7. Fire protection responsibility within the County is multi-layered and complex; in many instances, responsibility is shared between two agencies. This is particularly true in locations where federal lands receive wildland fire protection from the federal land agency (US Forest Service or BLM) and the County provides other emergency services. No clarifying written agreements exist between the County and BLM or US Forest Service.

Recommendations

1. Mergers and consolidations should be encouraged where they enhance level of service, streamline delivery and reduce system costs while retaining local control of service levels.
2. Governing bodies should be encouraged to continue the automatic aid approach to service delivery in order to enhance services and reduce costs.
3. Clarifying agreements between the County and CA National Guard for Camp San Luis Obispo should be created.
4. The agreement between Cal Poly and the City of San Luis Obispo should be modified to include the County as a signatory to clarify roles and jurisdictions.
5. Clarifying agreements between the County and US Forest Services and BLM should be created.

Section 3

CAL FIRE/San Luis Obispo Fire Department Overview

The CAL FIRE/San Luis Obispo County Fire Department (Department) is a modern, full-service, consolidated fire protection organization that provides service to most of the unincorporated area of the County and the City of Pismo Beach. The term "consolidation" best describes the federated relationship between the jurisdictions that make up the organization, the primary partners of which include: CAL FIRE, a state agency, the County of San Luis Obispo, Avila Beach and Los Osos Community Services Districts, and the City of Pismo Beach. The Cayucos Fire Protection District contracts for augmented fire protection from the CAL FIRE station in south Cayucos. CAL FIRE provides dispatch service for five other local fire jurisdictions and CAL STAR air ambulance in addition to fire/rescue and emergency medical services for the consolidation partners.

The consolidation operates as a single organization formed through contractual agreements between the partner agencies that retain local control and identity. This arrangement has proven very cost effective because of resource sharing, streamlined administration and the elimination of service duplications. The chief of CAL FIRE-San Luis Obispo serves as the consolidated Fire Chief, the County Fire Warden[1] and San Luis Obispo County Operational Area Fire/Rescue Mutual Aid Coordinator. Statewide, CAL FIRE operates as a de-centralized statewide organization and delegates considerable decision-making authority to lower levels in its organization.

San Luis Obispo County Fire Mission Statement

To serve and safeguard the people and protect the property and resources of San Luis Obispo County through education preparedness and emergency response.

CAL FIRE Mission Statement

The California Department of Forestry and Fire Protection serves and safeguards the people and protects the property and resources of California.

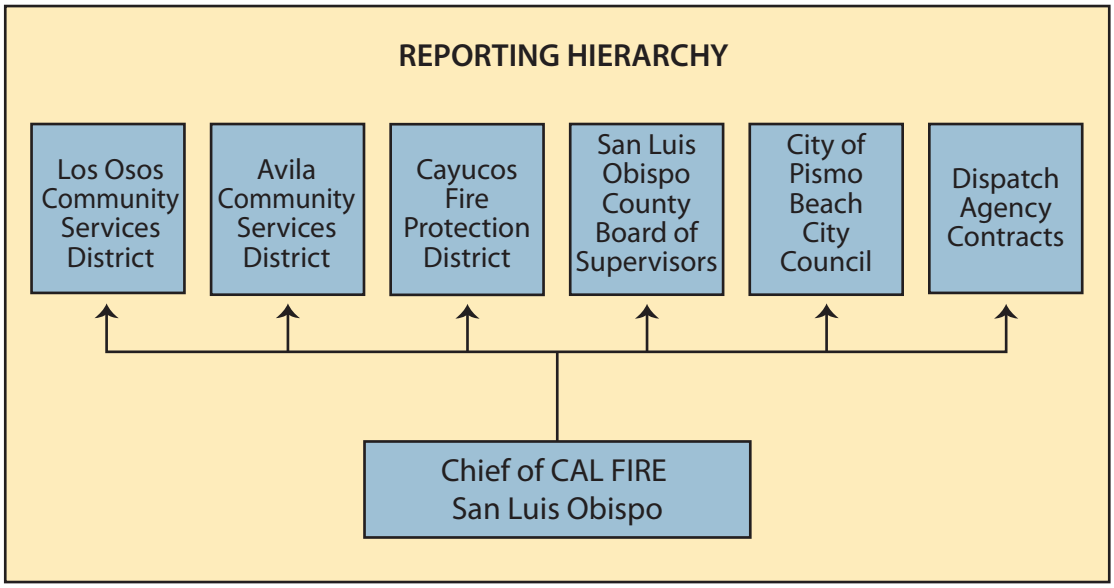
Local Control Maintained

CAL FIRE's fire/rescue service contractual program provides the foundation for the consolidation and cost-effective service delivery model. Under cooperative agreements with CAL FIRE, local governing bodies maintain control over their fire departments and have a catalog of options for contracting fire, emergency medical services, specialized rescue, fire marshal, and life safety services. Specialized programs such as Aircraft Rescue Fire Fighting, Lifeguards, Hazardous Materials Teams, Urban Search & Rescue and rescue watercraft are services available to San Luis Obispo County partners as part of their contract with the Department. The local governing body maintains local control by setting the "level and quality of service," controlling budget allocations and approving performance. All jurisdictions maintain local branding of their own fire department; for example, Pismo Beach Fire Department retains the city name despite the city's participation in CAL FIRE's contractual program.

While still allowing for local control, consolidation provides the benefit of sharing a large resource pool. This economy of scale allows a local government to benefit from special services, such as arson investigators, professional training officers, 24-hour division chief-level duty chief coverage, fire dispatchers, public education specialists and public information officers—services that city stand-alone fire departments could not afford.

1 San Luis Obispo County Code Section 16.04.120 County Fire Warden.

Another resource-sharing benefit made possible through consolidation is battalion chief coverage. For example, regardless of funding, a battalion chief can respond to incidents across jurisdictional boundaries, thereby reducing redundancy and lowering costs. The County does not need to fund all fire service positions on its own. The same cost-saving benefits and outcomes apply to facilities—they are shared. Determining equitable use of resources is essential, however, to the ongoing health and success of the consolidated fire service program.



Reporting Hierarchy for CAL FIRE/San Luis Obispo County Fire Department

Findings & Recommendations: Section 3.0

Findings

1. The consolidated fire protection model is very effective and meets the fire/rescue service needs of the consolidation partners as well as CAL FIRE.
2. Even though CAL FIRE is a state agency, the local CAL FIRE chief is given full authority and responsibility for the management of local cooperative agreement contracts.
3. The fire chief delegates authority to the division chief and battalion chiefs assigned to work as day-to-day contacts and represent the fire chief as department heads for local contracts in City of Pismo Beach, Los Osos CSD, Avila CSD and Cayucos FPD. CAL FIRE operates in a strong de-centralized model.
4. CAL FIRE management must continually evaluate the participation of all the consolidated partners and ensure that local control is maintained and the benefits of resource sharing are equitable. The Department meets this objective.
5. The Department is meeting the emergency management needs of the County and other consolidated partners.

3.1 Executive Management of CAL FIRE/San Luis Obispo County Fire

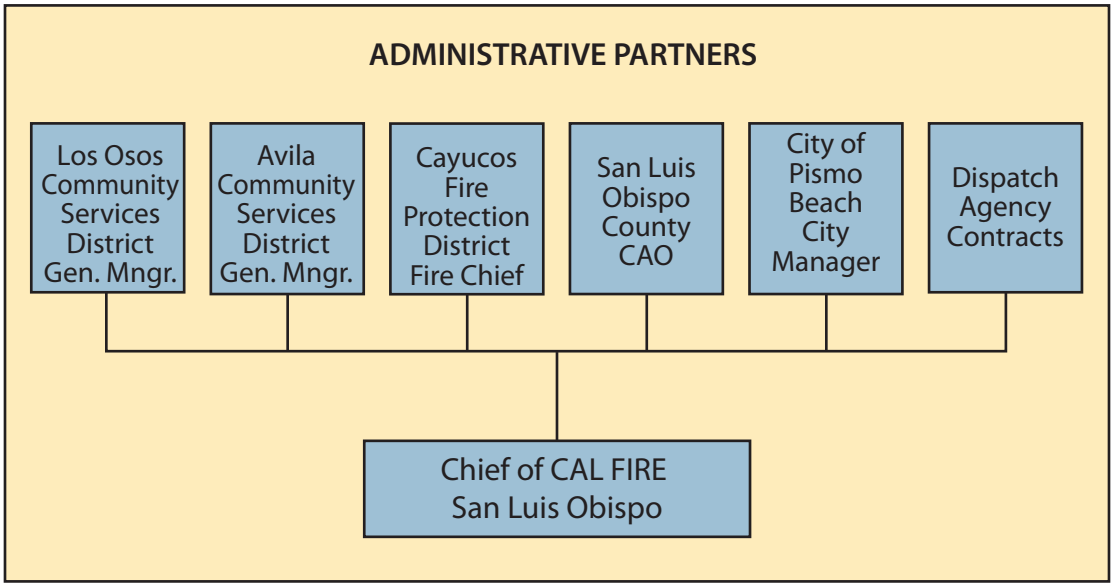
Overview

The executive management team for CAL FIRE/San Luis Obispo County Fire Department (Department) consists of the fire chief, deputy chief and four division chiefs who manage the state and local programs, services and support.

The chief of CAL FIRE/San Luis Obispo County Fire Department serves as the executive manager or chief executive officer of the consolidated fire service in San Luis Obispo County. Department management must continually evaluate the participation of all the participating jurisdictions to ensure that local control is maintained and that resources are shared equitably. To meet this objective, the CAL FIRE chief maintains close contact with each of the partner administrations or delegates authority to his or her line staff in order to assure immediate access.

Statewide, CAL FIRE operates as a decentralized organization that delegates full responsibility for the management of local cooperative agreement contracts to the local CAL FIRE chief. CAL FIRE/San Luis Obispo Fire is part of CAL FIRE's Southern Region managed by a region chief. While the CAL FIRE/San Luis Obispo Fire chief is supervised by the Southern Region Chief, he or she is also responsible to the local government leadership of the fire service partners.

The CAL FIRE/San Luis Obispo Fire chief serves as department head for the County of San Luis Obispo Fire Department and reports to the County Administrative Officer. He/she also reports to the city manager for the City of Pismo Beach, and the general managers of Los Osos and Avila Beach Community Services Districts. Division chiefs or battalion chiefs are delegated authority to serve as day-to-day contacts with the City of Pismo Beach, Los Osos CSD, Avila Beach CSD and Cayucos FPD.



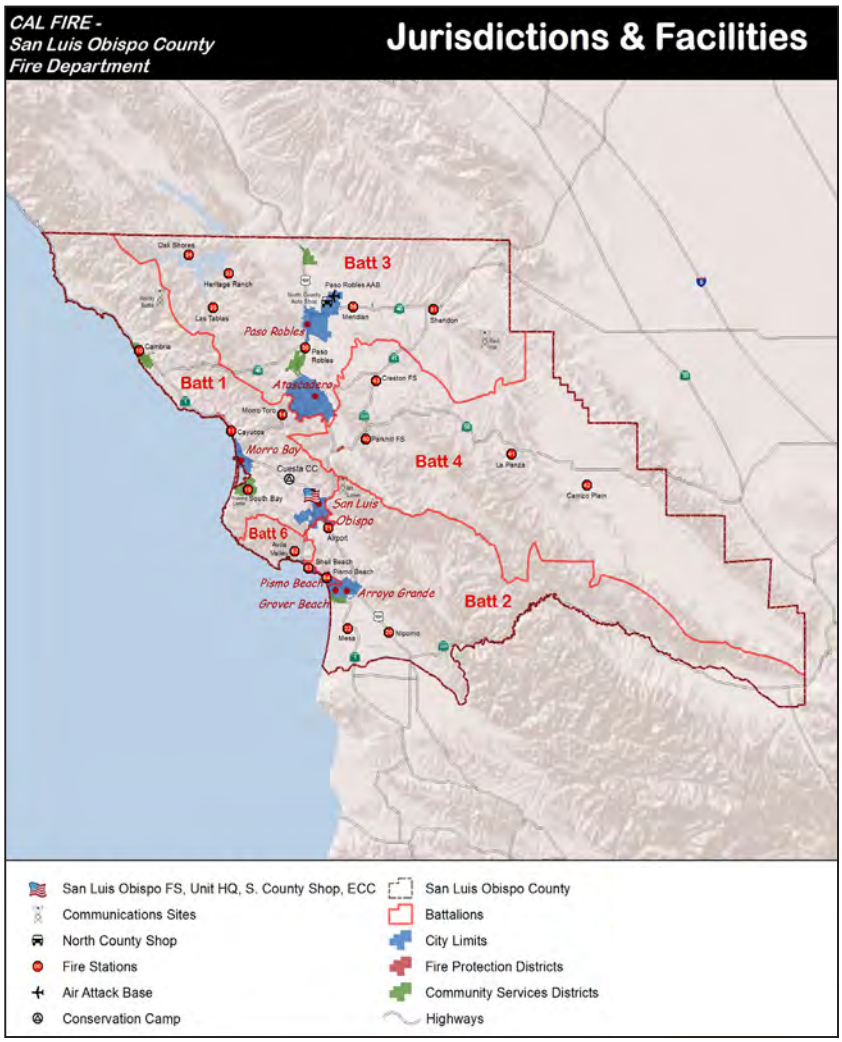
Administrative partners with CAL FIRE/San Luis Obispo County Fire Department.

Strategic planning—Analysis

This strategic plan is one tool used to guide Department management in developing Department goals and objectives. Department management appears successful in accomplishing regular and necessary short and longer term planning, which includes reviewing goals and objectives and communicating these goals and objectives to the field. CAL FIRE management has several methods of conveying a unified message to the field, including a State of the Unit address to all personnel at the annual company officer training, monthly staff meetings with division and battalion chiefs, a weekly 15-minute conference call, quarterly newsletter, email updates and visits to facilities. The division and battalion chiefs, who are responsible for effective management of their programs, are accountable for achieving Departments goals and objectives.

Operations Division

The public generally equates fire departments with operations, especially emergency response. Operations management falls under the deputy chief of Operations and includes two geographical divisions, five geographical battalions, an Emergency Command Center, an Air Attack Base, Ventura/Camarillo Fire Crew Camp, Cuesta Fire Crew Camp and the Training Bureau. There are two division chiefs and seven battalion chiefs in Operations, who supervise more than 600 personnel, including full-time, seasonal, paid call/reserve and inmate firefighters.



Fire Prevention Division

Fire Prevention is the regulatory and enforcement component of the Department. Primary duties include actions to prevent or reduce the impacts of fire and other emergencies. The regulatory arm of the Department ensures compliance with district, city, county and state fire laws required for development, construction and fire safety compliance in public occupancies. Additional duties of the division include providing protection from wildland fires and ensuring forest health. The Fire Prevention Division is organized into four sections: Law Enforcement and Education, Planning and Engineering, Forest/Range Management and Wildland Fire Planning and Geographic Information Systems (GIS).

Administration Division

The Administration Division is responsible for providing human resources, logistics and finance support to Operations and Fire Prevention. The payroll and human resource responsibilities of the division involve hiring, promotion, labor relations, workers compensation for injuries, employee benefit administration, and disciplinary actions. In the area of finance, the Department manages several separate fire/rescue budgets, including state, County, City of Pismo Beach, Los Osos and Avila Beach CSDs and Cayucos FPD. Administration also ensures that contracts for service, such as dispatching, are complete and in compliance. Other Administration Division responsibilities include managing grants, overseeing warehouse functions, auditing and completing county, city and district staff reports.

As Department operations have expanded and administrative requirements increased, some administrative positions have been added. However, the gap in the ratio of support personnel to operational personnel continues to grow. Technology has improved administrative efficiency but the complexity of the responsibilities has led to support system failures. Deadlines are pushed back or missed. Employees must routinely log overtime to accomplish normal workload. The quality of reports is less satisfactory, and a recent audit on capital expenses showed inventory failures.

While the shortage of funds makes hiring additional staff difficult, realigning duties poses an optional solution to the workload problems indicated above. Under consideration by CAL FIRE management is reclassification of the Support Services Battalion Chief position to a civilian administrative position or positions. This would free funding for additional administrative professionals to significantly improve support service functions.

This reclassification, however, will impose a negative impact on field operations. The Support Services Battalion Chief provides chief officer surge capacity for major emergencies as well as relief coverage for field battalion chiefs on vacation or otherwise absent. The position has served as a rich training experience to prepare battalion chiefs for promotion to division chief.

Operational Area Fire and Rescue Coordination—Mutual Aid

The fire chief of CAL FIRE/San Luis Obispo Fire Department serves as the San Luis Obispo County Operational Area Coordinator for Fire/Rescue Mutual Aid, a management responsibility that helps ensure that all the fire departments in the County receive assistance during emergencies and additionally assures a professional, coordinated response from San Luis Obispo County when other state counties request assistance.

Emergency Operations Center (EOC) Management

The CAL FIRE chief serves as a member of the command team for the Emergency Operations Centers (EOCs) for each of the CAL FIRE/San Luis Obispo Fire service members. As such, the CAL FIRE chief is responsible for providing additional personnel to the EOC for emergency management needs. The Department must also be prepared to command and control a significant incident simultaneously to EOC activation. CAL FIRE must have qualified emergency managers to fill several key positions and several support positions in the EOCs. CAL FIRE meets this responsibility consistently. A distinct advantage of the CAL FIRE/San Luis Obispo Fire consolidated service model is the available depth of qualified and experienced personnel and resources.

Facility Impacts on Management

CAL FIRE management and support services are impacted by the lack of an adequate headquarters office facility that is properly sized, ADA-compliant and seismically sound. Beginning in the 1980s, as the Department grew, new positions that should have been located centrally at headquarters were either situated at remote locations or offices spaces were reconfigured to accommodate the staffing. These reconfigurations resulted in inefficiencies. The Department today, for instance, has managers who cannot easily collaborate with staff because they work in different buildings. The lack of meeting spaces prevents holding on-site meetings with the public, staff or other agencies. For over a decade, the state has identified replacement of the entire headquarters facility and office building as a high priority project, but delays have plagued the effort.

Balancing the Department Partner Members

Management of the consolidated fire service means that the chief and his or her staff must address the needs of several authorities who maintain local control and expect to receive the full value of shared resources. While there is only one executive fire chief, the department assigns a division chief or battalion chief as the assistant department head to each of the local entities. These chiefs participate in city and district staff meetings, attend public meetings, manage the budgets, participate in community events, develop staff reports, and meet the goals of the consolidation partner managers. For management purposes, these chiefs have direct line of communication with the CAL FIRE chief. *The Department should consider establishing a Managers Advisory Committee consisting of all the managers from the Department consolidation partners to provide input and make recommendations to improve and facilitate optimal coordination and operation of the consolidated fire service.*

New Contracts

Because of the current fiscal challenges faced by many local governments, CAL FIRE statewide has been receiving requests for information on new cooperative agreements. During 2011, the CAL FIRE/San Luis Obispo chief has been approached by three agencies to discuss contracts for service. While CAL FIRE has a policy of not soliciting contacts, it does have the responsibility to provide information when requested. All contracts are required to be beneficial to both the local government and the state. The Department must be prepared

to respond to requests for information on cooperative agreements and determine if a contract is valuable to the whole consolidation. Local CAL FIRE management has been able to meet these requests by creating tools to give accurate costs and recommendations on the proper level of service. The process is labor-intensive, however, particularly for administrative staff.

Contract Counties—Santa Barbara and Ventura Counties

One of the responsibilities of CAL FIRE/San Luis Obispo Fire is to provide administrative support to Santa Barbara and Ventura Counties, which provide wildland fire protection on behalf of CAL FIRE in their jurisdictions. When a wildland fire in either of those counties occurs and is not immediately suppressed, CAL FIRE/San Luis Obispo must send a chief officer-level deputy incident commander to the incident to approve expenditures on behalf of the state.

Coastal Division Chief Position

During the 2011 budget approval, the County-funded Coastal Division Chief position was eliminated to save money and prevent the closure of a fire station. The scope and demands of position responsibilities remain, however, including emergency planning, particularly for response to a radiological incident on or off the Diablo Canyon Power Plant site. *To redress this vital oversight of fire/rescue service emergency and nuclear power plant planning, the County could consider using Nuclear Power Plant (NPP) program funding and/or the County's unused allocation of Emergency Management Performance Grant (EMPG) to restore the position.*

Findings & Recommendations: Section 3.1

Findings

1. While CAL FIRE is a state agency the local CAL FIRE chief is delegated full responsibility for the management of local cooperative fire/rescue agreements and contracts.
2. The CAL FIRE/SLO chief delegates day-to-day management contact to division and battalion chiefs to ensure immediate access to the mangers of partner jurisdictions, including the City of Pismo Beach, Los Osos CSD, Avila Beach CSD and Cayucos FPD.
3. The CAL FIRE/SLO chief continually evaluates the participation of all the partner jurisdictions to ensure that local control is maintained and that resources are shared equitably.
4. Administrative and support services have suffered workload slowdowns because the growth in operations has not been matched with corresponding administrative staff increases.
5. Under evaluation by the CAL FIRE/SLO chief is reclassification of the Support Services Battalion Chief position to civilian administrative position(s) to address workload issues. Conversion of this position will have a positive impact on administration and a negative impact on field operations.
6. In 2011, County cost-saving measures resulted in lost funding for the Coastal Division Chief position. This position was responsible for radiological and all hazard emergency planning for fire/rescue services.

Recommendations

1. The Department should accelerate reclassification of the Support Services Battalion Chief position using existing funds to create two civilian administrative professional positions.
2. CAL FIRE should review the allocation of field division and battalion chief positions to assure they can meet day-to-day and surge demand for chief officers in the field.
3. Restore the County-funded Coastal Division Chief position using Nuclear Power Planning (NPP) and excess EMPG funds.
4. Consider the formation of a Management Advisory Committee comprised of the County Administrative Officer, Pismo Beach City Manager, Avila Beach and Los Osos CSD General Managers to review equity balance between services delivered and cost apportionment.

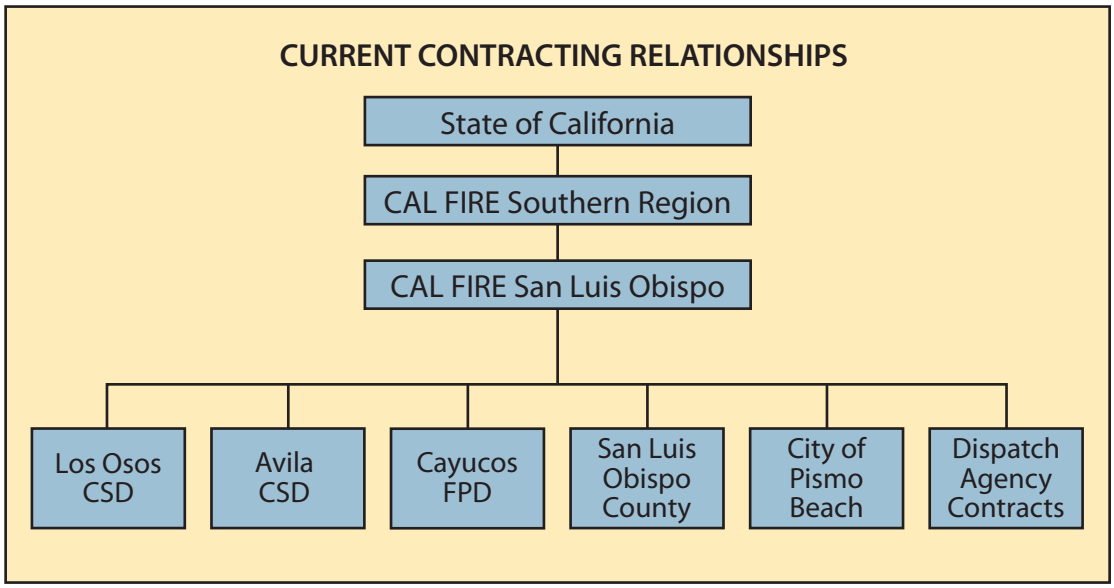
3.2 Governance

Overview

Currently, the five agencies that directly or indirectly contract with CAL FIRE/San Luis Obispo County Fire provide direction and receive input from the chief of CAL FIRE/San Luis Obispo County Fire. Each organization identifies its own contract components and through its governing body has full control to establish level of service, standards of service delivery and funding options. There is no coordinating or oversight body that balances the service delivery between organizations; instead, the chief of CAL FIRE/San Luis Obispo County Fire has the responsibility and authority to deploy and balance resources based on his or her professional judgment. Although each jurisdictional agency that partners with CAL FIRE/San Luis Obispo County Fire retains its legal identity and authority, the responsibility for day-to-day administration and operation of the fire/rescue service is delegated to the chief of CAL FIRE/San Luis Obispo County Fire. Through its contractual agreement, each organization appoints the chief of CAL FIRE/San Luis Obispo County Fire as their fire chief. This arrangement has worked with some provisions within the contract agreements to avoid conflicts of interest.

Some of the agreements are direct between CAL FIRE and the local agency (the County, Pismo Beach, and Cayucos) and the others are indirect with the County serving as the intermediary (Avila Beach CSD, Los Osos CSD, and dispatch contract agencies). The County Administrative Office would prefer to not serve as an intermediary when a direct contract relationship between the other agency and CAL FIRE is possible. The diagram below reflects the current contracting relationships.

Partner Governance



California Department of Forestry and Fire Protection (CAL FIRE)

CAL FIRE is a general fund department within the Resources Agency of the California Governor's cabinet. The State Legislature and governor enact laws that affect CAL FIRE's responsibilities and authority . The CAL FIRE director is appointed by the governor, confirmed by the State Senate and reports directly to the Resources Agency Secretary. CAL FIRE has organizationally divided the state into a North and South Region with regional chiefs appointed by the CAL FIRE Director. Within each region are multiple sub-regional geographical administrative units that are managed by a CAL FIRE fire chief. Robert Lewin was appointed chief of CAL FIRE San Luis Obispo in 2011 and has direct responsibility and authority to negotiate and manage contracts for service with other agencies in the County.

County of San Luis Obispo

The San Luis Obispo County Fire Department is a general government department governed by the County Board of Supervisors (BOS) and funded through the general fund. The BOS has the discretionary authority to determine, set and fund the level of fire/rescue service they deem appropriate, including no fire protection.

Since 1929, the Board of Supervisors has appointed the chief of CAL FIRE San Luis Obispo as the County fire chief and the County fire warden.[1] The County administrative officer is the fire chief's direct supervisor and contract administrator. Payments for services provided through contract are made to CAL FIRE.

Dispatch Contracts

Several special districts and CALSTAR Air Ambulance contract for fire/rescue dispatch services provided by CAL FIRE Emergency Command Center (ECC). The contracting dispatch agencies include: Cambria CSD, Cayucos FPD, San Miguel CSD, Templeton CSD, Santa Margarita FPD, and CALSTAR Air Ambulance. The districts retain their own fire chiefs and fire departments and retain authority and jurisdiction. CALSTAR is a private not-for-profit air ambulance service that maintains its own identity and organization. Each of these agencies has entered into a contract agreement for dispatch services with the County, which, in turn, adds that service level component to its master contract with CAL FIRE. Payments for services are made to the County, not CAL FIRE.

Avila Beach Community Service District (CSD)

In 2000, the Avila Beach Community Services District (CSD) board of directors chose to consolidate their fire department with CAL FIRE/San Luis Obispo County Fire. The contract agreement is between the CSD and the County; the County added the service change to the master County/CAL FIRE agreement. The Avila Beach CSD board appointed the chief of CAL FIRE/SLO as their fire chief but retains authority for determining level of service, funding and adoption of codes and ordinances appropriate to their authority as a special district. The CAL FIRE/SLO chief serves as staff and reports to the CSD board of directors on matters related to the CSD's fire responsibility and authority. Personnel, equipment, other resources, and costs are shared based on the terms of the agreement. Payments for services are made to the County.

City of Pismo Beach

In 2001, Pismo Beach City Council chose to consolidate their fire/rescue services with CAL FIRE. The City Council appointed the chief of CAL FIRE/SLO as their fire chief but retains authority for determining level of service, funding and adoption of codes and ordinances appropriate to its authority as an incorporated city. The CAL FIRE chief serves as staff and reports to the Pismo Beach city manager on matters related to the city's fire responsibility and authority. In this instance, the County chose to not participate as an intermediary in the contract process; therefore, the agreement is direct between the city and CAL FIRE. Personnel, equipment, other resources, and costs are shared based on terms of the agreement. Payment for services is made to CAL FIRE.

Los Osos Community Service District

In 2004, the Los Osos Community Services District board of directors chose to consolidate their fire department with CAL FIRE/San Luis Obispo County Fire. The contract agreement is between the CSD and the County; the County in turn added the change in level of service to their master County/CAL FIRE agreement. The Los Osos CSD Board appointed the Chief of CAL FIRE as their fire chief but retains authority for determining level of service, funding and adoption of codes and ordinances appropriate to their authority as a special district. The CAL FIRE chief serves as staff and reports to the CSD board of directors on matters related to the CSD's fire responsibility and authority. Personnel, equipment, other resources, and costs are shared based on the terms of the agreement. Payments for services are made to the County.

Cayucos Fire Protection District

In 2005 the Cayucos Fire Protection District board of directors chose to augment their fire protection service level by funding the cost to keep the seasonal CAL FIRE station in Cayucos staffed year round (Amador Plan agreement).[2] The FPD retained its fire chief and fire department and contracted for additional service only. Due to the time lag involved in initiating a new service contract with the state, and because the original contract agreement was between the FPD and the County, the County added the service change to its master CAL FIRE agreement. In 2006, the County directed that the FPD and CAL FIRE enter into a separate agreement without the County serving as an intermediary. Since 2006, the agreement is between the FPD and CAL FIRE. The Cayucos FPD Board retains authority for determining level of service, funding and adoption of codes and ordinances appropriate to their authority as a special district. Payments for services are made to CAL FIRE.

1 San Luis Obispo County Code; Title 16, Section 16.04.120; County Fire Warden
2 California Public Resource Code 4144; Amador Plan Fire Protection Service Agreement

Governance Models Options

Currently, the agencies that contract directly or indirectly with CAL FIRE/San Luis Obispo County Fire establish their desired level of service, then provide direction and receive input from the chief of CAL FIRE/SLO on achieving that service level. The costs of many of the resources used to deliver the services are shared among fire service partner agencies. However, there is no coordinating or oversight body that balances service delivery and costs between organizations. Each organization operates under its own contract component with limited regard to the whole. The chief of CAL FIRE deploys and balances resources based on his or her professional judgment. This arrangement currently works well. *If more fire/rescue organizations choose to join the consolidated fire service, consideration should given to a different governance model. There are several organizational models for managing the current or future combination of fire service partners, including the following:*

Joint Agency Advisory Committee:

A joint agency advisory committee comprised of representatives from the consolidation partners could provide advice and guidance to the chief of CAL FIRE/SLO related to balance and delivery of services. A primary purpose of this group could be to monitor implementation of the CALFIRE/San Luis Obispo County Fire Strategic Plan. This group could serve as an independent oversight group to ensure that contract services are clearly described and delivered. Committee members could validate that shared costs and services are allocated appropriately. This advisory group would not set or determine policy, but would refer those actions back to the respective partner governing bodies.

Joint Powers Authority:

San Luis Obispo County agencies that contract with CAL FIRE could enter into a Joint Powers Authority (JPA) that as an independent organization has legal status and specific authority and responsibilities. The JPA would be formed through LAFCO and have a board of directors selected through the formation articles. The current members of this possible JPA would include the County of San Luis Obispo, City of Pismo Beach, Avila Beach CSD, and Los Osos CSD. Other organizations that contract for partial services (dispatch and Cayucos FPD Amador Agreement) would not necessarily become JPA members. The JPA would establish the level of services and costs for each of the respective partner organizations. JPA members would fund their share of costs to the JPA, which would provide services by contract with CAL FIRE or other means. The chief of CAL FIRE would report directly to the JPA board of directors.

County Service Area:

A county service area (CSA) is designated to provide necessary services that are approved by members of the community served. They usually include only unincorporated areas, but can, with city council approval, include lands within a city. CSAs are governed by county boards of supervisors usually with input from an advisory committee. Two members of a board of supervisors can initiate the formation of a CSA through LAFCO. The CSA can be formed if less than 25% of the registered voters or less than 25% of the landowners with less than 25% of the value of the land does NOT file written protests with the board of supervisors. If they do, an election is required.[3]

> *Excerpt from Government Code Section 25210: County boards of supervisors need alternative organizations and methods to finance and provide needed public facilities and services to the residents and property owners of unincorporated areas. (f) In enacting the County Service Area Law by this chapter, it is the intent of the Legislature to continue a broad statutory authority for county boards of supervisors to use county service areas as a method to finance and provide needed public facilities and services. (g) Further, it is the intent of the Legislature that county boards of supervisors, residents, and property owners use the powers and procedures provided by the County Service Area Law to meet the diversity of local conditions, circumstances, and resources.*

The CAL FIRE/San Luis Obispo Fire agency partners could agree to form a county service area that encompasses them all.[4] CSAs have the authority (with voter approval) to levy assessments or utilize other revenue enhancements to fund services. Revenue enhancements that are determined to be benefit assessments fall under the provision of Proposition 218, requiring a weighted property owner ballot or registered voter approval. CSAs have administration workload and expenses, including costs for elections, legal services and engineering studies that are conducted to determine benefit assessment ratings when necessary. If a single CSA is not needed, multiple smaller CSAs can be formed to address localized needs if an area wishes to increase the level of protection they receive beyond what their normal fire revenue source fund can support.

3 County Service Area law

4 County Service Area law; Government Code 25210 et seq.

If a district or city were to join the CSA, they would delegate a portion of their revenue and authority to this CSA process, based on Local Agency Formation Commission (LAFCO) formation conditions. If a countywide CSA were formed, additional sub-level CSAs can be formed. For example, CSA 9i is a sub-regional CSA of CSA 9. CSA 9 was formed to provide a variety of services to Los Osos. CSA 9i was created to provide augmented fire protection in the Clark Valley area near Los Osos. The Clark Valley area residents wished to increase their fire protection level of service by funding additional protection. At their request, CSA 9i was formed and an annual assessment is levied as part of their property tax bill to fund the higher level of service. Other areas in the county that wish to augment the level of fire protection they currently receive can use CSAs as a method to finance the service level increase.

Fire Protection District:

Fire Protection Districts Law of 1987 (Health and Safety Code 13800, et al) establishes the legal framework for creation of fire protection districts for the purpose of delivering fire protection, rescue, emergency medical, hazardous materials emergency response, and ambulance services. There are two basic configurations: independent districts and fire protection districts governed by boards of supervisors. Both forms constitute legal agencies that can deliver services, receive services, hire employees, contract for services, and collect revenues and taxes. Fire districts can include lands inside and outside of cities,and federal land, and can cross county lines. There are few restrictions regarding the areas that can be included in fire districts. Fire districts have governing boards, legal status, funding and budgetary processes that are separate from the city or county that coincides with their boundaries. Areas can join the fire district by going through an annexation process.

Board-governed fire districts are governed by the county board of supervisors , which meets separately as the board of directors of the fire district. There is little operational difference between a board-governed fire protection district and a county service area. Independent fire districts have resident-elected boards of directors. They are autonomous from city or county government.

Comparable Counties

Santa Barbara County

The Santa Barbara County Fire Department is a board-governed special district supported by a combination of fire district ad valorem property tax and county general fund monies. The cities of Solvang, Buellton, and Goleta are included in the fire district. Independent of the county fire department, the cities of Santa Barbara, Santa Maria, Guadalupe and the Montecito FPD and the Carpinteria-Summerland FPD maintain their own fire departments.

Santa Cruz County

Santa Cruz County Fire Department is comprised of two county service areas (CSA # 4 and CSA # 48) that provide fire protection in the unincorporated area located outside fire districts. Each CSA has a different benefit assessment rate and maintain separate assets. Neither county general fund, nor Proposition 187 (public safety sales tax) revenue is used to fund fire protection in Santa Cruz County. Independent of the two CSAs there are eight independent fire protection districts (two of which include the cities of Capitola and Scotts Valley) and two city fire departments in Santa Cruz and Watsonville.

Monterey County:

Monterey County allocates 9% of Proposition 187 sales tax revenue to support fire protection districts in the unincorporated area but takes no other role in fire protection outside of cities and fire districts. Prior to January 2012, there was no county fire warden and areas outside of cities and independent fire protection districts had no fire/rescue services available, including most of the southern portion of Monterey County and the Big Sur coast from Carmel Highlands to San Luis Obispo County. There are 14 independent fire protection districts, one CSD, and nine city fire departments.

Findings and Recommendations: Section 3.2

Findings

1. There is no coordinating or oversight body that balances the service delivery between agencies in the CAL FIRE/San Luis Obispo County Fire consolidated fire service organization. Each agency operates under its own contract component. A joint agency advisory committee could be formed to advise the CAL FIRE/SLO chief and guide implementation of fire department strategic plans.
2. The CAL FIRE/SLO chief reports to CALFIRE Sothern California Region chief for matters related to CAL FIRE statewide issues.
3. A CAL FIRE/SLO chief reports to the county administrative officer for matters related to county fire department services and serves as the county fire warden and county fire chief.
4. The CAL FIRE/SLO chief reports to the Pismo Beach city manager for matters related to Pismo Beach Fire Department services and serves as the city fire chief.
5. The CAL FIRE/SLO chief reports to the board of directors of the Avila Beach Community Services District for matters related to Avila Beach Fire Department services and serves as the Avila Beach fire chief.
6. The CAL FIRE/SLO chief reports to the board of directors of the Los Osos Community Services District for matters related to Los Osos Fire Department services and serves as the Los Osos fire chief.
7. Los Osos CSD and Avila Beach CSD contract with CAL FIRE through the County master fire protection agreement. The City of Pismo Beach and Cayucos FPD contract directly with CAL FIRE. The County Administrative Office would prefer to not serve as an intermediary when a direct contract between another agency and CAL FIRE is possible.
8. Different governance model options include formation of a Joint Powers Authority, county service area(s), or fire protection district.

Recommendations

1. Consideration should be given to forming a CAL FIRE/San Luis Obispo County Consolidated Fire Advisory Committee comprised of the manager of the agencies that have full service contracts with CAL FIRE. The committee would provide guidance on equitable balancing of the shared services funded by the partner agencies as well as strategic planning.
2. If other agencies choose to join the CAL FIRE/San Luis Obispo County consolidated fire organization, consideration should be given to formation of a single model of governance (JPA, CSA, or FPD).

3.3 Consolidations, Mergers and Contract Services

Overview

The CAL FIRE/San Luis Obispo County Fire consolidated fire protection organization exists via contracts for shared services. CAL FIRE and the County are the primary providers of management and personnel to carry out the services. Where concurrent jurisdiction exists between the County and CAL FIRE, it is more cost effective to share the responsibility rather than have two parallel organizations delivering similar services to the same area.

Now in its 82nd year, the contractual relationship between CAL FIRE and San Luis Obispo County has proven mutually beneficial to both organizations. CAL FIRE benefits by increasing the depth of resources available for local and statewide emergencies, while local agencies benefit by reducing fire protection delivery costs and reducing personnel recruitment, labor relations, timekeeping, workers' compensation for injury, and employee development complexities.

Labor relations for fire personnel are conducted by CAL FIRE's statewide labor relations staff. Local agencies have little say in the process and must accept the results. Historically, however, CAL FIRE employee rates tend to be lower than local government agencies. Since 2000, Avila Beach CSD, City of Pismo Beach and Los Osos CSD have been full partners in the consolidation, while Cayucos FPD contracts for augmented services. Sharing resources for cost effectiveness and operational efficiency is a primary consideration of the consolidated partners.

Consolidation Trends

Almost every fire agency in San Luis Obispo County has explored the possibility of joining the consolidated organization at one time. The decision to join requires serious consideration by policy makers, who must weigh the benefits of consolidation with the loss of full control that any partnership brings. The trend in California is toward fire agency mergers and consolidations; over the last twenty-five years there has been a 32 percent reduction in the number of fire agencies due to mergers and consolidations.[1] San Luis Obispo County has followed suit with six fire agency consolidations since 2000, a 27 percent reduction from 23 agencies to 17. Avila Beach, Pismo Beach, Los Osos joined the CAL FIRE/San Luis Obispo County consolidation; Arroyo Grande, Grover Beach, and Oceano formed the Five Cities Fire Authority. It is possible that additional partners will join the CAL FIRE/San Luis Obispo County consolidation.

Contract Process Overview

The two primary agencies that have the ability to provide services for the consolidated fire organization through agreement are CAL FIRE and the County. There are advantages, disadvantages and agency preferences to contracting processes. Both agencies have clear, well-established contracting processes. However, the rationale for routing contracts through the county or through CAL FIRE is unclear. Each organization wants to limit its exposure to liabilities and avoid unnecessary workload. The final decision for contract routing should be driven by analysis performed by all the service delivery participants.

County of San Luis Obispo Contract Process

The County of San Luis Obispo Board of Supervisors has broad authority to enter into agreements with other agencies to receive or deliver services. Government Code sections[2] provide specific authority for the board to enter into agreements with other local agencies for the provision of fire or rescue services and to contract with CAL FIRE to deliver services. The San Luis Obispo County contract with CAL FIRE began in 1930, making it one of CAL FIRE's oldest local government partnerships. The County contracts with CAL FIRE to provide management and personnel to deliver fire/rescue services in the unincorporated areas outside of fire districts and CSDs that provide fire protection. The contract covers the standards of service provided and reimbursement of CAL FIRE for personnel or other expenditures incurred on behalf of the County in the delivery of the services.

1 CA State Fire Marshal fire agency statistics

2 CA Government Code Sections 55600-55609 and 55631-55639

The process to enter into a new service agreement entails the following:

1. Receiving conceptual approval from the Board of Supervisors;
2. Negotiating the agreement;
3. Vetting the agreement through County Counsel, General Services, and the County Administrative Office;
4. Final approval and signature by the Board of Supervisors.

The County currently serves as the contract agent for several service contracts with fire consolidation partners, including contracts with Los Osos CSD, Avila Beach CSD, and dispatch service contracts with Cambria CSD, Cayucos FPD, San Miguel CSD, Templeton CSD, Santa Margarita FPD, and CALSTAR Air Ambulance. Delivery of these contracted services has been added to the County's master agreement with CAL FIRE.

The County does not serve as the intermediary for the City of Pismo Beach and Cayucos FPD contracts. When organizations have legal authority to contract directly with CAL FIRE and do not need the County to engage, the County Administrative Office prefers that contracts for CAL FIRE services be made directly with CAL FIRE without the County serving as the intermediary, avoiding administrative workload and possible exposure to litigation.

Other Local Government Agencies' Contracts

Other communities have joined the consolidation through contracts direct with CAL FIRE or through the County.

Dispatch Contracts

Most of the fire agencies in the County have contracted for dispatch services from the CAL FIRE/San Luis Obispo County Fire consolidation and are dispatched through the CAL FIRE Emergency Command Center. These agencies need emergency dispatch services and do not wish to maintain their own 24/7 dispatch center. CAL FIRE/San Luis Obispo County Fire maintains a 24/7 fire/rescue dispatch center that provides contract services on a pro rata share ratio of one dispatcher position for 2,500 emergencies dispatched. The combined workload of all the contract fire agencies in 2010 was 1,750 incidents or the equivalent of 0.70 dispatcher position. In addition, CAL STAR Air Ambulance funds 100 percent of one dispatcher position through their contract agreement. The Fire Chiefs Association of San Luis Obispo 2010 Strategic Plan has a goal of creating a single countywide fire/EMS dispatch center.

San Luis Obispo County Regional Airport

Federal Aviation Administration (FAA) rules require the San Luis Obispo County Regional Airport to provide aircraft rescue and firefighting (ARFF) services during the hours of commercial passenger flights. The County fire station located at the airport, FS 21, provides these ARFF services in addition to the typical fire/rescue services for off the airport. In accordance with FAA rules, the ARFF services require additional personnel. The airport district reimburses San Luis Obispo County Fire for the actual cost of these additional personnel; the County adds the additional service to their contract with CAL FIRE. The County has a clear partnership role in this agreement because services come from a county fire station and the airport district is a component of county government.

Avila Beach CSD

Avila Beach CSD joined CAL FIRE/San Luis Obispo County Fire in 2000 in order to reduce costs and improve efficiency. The CSD encompasses a small area and at the time was under major impact from mitigation work to remove contaminated soil from an oil pipeline leak under the main business district. The CSD also had difficulty in providing depth of resources necessary to operate a fire department with enactment of the two-in two-out OSHA requirements[3]. The county-owned and funded Avila Valley fire station (FS 62) is close enough

3 OSHA 2-in 2-out policy 29 CFR 1910.134

to the CSD to provide satisfactory response times. The CSD entered into an agreement with the County to share the cost of the county-funded CAL FIRE personnel at FS 62. The County has a clear partnership role in this agreement. The Avila Beach agreement required no change between the County and CAL FIRE because no additional positions were required.

Avila Beach CSD has the legal authority to contract directly with CAL FIRE; however, since the services provided are from a county-funded facility, with county-funded personnel, the County should be party to the agreement.

City of Pismo Beach

The City of Pismo Beach joined CAL FIRE/San Luis Obispo County Fire in 2001 by adding its two fire stations, fire marshal/prevention program and beach lifeguards. The contractual agreement is directly with CAL FIRE. Service delivery includes personnel funded by Pismo Beach, CAL FIRE and the County. The two Pismo Beach stations and the Avila Valley fire station were combined to form a new geographic three-station battalion to better manage workload. CAL FIRE staffs Pismo Beach's Bello Street fire station (FS 64) and the Shell Beach fire station (FS 63). One of the two CAL FIRE-funded fire engines and crews from the Nipomo fire station relocated to the Shell Beach fire station to provide better response to wildland fires in the area. Pismo Beach funds the cost to keep this CAL FIRE engine staffed during the winter. Pismo Beach funds fire prevention and dispatch staff and the County funds a battalion chief position. CAL FIRE distributes workload to ensure that each agency receives fair value.

Los Osos CSD

To realize cost savings and efficiencies, Los Osos CSD joined CAL FIRE/San Luis Obispo County Fire in 2004 through a contract agreement with the County that added additional positions to the CAL FIRE agreement. This agreement differed from Avila Beach in that none of the costs for additional positions authorized by the contract are shared by the County, and the CSD retained ownership of the fire station. The County charges Los Osos a fee for the defined services Los Osos CSD wants and adds those services to the CAL FIRE contract. Los Osos CSD has legal authority to contract directly with CAL FIRE.

Cayucos Fire Protection District

In fall 2005, the Cayucos FPD requested that CAL FIRE continue to staff the state-funded engine crew at the state Cayucos fire station (FS 11) after fire season ended. The Amador Plan (PRC 4144) specifically authorizes this staffing if the local agency enters into an agreement to reimburse CAL FIRE for the additional expenses. New agreements with CAL FIRE take up to six months to process and services cannot begin prior to full execution of agreements. There was inadequate time to allow new contract processing and deliver services that winter. The County agreed to process an interim agreement with Cayucos FPD and amend its CAL FIRE master agreement to add these expenses. Approval of the agreement between CAL FIRE and Cayucos FPD occurred in spring 2006. The interim agreement through the county expired.

This provides an example of how the two contracting processes can work together to solve an immediate problem.

CAL FIRE—the State Agency Contract Process Overview

CAL FIRE is the largest full-service fire agency in California. Originally created by the California State Legislature as a wildland fire protection organization, CAL FIRE has expanded its local government all-hazard fire protection programs to twice the size of the state-funded mission. Personnel in all stations are prepared to respond to all types of fire, rescue and medical emergencies. Through state-funded resources and local government consolidations and contracts, CAL FIRE manages more than 800 fire stations, 15,000 firefighters, and 1,000 fire engines. Only 228 of the 803 fire stations are state-funded; the remaining 575 are funded through contracts with other agencies.

CAL FIRE has legislative authority to enter into contracts with other agencies for delivery of fire/rescue services.[4] Its website states: "CAL FIRE provides full-service fire protection to many of the citizens of California through the administration of 145 cooperative fire protection agreements in 33 of the State's 58 counties, 30 cities, 32 fire districts and 25 other special districts and service areas. As a full-service fire department CAL FIRE responds to wildland fires, structure fires, floods, hazardous material spills, swift water rescues, civil disturbances, earthquakes, and medical emergencies of all kinds."[5]

4 CA Public Resources Code 4144, et al

5 CALFIRE website; At A Glance December 2009

CAL FIRE's contracting authority allows it to hire additional personnel to carry out and manage programs that are in addition to their state mission. The additional employees and services provided must complement CAL FIRE's mission, and any additional cost associated with delivering the services is reimbursed to CAL FIRE by the contracting agency. CAL FIRE began contracting in 1928 to deliver local fire protection based on the premise of sharing resources and avoiding duplication of service where dual state and local jurisdiction exists. Local government contracting is a major portion of CAL FIRE's state presence. The number of employees, fire stations and fire apparatus funded through local agreements actually exceeds the state-funded positions and fire stations. In 2009, CALFIRE responded to 5,650 wildland fires and more than 350,000 non-wildland fire emergencies on behalf of other agencies.

Contracts can be for complete management and staffing of a full-service fire/rescue organization or augmentation of the services CAL FIRE provides in the delivery of their state mission.

CALFIRE STATEWIDE FIRE PROTECTION RESOURCES

Resource	State Funded	Locally Funded	Total
Fire Stations	228	575	803
Full-time Firefighters	3,200	2,400	5,600
Seasonal Firefighters	3,000	100	2,200
Local Volunteer Firefighters		5,600	5,600
Fire Prevention Volunteers	2,600		2,600
Inmate and Ward Firefighters	4,300		4,300
Fire Engines	336	759	1095
Rescue Squads		215	215
Paramedic Units		54	54
ALS Ambulances		9	9
Aerial Ladder Trucks		38	38
Bulldozers	58		58
Mobile Communications Centers	5		5
Mobile Kitchen Units	11		11
Fire Helicopters	11		11
Air Tactical Planes	14		14
Air Tankers	23		21

Contracting Process

New contract agreements must be approved by the California Department of General Services prior to delivery of CAL FIRE services, a process that takes six months or more. If transition of employees from the contracting agency to CAL FIRE is included, the California State Personnel Board must also approve the agreement. Once General Services and State Personnel Board approve the new agreement, renewals or adjustments to future service deliverables and charges can occur with no break in service.

New CAL FIRE agreements with agencies that have employees have a one-time opportunity to allow employees of that agency to transition to state civil service employment with CAL FIRE.[6] Employees of the contracting agency are offered employment with CAL FIRE at jobs, salaries, seniority and other conditions of employment consistent with their positions with the contracting agency.

CAL FIRE prepares a budget estimate for services to be delivered through contract and charges actual direct costs for the services it delivers plus a standard indirect administrative charge (currently 11.09 percent). Typically, the estimate exceeds the actual charges and the excess budget authority is returned to the local

6 California State Constitution

agency as unspent. If the estimate is too low and actual expenses exceed budget, CAL FIRE can negotiate with the local agency to augment the allocation to cover the excess or CAL FIRE can absorb the excess from their state operating budget. This latter situation rarely occurs and is usually caused by an unforeseen local major event or disaster that drives CAL FIRE's operating costs on behalf of the local agency to unexpected levels.

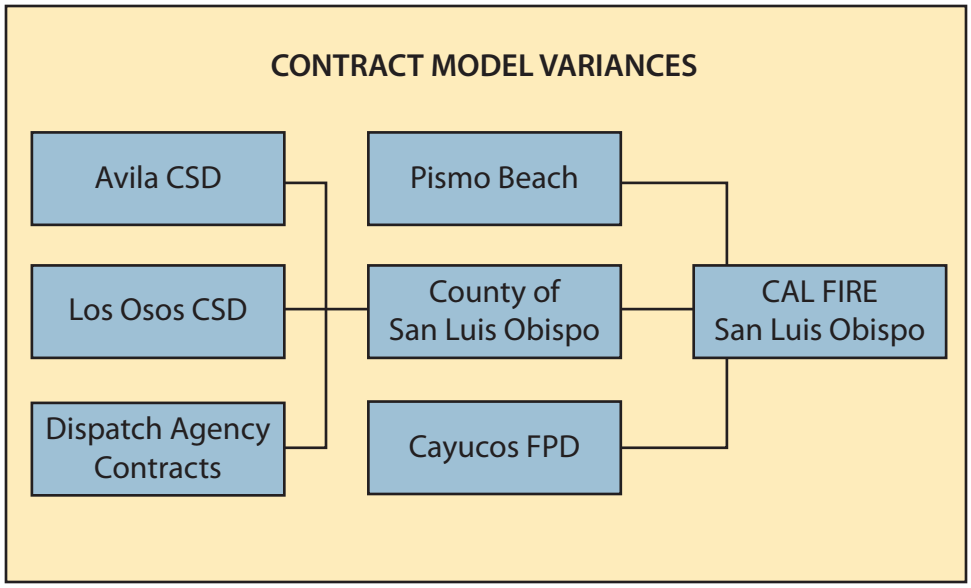
Contract Routing Confusion

The additional agencies joining the consolidation have created a contract routing challenge. Depending on the service sought, contracts can be efficiently routed through the County or CAL FIRE. Both organizations have different services to offer that may require a particular routing. However, each agency's protocols and preferences do create complications. There is not a single solution identified for contract routing. Some contracts require a combination of contracts or subcontracts. For example, local fire agencies contract for dispatch services provided by CAL FIRE dispatchers using a radio system infrastructure owned and maintained by the County. The local agencies contract with the County for dispatch services (for use of the system), the County then subcontracts with CAL FIRE to add the dispatch personnel to use of the County's radio system. CAL FIRE could not execute an independent agreement with a third agency that obligates the use of the County's system without County agreement.

Agreements with Los Osos CSD, Avila Beach CSD, Cayucos FPD and the City of Pismo Beach all have different characteristics that affect routing of the contract agreement.

The County currently serves as the contract agent for several service contracts with fire consolidation partners, including Los Osos CSD, Avila Beach CSD and dispatch service contracts with Cambria CSD, Cayucos FPD, San Miguel CSD, Templeton CSD, Santa Margarita FPD, and CALSTAR Air Ambulance. For delivery of these contracted services, the County adds to their master agreement with CALFIRE.

The County does not serve as the intermediary for City of Pismo Beach and Cayucos FPD contracts. When organizations have legal authority to contract directly with CAL FIRE and do not need the County to engage, the County Administrative Office would prefer that contracts that ultimately end with CAL FIRE providing the service be made directly with CAL FIRE because the County does not wish to incur additional administrative workload or exposure to litigation.



The contracting methods that exist in the CAL FIRE/San Luis Obispo County Fire consolidation have evolved without written policy or rationale. The different configurations of contract models are reflected in the chart at left.

The County of San Luis Obispo contracts directly with CAL FIRE for specified fire/rescue services. The County also serves as the intermediary for Los Osos CSD, Avila Beach CSD and six dispatch contracts for fire/rescue service, which the County adds to the master contract with CAL FIRE. The City of Pismo Beach and Cayucos FPD contract directly with CAL FIRE with no contractual involvement by the County of San Luis Obispo.

Agency Contracting	2011-12 FY Contract amount	Direct to CAL FIRE	Through County	Percentage of Contract amounts
County of San Luis Obispo	$13,258,483	X		78.61%
Los Osos CSD	$1,647,599		X	9.77%
Avila Beach CSD	$147,052		X	0.87%
City of Pismo Beach	$1,468,248	X		8.70%
Cayucos FPD (Amador Plan)	$198,297	X		1.18%
Cayucos FPD (dispatch only)	$9,467		X	0.06%
Cambria CSD (dispatch only)	$26,275		X	0.16%
San Miguel CSD (dispatch only)	$4,733		X	0.03%
Templeton (dispatch only)	$17,815		X	0.11%
Santa Margarita (dispatch only)	$2,423		X	0.01%
CALSTAR (dispatch only)	$86,474		X	0.51%
Total	**$16,866,866**			**100%**

According to CAL FIRE staff, the disadvantage in the County not serving as intermediary in contract negotiations is that it complicates cost sharing opportunities with other agencies. There are situations in which each service partner needs a partial position—added together, these part-time personnel can warrant a full-time position. In these situations, CAL FIRE hires the full-time employee and accounts the costs against each partner. Consolidation partners that only have need for a partial position can share on a pro rata basis by entering into a local agreement with the County to share costs.

CAL FIRE staff advises that multiple direct agreements with CAL FIRE result in undue complexity and the need to hire support staff who work on all consolidation partners' projects or tasks. For example, an office worker hired to do accounting and bookkeeping is doing work for all members of the consolidation on a pro rata basis. Pro rata percentages based on all the contracts range from 1 to 78 percent. Splitting the employee's partial funding through different contracts creates additional administrative workload for CAL FIRE staff.

CAL FIRE reports that managing the small local contracts through a single County agreement with CALFIRE reduces workload on its part and makes it easier to share employee cost. For example, the total amount of contracts for dispatch with Cambria, Cayucos, San Miguel, Templeton, and Santa Margarita equate to 70 percent of one dispatcher position (see table below). County contracting processes allow for a contract to remain in force until cancelled by either party with annual updates of charges. State processes, on the other hand, are more administratively-intense because complete contracts must be renewed on a periodic basis.

Dispatch Contracting Agency	Agency Contract	Percentage of one Dispatcher position
Cambria CSD (dispatch)	$26,275	30.38%
Cayucos FPD (dispatch)	$9,467	10.95%
San Miguel CSD (dispatch)	$4,733	5.47%
Templeton (dispatch)	$17,815	20.60%
Santa Margarita (dispatch)	$2,423	2.80%
Contract agency contribution	$60,713	70.21%
CALSTAR- dispatch	**$86,474**	**100.00%**

Findings and Recommendations: Section 3.3

Findings

1. Contracting for services has proven to be mutually beneficial in reducing costs, increasing efficiencies and reducing administration workload on local agencies.
2. Dispatch contracting serves as a step in achieving the goal of the Fire Chiefs Association of San Luis Obispo County to establish a single countywide fire/EMS dispatch center.
3. Cost sharing of specialty personnel or services is facilitated through contracting.
4. Local agencies do not need to conduct labor negotiations with fire personnel, but are subject to the results of the state's labor negotiations for the CAL FIRE employee groups. Historically, the state's fire labor compensation rates have been lower than rates for the county and other local agencies.
5. Other agencies will continue to explore joining the CAL FIRE/San Luis Obispo County Fire consolidated service organization in the future.
6. Complexities exist in contract routing methods; although each agency seeks to reduce workload, complexity and exposure to liability, there are situations in which three or more agencies should be parties to the agreement in order to share funding of personnel or other resources.
7. CAL FIRE uses a standard contract agreement statewide for delivery of services to partner agencies.
8. County of San Luis Obispo uses a standard contract agreement for delivery of full-service fire protection to Avila Beach and Los Osos and a different agreement for dispatch services.

Recommendations

1. CAL FIRE/San Luis Obispo County Fire should continue to support consolidation opportunities if the outcome is mutually beneficial.
2. Partners should establish a contract routing protocol that clarifies the preferred routing of current and future consolidation contract agreements. Protocol considerations should include:
   a. Legal jurisdiction and authority
   b. Liability exposure
   c. Parties involved in delivery or service
   d. Ownership of resources involved in delivery of service
   e. Administrative workload caused by the agreement
3. County should review their current dispatch contract template to ensure that it correctly reflects today's services and costs.

3.4 Expenditures

Background

The Administrative Division of CAL FIRE/San Luis Obispo County Fire is responsible for finance activities and provides a variety of finance support services to the consolidated fire service organization, including partner government agencies. These services include budget development and management, purchasing, bill paying, financial analysis, and others.

The Department and all of its partner government agencies operate on a fiscal year (FY) from July 1 to June 30. Unless otherwise noted, amounts shown in this section reflect FY 2011-2012.

Expenditures

Local Indirect (Schedule A), State Direct (Schedule B) and Local Direct (Schedule C) Expenditures

Department expenditures include those made by partner agencies and can be categorized three ways based on who does the spending and for whom the spending is done. CAL FIRE uses the terms "Schedule A, B and C" to describe the difference in funding and expenditures. These CAL FIRE terms are components of contracting documents and generally not familiar outside the agency.

Local Government Budgeting and Expenditures: When a local government agency contracts with CAL FIRE, the budget process includes normal allocations for revenue. However, fire employees are employees of CAL FIRE, not the local agency. Therefore, operational expenditures for labor or other services CAL FIRE provides through the contract are reflected as contract services versus labor. CAL FIRE pays employees or service providers and receives reimbursement from the local contract agency for actual costs plus an administrative charge. The expenses for which CAL FIRE seeks reimbursement are detailed in the Schedule A attachment to the contract. Schedule C expenditures are those paid directly by the local agency. CAL FIRE's reimbursable contract (Schedule A) is one line item in the local fire budget (Schedule C).

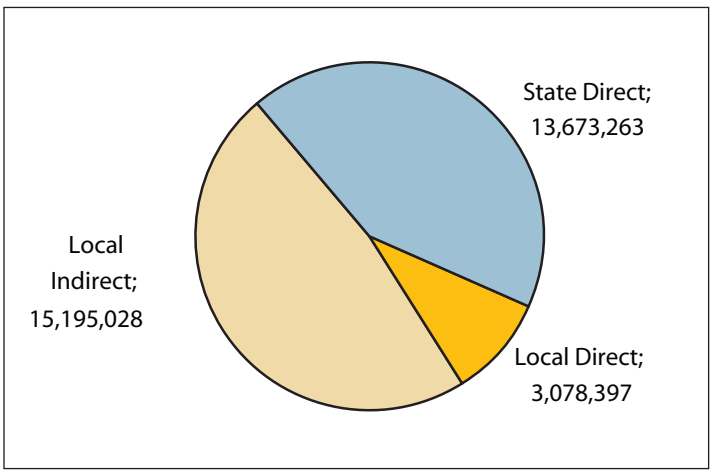
CAL FIRE Budgeting and Expenditures: CAL FIRE expenditures made for the state mission and purpose are included in CAL FIRE's state budget authority but are referenced in the local contract for clarification ("Schedule B" detail). The local agency does not reimburse CAL FIRE for these expenses; however, the resources funded are shared in the cooperative service delivery model.

Local Indirect or Schedule A expenditures are those made by CAL FIRE on behalf of an entity with which it has a fire protection agreement. For example, CAL FIRE pays the salary of an employee working for the Pismo Beach Fire Department: this expenditure is reported under Pismo Beach, since that agency reimburses CAL FIRE.

State Direct or Schedule B expenditures are those made by CAL FIRE for CAL FIRE state funded programs, such as expenditures made by the Cuesta Conservation Camp. Unless otherwise noted, CAL FIRE expenditures in this report are only those made locally.

Local Direct or Schedule C expenditures are made by a local agency (i.e. not CAL FIRE) on behalf of its own firefighting activities; for example, San Luis Obispo County Fire purchases fuel for use by County fire boats on Lake Nacimiento using local agency purchase documents.

BUDGETED EXPENDITURES BY CATEGORY



Expenditures are also classified into three general groups, regardless of which entity makes it or under which schedule the expenditure is made. These groups include:

- **Labor costs:** composed of all employee costs, including salary, overtime, benefits, etc. It's important to note that when CAL FIRE provides fire protection services under contract, as it does for SLO County, Pismo Beach and (partially) Cayucos, labor costs are shown by those agencies in their operating expense reports, since the employees are not theirs.
- **Operating expenses:** composed of all non-labor costs, except capital outlays. Operating expenses includes the cost of items and services such as maintenance, publications, utilities, rent, etc.
- **Capital outlays:** composed of non-labor costs generally in excess of $5,000 per item. These expenses typically include vehicles, facilities, land, and major pieces of equipment. Because capital outlay costs vary significantly from year to year, they are included in a separate section of this report.

In comparing expenditures over a period of time, it is important to attribute purchases to the year in which they were budgeted, which may not be the same as the year the purchase actually took place. For example, it takes as long as two years from order to delivery of a new fire engine. Funds from FY 2010-2011 are committed to the purchase through a purchase order, but payment is not made until the vehicle is received in FY 2011-2012. If these purchases are attributed to the year of receipt and payment, they will artificially inflate expenditures for that year. Instead, the purchases should be attributed to the budget year.

The following table shows budgeted expenditure amounts for the consolidated Department, broken out by agency and spending group. Local indirect amounts for Los Osos and Avila Beach require further explanation: CAL FIRE provides fire protection to the County under contract. The County provides fire protection to Los Osos and to Avila beach under separate contracts. The local indirect amounts for Los Osos and Avila Beach reflect the amounts charged by CAL FIRE to the County and passed on by the County to Los Osos and Avila Beach. Expenditures are attributed to these agencies because they are the end users paying for the services.

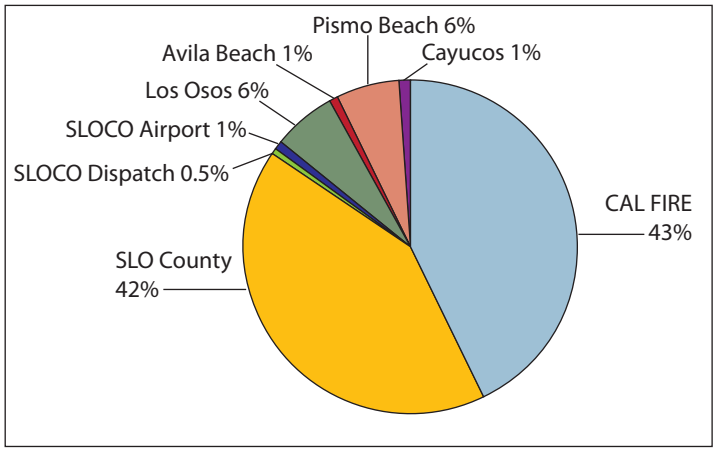
TOTAL BUDGETTED EXPENDITURES: FY 2011–2012

Including Labor and Operating Expense

Agency	Spending Group	Total by Schedule	Total by Agency
CAL FIRE	State Direct	13,673,263	13,673,263
SLO County (paid to CAL FIRE)	Local Indirect	11,214,973	13,274,864
SLO County	Local Direct	2,059,891	
SLOCO Dispatch (paid to CAL FIRE thru SLO County)	Local Indirect	147,187	147,187
SLOCO Airport (paid to CAL FIRE thru SLO County)	Local Indirect	430,270	482,770
SLOCO Airport	Local Direct	52,500	
Los Osos (paid to CAL FIRE thru SLO County)	Local Indirect	1,562,295	1,988,610
Los Osos	Local Direct	426,315	
Avila Beach (paid to CAL FIRE thru SLO County)	Local Indirect	173,757	173,757
Pismo Beach (paid to CAL FIRE)	Local Indirect	1,468,249	1,931,940
Pismo Beach	Local Direct	463,691	
Cayucos (paid to CAL FIRE)	Local Indirect	198,297	274,297
Cayucos	Local Direct	76,000	
Grand Total			31,946,688

Note: SLO CO Dispatch refers to expenses related to the contracts with other local fire departments to provide emergency dispatch services. SLO CO Airport reflects the reimbursable costs to provide fire protection services at the San Luis Obispo County Airport.

BUDGETED EXPENDITURES BY AGENCY: FY 2011–2012

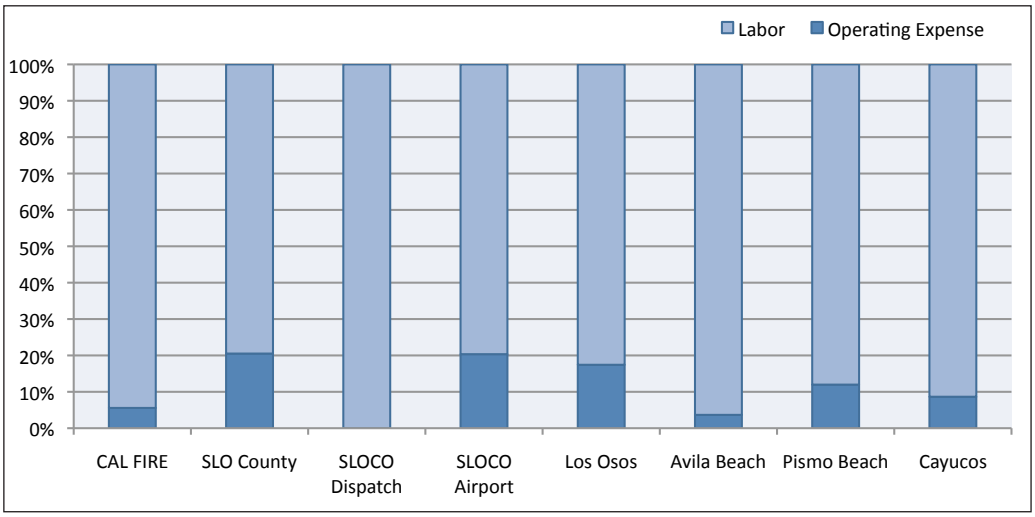


The graph to the left depicts each agency's portion of the expenditures shown in the table above, as a percentage of the grand total.

Note: The graph at left does not reflect CAL FIRE's expenses for major fire emergencies or capital outlay; those expenses are tracked at the state level.

As shown in the graph below, Operating Expense is a small percentage of total costs for each agency; labor makes up the majority of costs. The Los Osos column reflects the combination of Los Osos local direct expenditures and the amount of the contract with the County (added to County's CAL FIRE agreement).

LABOR AND OPERATING EXPENSE BREAKDOWN BY AGENCY



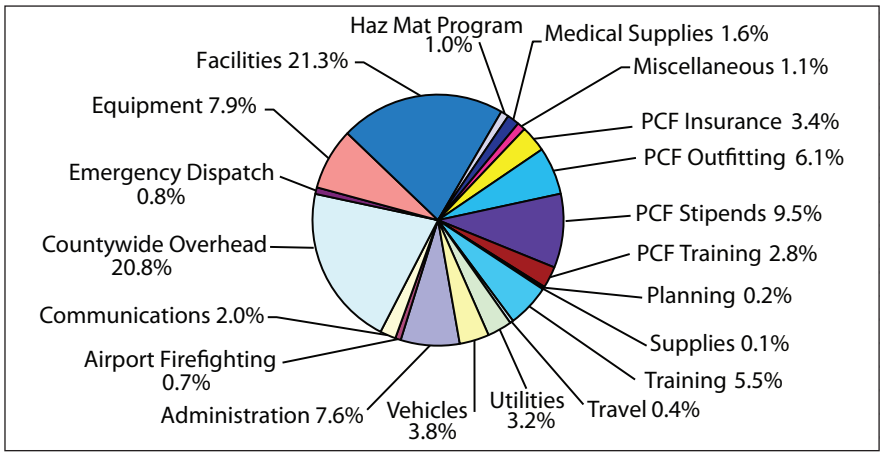
The previous description of expenditures reflects expenditures by *all* agencies participating in the San Luis Obispo County consolidated fire service organization. The following chart reflects County Fire Department expenditures only, excluding those expenditures made under county contracts with the county airport, Los Osos and Avila Beach, and for other agency dispatch services.

Operating expenses are expenses other than labor and capital outlay. As explained above, labor costs are provided under a contract with CAL FIRE. However, in this report, labor has been treated separately, and is not included in the expenses depicted here. Paid call firefighters (PCFs) are neither employees of the County nor of CAL FIRE. They receive stipends to help offset their costs of participating in the program. Even though PCF are unsalaried volunteers, the 200+ member program is expensive to operate, but extraordinarily inexpensive when compared to full-time employees.

In the graph at the top of page 35, PCF costs have been separated to assist in visualizing the total cost of the PCF program. If all PCF costs were combined, they would be the second largest expenditure category. Vehicle costs reflect County direct costs. There are additional vehicle costs for County Fire included in the contract with CAL FIRE (second graph on 35).

Countywide overhead costs are mandatory payments to other County departments for support. These costs include such things as janitorial support, printing, and communications expense.

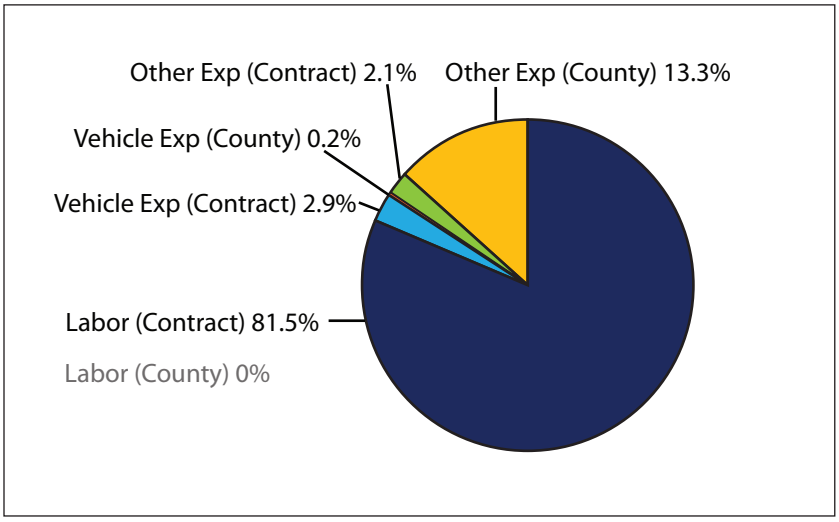
COUNTY FIRE OPERATING EXPENSES



Costs of services provided to the County under the agreement with CAL FIRE are shown in the graph below. Fully 95% of those costs are for labor, with reimbursable vehicle costs at 3% and other expenses at 2%.

The chart below reflects the combined total County Fire expenditures including direct spending by the County (County) and indirect through CAL FIRE (Contract). Labor is the largest single component.

COMBINED COUNTY FIRE EXPENDITURES
"County" are County Direct Expenditures
"Contract" are County Indirect Expenditures under the CAL FIRE Contract



Programmatic Expenditures

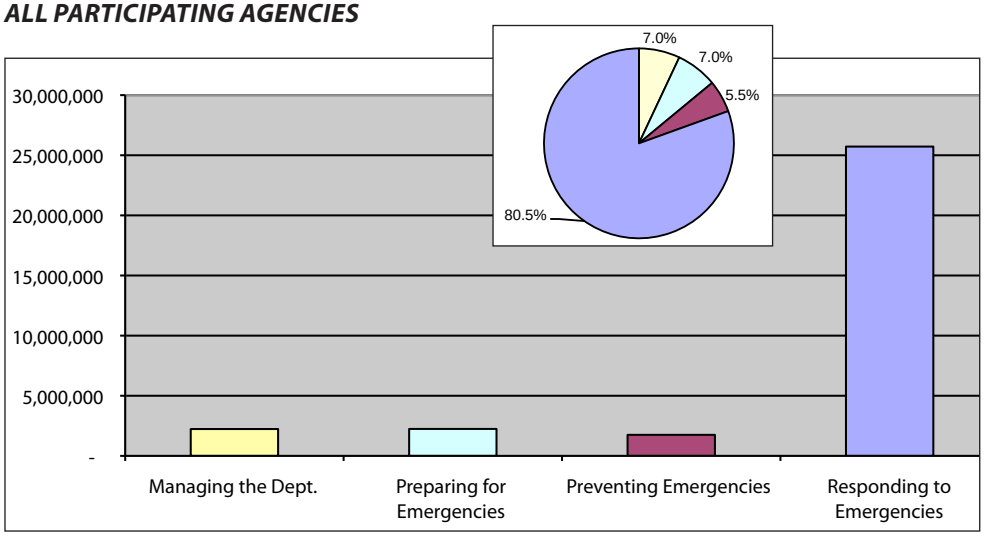
Another way to view department spending is by program. Expenditures in the department are attributed to one of four programs.

1. ***Responding to Emergencies*** including labor and operating costs that define the department as an organization. Firefighters, fire engines, ladders, hoses, and other components of delivery emergency services.
2. ***Preventing Emergencies*** including public education, fire code enforcement, building inspections, disaster planning, and related activities. This program is responsible for reducing fire hazards, teaching people how to avoid injuries and prevent fires, and documenting the department's ability to respond.

3. ***Preparing for Emergencies*** involves maintaining equipment and vehicles, training firefighters, and ensuring the readiness and availability of firefighting supplies and materiel. Preparing for emergencies is primarily a logistical function; preventing emergencies is primarily an outreach and planning function.
4. ***Managing the Department*** including administration, strategic planning and support services of personnel, budgeting and financial accounting, clerical support, strategic planning, etc.

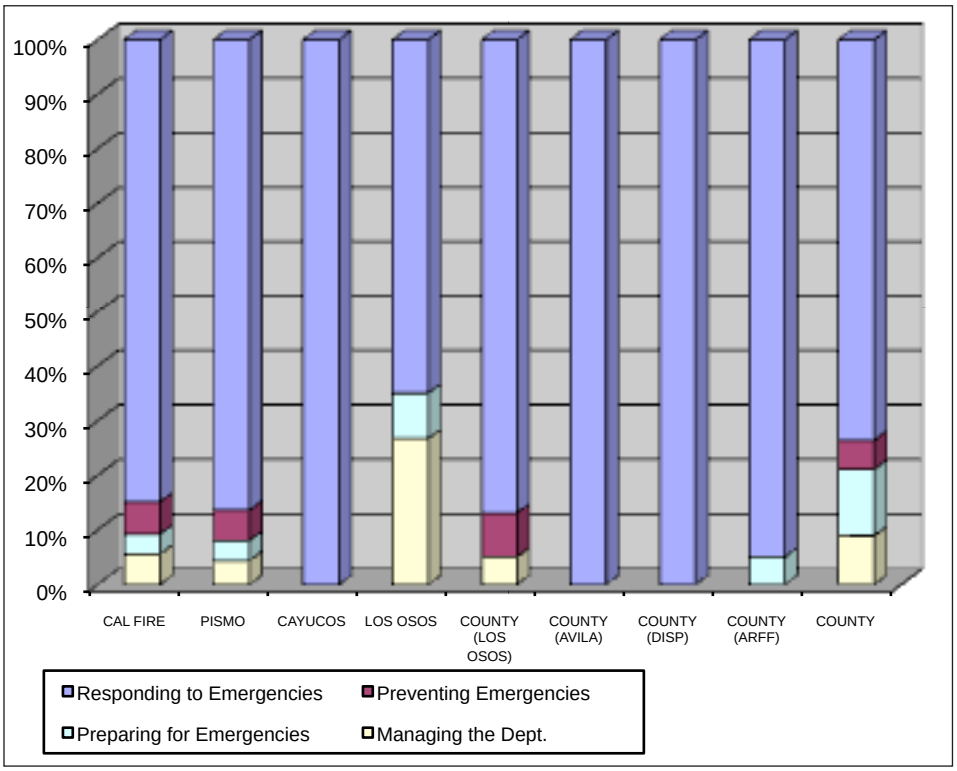
The graph on the next page depicts the combined total expenditures for all agencies in the consolidated Department. The overwhelming majority of expenditures are as a result of responding to emergencies. The other categories are only a small component of the total.

COMBINED TOTAL EXPENDITURES
ALL PARTICIPATING AGENCIES



The same breakout of expenditures by category by agency is reflected in the following graph.

BUDGETED EXPENDITURES BY PROGRAM



Capital Outlay

Capital outlay expenses include major expenditures for facilities, real estate, vehicles, and other large purchases. Capital outlay expenditures can vary significantly from year to year, and, hence, are not included in comparisons of annual total budgets.

Each of the participating agencies manages their own capital outlay expenditures.

Facilities:

See Capital Outlay section of this report for full facility detail.

Capital Vehicle Expenditures

Capital vehicle expenditures have historically been made when funds were available. Fire Vehicle Replacement Schedules are regularly reviewed and updated plans that forecasts major fire/rescue vehicle replacement timing and expense. Designated reserves (sinking funds) have been created by the County, Pismo Beach and Los Osos to purchase replacement vehicles for the fleet. The plans identify each vehicle by in-service date, cost, service life, expected replacement year, estimated replacement cost, and annual reserve allocation.

Public facility fees (PFF) are available for the initial purchase of fire/rescue vehicles necessary because of development and growth. PFF is not available for use to replace existing fleet vehicles.

Grant-funded vehicles: CAL FIRE/San Luis Obispo County Fire consolidated fire organization was successful in obtaining grants to purchase apparatus in the replacement schedule. More than $2 million in equipment purchases were made through grants provided by the U.S. Fire Administration, Homeland Security and FAA, thereby saving General Fund and PFF monies.

County Fire: In FY 2011-12, County Fire adopted a formal Vehicle Replacement Plan which takes a long-term (30-year) look at vehicle replacement needs, and determines funds needed for those replacements. These funds are tracked through a Fire Vehicle Replacement Designation within the County General Fund. Each year during the budget development process, consideration is given to which vehicles will be replaced and the amount of funds to set aside in the designation for future replacements.

Recent County Fire capital vehicle expenditures are listed below, according to the year they were actually received. Since fire engines and other large vehicles typically take two or more years to purchase, they would have been funded in budgets from previous fiscal years.

- FY 2011-12: three replacement utility vehicles.
- FY 2010-11: one replacement fire boat and two replacement command vehicles.
- FY 2009-10: two replacement fire engines.
- FY 2008-09: two replacement fire engines, two replacement mechanic vehicle chassis, one replacement utility vehicle, and one new heavy rescue vehicle funded with Public Facility Fees.
- FY 2007-08: two replacement fire engines, two replacement command vehicles, and one replacement rescue boat.
- FY 2006-07: one replacement water tender, crash fire rescue truck, two replacement command vehicles, two replacement and one new utility vehicle, and two new rescue water craft.
- FY 2005-06: two replacement fire engines, and one replacement rescue vehicle.
- FY 2004-05: two replacement fire engines, one replacement water tender, and a replacement inflatable rescue boat.
- FY 2003-04: one replacement command vehicle, one replacement rescue vehicle, and a new fire simulation trailer purchased with grant funds.
- FY 2002-03: one replacement command vehicle.

3.5 Revenue and Funding Options

CAL FIRE/San Luis Obispo County Fire Consolidated Revenue Sources

Revenue for the CAL FIRE/ San Luis Obispo County Fire consolidated fire protection organization comes from the following sources:

STATE

a) California General Fund allocated to CAL FIRE

b) State Special Funds allocated to CAL FIRE

COUNTY OF SAN LUIS OBISPO

a) County of San Luis Obispo General Funds

b) Proposition 172 Public Safety sales tax revenue

c) Fees for services (planning, inspections, etc.)

d) Passenger fees for aircraft rescue firefighting at SLO Regional Airport

e) Public facility fee development mitigation fees

f) Grants

CITY OF PISMO BEACH

a) City of Pismo Beach General Fund

b) Proposition 172 Public Safety sales tax revenue

c) Fees for services (planning, inspections, etc.)

d) Development mitigation fees

SPECIAL DISTRICTS

Los Osos CSD

a) Ad valorem property tax: fire protection tax increment

b) Benefit assessment parcel fee for Los Osos CSD

c) Benefit assessment parcel fee for CSA 9i (Clark Valley area)

Avila Beach CSD Fire Fund

a) Ad valorem property tax: fire protection tax increment

Cayucos Fire Protection District General Fund

a) Ad valorem property tax: fire protection tax increment

CONTRACT SERVICES

a) Dispatch contracts

GRANTS, COST RECOVERY (and other miscellaneous sources)

a) Federal grants

b) State grants Private grants

c) Fire suppression cost recovery

d) Mutual Aid response cost recovery

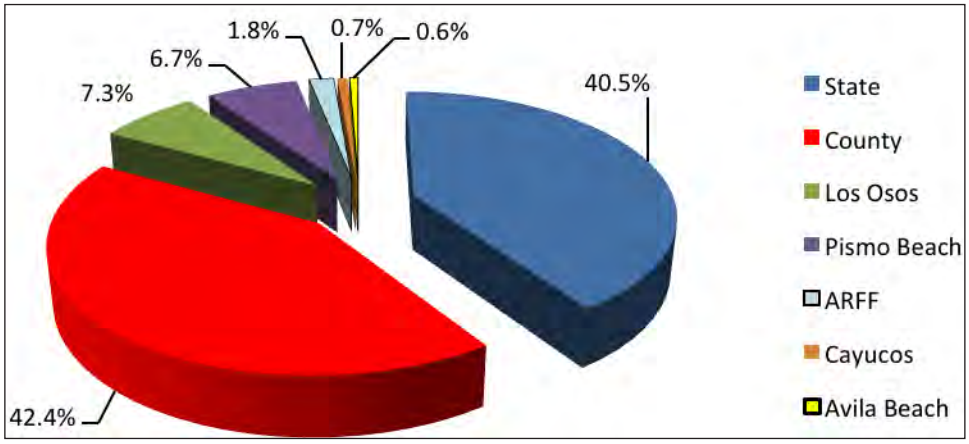
TOTAL REVENUE AMOUNTS FOR CALFIRE/SAN LUIS OBISPO COUNTY FIRE CONSOLIDATED FIRE SERVICE ORGANIZATION

Revenue for fiscal year 2010-11 operating revenue totals $32,543,855.

Operating Revenue Source and Amount, Fiscal Year 2010-11

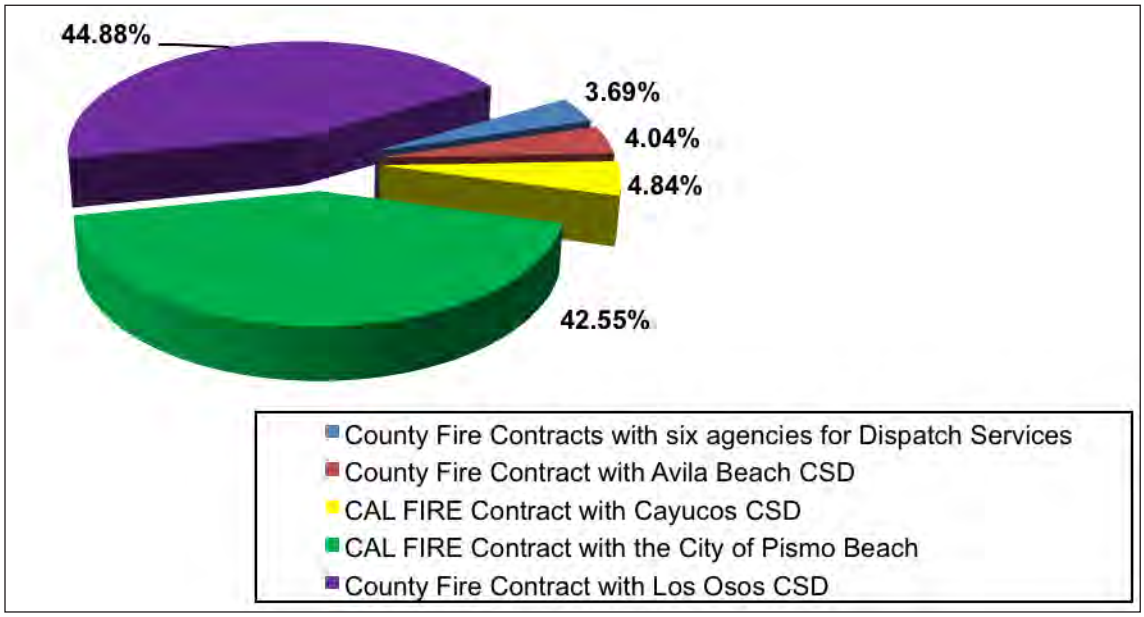
Source	Amount	% of Total
Avila Beach CSD	$140,680	0.43%
State of California	13,033,430	40.05%
CALSTAR Air Ambulance	81,946	0.25%
Cambria CSD	26,275	0.08
Cayucos CSD	177,188	0.54%
Los Osos CSD	1,602,599	6.46%
Los Osos CSA 9i (included in Los Osos totals above)	22,500	0.06%
City of Pismo Beach	1,912,849	5.88%
San Luis Obispo County Federal Grants	393,250	1.21%
San Luis Obispo County Fee for Service	680,898	2.09%
San Luis Obispo County General Fund	11,443,262	35.16%
San Luis Obispo County Miscellaneous Revenue	436,347	1.34%
San Luis Obispo County Sales Tax	2,082,837	6.40%
San Miguel CSD	3,948	0.01%
Santa Margarita CSD	1,645	0.01%
Templeton CSD	13,543	0.04%
Grand Total	$32,543,855	100.00%

TOTAL CONSOLIDATED BUDGET

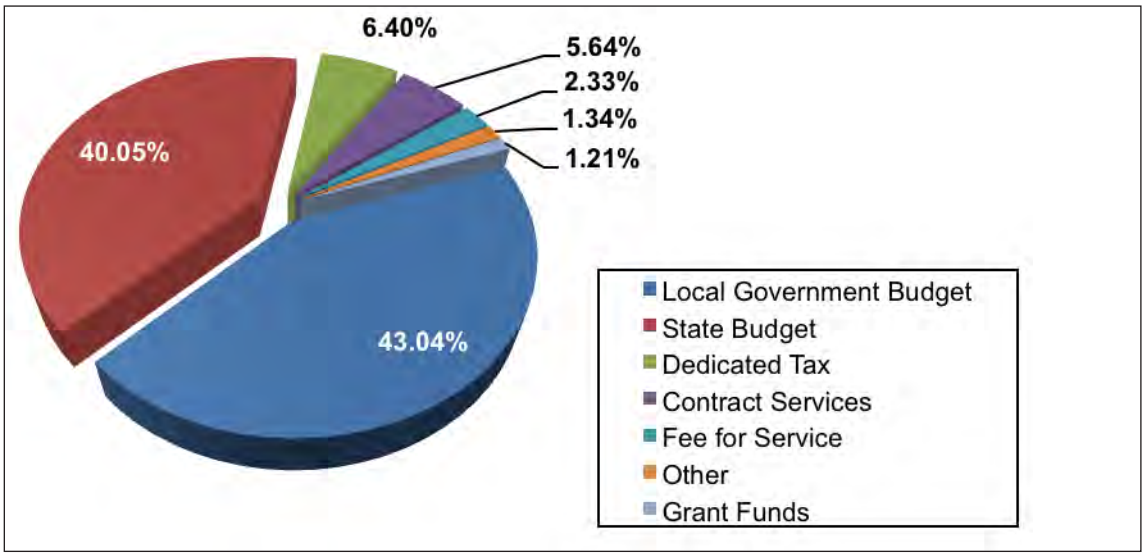


The graphs below shows revenue by source and percentage budgeted for the CAL FIRE/San Luis Obispo County Fire in FY 2010-11.

CAL FIRE/SLO REVENUE BY PERCENTAGE, FISCAL YEAR 2010-11



CAL FIRE/SLO REVENUE BY PERCENTAGE, FISCAL YEAR 2010-11



Revenue Generation

CAL FIRE State Funds

CAL FIRE State budget allocations for San Luis Obispo County for FY 2010-11 are comprised of general fund allocations for fire protection and other special fund sources that are dedicated for specific purposes.

County of San Luis Obispo

The County of San Luis Obispo primarily provides funding for fire protection from the general fund, Proposition 172-Public Safety Sales Tax revenues and fees for services. The general fund receives funding from a variety of sources, including property taxes, sales taxes, transient occupancy tax, vehicle licensing funds (VLF), and federal and state aid. The 2011-12 adopted budget allocates $15.7 million in expenditure authority and $5,027,000 in revenues other than general fund, resulting in a general fund support cost of $10,688,463 or 2.8% of the County General Fund.

The adopted County budget for the **2011-12** fiscal year has the following allocations.

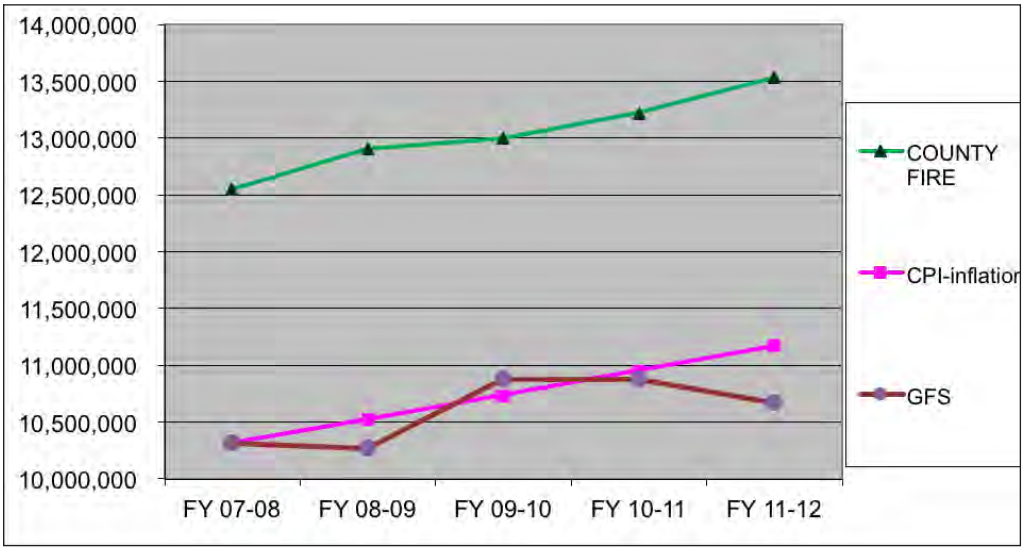
2011–2012 ADOPTED COUNTY BUDGET

Fund source	Total Fund	Allocated to Fire	Percentage of Fund	Percentage of County Fire Budget
Total County Budget	**$449.6 million**	**$15.7 million**	**3.4%**	**100 %**
General Fund	$376.9 million	$10.67 million	2.8%	68 %
Prop 172 sales tax	$17.4 million	$1.9 million	10.9%	12.1 %
Fire Plan Check Fees	$200,000	$200,000	100%	1.2%
Ambulance 1st Responder fees	$175,000	$135,000	77%	0.08 %
Suppression Cost Recovery	$200,000	$200,000	100%	1.2 %
Nuclear Power Planning Fees	$1.71 million	$56,593	3%	0.03 %
Training Fees	$95,000	$95,000	100%	0.06 %
EMPG Grants*	$125,000 *	$30,000	24% *	0.01 %
Fire Protection Service Reimbursement: Avila Beach	$140,680	$140,680	100 %	0.08 %
Fire Protection Service Reimbursement: Airport	$464,822	$464,822	100%	2.96 %
TOTAL COUNTY FIRE BUDGET		**$15.7 million**		**100%**

** The available Emergency Management Performance Grant (EMPG) allocation for San Luis Obispo County is $175,000, however only $125,000 is used (OES-$95,000 and County Fire $30,000). The unclaimed $50,000 reverts to Cal Emergency Management Agency.*

General Fund Support represents the component of the San Luis Obispo County Fire Department (SLOCFD) budget not funded through outside revenues. In FY 2011-12, general fund support was $10.6 million (68 percent) of the $15.7 million budget. The chart on the following reflects total San Luis County Fire Department budgets for the last five years, general fund support (GFS) and Consumer Price Index (CPI) inflation factors. The total budget has increased at the rate of CPI; GFS has increased at a rate less than CPI over the last five years.

SAN LUIS COUNTY FIRE DEPARTMENT BUDGETS, GENERAL FUND SUPPORT (GFS) AND CONSUMER PRICE INDEX (CPI) INFLATION FACTORS



Contracted Services Revenue

A portion of consolidation partner total revenue is allocated to contract with CAL FIRE for fire/rescue service delivery and management. The balance is retained for support services and operational expenses. The following table lists the FY 2010-11 sources of contract revenue for delivery of fire/rescue services to the consolidation partners.

CAL FIRE / SLO CONSOLIDATED CONTRACT AMOUNTS, FISCAL YEAR 2010-11

Source	Consolidated Fire/ Rescue Budget	CAL FIRE Contract Amount
County of San Luis Obispo-General Fund Support*	$15,515,342	$11,260,668
Los Osos CSD	2,122,870	1,564,777
Avila Beach CSD	140,680	140,680
San Luis Obispo Regional Airport (ARFF)	464,822	464,822
Contracts Agencies for Dispatch Services- $147,187		
Cambria CSD	26,275	26,275
Cayucos FPD	9,467	9,467
San Miguel CSD	4,733	4,733
Templeton CSD	17,815	17,815
Santa Margarita FPD	2,423	2,423
CALSTAR Air Ambulance	86,474	86,474
City of Pismo Beach	1,912,849	1,483,306
Cayucos CSD	178,431	178,431
*Includes revenue from Los Osos, Avila Beach, dispatch and ARFF contracts. **Total** $15,239,871		

Primary Sources of Revenue

Property Tax Revenues

Neither the County of San Luis Obispo nor City of Pismo Beach has a dedicated fire increment to their property tax. Property taxes are components of the general fund that both agencies use to fund fire/rescue services.

Avila Beach CSD, Los Osos CSD, and Cayucos FPD rely on dedicated fire protection property tax increment revenues for fire/rescue funding.

Fluctuations in property tax revenues have a direct impact on the ability of these agencies to fund fire/rescue protection. Current national economic conditions are affecting property assessed valuation trends. Housing values may have decreased in some areas and new construction has slowed; both of these factors impact property tax collection.

Property Tax Trends

Historical assessed valuation patterns present a prediction factor in determining future value; however, current situations must be taken into account to more accurately predict future property tax revenue. The reduced amount of new construction and assessed valuation growth affects future growth. Growth in assessed valuation is not uniform throughout the county; areas increase at different rates based on purchase demand and new construction. Table below reflects the general assessed valuation growth for all of San Luis Obispo County for 2006 through 2010.

ASSESSED VALUATION TRENDS FY 2007–2012

Fiscal Year	San Luis Obispo County AV	Percentage growth
2007-08	$38,149,418,470	9.3%
2008-09	$40,128,956,093	5.2%
2009-10	$39,516,894,496	-1.5%
2010-11	$38,774,371,889	-1.9%
2011-12	$39,157,602,816	1.0%

Proposition 172 Sales Tax Revenue

California voters approved Proposition 172 in 1993 establishing a 0.5-cent sales tax for support of local public safety programs. Cities and counties collect the sales tax revenue, and have discretionary authority (with some restrictions) to allocate the funds to public safety agencies within their jurisdiction. The County of San Luis Obispo allocates an average of 10.85 percent of Proposition 172 revenues to the San Luis Obispo County Fire Department; the remaining balance funds other County public safety agencies (Sheriff, District Attorney, etc). The City of Pismo Beach allocates a portion of their Prop 172 revenues to fund fire protection in Pismo Beach; the balance funds police services.

Benefit Assessment Fees

- Los Osos CSD has a parcel fee-based benefit assessment that augments property tax revenue.
- Clark Valley area (CSA 9i) property owners also approved a benefit assessment for enhanced fire/rescue service for their community that they receive through contract from the Los Osos CSD. The fee uses the same methodology as the Los Osos CSD benefit assessment.

Note: Under provisions of Proposition 218[1] voters in an area can use benefit assessment fees to receive a new service or augment funding for an existing service. Benefit assessments do not use property value (ad valorem) as a basis for the fee. Instead, the benefit formula is based on the impact property use creates on the fire department. Property owners must vote and approve the fee. Each parcel owner in the service area pays a specific benefit fee from the approved formula. The concept is to link the cost of public improvements or services to those properties that receive a specific benefit from those improvements. Benefit assessment districts are discussed in more detail later in this chapter.

1 Proposition 218 of 1996 (established a strict definition of "special benefits," instituted a common formation and ratification process for all benefit assessment districts). Added Article XIIIC and XIIID to the California Constitution.

Other Revenue

Several other sources of non-general fund recurring revenue are available to fund fire/rescue service.

Plan Check Fees: Plan check fees are a charge to developers and builders that place a demand on fire inspectors for plan approvals or site inspections. Fee schedules provide for the recovery of expenses related to this service.

Nuclear Power Plant (NPP) Planning Fees: Pacific Gas and Electric pays a fee to California Emergency Management Agency (Cal EMA) to offset expenses of organizations that must prepare and train for emergencies caused by the presence of Diablo Canyon Power Plant (DCPP). These funds offset allowed and documented costs incurred by the consolidated fire agencies in San Luis Obispo County. Personnel that spend time preparing or training for DCPP-related efforts are eligible for NPP reimbursement. Because of the considerable effort that CAL FIRE/San Luis Obispo County Fire staff commits for DCPP issues, there is potential for funding a 0.25 to 0.5-time position from NPP funds.

Emergency Management Performance Grants (EMPG): EMPG grants provide funding for all hazard emergency planning and exercises on 50/50 cost share basis. California Emergency Management Agency (Cal EMA) allocates EMPG grants to San Luis Obispo County on a pro rata formula basis matched with county funds. Historically, the entire EMPG allocation is assigned to County Office of Emergency Services (OES) , which utilizes the grant to partially fund an emergency services coordinator position. Personnel funded through EMPG grants must meet certain training and exercise standards. If the EMPG grant funds allocated to SLO County exceed the available 50/50 general fund allocation to OES, the balance of available EMPG goes unused and reverts to Cal EMA. CAL FIRE/San Luis Obispo County Fire is eligible to use the excess EMPG authority by matching it with their allocation of general fund revenue. EMPG grants are available every year and could serve as a sustainable revenue source for certain positions (GIS, division chiefs, or a part-time disaster planning position).

Reimbursement for Out-of-County Mutual Aid Response: Fire service partners that respond to emergencies outside of San Luis Obispo County may be eligible for reimbursement by the requesting agency. Historically, consolidation partners recover $130,000 to $360,000 per year.

Ambulance Service "Readiness to Serve" Cost Recovery: The ambulance franchise agreement with San Luis Ambulance, Inc. contains a provision for fire agency cost recovery. The reimbursement amount is based on a formula for level of emergency medical service (EMS) the fire service provides and the number of personnel delivering that service. Factored into the formula are costs for fire agencies to train, equip, and make personnel and equipment ready for response. If an agency provides emergency medical technician basic life support (BLS), they receive one fee; if they provide paramedic advanced life support (ALS), they receive a higher fee to cover service costs. There are no reimbursements for actual response.

San Luis Obispo County Regional Airport ARFF: Federal Aviation Administration (FAA) rules require that the San Luis Obispo County Regional Airport provide aircraft rescue and firefighting (ARFF) services during the hours of commercial passenger operations. The county fire station (FS 21) located at the airport provides ARFF services in addition to fire/rescue services to the surrounding Edna Valley area. Additional personnel beyond those for Edna Valley fire/rescue service are necessary to staff the crash truck. The airport district reimburses San Luis Obispo County Fire for the actual cost of these additional personnel.

Grants: Consolidation partners have been very successful in receiving grants from federal, state, and other sources to deliver services and acquire needed equipment, reducing the partner agencies' costs.

- ***Assistance for Firefighters (AFG) grants:*** Consolidation partners have received one-time grant funds to purchase equipment or deliver a specific service. Radio system infrastructure, fire apparatus, training and wellness programs, and other fire/rescue programs have been funded through AFG grants. The US Fire Administration (an agency in the US Department of Homeland Security) administer AFG grants.
- ***Homeland Security grants:*** Consolidation partners have received Homeland Security grants to purchase urban search and rescue, hazardous materials response, and other fire/rescue apparatus. Grants have funded disaster preplanning for wildland urban interface fires, tsunamis, and other hazards.
- ***Fire Safe Council:*** Consolidation partners have received several Fire Safe Council grants to provide fire prevention education and reduce hazardous wildland urban interface conditions.
- ***Office of Traffic Safety:*** The California Office of Traffic Safety funded acquisition of vehicle accident extrication and rescue equipment.

- ***Federal Aviation Administration (FAA):*** FAA grants have been used to purchase the crash trucks at the airport and offset the airport's share of fire station construction costs to accommodate the ARFF resources.

Cost Recovery: Certain service expenses are eligible for cost recovery. Consolidation partners make every attempt to recover allowed costs for hazardous materials responses, fire suppression when a criminal act or negligence is involved, and standby of fire resources required for commercial ventures such as pyrotechnic displays, etc.

Cost Recovery Options

Fire agencies employ cost recovery as a method to offset taxpayer costs, generate revenue and reduce impact on the general fund. Agencies seek to recover costs when a person or business creates an expense that the general population served by the fire/rescue agency should not fund. Examples include cost to inspect new construction plans and building sites, emergencies caused by criminal negligence or intentional acts, and hazardous business practices that require an elevated level of fire/rescue protection. CAL FIRE/San Luis Obispo County Fire consolidation is successfully using most allowable cost recovery methods, including the following:

- Plan check fees and other fire department service fees
- Rent from the rental of training drill grounds land/building
- State aid-nuclear planning Diablo Canyon NPP training reimbursements
- Emergency Management Performance Grants (EMPG)
- Federal Aid grant funds
- Fire support cost reimbursement for sending County resources to non-County fires
- Ambulance reimbursements per contract and EMS reimbursement
- Fire protection services and dispatch contracts
- Public information sale of fire reports
- Seminar, conference and workshop fees
- Inter-fund revenue county airport payments for ARFF
- Response cost recovery for negligent or intentional acts

Public Facility Fees: The PFF is a special fund established to mitigate the impact of development. New construction is required to pay a fee per square foot into the Public Facilities Fund to offset the impact to fire, law and other public services. Pismo Beach has their own city fund; the County, Avila Beach CSD, and Los Osos CSD use the fund established by the Board of Supervisors for the unincorporated area. Cost formulas developed and adopted estimate the per-square-foot increment impact of new construction. When construction projects are robust, the fund can accumulate considerable revenue. This fund is dedicated solely to funding the cost of adding development-driven capacity to the existing system and not for replacing existing square footage or capacity that was originally funded using PFF. New fire stations and additional fire apparatus have qualified for use of PFF funds. As growth has slowed, revenue in the fund has diminished. The current unincorporated area fee for the fire portion of the Public Facility Fee is $0.92 per square foot.

Community College Fees: Through a partnership with Cuesta and Allan Hancock Colleges, when fire/rescue personnel attend qualified courses sponsored by CAL FIRE/ San Luis Obispo County Fire consolidated partners, the community colleges reimburse certain instructional and material expenses. These fees are used to fund improvements to the Training Center, purchase training aids and enhance the learning experience of personnel.

Miscellaneous Revenue: Several other sources of recurring revenue are available for funding fire/rescue services. These fees include seminar and training class attendance fees, revenue from the sale of surplus assets, training drill grounds rental fees, and other cost recovery actions.

Source of Revenue	FY 06-07 Actuals	FY 07-08 Actuals	FY 08-09 Actuals	FY 09-10 Actuals
Plan check fees	343,294	352,172	201,964	161,219
Rent-land/Bldg Rental of Training Drill Grounds	0	24,423	9,264	0
State Aid-Nuclear Planning Diablo Canyon NPP Training Reimbursements	19,411	37,667	22,636	29,975
State Aid-Public Safety Prop 172 Sales Tax Designation	2,174,851	2,187,808	1,940,612	1,815,768
Federal Aid-Other Grant Funds	398,685	72,747	151,389	280,020
Fire Support-Cost Reimbursement for sending County resources on non-County fires	129,699	232,255	367,789	136,018
Ambulance Reimbursements per Ambulance contract, reimbursement for EMS	118,995	124,725	134,287	130,792
Fire Protection Services Fire protection and dispatch contracts	1,683,657	1,853,043	1,767,865	1,876,373
Public Info Sale Fire reports, etc.	7,677	1,935	1,190	621
Other Revenue	13,038	24,700	6,756	12,785
Seminar-Conference-Workshop Fee	85,777	68,054	77,191	93,292
Sale-Fixed and Minor Assets	0	22,638	1,425	0
Inter-Fund-Revenue County Airport payments for ARFF	425,792	403,646	420,208	436,347
Total	**$5,401,035**	**$5,405,857**	**$5,102,679**	**$4,995,346**

The amount of non-general fund revenue for SLOCFD has decreased approximately 7.5 percent over the four fiscal years due primarily to fluctuations in plan check fees and 16.5 percent decrease in Prop 172 sales tax revenue.

Optional Funding Sources—Long-term Funding Strategies

The goal of a long-term funding strategy should be to secure adequate funding to meet future goals and performance measures.

Assessing Non-Resident Service Users: Travelers, Visitors and Tourists

San Luis Obispo County is a major tourist destination. Travelers and recreationists create impact in much of the area served by the CAL FIRE/San Luis Obispo County Fire consolidation. Resident taxpayers pay for services provided to visitors or travelers.

Recreational lake users: Nacimiento, Lopez, and Santa Margarita lakes create a special rescue demand. Boaters and other users involved in accidents have necessitated the purchase of water rescue craft and related training and certifications. *An incremental increase in user fees assessed to lake visitors could be used to offset water rescue expenses.*

Vehicle accident rescue cost recovery: Major highways transport thousands of vehicles per day through the county. Vehicle accidents involving travelers that do not pay taxes to support fire/rescue service create workload for fire stations located along these transportation corridors. Highways 1, 41, 46, 101 and 166 experience several vehicle accidents per year that require extensive rescue services. The Board of Supervisors could consider recovering expenses from those served. Current California law[2] allows counties to recoup expenses from a traveler's home county when search and rescue services are needed to locate or rescue a traveler, when a traveler's life is in danger or when a traveler driving under the influence causes an accident. Other agencies have enacted fee-for-service charges assessed as civil damages against the responsible party or their insurance.

Transient Occupancy Tax: Transient Occupancy Tax (TOT) is charged for daily rental properties such as hotels, motels, bed and breakfasts, and certain vacation rental properties. TOT rates are set by the county or city in

2 Government Code 26614, et al Search and rescue reimbursement

which the rental property is located. TOT rates for unincorporated areas are under the jurisdiction of the board of supervisors. Even though these properties pay property taxes for fire protection, visitors who use the facilities create a workload for specialized rescue services including surf and cliff rescue, emergency medical/paramedic service, vehicle accident extrication and other fire/rescue services. *The San Luis Obispo County Board of Supervisors could consider dedicating an increment of the current TOT, or seeking voter approval to increase the rate, to fund specialized rescue services.*

Property Based Revenue Options:

Mello-Roos Community Facility Districts: Mello-Roos Community Facility Districts (Mello-Roos) is a financial tool used by cities, counties, and special districts.[3] Mello-Roos districts raise money through special taxes providing an alternative method of financing certain public capital facilities and services. Mello-Roos specifies use of these districts to fund fire, paramedic and ambulance services.[4] The special tax requires approval by 2/3 of voters within the Mello-Roos district and is levied annually against parcels in the district. New subdivisions are often the target of Mello-Roos districts because their creation can be part of the subdivision review process and approved by the developers at the time the sub-division is proposed.

Benefit Assessment District: Under the provisions of Proposition 218[5] voters in an area can use benefit assessment fees to receive a new service or augment funding for an existing service. The concept is to link the cost of public improvements or services to those properties that receive a specific benefit from those improvements. Benefit assessments are required to demonstrate a nexus between the revenue received and services delivered; the benefit must be "a particular and distinct benefit over and above general benefits conferred on real property located in the district or the public at large." Benefit assessments are not based on property value (ad valorem); instead, a specific benefit is assigned to each parcel in the service area. Property owners must vote to approve the benefit formula. Changes to the benefit assessment must have consent of the property owners.

Benefit assessments provide funds for sewer, water, sidewalk, and road projects that serve parcels of land in the community. Fire protection services frequently use this process when a nexus exists between the fee revenue and services delivered. Property use is the basis of the benefit fee, not assessed valuation. Prior to creating a benefit assessment, the governing body must generate a detailed report by a professional engineer outlining the area to be assessed, project/service cost, annual assessment to each property, and formula used to determine each parcel's assessment. New subdivisions are often the target of benefit assessment districts because they can be a condition of the subdivision review process and approved by the developers at the time the sub-division is proposed.

The fee is calculated by measuring the fire/rescue demand for each property use category and the pro rata cost to provide enhanced fire/rescue service benefit. Voters must approve the fee schedule and apply the assessments to all parcels in the benefit assessment district. Weighted ballots are used according to the proportional financial obligation of each affected property. If voters approve the district, the assessment is created.

Benefit assessments may be open-ended or have a sunset clause. To avoid election costs necessary to adjust fees every year, a reasonable growth factor (usually CPI) is frequently included in the authorizing vote. A benefit assessment district is established to define the boundaries and voter base; this can be the boundaries of an existing community service district, county service area, or a newly formed district.

What is the difference between an Assessment District and a Special District?

According to the Trust for Public Land:

> *…a special district is a unit of government with a governing board and the authority to raise revenue and provide a limited number of services. A benefit assessment is not a unit of government. Rather, it is a financing tool used by governmental agencies such as cities, counties and special districts. In some cases, a special district may be created before, or in conjunction with, an assessment district if the benefited areas is not coterminous with an existing jurisdiction.*[6]

Cost Avoidance Options

The CAL FIRE/San Luis Obispo Fire consolidation organization avoids costs for duplicative services and lowers overall costs by sharing costs for specialized resources. If each agency maintained the same level of service

3 California Government Code Section 53311-53317.5
4 Gov Code Section 53313(b) authorizes Mello-Roos for fire protection, paramedic and ambulance services.
5 Proposition 218 of 1996 added Article XIIIC and XIIID to the California Constitution.
6 Crafting a New Benefit Assessment, Planning Division Technical Assistance, November 2006.

independent of one another, the net taxpayer expense would increase. Fire administration, prevention, training, dispatch, fleet maintenance, are all shared services jointly funded by consolidation partners.

Deferring future expenses is another effective method of cost avoidance that CALFIRE/San Luis Obispo County Fire should explore. Strengthening automatic aid agreements in exchange of dispatch services are two methods to defer future expenses.

Strengthening Automatic Aid Agreements

Mutually beneficial automatic aid agreements with neighboring fire agencies are a very effective method of deferring expense. This study has identified several areas of the County underserved by CAL FIRE/San Luis Obispo County Fire partner resources. Ultimately, additional fire stations and staffing will be necessary to correct this service level deficiency. New fire stations involve a significant one-time expense to build and a large ongoing expense to staff. The Creston fire station under construction in 2011 cost $4.1 million to construct and staffing expenses exceed $1.1 million per year. Providing stopgap first response service through negotiated automatic aid agreements with neighboring jurisdictions in exchange for a reciprocal service from CAL FIRE/San Luis Obispo County Fire has been successful in deferring costs. With changes in elected official policies or if perception or actual inequity of service exchange exists, the agreements may become tenuous and dissolve. These agreements are subject to short notice cancellation. Construction and staffing of a new fire station takes years to accomplish; maintenance of these auto-aid agreements is paramount to cost avoidance. The agreements should be strengthened and the termination timing extended to allow adequate planning time to establish future fire stations.

Exchange of Dispatch Services for First Response

A possible method to achieve a long-term response agreement and attain a County Fire Chiefs' Association goal would be to exchange fire/rescue dispatch services for first response to border areas. Creating a countywide fire/rescue dispatch center would improve public service, allow local agencies to join the center at low cost, and defer construction and staffing of some fire stations. Some long-term cost avoidance may require short-term, up-front expenditures in order to achieve savings. In the short term, the price tag of shifting one agency into another might require a capital purchase but could reduce annual costs of maintaining and operating separate facilities and solidify the exchange of services.

Findings and Recommendations

Findings

1. Several revenue sources fund the CAL FIRE/San Luis Obispo County Fire consolidated fire service organization, including:
   - State funds
   - County General Fund
   - Proposition 172 sales tax (County and Pismo Beach)
   - SLO Airport Reimbursement
   - Dispatch service contracts
   - City of Pismo Beach General Fund
   - Avila Beach CSD fire fund
   - Los Osos CSD fire fund and benefit assessment
   - CSA 9i benefit assessment
   - Cayucos FPD fire fund
   - Fees for services (planning, inspections, Public Facility Fees)
   - Community College student attendance fees
   - Grants
2. Revenue sources NOT IN USE:
   - Rescue cost recovery
   - SAFER firefighter staffing grants (US Fire Administration)
   - Transient Occupancy Tax increment to offset workload created by visitors and hotel users
   - Visitor/User fee at recreational lakes that create lake rescue workload
   - Mello-Roos Districts

3. Cost Avoidance Options

- CAL FIRE has been successful in postponing fire station and staffing increases through use of automatic aid agreements.
- Automatic aid agreements need to have reciprocal equity to stay sound.
- Services, such as dispatch, can be exchanged for fire response as a means to maintain equity.

Recommendations

1. Considerations for expanding sustainable funding include:

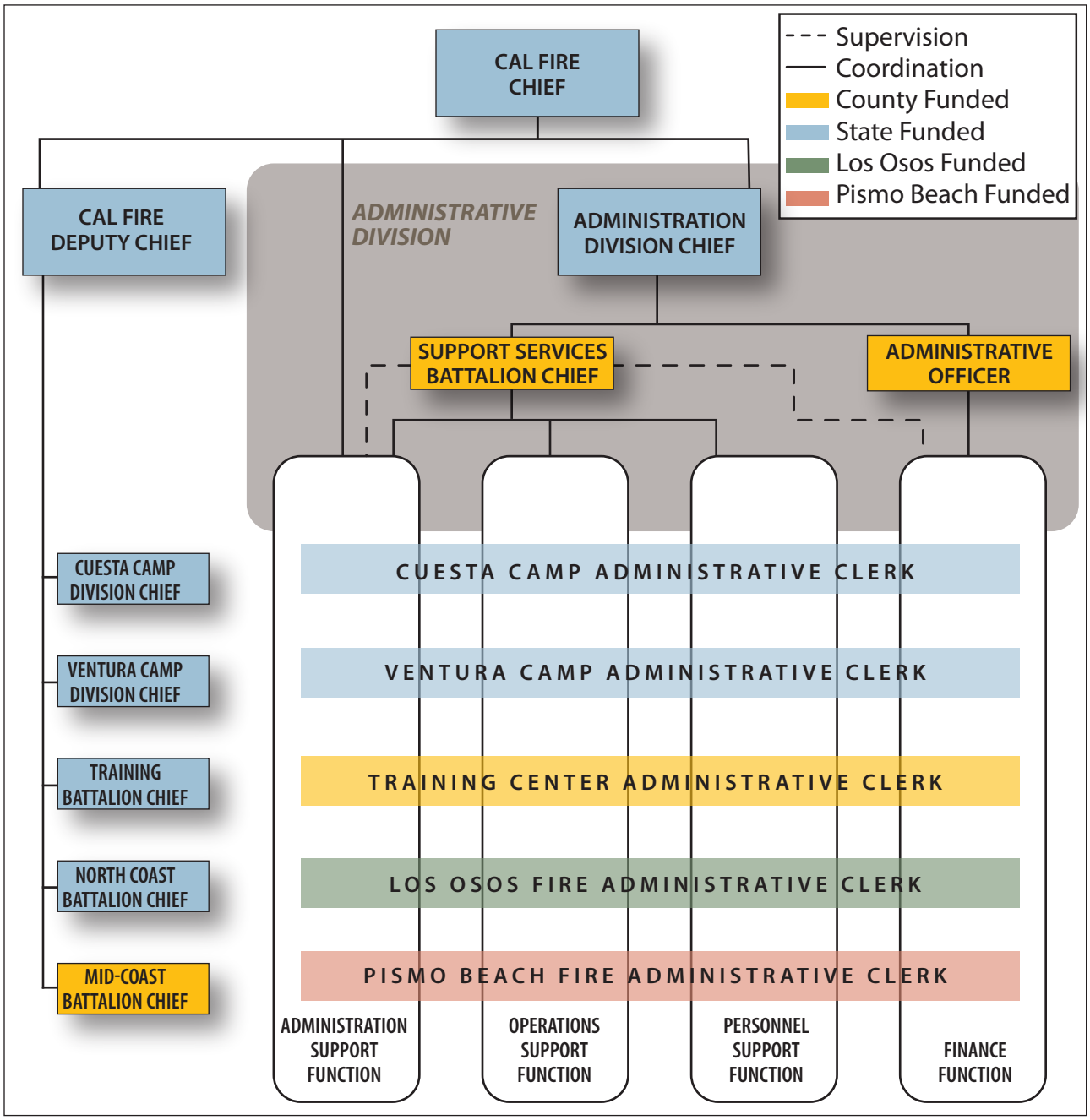
- Explore exchange of automatic aid response for dispatch services to strengthen existing automatic aid agreements.
- Continue to pursue grants from local, state and federal government and private foundations that provide needed capabilities or resources and reduce partner agency costs. SAFER grants fund start-up costs of new staff positions or retaining existing positions that are subject to force reduction.
- Prepare a plan for approval to use EMPG and/or NPP funds to offset costs of disaster planning positions, GIS Specialist and/or battalion chief where DCPP is located.
- Pursue additional consolidation opportunities with other agencies that lead to overall efficiency improvement and reduction of costs.
- Continue and increase delivery of training and other college-related programs that provide revenue or reimbursements.
- Continue to pursue authorized cost recovery.
- Pursue use agreements and partnerships for the training programs, training center and drill grounds that offset expenses for personnel, facilities and equipment.
- Pursue the consolidation of other state-funded fire agencies (Atascadero State Hospital, California Men's Colony, Camp Roberts, or Hearst Castle) with CAL FIRE if the merger improves efficiency reduces costs.
- Explore modification of the current ambulance agreement to fund advanced life support services in additional areas where community demographics and incident activity warrants paramedic service delivered by fire station personnel (Heritage Ranch and Avila Beach).
- Benefit Assessment Districts: In areas where citizens desire a higher level of service than countywide standards indicate, examine the creation of a countywide (or smaller regional) benefit assessment districts linked to the cost of augmented fire/rescue services to those properties that receive the benefit. The Board of Supervisors can form County Service Areas to accomplish the legal boundaries for the assessment districts.
- Mello-Roos: Review the option of a Mello–Roos Community Facilities District (MR CFD) for the funding of capital facilities and services in areas of extensive new development (i.e. Shandon Urban Development Plan).
- Explore availability of funds from US Forest Service or Bureau of Land Management for providing non-wildland fire/rescue protection on federal lands
- Explore dedicating an increment of the Transient Occupancy Tax to fire/rescue service
- Explore a fire/rescue fee to boaters, day use and overnight users of Nacimiento, Lopez, and Santa Margarita Lakes.

3.6 Administrative Services

Background

CAL FIRE/San Luis Obispo County Fire Department administrative staff provide support services to the consolidated organization, including partner government agencies. The Administrative Services Division is organized into administration support, operations support, personnel support and finance support. Primary responsibility for administration including staff supervision lies with the administration division chief. Five additional employees who are supervised by staff assigned outside of the Administration Services Division provide services in coordination with administrative services staff.

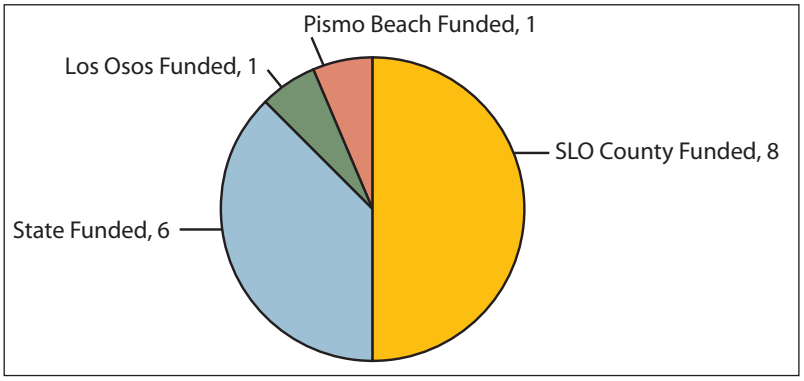
ADMINISTRATIVE SERVICES STAFFING



Sixteen employees provide administrative services, 11 of whom work in the Administration Services Division. CAL FIRE funds six of the employees, including the division chief; the County funds eight employees; Los Osos funds one; and Pismo Beach funds one.

The CAL FIRE/SLO chief supervises the Administration Services Division chief and the administrative assistant. The support services battalion chief coordinates activities with the administrative assistant and supervises the receptionist, both of whom are assigned to administration support.

ADMINISTRATIVE SERVICES EMPLOYEES



The support services battalion chief also supervises operations support and personnel services, each of which has two employees.

The administrative officer directly supervises two employees in finance support, which handles both state and county finance functions, such as budgeting, bill payment and purchase processing. Because the support services battalion chief is responsible for compliance with the state budget, he/she must coordinate with the State Finance Specialist. County finance support activities include the management of both state and county expenditures in support of the San Luis Obispo County Fire Department.

The five administrative employees who work outside the Administration Services Division provide services in all four support functions (administration, operations, personnel and finance). These employees include a Los Osos-funded administrative clerk at Station 15, Los Osos, supervised by the north-coast battalion chief; a Pismo Beach-funded administrative clerk at the Pismo Beach Fire Department headquarters supervised by the mid-coast battalion chief; a county-funded administrative clerk at the department's training center supervised by the training battalion chief; a CAL FIRE-funded administrative clerk at Cuesta Conservation Camp supervised by the Cuesta Camp division chief; and a CAL FIRE-funded administrative clerk at Ventura Youth Conservation Camp supervised by the Ventura Camp division chief. These decentralized, all-purpose administrative staff perform functions specific to the program in which they work (e.g. Pismo Beach city processes or Los Osos CSD processes) and they closely coordinate with counterparts in the CAL FIRE administrative services section.

Administrative services provided include the following, organized by function:

ADMINISTRATION SUPPORT FUNCTION	OPERATIONS SUPPORT FUNCTION	PERSONNEL SUPPORT FUNCTION	FINANCE FUNCTION
Reception and Switchboard	Inventory Management	Personnel Timekeeping	Budget Development
Mail Distribution	Shipping and Receiving	Payroll Processing	Purchasing Control
Special Projects	Purchasing	Employee Benefit Request Processing	Accounts Payable
Workers Compensation	Incident Logistics	Personnel Records	Grants Management
Records Management	Equipment Maintenance	Labor Relations	Contract Management
Newsletter and Web Page			Paid-Call Firefighter Payments / Benefits
			Information Technology

Accomplishments

Newsletter: A quarterly department newsletter is distributed electronically to employees and others with an interest in the Department. The newsletter is playing an increasingly important role in improving department communications.

Web Page: The Department web page (www.calfireslo.org) is used to communicate important information both internally and externally. In 2011, the website experienced more than 2.8 million hits.

Worker Injuries: Employee injuries, which affect both the employee and the department, have been kept to a minimum through effective management of the Workers Compensation program and through cooperation with the department safety officer and safety committee. The Department utilizes the injury and accident prevention system (IAPS), an automated injury reporting and management program. IAPS is provided by CAL FIRE at no cost.

Reorganization: In 2011, the Administration Services Division completed a reorganization study to find ways to streamline and strengthen business practices. Implementation of changes identified in the study began in 2012.

Audit: The County Auditor/Controller's Office completed an audit of the Department's internal controls, inventory, contracts, grants and trust fund activities in 2011. The auditor concluded that, in general, contract guidelines were followed, calculations for reimbursements from the supporting districts were reasonable, and grant guidelines were followed for purchases. Recommendations included in the audit have all been implemented. A copy of the complete audit report can be obtained from the County Auditor/Controller or from the San Luis Obispo County Fire Department.

Labor Relations: The Department continues to maintain positive working relationships with the unions representing department employees, and addresses issues in a positive and constructive manner. All full-time employees of the Department are CAL FIRE employees; pertinent unions, identified by the bargaining unit (BU) include: BU1 and BU4, Service Employees International Union (SEIU), Local 1000; BU7, California Statewide Law Enforcement Association (CSLEA), BU8, California Department of Forestry Firefighters (CDF Firefighters), and BU12, International Union of Operating Engineers (IUOE). Reserve firefighters are employees of either the City of Pismo Beach or Los Osos CSD, depending on where they work. Paid call firefighters are considered independent contractors of the County of San Luis Obispo.

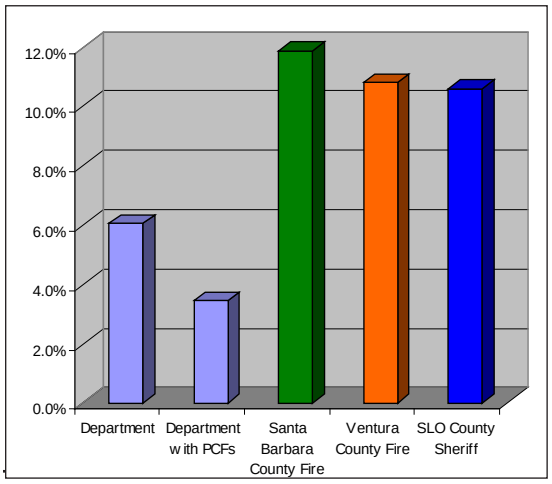
Expenditures: Regardless of contract or funding source, Department expenditures are well managed and consistently remain within budget. CAL FIRE works closely with the County Administrative Office, Pismo Beach city manager, and CSD general managers to develop annual budgets that are both responsive to the mission and responsible to the taxpayers.

Grants: Over the last five years, over $1,600,000 in grant funds were awarded to the department, reducing the department's dependency on the County General Fund. This has helped the department keep up with technological advances and address declining revenues.

Workload

The administrative workload continues to increase. The number of employees in the Administration Services Division has not kept up with workload. Consequently, completing tasks requires overtime and important tasks are delayed or remain incomplete. According to CAL FIRE staff, the Division is unable to comply with good management practices, such as annual employee reviews. The Department employs 16 administrative employees, 11 in the Administration Division and five in other assignments that closely coordinate with this section. The ratio of administrative employees to full-time and seasonal deparment employees (265 total) is 6.0 percent. The ratio of administrative employees to full-time, seasonal and paid call firefighters (PCFs) is 3.4 percent. As can be seen from the graph, the local sheriff's office and neighboring county fire departments have two to three times the number of administrative employees for similar work as a percentage of total employees.[1] *A thorough review of the number of administrative employees in the Department to a level commensurate with workload would identify solutions to relieve the administrative services workload issues.*

PERCENTAGE OF ADMINISTRATIVE EMPLOYEES



1 Based on each county's FY 2011-12 budget.

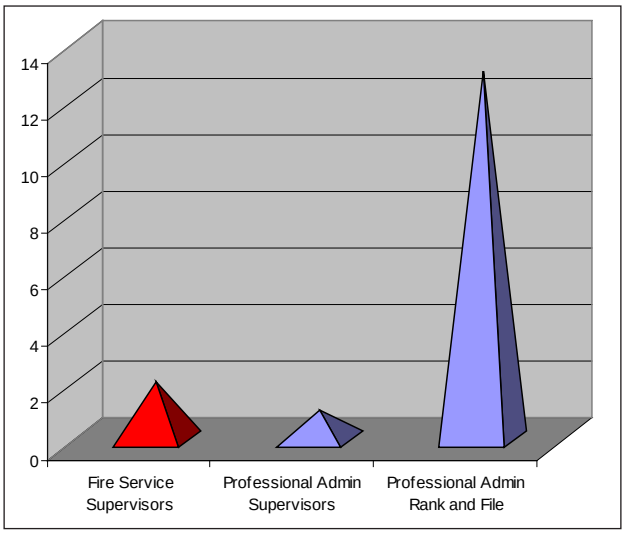
IT Support

Information technology (IT) plays an ever-increasing role in department activities. A short list of current department specialized IT programs includes emergency incident dispatch, patient care reporting, training delivery, payroll processing, and accounts payable. The Department has identified the need to implement new IT programs for inventory management and fleet maintenance, among others. Currently, instead of having department IT employees, the Department relies upon a small group of employees who handle IT issues on an additional-duty basis above their normal assignments. Professional IT support is provided by CAL FIRE, the County, City, and CSD's. CAL FIRE support is extremely limited, providing only one IT support employee for San Luis Obispo and two other counties. The county IT office has provided significant support from its existing staff, but the office is not funded for this support nor is it funded for an IT person assigned to the Department. While the Department obviously benefits from receiving IT support at no cost, the County cannot be expected to continue providing this support without reimbursement. By comparison, Santa Barbara County Fire has two IT professionals on staff, Ventura County Fire has three and the SLO County Sheriff's Office has four. *Clearly, the Department's IT support would be improved through the use of professional IT employees or contractors; however, the Department must accept financial responsibility for that support.*

Professional Administrative Staff

The standard administrative staffing model within CAL FIRE deliniates professional administrative classifications at the entry and technician levels, including office technicians, personnel specialists, and select accounting positions. At the supervisory and management levels, however, CAL FIRE has relied on fire chief officers who generally have limited prior administrative qualifications or experience. The Department has taken action to improve effectiveness within the administrative staff by adding a supervisory civilian administrative officer position and an entry-level civilian analyst position. These changes have significantly improved program success, both in the division and the Department. However, individuals in these professional administrative classifications have limited promotional advancement opportunities without leaving the department, which seriously limits career progression opportunities and retention of qualified employees. *Consideration should be given to 1) providing civilian administrative professionals with additional support staff in order to increase the effectiveness of administrative services; and 2) to provide career progression opportunities for civilian employees.*

NUMBER OF ADMINISTRATIVE EMPLOYEES



Reorganization

In 2011, the Administration Services Division completed a reorganization study to discover ways to streamline and strengthen business practices. The study identified a number of improvements regarding processes and employee assignments, which would accomplish these goals. Implementation of these improvements is scheduled to begin in 2012 and will take about two years to complete. Chief among these improvements are:

- Realigning and/or consolidating duties to increase productivity and build on employees' skill sets;
- Developing an effective, computer-based inventory control system to safeguard department assets and control costs;
- Developing an effective fleet maintenance control system to improve the efficiency of maintenance activities and accurately track maintenance costs per vehicle;
- Ensuring an appropriate separation of duties exists throughout the division in order to improve upon the security of financial activities;
- Cross-training employees throughout the division to ensure that operations can continue in cases of employee illness or when an employee retires; and,
- Establishing new and improving existing financial procedures for cash handling, invoicing and other activities taking place in the Prevention Office, at the Training Center, and on emergency incidents.

Professional Development

Employee development is key to the success of any organization, including providing training, reviewing performance, and providing a path for career progression. These activities improve employee morale, increase productivity and encourage employee retention. According to CAL FIRE staff, the Administrative Division's current workload issues are making it difficult, if not impossible, for supervisors to take an active role in developing subordinate employees. Training tends to be haphazard and lacks systematic planning. Because performance reviews cannot be completed annually, opportunities for discussing training and career progression are lost. The small number of administrative positions provides few opportunities for career progression within the Department.

Hiring additional administrative staff would alleviate workload issues and give supervisors time to devote to employee development, with resulting improvements in morale, productivity and staff retention.

Equitable Cost Sharing

As a consolidated fire department, CAL FIRE/San Luis Obispo County Fire leverages resources from many agencies and funding streams. Evaluation of costs and services typically results in widespread satisfaction by the agencies involved with the value of services provided for the funds invested. It is currently difficult, however, and in some cases impossible, to accurately determine if each agency's costs are equitable.

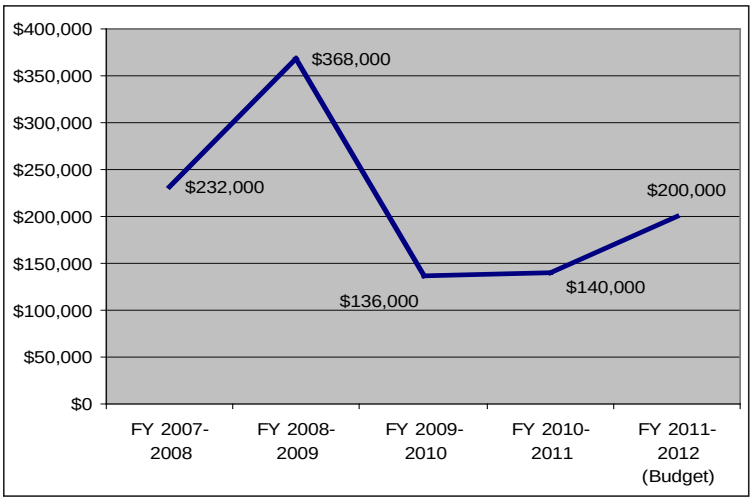
CAL FIRE provides a framework for establishing contract amounts for fire protection, but the Department needs to expand on this framework and establish a system for allocating all costs, assigning those costs appropriately, and reporting costs and benefits on a regular basis to all those involved in the department.

Additionally, the Department has historically assisted other local emergency responders through fire protection and dispatch contracts and by managing federal grant programs. Administrative costs for these services have been absorbed by the Department. *To establish fair and equitable cost sharing, however, an administrative workload analysis should be performed to determine if a fee should be added to service contracts or for grants administration, similar to fees currently in place for services provided by CAL FIRE.*

Capturing Reimbursable Costs

Through automatic and mutual aid agreements, the Department provides both people and equipment needed to assist with emergencies occurring in other jurisdictions. These agreements provide for most assistance to be provided free of cost for an initial time period, usually the first 12 hours of the incident. Any services provided after the initial time period may be reimbursable by the agency receiving the assistance. Capturing all reimbursable costs involves careful response monitoring and invoice preparation and tracking to ensure payment receipt. Currently, these responsibilities are assigned as an additional duty to the Support Services battalion chief. To date, the battalion chief has successfully performed cost reimbursement duties, but his or her timeliness and effectiveness can be impeded by workload and other priorities, such as assignment to emergency incidents.

REIMBURSABLE COST HISTORY



Consideration should be given to alternatives that will increase the efficiency and timeliness of collection efforts. These alternatives could include hiring additional staff, reassigning collection duties to a different staff member with the skills and time needed to manage the program or contracting these services to an private vendor.

Grant Funding

Over the last five years, the Department has been awarded over $1,600,000 in grants. These funds have helped the Department reduce its dependency on the County General Fund, while improving its ability to deliver services. It has become apparent, however, that the cost of administering some grants sometimes exceeds the benefits received.

In order to ensure that administering grants is cost-effective, there needs to be a clear set of criteria established for evaluating grant proposals before they are submitted. When cost-effectiveness cannot be established, the grant proposal should not be submitted unless there are compelling mitigating circumstances. In addition, the Department needs to establish policies and procedures for managing grants that provide funds, equipment, and other resources to other agencies. These policies may include an administrative fee for grant management services.

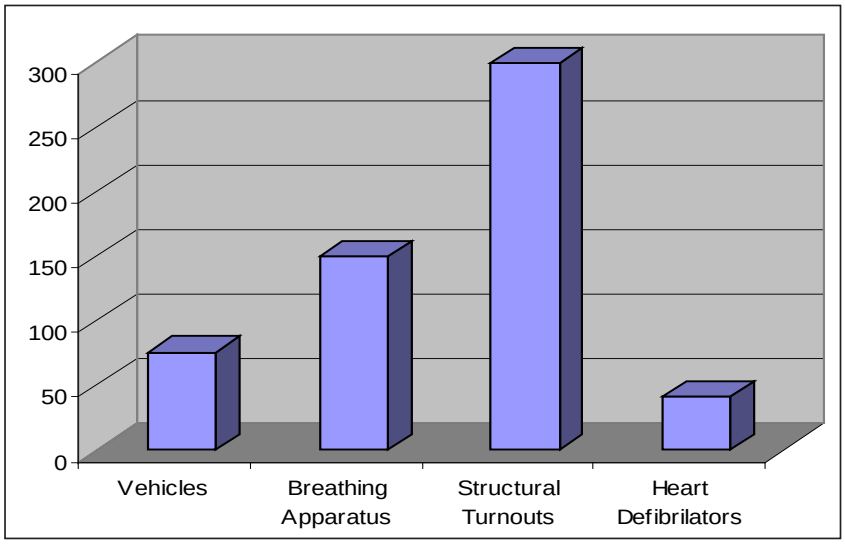
Records Management

Although both the state and the county have established records management and retention policies and procedures, the Department has not. This is particularly true of email-based correspondence that exists only in the email account of the sender and no permanent record is retained for reference. *The Department needs to improve internal records management and retention.* Current workload issues make this goal challenging, as do conflicting policies between agencies; however, compliance with both sets of policies is mandatory and requires action.

Replacement of Assets

The Department has recently developed a spreadsheet tool for scheduling vehicle replacement and planning for vehicle replacement costs over the next 30 years. The County Administrative Office has endorsed the use of this tool, and is working with the Department to develop formal policies and procedures for implementation. *Other high value assets should be tracked in a similar fashion, including the breathing apparatus used by firefighters, structural "turnouts" worn by firefighters working on structure and vehicle fires, and the heart defibrillators used by firefighters and paramedics.* Although many of these items cost less than the $5,000 threshold that defines a county "asset," the quantities and replacement schedules involved require a formal tracking process.

COUNTY ASSET QUANTITIES



Findings and Recommendations: Section 3.6

Findings

1. The current Administrative Services Division staff workload results in overtime, delayed and incomplete projects and poor management practices.
2. The number of department administrative employees as a percentage of total employees is significantly less than in comparable agencies.
3. With no IT professionals on staff, the Department, instead, assigns IT responsibilities as additional assignments and receives IT support from other agencies. Comparable agencies have between two and four IT professionals on staff.
4. Employees in administrative professional classifications have limited career progression options.
5. Improvements recommended in a recent administrative reorganization study have not been implemented, including implementation of an effective inventory control system, implementation of an effective fleet maintenance control system, and implementation of an effective system to ensure separation of fiduciary duties.
6. Cash handling and invoicing takes place in different locations and under different procedures.
7. The Department does not have a formula to ensure that costs are distributed equitably between all participating agencies.
8. Administrative costs associated with contracts and grants are not fully recovered.
9. The Department lacks a records management and retention program, particularly related to emails and other electronic communications.

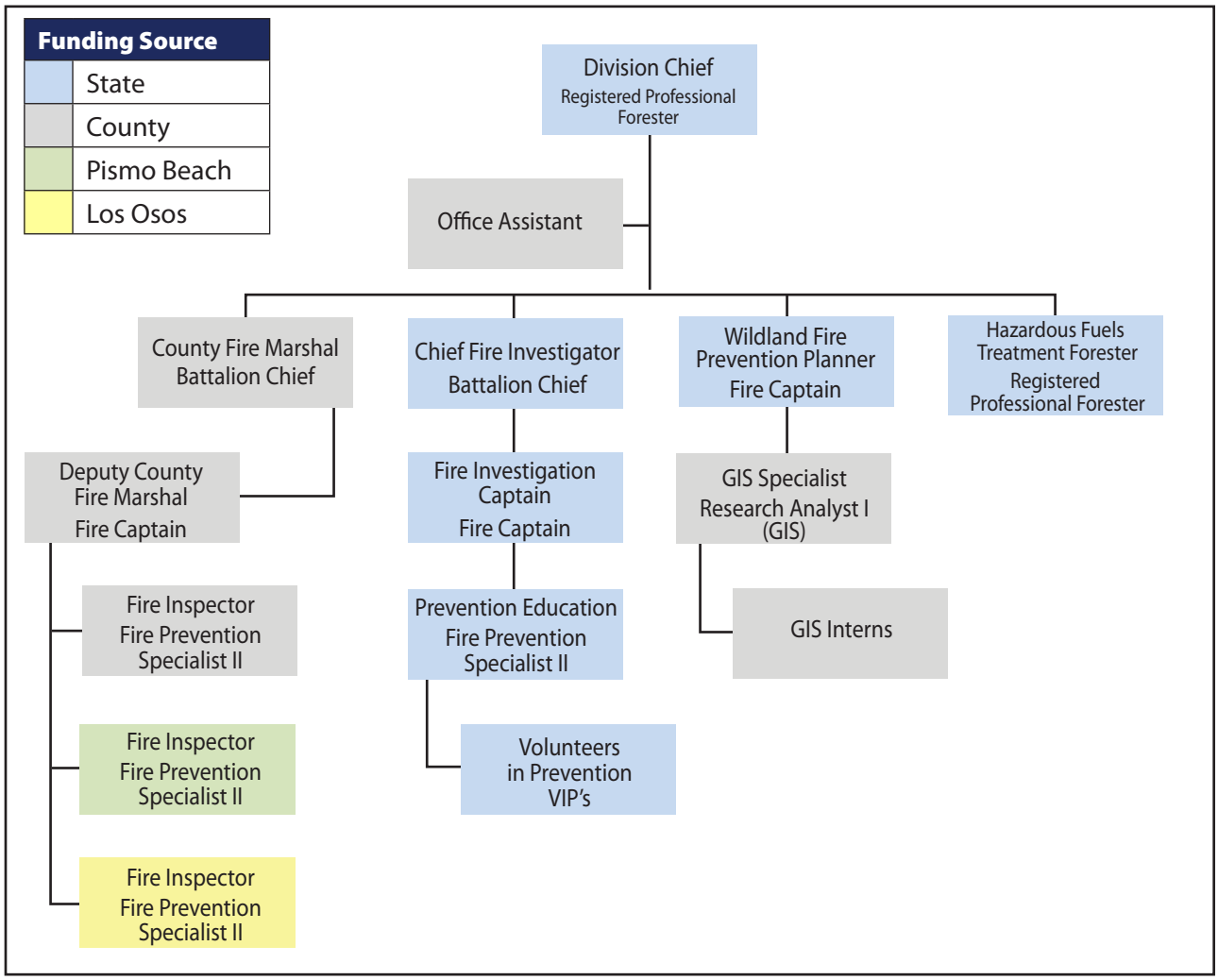
Recommendations

1. Examine the benefit and impact of reallocating the vacant support services battalion chief funding to civilian positions. Balance that reallocation with the loss of field emergency response support provided by the battalion chief.
2. Develop an IT support plan with the consolidation partners that addresses all computer systems.
3. Realign administrative duties to increase productivity and implement recommendations from the recent administrative reorganization study including appropriate separation of fiduciary duties.
4. Develop effective inventory control and fleet management systems.
5. Ensure administration costs are fairly distributed; explore development of a county administrative fee for county contracts and grants.
6. Maximize the capture of reimbursement revenues.
7. Develop a records management and retention program for both county and state records.

3.7 Fire Prevention

Fire Prevention Division

ORGANIZATIONAL CHART—FIRE PREVENTION DIVISION



All agencies partnering with CAL FIRE/San Luis Obispo County Fire fund the Fire Prevention Division. To boost efficiency, managers assign workload based on staff qualifications, not on the funding source. The division chief is responsible for establishing equity among staff, funding sources and workload. For example, an equitable trade-off has been established whereby Pismo Beach funds 100 percent of the cost of a fire inspector position even though there is less than full-time fire inspector work in Pismo Beach and the inspector also performs work outside the city limits. The county-funded fire marshal and field battalion chief, meanwhile, supervise Pismo Beach programs at no cost to Pismo Beach.

Fire Marshal's Office

The Fire Marshal's Office is supervised by the county fire marshal (battalion chief) and has the primary responsibility of enforcing the provisions of local, state and national fire codes and land use ordinances. A fire captain, deputy county fire marshal and three fire inspectors work under the fire marshal's supervision and in close coordination with the County and Pismo Beach Planning and Building Departments in the review process for all construction and development permit applications. The fire marshal is responsible for enforcement of fire prevention ordinances governing special events or other activities that have a fire risk.

Fire Safety Inspections: In conjunction with the County Planning and Building Department and City of Pismo Beach, CAL FIRE is responsible for performing fire and life safety inspections and safety plan reviews. A fire captain deputy county fire marshal supervises three fire prevention inspectors who conduct inspections and plan reviews, including inspections for State Fire Marshal Title 19[1] occupancies, fire safety plans, specialty inspections, and for new construction. All other existing annual fire inspections and fire prevention plans are assigned to operational personnel at the fire station level.

While the County Fire Marshal's Office provides a standard form for tracking inspections and violations, annual inspections within response areas are performed at the fire station level. These inspections reduce loss of life and damage to property and the environment.

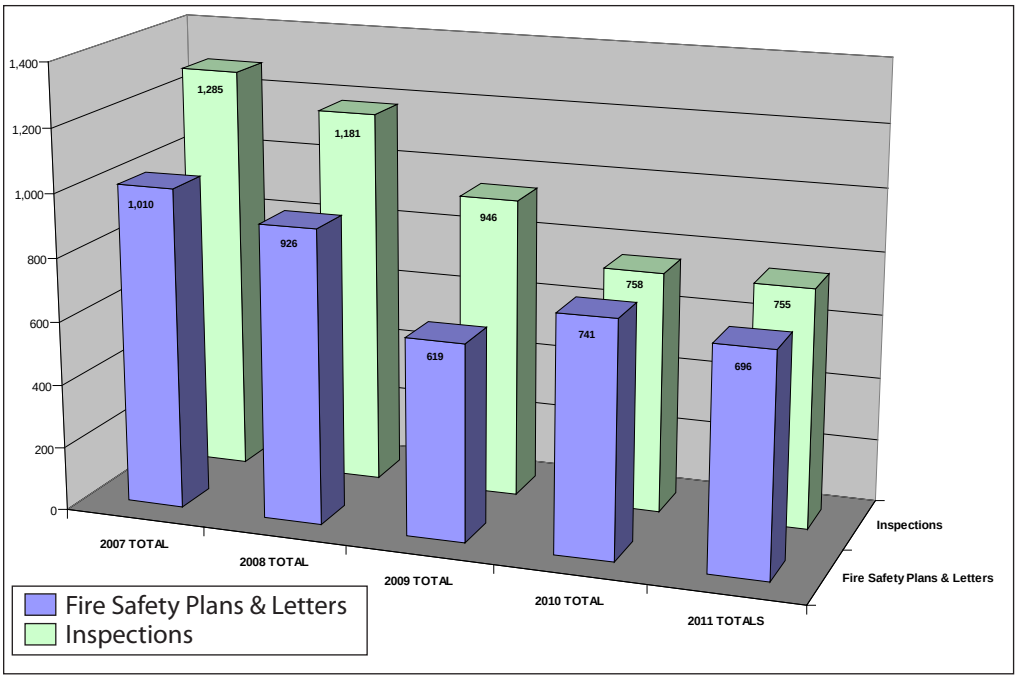
Fire Safety Plans for New Construction: County Fire Marshal staff determine applicable fire code conditions for proposed projects and issue fire safety plans that incorporate all provisions necessary to ensure fire safety, including types of material used for construction, setbacks of buildings from property lines, fire department access, water for fire suppression, and installation of fire sprinklers and alarms in buildings. Hazardous wild-land fuel abatement or flammable vegetation management conditions are included in Fire Hazard Severity Zones[2].

The County Fire Marshal's Office charges builders, through the County Building and Planning Department, for the costs for fire safety plans, project reviews and inspections, including the following:

- Site plans
- Development plan (coastal)/conditional use permit review (inland)
- Development plan/conditional use permit, minor use permit, oil wells/mines
- Conditional certificate of compliance (meets intent of the Fire Code)
- Parcel/tract map
- Fire Safety Plan
- Commercial or industrial plan (a safety plan for structures that are non-residential)
- Non-residential fire alarm systems

The County Fire Marshal's Office operates within a defined, internal system of accountability with established, credible timetables for output of inspection results. The general turnaround time for the inspection process is seven days. Under the current pace and inspection workload, current staffing appears adequate to handle the activity level. However, if inspection loads increase in the future, consideration should be made to augment fire prevention staff. The chart below shows historical workload for the Fire Marshal's Office from 2007-2011.

ANNUAL FIRE PREVENTION ACTIVITY
Calendar Years



Fire Code Adoption: The fire marshal manages the local county and city amendments and adoption of the California Fire Code every three years.

Hazardous Fuel and Weed Abatement: The fire marshal oversees local fire-related ordinances such as weed abatement (hazardous vegetation removal), an annual concern in this area. The County does not have an ordinance to enforce weed abatement in areas not covered by state law; instead, efforts are made to educate property owners about safe and sound property hygiene. When property owners do not respond to the education program, there is no process to require clearance to reduce the fire hazard.

A countywide hazardous fuel or abatement ordinance would serve public safety, but several factors need to be considered, including the cost and staff time to undertake an environmental impact report (EIR) estimated at $80,000 with a time frame of 18 months. Once the EIR is complete, the ordinance must be enforced. The annual project cost is estimated at $140,000 per year with a first year start-up and operational cost of $220,000.

To ensure that land owners are providing required clearance on their land, CAL FIRE station personnel provide yearly hazard reduction inspections in areas covered by state law[3] and those subject to Pismo Beach and Los Osos weed abatement ordinances. Staff at local stations are responsible for inspections and education programs in their own response areas. Inspections also offer the opportunity for public education with the goal of minimizing violations and fines.

HISTORICAL VEGETATION CLEARANCE INSPECTIONS, 2008 – 2010

Year	2008	2009	2010	2011
Number of Inspections	16,163	6,933	10,741	9,563

Travel Time Consequences

Because of the considerable distances between field offices in San Luis Obispo County, travel time not only impacts the supervision and training of fire inspectors by the fire captain, but also affects the quantity and quality of the work done by the inspectors. Mistakes made during an inspection or while applying conditions or comments on a project can lead to legal and/or political problems. Unchecked, inspection mistakes can result in loss of life and damage to property and the environment. .

Personnel Issues

The fire inspector career path has little upward mobility without opportunities for promotion or lateral moves. The current CAL FIRE civil service classification used to fill fire inspector positions (Fire Prevention Specialist) is not ideal; Deputy State Fire Marshal is a more appropriate civil service classification and designates a more fitting experience pool. According to CAL FIRE management, however, state labor relations issues are currently blocking the use of this employee classification and limit the classification of Deputy State Fire Marshal to fire captain-grade employees. There is a steep learning curve for fire captains to become proficient in fire marshal duties and too frequent of turnover.

Tracking Required Inspections

Prevention staff and fire station personnel lack a modern system to track required inspections pending, completed, and those requiring follow-up. County parcel data has been digitized along with a robust street addressing data layer that can be used to develop a GIS based inspection tracking system using commercial or custom develop soiftware. *GIS analysis of parcel data will help staff expedite and track fire safety compliance inspections on commercial and industrial properties.*

Unrecovered Costs

The Fire Marshal's Office incurs costs not recovered by fee ordinance. These un-reimbursed services include the following:

- Tenant improvement plans for structures that do not require building permits
- Fire hydrant flow tests

3 Public Resources Code 4192

- Fire flow calculations
- Pre-project consultation/pre-application meetings
- Dry chemical system inspection
- Single-family residential fire alarm systems inspections
- Hazardous storage tank removal, replacement and reinstall inspections
- Special use event inspections and permits
- Tent inspections
- Public information requests

Findings and Recommendations: 3.7 Fire Prevention Division

Findings

1. Fire prevention staff are funded by all consolidation partners. In exchange for a county-funded battalion chief serving Pismo Beach, that city funds a full-time fire inspector who works on city and county projects.
2. Staffing levels in the Fire Marshal's Office are currently adequate, but workload levels will increase with more construction activity.
3. The County does not have an ordinance to enforce weed abatement in areas not covered by state law.
4. Using GIS analysis of parcel data will help expedite and track fire safety compliance inspections on commercial and industrial properties.
5. Fire Prevention Specialist is an inappropriate classification for fire inspectors; Deputy Fire Marshal is more appropriate, Fire Captains would serve as a second choice.
6. Some current services are not covered by fee ordinance.

Recommendations

1. Review of staff numbers in the Fire Marshal's Office should be continual based on project workload.
2. Weed abatement ordinance: Determine if the public education program in areas not covered by current hazard reduction laws is adequate or whether a countywide weed abatement ordinance should be instituted.
3. Inspection tracking: Develop a GIS-based tracking and notification system of properties requiring fire safety inspections to more efficiently assign inspections.
4. Fire Inspectors:
   a. Fire inspector positions should be re-classified to deputy state fire marshal positions.
   b. Fire inspectors should have immediate access to their fire captain or battalion chief for fire safety questions outside their experience base.
5. Fees: Add un-reimbursed services to the fee ordinance at the next regular revision.

3.7a Law Enforcement & Education

Fire Investigation and Law Enforcement: The law enforcement and education section is staffed by two state-funded positions: a supervising chief fire investigator (battalion chief) and a fire investigator (fire captain). Because they are responsible for investigations and enforcing applicable laws, both of these positions are required to be sworn peace officers. Additional duties include civil cost collection for recovering fire department costs when incidents are caused by criminal activity or negligence.

Workload for the investigators is significant and includes maintaining 24/7 coverage. *There are not enough employee hours between the two to provide seven day coverage without excess overtime. Additional qualified investigators are required to provide adequate coverage.* The two investigators provide state mission investigations and cost recovery, but non-state mission investigations and cost recovery account for more than a third of the investigators' time. Other positions in the prevention section could be trained to investigator or peace officer status.

Non-state incidents account for approximately 33 percent of the cost recovery workload. CAL FIRE estimates that only 50 percent of the available cost recovery for non-state incidents is collected; the remainder is not sought due to lack of staff time. Additional efforts could raise collections to closer to 100 percent and provide revenues that would offset at least a portion of added staff position costs. Use of contract vendors to do cost collection has not been explored in lieu of additional staff.

Fire Prevention Education: Supervised by the fire investigation fire captain, the fire prevention education position (the Public Education Fire Prevention Specialist) is actively involved in many activities throughout the County that promote public awareness of fire safety. These activities include Smoky Bear programs, school programs, smoke alarm awareness, fire prevention signage around the County, the fire safe demonstration house at the fairgrounds, and participation in numerous local events such as Special Olympics, Burn Relay, parades, and holiday events. The fire prevention specialist also utilizes available media outlets to convey fire prevention messages, including newspapers, radio, television, and the Internet.

Findings and Recommendations: 3.7a Law Enforcement & Education

Findings

1. Current staffing levels do not provide adequate personnel hours to provide 24/7 fire investigator coverage. There are not enough employee hours between the two to provide seven day coverage without excess overtime. Additional qualified investigators are required to provide adequate coverage.
2. Staffing shortage is preventing full recovery of reimbursable costs.

Recommendations

1. CAL FIRE/San Luis Obispo County Fire partners should consider equitable cost sharing to provide additional investigator or support staff to provide 24/7 coverage and non-state mission investigations.
2. Determine if recovering all reimbursable costs would fund additional staff.
3. Consideration for the use of contract vendors to do cost collection should be considered.

3.7b Wildland Fire Prevention Planning & GIS

The Wildland Fire Prevention Planner position (fire captain) is primarily responsible for completing and maintaining the wildland urban interface fire plan and determining how the Department will achieve the plan's goals. The plan assesses the fire situation in the County—with stakeholder input, the plan prioritizes and identifies strategic areas for pre-fire planning and fuel treatment.

Wildland Fire Prevention Planning:

- Wildland Urban Interface Fire Management Plan: The 2010 CAL FIRE Strategic Fire Plan was built upon seven goals and associated objectives. Collectively, these goals and objectives address the protection of lives, property and natural resources from wildland fire and provide ways to improve environmental resilience to wildland fire.
- Community Wildfire Protection Plan (CWPP): CAL FIRE is currently preparing a CWPP using grant funding from the California Fire Safe Council. This document will function as a planning tool to facilitate collaborative fire prevention activities between the various stakeholder fire agencies within the County. In accordance with the Healthy Forests Restoration Act of 2003, fire agencies must have a CWPP in place in order to apply for and receive federal grant dollars for hazardous fuels treatment. In addition, the CWPP will provide a framework for comprehensive fire planning across all local, state and federal jurisdictions within the County.

Sponsored by the Fire Safe Council, crews from Cuesta Conservation Camp performing fire hazard reduction work in the See Canyon area.

San Luis Obispo County Community Fire Safe Council (SLO FSC)

SLOFSC was formed in 1998 to function as a community-based consortium of fire agencies, community organizations, residents, and other stakeholders. The primary mission of the SLO FSC is to develop strategies and implement activities that will reduce the threat of catastrophic wildfires. In recent years, SLOFSC has received extensive grant funding and has implemented numerous fire prevention projects throughout the County. The SLOFSC works with local communities to form grassroots "Focus" groups to address fire-related issues at the local level.

Geographic Information Systems (GIS)

GIS provides an invaluable data analysis and planning function. Working closely with the wildland fire prevention planner and field staff, GIS staff are responsible for creating and managing geographic map data, including maps and information used to support Operations, Prevention Planning, and used by the Emergency

Communication Center to dispatch resources to emergencies throughout the County. *Since the GIS position provides all hazards emergency planning, the position qualiies for partial funding using Emergency Performance Management Grant (EMPG) program funding.*

Pre-fire plans: Planning and GIS staff prepare numerous "pre-attack" maps which are designed to aid first responders, out of area responders and the public during large emergencies such as wildfires, tsunamis, and earthquakes. Staff have developed a sophisticated field emergency response guide that provides crucial information to responders in a outstanding format. The guide has become a statewide model.

Emergency Dispatching Maps: The computer-aided dispatch (CAD) system used to dispatch fire, ambulances and sheriff deputies is based on a GIS map. The CALFIRE GIS staff manages the map data to assure it is current and accurate. The new mobile data computer dispatch system is dependent on GIS services.

Student Intern Program: Cal Poly offers a minor in GIS through interdisciplinary programs in the College of Agriculture, Food and Environmental Sciences. CAL FIRE has been able to expand the capabilities of their GIS section by hiring Cal Poly student interns for short- and long-term assignments. The Cal Poly faculty and administration are very happy with the program: it embodies Learning By Doing by providing students with excellent practical experience in applying GIS curricula. Student availability varies significantly throughout the year; the program fluctuates between two and eight interns. Currently, there are five interns employed in the GIS shop.

Findings & Recommendations: 3.7b Wildland Fire Prevention Planning & GIS

FIndings

1. CAL FIRE wildland fire planning programs are very robust and include the Wildland Urban Interface Fire Management Plan, Community Wildfire Protection Plan and GIS program support.
2. Pre-fire planning attack maps and the emergency response guide address hazards that include tsunami and earthquakes.
3. CAL FIRE GIS staff provide invaluable services to planning, dispatch and emergency incident support.
4. The GIS position qualifies for partial funding using Emergency Performance Management Grant (EMPG) program funding.
5. The Cal Poly student intern program is an outstanding use of available resources.

Recommendations

1. Staff should actively pursue EMPG for partial funding of the GIS position. GIS position would qualify for EMPG funding.
2. Continue the use of the Cal Poly GIS interns.

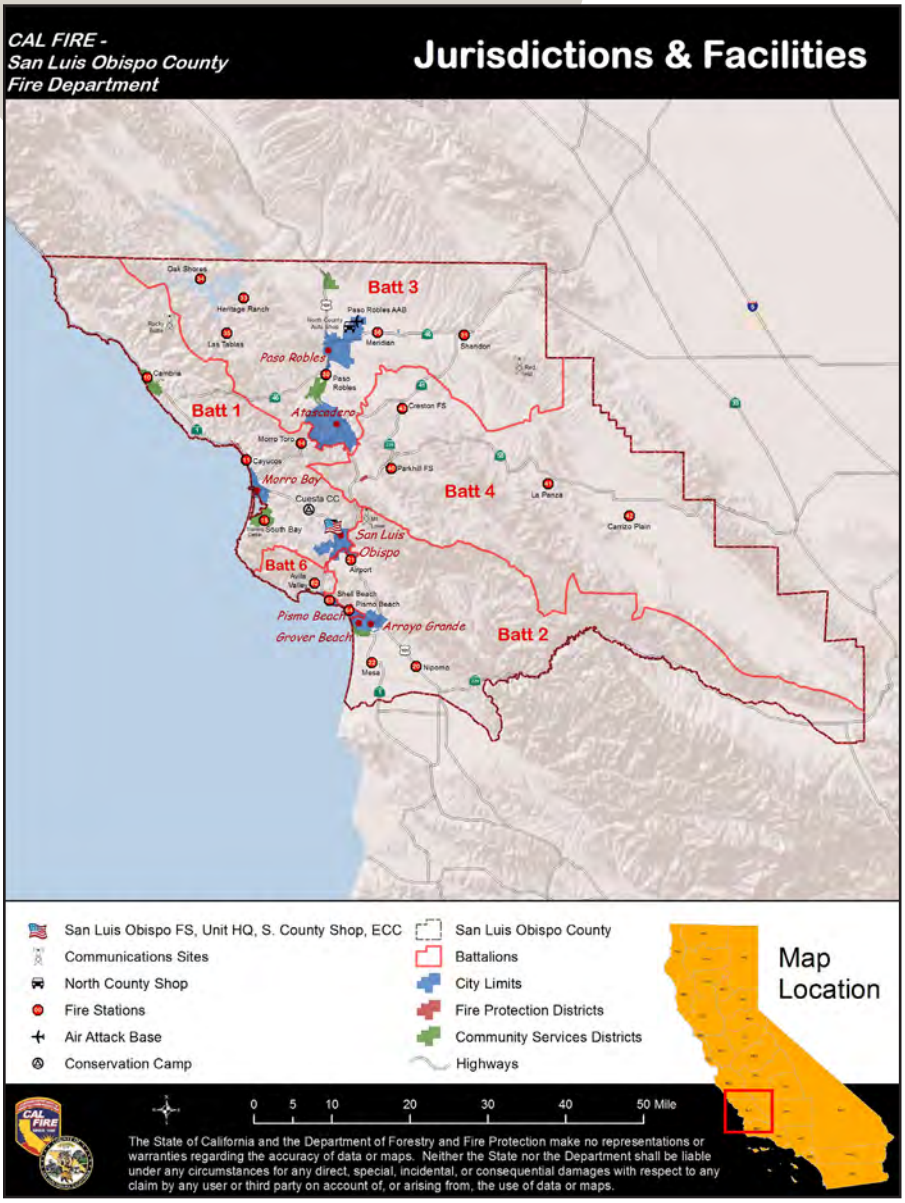
3.7c Forest/Range Management

CAL FIRE's mission includes the management and protection of California's natural resources. Within this county, these responsibilities fall to the Department's fire prevention division chief, a hazardous fuels treatment forester and a forest pest specialist. These three positions are all occupied by licensed California registered professional foresters. Some of the specific tasks of these positions include:

- Environmental review to ensure that all departmental activities are compliant with applicable laws and regulations, such as the California Environmental Quality Act and the Endangered Species Act.
- Working with the Wildland Fire Prevention Planner and other personnel to develop, plan and implement hazardous fuel reduction and vegetation management projects that will reduce the impact of wildfire. Projects include prescribed burning, hand crews, goat grazing and mechanized equipment, often in cooperation with the Fire Safe Council.
- Professional forestry advice.
- Forest pest management monitoring and assistance.
- Archaeological surveys to protect cultural resources.
- Urban forestry programs, such as Tree City USA.
- Landowner assistance programs such as the California Forest Improvement Program and the Forest Stewardship Program.
- Cone crop surveys to enable seed collection from native tree species.
- Assisting with post-fire recovery efforts.

Section 4

Operational Divisions and Battalions



Divisions

Department field operations are divided into the Inland Division and the Coastal Division. Battalion chiefs manage the geographical battalions within each division.

The Inland Division encompasses the areas north and east of the coastal range, south of the Monterey County line and west of the King and Kern County line. The Inland Division contains the Plains Battalion and the Paso Battalion. The assigned division chief is responsible for the administration of all operational functions within the Inland Division and oversees the Paso Robles Air Attack Base (PRAAB) and the Cuesta Conservation Camp located at Camp San Luis Obispo.

The Coastal Division encompasses the areas north of the Santa Barbara County line, east of the Pacific Ocean and south and west of the coastal range. The Coastal Division contains the South Coast Battalion, Mid Coast Battalion and the North Coast Battalion. Budget reductions eliminated a division chief position previously assigned to oversee the Coastal Division. The deputy chief is currently responsible for administration of the division. The loss of this position has had an impact on emergency planning for the fire department. The division was responsible for coordinating emergency planning with the County Office of Emergency Services and the Diablo Canyon Nuclear Power Plant. The loss of the position responsible for emergency planning has had a significant impact and a reduction of participation in this critical component.

The division chief assigned to Ventura Conservation Camp manages CAL FIRE operations in Ventura and Santa Barbara County in close coordination with those two county fire departments.

Battalions

Battalion chiefs are assigned to each of the five geographic battalions in the County. The battalion chiefs are responsible for the management of all battalion operations and personnel.

Battalion chiefs supervise from three to seven fire stations and may be directly responsible for day-to-day contact with contract agencies (e.g. Mid-Coast Battalion has day-to-day responsibilities to the City of Pismo Beach and the Avila Beach CSD). This workload is not equally balanced among the five field battalions.

- North Coast Battalion (Battalion 1) encompasses Los Osos and the rural areas around San Luis Obispo, Cayucos and Cambria. Fire Stations 10, 11, 12, 14 and 15 are located within the North Coast Battalion. Day-to-day responsibilities with Los Osos CSD.
- The South Coast Battalion (Battalion 2) encompasses Nipomo, the Mesa, rural Arroyo Grande and the Edna Valley. Fire Stations 20, 21 and 22 are located within the South Coast Battalion. Day-to-day responsibilities with San Luis Obispo Regional Airport.
- The Paso Battalion (Battalion 3) encompasses the rural areas around Paso Robles as well as the communities of Heritage Ranch, Oak Shores, and Shandon. Fire Stations 30, 31, 33, 34, 35 and 36 are located within the battalion.
- The Plains Battalion (Battalion 4) encompasses the rural areas of California Valley, Creston and Pozo as well as the areas outside of Santa Margarita. Fire Stations 40, 41, 42 and 43 are located within the Plains Battalion.
- The Mid Coast Battalion (Battalion 6) encompasses the City of Pismo Beach, Avila Beach and the Avila Valley area. Fire Stations 62, 63 and 64 are located within the Mid Coast Battalion. Day-to-day responsibilities with City of Pismo Beach, Avila Beach CSD and Diablo Canyon Power Plant.
- Paso Robles Air Attack Base Battalion is responsible for all air operations including the three CAL FIRE aircraft assigned to the base and management of privately-owned call when needed (CWN) aircraft hired for specific projects or emergencies. The air attack base is located at the Paso Robles Municipal Airport. During the non-fire season, this battalion chief coordinates seasonal firefighter recruitment and hiring.
- The Emergency Command Center (ECC) Battalion located at CAL FIRE Headquarters is directly linked to field operations. A battalion chief supervises four fire captains, six communications operators and a ten-member paid call dispatcher company. The ECC dispatches over 10,300 incidents annually for CAL FIRE and six other agencies. Day-to-day responsibilities for dispatch contracts and Cal Star Air Ambulance, Inc.
- Other staff battalion chiefs (support services, fire marshal, and training) provide depth for surge and coverage during vacations or other absences. The support services battalion chief is under consideration for reclassification to civilian position(s) to remedy a critical shortage of administrative staff[1]. If this occurs, there will be a net reduction battalion chiefs for surge support.

Fire Stations

There are a total of 21 fire stations, most of which share funding with consolidation partners for staff or operations. The staffing levels vary with location demands and contractual obligations as follows:

- Seven stations are county-funded; staffing includes full-time and paid call firefighters.
- Six stations have joint state-county funding; staffing includes full-time and paid call firefighters.
- One station has state and Cayucos Fire Protection District (FPD) funding; staffing includes full-time and Cayucos FPD paid call firefighters.
- Two stations are county-funded; staffing only includes paid call firefighters on-call response.
- One station has joint Pismo Beach and state funding; staffing includes full-time and reserve firefighters.
- One station is funded by the City of Pismo Beach; staffing includes full-time and reserve firefighters.
- One station is funded by Los Osos; staffing includes full-time and reserve firefighters.
- Two stations are state-funded; staffing is seasonal.

1 See Administrative Services section

Findings & Recommendations: 4.0 Operational Divisions and Battalions

Findings

1. There was previously a division chief assigned to oversee the Coastal Division; however, the position was eliminated due to budget cuts.
2. The coastal division chief provides critical depth for duty chief coverage, management of field battalion chiefs, program management and disaster planning.

Recommendations

1. Re-establish the Coastal Division chief position for better field battalion chief supervision, duty chief depth and emergency and disaster planning.

4.1 Emergency Medical Services

Overview

Field-level Emergency Medical Service (EMS) lies at the crossroads of public health, public safety and emergency medicine. The primary goal of an EMS system is to reduce death and disability from injuries or illnesses.

An emergency medical system is comprised of five layers. 1) an emergency occurs where someone needs help 2) A bystander provides assistance such as calling 911 3) field EMS intervention; 4) transportation to a receiving hospital; and 5) hospital emergency department. For a successful patient outcome, all five of these layers need to work in harmony with close coordination. A successful field intervention may be negated by a long transportation time to a hospital, or a delayed field EMS intervention may result in a poor outcome, even if the hospital is nearby.

Occurrence of Emergency ⇨	Bystander Assistance ⇨	Field EMS Intervention ⇨	Transportation ⇨	Hospital Care
• Illness • Injury • Cardiac	• Dial 911 • EMD (future) • Public CPR • Public AED • Public First Aid • CERT	• EMT 1 • Paramedic-Firefighter • Paramedic Ambulance • Flight Nurse	• Ground Ambulance • EMS Helicopter • Personal vehicle	• Emergency Room • Trauma Center • STEMI

Speed of response is the key to success; rapid intervention by lower-skilled EMS staff is better than waiting too long for a higher-skilled EMS worker. Furthermore, in the absence of EMS staff, cardiopulmonary resuscitation (CPR) performed immediately by a bystander who witnessed a cardiac event has a greater chance of re-establishing heartbeat than waiting for EMS arrival.

Other than bystander intervention, fire and ambulance personnel provide EMS field response. This fire/ambulance response model is common throughout California and assures that the closest resource to the patient will arrive in the quickest time. With only eleven ambulances in the County, response is usually quicker from the area's 42 fire stations.

Basic Life Support (BLS)

Emergency Medical Responder (EMR): EMRs are trained to reach patients, determine what is wrong, provide emergency care and move patients only when necessary and without causing further injury. These individuals are usually the first trained personnel to reach the patient.

Emergency Medical Technician (EMT): EMTs provide basic life support to victims. Their skills include immobilization and splinting, bandaging, administering oxygen, CPR, defibrillation, extrication, administering medications prescribed and airway management.

Advanced Life Support (ALS)

Paramedic: Paramedics are licensed health professionals whose primary focus is to provide advanced emergency medical care for critical and emergent patients using advance equipment. Because the position requires complex decision making, one of the eligibility requirements for licensure is successful completion of a nationally accredited paramedic program at the certificate or associate degree level.

Service Levels

CAL FIRE currently provides both basic life support (BLS-EMT) and advanced life support (ALS-paramedic) services to citizens and visitors. There are 18 fire stations that provide BLS-EMT and three stations that provide advance life support (ALS-paramedic). In 2010, CAL FIRE responded to more than 10,000 incidents, 72 percent of which were medically related incidents. ALS-paramedic services are provided at Nipomo (FS 20), Mesa (FS 22) and South Bay (FS 15) (Los Osos) fire stations. All other fire stations provide BLS service.

Ambulance Transport vs. Advanced Life Support Intervention

Transportation of a patient to a hospital requires an ambulance; ALS intervention does not. Fire-based paramedics most frequently provide initial ALS intervention. Because there are more fire stations than ambulance stations, a fire engine almost always arrives at medical emergencies first. If the fire agency has paramedics, ALS service can begin before the ambulance arrives, which is particularly important in areas where ambulance response times are too long. Upon arrival, the ambulance transports the patient to the hospital.

Patient Transport

Four ambulance services provide transportation of patients to receiving hospitals by either ground or air:

- San Luis Ambulance is a private company. There are 9 ambulances available 24 hours a day.
- Cambria Ambulance is operated by Cambria Healthcare District, a special district. There are 2 ambulances available 24 hours a day.
- CALSTAR 7 not-for-profit (501c3) helicopter air ambulance based at the Santa Maria Airport provides transport services in SLO County.
- CHP H-70 ALS rescue helicopter aircraft is based at the Paso Robles Airport. Its primary mission is law enforcement with the ability to provide EMS services, treatment and transport.

The five local hospitals with dedicated emergency rooms to treat sick and injured people include:

- Twin Cities Hospital (Templeton)
- Sierra Vista Regional Center/Hospital (San Luis Obispo)
- French Hospital Medical Center (San Luis Obispo)
- Arroyo Grande Community Hospital (Arroyo Grande)
- Marian Medical Center / Hospital (Santa Maria, Santa Barbara County)

Ambulance Performance Operations Committee (APOC)

The County Board of Supervisors formed APOC to advise them on ambulance performance issues. APOC considers service levels and response capabilities, contracts ambulance services, and develops and oversees contractual relationships between the County and ambulance services providers, rate structure, services and financing of EMS first responders. APOC develops and maintains ambulance performance standards as they relate to contract and performance.

Ambulance Performance Standards

Ambulance franchise agreements include performance standards and establish level of services from first responders to ambulance deployment plans. (*Note that EMS community ALS service level definitions and deployment plan are currently under review by the San Luis Obispo County EMS Agency, EMSA.)*

Following is a list of standards for ambulance performance by demographic area:

- Urban (all census places with a population of 2,500-500,000 and population density of 100-999 persons per square mile, or census tracts and enumeration districts with census tracts which have a population density of 100-999 persons per square mile): APOC ALS response time standard in urban areas is 10 minutes 90 percent of the time.
- Rural (all census places with a population of less than 2,500 and population density of 10-99 persons per square mile, or census tracts or enumeration districts without census tracts that have a population density of 10-99 persons per square mile): APOC ALS response time standard in rural areas is 30 minutes 90 percent of the time.
- Remote (census tracts or enumeration districts without census tracts that have a population density of 5-9 persons per square mile): APOC ALS response time standard in remote areas is 60 minutes 90 percent of the time.

Costs for Upgrade from BLS-EMT to ALS-Paramedic

1) **ALS Equipment Cost**
   i) To convert from BLS to ALS, the one-time equipment cost is approximately $35,000.
   ii) The annual ALS equipment maintenance and replacement cost is $5,000 to $10,000 a year.

2) **Personnel Cost**
   i) Four paramedics are needed to provide 24/7 ALS coverage.
   ii) Paramedic pay and bonuses equals $12,000 per year per position or $48,000 per station.
   iii) When only two positions are normally on duty, CAL FIRE recommends adding a paramedic position to provide three on-duty positions rather than convert an existing position. This model will require three paramedics.
   iv) Adding an additional paramedic position to the daily staffing is approximately $400,000 a year.
   v) Continuing training for the paramedic's certification costs $2,000 annually.

3) **Required Approvals**
   i) Approval by the San Luis Obispo County EMS Agency (EMSA) is required for stations to increase the level of life support service.
   ii) EMSA requires evidence of sustainable funding for the cost of additional personnel, paramedic certification and equipment support.

Community-Based ALS Service Level Request

Avila Beach and Heritage Ranch, two communities served by CAL FIRE, have expressed interest in improving their ALS-paramedic response time by adding paramedic service to the fire stations in their communities. Avila Beach is currently in the ALS rural response time category of 30 minutes and Heritage Ranch is in the ALS remote response time category of 60 minutes. They believe ALS services should arrive sooner. The demographics, incident workload and response times support the need for faster delivery of ALS service. Other communities such as Shandon and Creston may warrant service level review. *Establishing a sustainable funding source for the additional cost of service is critical to delivering a higher level of ALS-paramedic service for these communities*. County service areas (CSA), special district assessments, or other dependable revenue sources can be utilized.

Quality Improvement

Quality improvement (QI) indicates a required program of systematic evaluation to ensure excellence. QI poses the question: "What may have contributed to the process that caused the event to happen and what can be done to improve the system?"[1,2] As research continues to impact pre-hospital care and the ultimate outcome of patients, the need to evaluate the quality of care individuals and organizations provide becomes paramount. Because EMS does not exist in isolation, all care is evaluated as an integrated part of the healthcare system, and, as such, this quality of care evaluation must extend through all phases of patient care from the field to the emergency room.

A quality improvement program has several components:

- Case reviews and documentation reviews
- Evaluation of the quality care indicators
- Evaluation of the training program
- Evaluation of concerns from customers
- Recognition of excellence of care

Emergency Medical Services Authority

The mission of the ***California Emergency Medical Services Authority (EMS Authority)*** is to ensure quality patient care by administering an effective, statewide system of coordinated emergency medical care, injury prevention and disaster medical response. In California, the EMS Authority is responsible for paramedic licensure, emergency medical technician regulations, trauma center and trauma system standards, ambulance service coordination, and disaster medical response.

1 California Code of Regulations Title 22, Division 9, Chapter 12, Section 100400
2 San Luis Obispo County EMS Agency Policy #109 & 110.

The ***San Luis Obispo County Emergency Medical Services Agency (EMSA)*** is responsible for coordinating the County emergency medical services system, including hospitals, fire departments and ambulance companies. It is also responsible for paramedic accreditation and EMT certification.

EMS Training

EMS first responders must complete training and certification before they can provide medical treatment to the public. CAL FIRE hires full-time employees who are already trained and certified as EMTs or paramedics. Paid call firefighters who have no prior EMS training receive emergency medical responder (EMR)-level training until they can obtain EMT certification. *CAL FIRE is meeting industry standards of training, documentation and certifications*

EMS Training Delivered by CAL FIRE

CAL FIRE instructors have authority to provide the following CPR and EMR training to department personnel.

- Cardiopulmonary Resuscitation (CPR) / Automatic External Defibrillator (AED): Ten hours of initial instructional training on CPR and AED with a four-hour refresher class every 24 months. Cost per student is minimal, primarily consisting of instructor or student overtime.
- Emergency Medical Responder (EMR): Fifty hours of initial instructional training, with a 24-hour refresher class every 24 months. Both the initial class and refresher class are taught twice a year. Depending on the number of full-time personnel, this class cost is minimal. Primary cost is overtime for students and the primary and secondary instructors. The average cost range is from $500 to $1500 per class.

Other EMS Training

CAL FIRE does not have authority to teach emergency medical technician (EMT) or paramedic classifications. The SLO Emergency Medical Services Agency approves instructors for these classes in accordance with California Code of Regulations.[3] Cuesta Community College teaches EMT and paramedic courses; the average cost per student for EMT is $500 and $15,000 for paramedic. CAL FIRE provides teaching assistants and instructors to assist Cuesta's EMS programs. The cost of the classes can range from $500 to $15,000 per student.

- Emergency Medical Technician (EMT): A minimum of 110 hours of didactic instruction and skills laboratory, and a minimum of 10 hours of supervised clinical experience, with 24-hour refresher classes every 24 months.
- Paramedic: The paramedic training program consist of 1090 hours, including 450 hours of didactic instruction and skills laboratories, 160 hours of hospital clinical training and 480 hours of field internship. After the student completes the instructional portion of the class, they must contact a field training officer to complete his/her field internship. 48 hours of continuing education every two years.

CAL FIRE EMS Performance

CAL FIRE meets or exceeds state and local EMS training, delivery performance, documentation and certification standards.

CAL FIRE recognizes that EMS program improvements have affected performance in other areas. Over the past five years, CAL FIRE's EMS section has taken on more responsibility due to technology advances, changes in demographics and increased industry standards. These changes affect training requirements, management oversight, data collection, and disaster preparedness. *Management should review EMS delivery and QI oversight to assure continued program compliance*.

3 California Code of Regulations, Title 22, Division 9, Section 100066.

Findings & Recommendations: Section 4.1 Emergency Medical Services

Findings

1. All CAL FIRE stations deliver EMS service, 18 at the basic life support (EMT) level and three at the advance life support (paramedic) level.
2. Response time standard for ambulance and fire ALS-paramedic arrival at the scene of medical emergency is under EMSA review.
3. Heritage Ranch and Avila Beach communities are interested in increasing their fire stations EMS level of service from BLS-EMT to ALS-paramedic.
4. CAL FIRE is meeting industry standards of training, documentation and certifications.
5. CAL FIRE staff delivers CPR, emergency medical responder (EMR) and continuing education courses.
6. Colleges and other organizations deliver EMT and paramedic course.
7. Medical emergencies comprise 72 percent of CAL FIRE responses.
8. EMSA is reviewing the countywide ALS deployment plan.
9. Heritage Ranch and Avila Beach citizens want ALS-paramedic service quicker than they currently receive.

Recommendations

1. Work with EMSA and APOC on revising ALS-paramedic deployment plan.
2. Assist the communities in developing a source of revenue for Heritage Ranch and Avila Beach ALS-paramedic program (see funding options section).

4.2 Hazardous Materials

Overview

The fire agencies in the county participate in the hazardous materials (Hazmat) team by discretion, legal responsibility for the service rests with Environmental Health and Highway Patrol. All fire agencies must train their personnel to have a basic awareness of hazardous materials emergencies in order to reduce public exposure to hazardous materials and protect responders from injury. Mitigation, containment, control, and transportation of hazardous materials require significantly higher levels of training and resource commitment.

The San Luis Obispo Regional Hazardous Material Response Team was established in 1993 under a Joint Powers Agreement (JPA) with 20 participating signatory agencies. These agencies include all fire organizations in the county, County Office of Emergency Services and County Environmental Health. The JPA provides for the creation, support and maintenance of the team. The JPA states:

The Team shall carry out the abatement and emergency control of hazardous conditions and stabilize the same, until these conditions can be turned over to the appropriate authority, for further disposal. (County Hazardous Materials Response Plan, 2001)

The JPA board of directors is authorized to collect up to $1,000 per year from each of the participating agencies. Agencies must pay the $1,000 annual fee but have the option to also donate staff or equipment to the team. Each agency bears its own cost for assigned personnel or equipment; some agencies choose to pay the fee only. The JPA does not have authorization to own equipment or apparatus, hire employees, or directly manage collected funds—member agencies provide these services. Most of the equipment is provided by member agencies or purchased through grants.

The membership fees total approximately $20,000 a year, which does not cover the necessary costs, including vehicle maintenance, equipment replacement and new equipment and technology purchase. Most critical is the fact that the JPA has no means to replace the primary hazardous materials response vehicle or its onboard equipment. The $450,000 vehicle, which is housed and supported at CAL FIRE Meridian fire station (#36), was acquired through a Homeland Security grant. With declining federal budgets the future Homeland Security grants is now in question. *Few revenue options to support the team have been presented except for the $1000 per year payment by each signatory department.*

Since 1993, the County has experienced significant changes to the participating agencies and hazardous materials use in the County. Furthermore, economic downturns have impacted government's delivery of emergency response services, including response to hazardous materials incidents. The 1993 JPA did not provide for community or economic changes. *Cost projections for funding to pay for necessary maintenance and improvements to meet industry standards and mission statement have not been developed.*

The team is not self-sustaining and has leadership with little authority; the service, in fact, has been held together by the dedication of the team members. Santa Barbara County, in comparison, provides hazardous materials response from a Hazmat team fully funded by the Santa Barbara County Fire Department. The Santa Cruz County hazardous materials team is provided by Scotts Valley Fire Protection District through contract to the other agencies.

The Fire Chiefs Association of San Luis Obispo County 2010 Strategic Plan identified significant shortcomings in the current regional Hazmat team JPA and determined that an extensive organizational restructuring is necessary:

> *In order to sustain the Hazardous Materials Response Team, the Fire Chiefs Assn. of San Luis Obispo County's strategic direction for the Regional Hazardous Materials Team is to explore the conversion of the existing JOINT POWERS AGREEMENT to a JOINT POWERS AUTHORITY that has contemporary policies and guidelines, including financial future, equipment replacement funding, and membership.* (2010 Strategic Plan, Fire Chiefs Association of San Luis Obispo County, pg. 4)

A study needs to be conducted to review the JPA Hazardous Materials Team and make recommendations. The study should provide a plan that addresses:

- A sustainable Hazardous Materials (Hazmat) Team that operates at a designed level;
- An organization that is contemporary and flexible to adjust to current and future demands;
- An organizational model that is appropriate and acceptable to member organizations.

CAL FIRE Hazmat Participation

The Hazmat team responds to 20-24 Hazardous Materials incidents each year, ranging from small static events to dynamic events requiring days to mitigate. The average Hazmat incident requires 10-12 Hazmat team members to mitigate. The CAL FIRE team members are called upon to join other agency Hazmat team members to incidents outside of CAL FIRE's jurisdiction. CAL FIRE members can respond to and mitigate incidents within their jurisdiction with little help from the other agency team members. CAL FIRE provides 16 of the 30-member Hazmat team, including a battalion chief, fire captains, engineers and firefighters. The membership on the JPA team is always in flux and response is not guaranteed. Even allowing for vacations, fire assignments and sick leave, CAL FIRE still provides a 10-member response 24/7 in order to assure that CAL FIRE jurisdictional needs are always met even if no other agency team members respond.

CAL FIRE tracks its costs for team membership, vehicle maintenance, gas detection, department training, and equipment. The annual cost to maintain members on the JPA team and provide the mandated training minimums for all employees is $464,554. Basic hazardous materials awareness training is required even without Hazmat team membership.

ITEM	COST
Team Membership	$247,675.08
Support of Hazmat Vehicle	$39,151.60
Gas Detection on County Engines	$10,625.36
Minimum Basic Hazmat Awareness training of all fire staff	$102,092.10
Annual Average Grant funded Equipment	$65,010.75
Total Annual Cost	$464,554.89

Findings and Recommendations: 4.2 Hazardous Materials

Findings

1. County Environmental Health and California Highway Patrol have the legal responsibility for response to hazardous materials emergencies, depending on whether or not they occur on a roadway.
2. The current JPA is essentially a 19-year-old mutual aid agreement that has not been updated to reflect current conditions.
3. The JPA does not allow for equipment ownership, revenue generation or staffing. There is inadequate provision for maintaining or replacing equipment and apparatus.
4. JPA governance is limited.
5. The Fire Chiefs Association of San Luis Obispo County has developed a strategic goal of reviewing the status of the Hazmat team.
6. CAL FIRE provides 16 of the 30 active team members at an annual cost of $464,500. Other agencies contribute as little as $1,000 per year. Options for level of participation exist; strategies should be developed with County Environmental Health.
7. Each member agency has the responsibility to meet industry standards including training, documentation, medical examination compliance, fitness testing, and equipment needs.
8. Cost projections for funding to pay for necessary maintenance and improvements to meet industry standards and mission statement have not been developed.
9. Few revenue options to support the team have been presented except for the $1000 per year payment by each signatory department.

Recommendations:

1. CAL FIRE staff should play an active role in the guidance and review of the Hazmat team analysis.
2. Since Environmental Health has jurisdictional responsibility for hazardous materials in the county, CAL FIRE should review the fire department level of participation on the Haz Mat team with County Environmental Health. The range of options includes only paying the required $1,000 per year and provide no team members; to fully funding the team.
3. The Hazmat team JPA should be updated to include organization, funding, management and governance. The JPA should reflect:
   a. A fiscally responsible and fiscally sustainable team that recovers costs and establishes a funding source that meets the team's mission statement;
   b. An overall budget, including income from annual agency contributions and expenses associated with training, equipment, stipends, equipment maintenance, medical examinations, overtime and any other hard or soft costs;
   c. Equitable contributions from all member agencies that take into account the amount and type of each identified hazardous material by jurisdiction and the respective contributions to hazardous materials transportation systems by jurisdiction
   d. Evaluation of a proper team structure and delivery models that may include each agency providing its own team, contributing a fee that represents measurable risk to a regional team, or contracting for Hazmat services.

4.3 Special Hazards/Technical Rescue Services

Overview

CAL FIRE/San Luis Obispo County Fire annually responds to over 10,000 incidents. Medical aid calls make up approximately 70 percent of the total responses. Additional call types include structure fires, wildland fires, traffic collisions and public service assists. Continuous fire service training provides firefighters with the knowledge and skills needed to be successful during these regularly occurring incidents.

There are challenges within the County that present unique circumstances beyond normal fire/rescue protection demands, including the following:

Identified Special Hazards

Facilities

Diablo Canyon Power Plant (DCPP): DCPP is a large two nuclear reactor power plant employing 1,500 workers. DCPP is located in a remote area with a response time of greater than15 minutes. Certain portions of the DCPP come under the authority of the Nuclear Regulatory Commission, which establishes standards and required fire/rescue capabilities. The non-NRC regulated areas come under the county jurisdiction. There is an on-site industrial fire brigade staffed by PG&E firefighters to help mitigate the extended response times.

California Polytechnic State University (Cal Poly): The university has a student population of approximately 18,000 and more than 4,000 staff and faculty. It is located in an unincorporated area north of the City of San Luis Obispo. Cal Poly has an agreement with the City of San Luis Obispo Fire Department for primary fire protection. Through an automatic aid agreement, the County Fire Department responds to all fire calls in conjunction with the city fire department.

Cuesta Community College: Cuesta College is located in an unincorporated area north of San Luis Obispo with a student population of approximately 11,500. Fire protection is the responsibility of the County.

California Men's Colony Prison (CMC): Located in unincorporated area of the county, CMC provides secure housing for 6,165 inmates with two separate east and west facilities. It operates a state institutional fire department with one fire station, a full-time fire chief, full-time state employee firefighters and a crew of trained inmate firefighters to augment staffing on the fire equipment.

Hearst Castle State Park: The park includes Hearst Castle Visitor's Center and San Simeon Pier; more than 700,000 people visit each year.

Major hotels: Large hotels have a greater potential for injuries or loss of life in the event of a significant fire or natural disaster.

ConocoPhillips: Fire protection of the ConocoPhillips oil refinery on the Nipomo Mesa requires specialized training and equipment. An industrial fire brigade staffed by ConocoPhillips employees is present on-site and Mesa Fire Station (Station 22) is located just outside the plant boundary.

Petroleum Exploration and Production Co. (PXP): PXP is located in an unincorporated area east of the City of Pismo Beach. Oil wells are located on the north and south sides of Price Canyon Road.

Camp San Luis Obispo: The 5,000-acre California National Guard base contains World War II buildings as well as modern facilities and structures. The buildings range from empty wooden structures to warehouses with sensitive defense-related contents. Several large-scale training sites for troop training and maneuvers are located at the facility.

Trans-Pacific telecommunications line—Los Osos: The trans-Pacific telecommunications route that runs from the United States westward through Hawaii, Japan and China is situated near Los Osos Valley Road and goes undersea at Montana De Oro. The telecommunications line system includes several large buildings that contain numerous hazardous materials and alternative power sources.

Carrizo Plains solar electric generating facilities: Several large solar electric power generating plants are under construction in the Carrizo Plains, presenting industrial site accident hazards that can involve complicated rescues and increased vehicle traffic accidents on highways and county roads.

Infrastructure

High voltage power grid: Several high power transmission lines run through the county, providing power to and from the Diablo Canyon Power Plant and the Dynegy Power Plant in Morro Bay and the San Joaquin Valley.

Distribution pipelines: Underground high-pressure natural gas and liquid fuel lines run though the county in both rural and urban areas.

Los Osos sewer project: The sewer installation project in Los Osos is expected to begin in 2012 with completion expected in 2015. During construction, trench collapse will be a concern.

Transportation

Highways: Several major transportation routes traverse the County, including U.S. Highway 101 and State Highways 1, 41, 46, 58 and 166. Thousands of cars, trucks and buses travel these highways daily, with traffic accidents occurring regularly.

Railroad: The Union Pacific Railroad is a critical north-south freight and passenger rail line serving California and the western United States. Millions of tons of freight and hundreds of passengers travel through the County daily. Railcars frequently carry hazardous materials in very large quantities.

San Luis Obispo County Regional Airport: Federal Aviation Administration (FAA) Part 139 regulates aircraft rescue and fire fighting (ARFF) requirements and standards, which are determined by the type and size of passenger aircraft that service the airport. Larger aircraft that carry more passengers require greater on-site ARFF capability. Current ARFF protection is compliant with Index A airport rating for the type of aircraft currently servicing the airport. However, if larger aircraft begin routinely providing passenger service, an FAA index and category change may occur, requiring different levels of service.

Environmental

Oceano Dunes Off-Highway Vehicle Area: Located less than one mile west of Mesa Station 22, the sand dunes are a major natural resource and recreation and tourism location. The California Department of Parks and Recreation (DPR) manages the Oceano Dunes Off-Highway Vehicle Recreation Area. Thousands of visitors use the Oceano Dunes OHV to operate sand dune vehicles, resulting in several serious accidents every year. The area is under the jurisdiction of California Department of Parks and Recreation and CAL FIRE.

Ocean and lakes: The beaches and lakes throughout the County attract local residents and tourists. The ocean, associated bluffs and lakes often require emergency responses for surf rescue, water rescue and high angle rescue.

S***tream and river flooding:*** Swift water rescue incidents often occur when waterways overflow during heavy rains. Vehicles are often swept downstream when drivers attempt low water crossings.

Technical Rescue Services

CAL FIRE has several programs and teams to provide specialized equipment and skills required for technical emergency incidents.

Surf Rescue

CAL FIRE has surf rescue responsibilities for the entire coastline excluding local jurisdictions in Morro Bay, Cayucos and Cambria. CAL FIRE/Pismo Beach uses rescue watercraft and employs 25 seasonal lifeguards during the summer to insure beach safety for 1.5 miles of Pismo Beach. The remainder of the CAL FIRE jurisdictional area is protected by engine

company personnel and rescue watercraft stationed in Avila Beach and Los Osos augmented by the County's urban search and rescue (US&R) team. Coastal stations do not have 100 percent of their staff certified at the Surf Rescue–Operations level. Ninety-five percent of permanent firefighters are trained to the Water Rescue Responder level and 50 percent of the seasonal firefighters are trained to Water Rescue Awareness level.

Dunes Accidents

The County receives funds from DPR each year as a direct result of the presence of the Oceano Sand Dunes recreation area. As of February 3, 2010, a total of $313,221 had been posted to the State Off-Highway Motor Vehicle Fees account (42002350).

Emergency response in the Oceano Dunes Off-Highway Vehicle Recreation Area has challenges. There is a south-end access point to the Oceano OHV area adjacent to the Conoco Phillips refinery near Mesa Fire Station 22 (FS 22); however, emergency response must come from the north entrance to the dunes near Oceano because the fire engines assigned to FS 22 are too heavy to cross the dunes on the south end. Under an automatic aid agreement between DPR and Oceano CSD, the service district responds to emergencies in the beach portion of the dunes area from the Oceano Fire Station. The agreement expires in 2012.[1] The Oceano CSD fire department is now part of the Five Cities Fire Authority (FCFA); FCFA has not yet agreed to renew the automatic aid agreement. Neither CAL FIRE nor the County were signatories on the agreement, even though it affects county fire jurisdiction. *Any new agreement should include the County as a signatory.*

Urban Search and Rescue (US&R)

CALFIRE manages the multi-disciplinary, interagency Urban Search and Rescue technical rescue team The US&R team consists of 19 individuals, including 14 CAL FIRE employees and five employees from other fire and emergency agencies. US&R will respond to assist with rescues beyond the scope of engine company personnel. The interdisciplinary team is well trained for rescues in swift or flood water, ocean, high-angle, trench, confined space, and urban search and rescue. The training includes five State Fire Marshal certified course in Rescue Systems 1, Low Angle Rope Rescue, Trench Rescue, Confined Space Rescue and Swift Water Rescue and is a Type 2 US&R team.

US&R Equipment: Specialized rescue vehicles and equipment are available for technical responses. A Cal-EMA certified Type 2 US&R unit is available at Fire Station 21 located at the SLO Regional Airport and a Cal-EMA Type 2 US&R trailer is available at Station 30 located south of Paso Robles. Two additional trailers with trench and rescue equipment are available at Station 15 in Los Osos. The cities of Paso Robles, Atascadero, Morro Bay, San Luis Obispo and the Five Cities Fire Authority also have US&R equipment resources. *CAL FIRE should thoroughly assess allocation of US&R resources countywide along with other fire service agencies to assure appropriate availability while avoiding unnecessary duplication of equipment*.

The CAL FIRE-managed interagency US&R team is very successful at handling single large-scale incidents with the current number of trained personnel and equipment available. If the system design or intent is to have the ability to respond to several large scale incidents simultaneously prior to the arrival of out-of-area mutual aid resources, (such as occurred during the San Simeon earthquake response or during La Nina storm responses), the team size will need to increase. To provide more firefighters available to respond to technical

1 Joint Powers Agreement for Emergency Fire and Rescue response at Oceano State Vehicular Recreation Area; May 2005

rescue incidents, full-time employees who achieve Journey Level Fire Apparatus Engineer should, after one year, complete awareness or specialist training in the five technical rescue disciplines necessary for river, flood and surf rescues. *More firefighters and engine company officers would need to certify at the higher operational or specialized level for multiple complex technical rescue disciplines, particularly for coastal stations.*

Hazardous Materials Team

The San Luis Obispo Hazmat Team is a multi-agency team comprised of 42 members from CAL FIRE/San Luis Obispo County Fire, San Luis Obispo City, Arroyo Grande Fire, Paso Robles City, Atascadero Fire, San Luis Obispo County Environmental Health, and the California Men's Colony. The Hazmat Response Unit is housed at a county fire station and maintained by CAL FIRE personnel.

Lifeguards

CAL FIRE operates the Pismo Beach Lifeguard Division. Seasonal lifeguards work from Memorial Day weekend through Labor Day weekend. The lifeguards protect a 1.5-mile stretch of beach with five lifeguard towers and a patrol vehicle. The lead lifeguard supervises lifeguards and reports to the on-duty CAL FIRE captain or battalion chief. Seasonal staffing consists of 20-25 lifeguards.

Boat Program

The ocean, inland lakes and seasonal floods often require emergency response in water. County Fire has various boat types strategically located at five fire stations, three along the coast and two at Lake Nacimiento. Inflatable boats are also located on two rescue units, one in the Inland Division and one in the Coastal Division. *Because there are different requirements for boats operated on lakes versus ocean, initial and recurrent training standards, including swim tests, are different for each of the three types of boats operated by CAL FIRE.*

Aircraft Rescue and Fire Fighting (ARFF)

CAL FIRE Station 21 located on the airport grounds provides fire and emergency services to the airport. A specialized aircraft rescue and firefighting (ARFF) vehicle is staffed by specially trained firefighters to respond to any aircraft emergency incident.

Findings and Recommendations: 4.3 Special Hazards/Technical Services

Findings

1. Firefighters and engine company officers are trained to the awareness level for some of the special hazards that they face and the operational or specialist level on others, depending on their work location and abilities.
2. To enable the US&R team to manage simultaneous complex rescues more firefighters and engine company officers should certify at the higher operational or specialized level for complex technical rescue disciplines, particularly for coastal stations.
3. The County Fire Urban Search and Rescue Team is a 19-person, multi-agency rescue team that is certified to the US&R Type 2 level for both US&R and water rescue.
4. The CAL FIRE-managed interagency US&R team is very successful at handling single large-scale incidents with the current number of trained personnel and equipment available. If the system design or intent is to have the ability to respond to several large scale incidents simultaneously prior to the arrival of out-of-area mutual aid resources, (such as occurred during the San Simeon earthquake response or during La Nina storm responses), the team size will need to increase. CAL FIRE should thoroughly assess allocation of US&R resources countywide along with other fire service agencies to assure appropriate availability while avoiding unnecessary duplication of equipment.
5. The CAL FIRE rescue boat program currently has four ocean-going boats, two capable of flood rescue, and two boats assigned to Nacimiento Lake. There are no CAL FIRE rescue boats assigned to Santa Margarita or Lopez Lakes.
6. CAL FIRE Aircraft rescue firefighting (ARFF) capabilities at SLO Regional Airport currently meet Federal Aviation Administration Part 139 Index B requirements.
7. The closest county fire station to the Oceano OHV does not have adequate apparatus to respond across the southern entrance to the dunes. The agreement between DPR and Oceano CSD to provide automatic aid to the beach portion of the dunes area from their Oceano Fire Station expires in 2012. Neither CAL FIRE nor the County are signatory to this agreement, even though it affects their jurisdictions.
8. The County receives funds from DPR each year as a direct result of the presence of the dunes recreation area in the County.
9. Current rescue boat resources are sufficient to meet the operational needs in the projected future.
10. Initial training to operate any of the three types of boats is thorough and meets industry standards. Additional courses are necessary to ensure there is always an adequate number of certified boat operators and crew. Recurrent training for all three types of boats should be routine to ensure skills are not lost.
11. Because there are different requirements for boats operated on lakes versus ocean; Initial and recurrent training standards, including swim tests, are inconsistent for each of the three types of boats operated by CAL FIRE.

Recommendations

1. One year after a full-time employee achieves Journey Level Fire Apparatus Engineer status, he or she should complete awareness and operational or specialist training in the five technical rescue disciplines, River, Flood and Surf Rescue.
2. CAL FIRE should develop a training needs assessment-planning tool to ensure current and future US&R training needs are met. The tool should establish the daily minimum number of qualified personnel (from combination of full-time, PCF, Reserve and other agency personnel) available for US&R.
3. CAL FIRE should thoroughly assess allocation of US&R resources countywide along with other fire service agencies to assure appropriate availability while avoiding unnecessary duplication of equipment.
4. Fire station personnel should receive water rescue-responder training within the first year of assignment. The goal should be to have at least two trained personnel available daily (in combination of full time, PCF or reserves).

5. CAL FIRE should review whether fire station personnel at stations with rescue boats should receive both Surf Rescue-Operational and River and Flood Rescue certification.
6. The Five Cities Fire Authority mutual aid agreement with Oceano OHV that expires in 2012 should be renewed; the County should be included as a signatory.
7. Consider assigning a lightweight four-wheel drive patrol vehicle to Mesa fire station (FS #22) to meet jurisdictional responsibilities to the area in and around the Oceano Off-Highway Vehicle Recreational Area.

4.4 Disaster Planning

Overview

Diablo Canyon nuclear power plant makes disaster planning in San Luis Obispo County significantly more demanding than for many other counties of similar population. Furthermore, the County has potential for large disasters because of the natural and human made features such as earthquake faults, ocean effects, high-pressure oil and gas pipelines and hazardous materials transportation routes. CAL FIRE fully participates, and in some cases leads, the emergency planning and management programs. Although CAL FIRE devotes considerable effort and time to disaster planning, the agency is not meeting all demands and expectations.

Challenges include diverse topography, earthquake and tsunami risks, extensive wildland urban interface area, urban and rural hazards, and extensive critical infrastructure.

Disaster Planning Responsibilities

CAL FIRE has significant response roles for all disaster plans, regardless of the authoring agency or jurisdiction. CAL FIRE has three primary roles in disaster planning for San Luis Obispo County:

1. Member of the County Command Team (along with county administrative officer, sheriff, county health officer, and Office of Emergency Services) for major emergencies and disasters.
2. Agency-specific disaster planning (CAL FIRE, County, and City of Pismo Beach jurisdictional areas)
3. Overall management of fire/rescue response for all jurisdictional areas. County Fire is responsible to serve as the coordinator to ensure that all fire departments in the county are informed, prepared and ready to respond to all published disaster plans.

Disaster Plans

CAL FIRE Responsible:

- Fire/Rescue mutual aid plans
- Fire/Rescue automatic aid plans
- Urban Search and Rescue plans
- Swift water rescue
- Wildland Urban Interface Fire Protection Plan
- Coastal Response Plan
- Wildland fire operations plans with federal agencies

County OES Responsible with CAL FIRE support:

- Emergency Operations Plan (response, extended response, mitigation and recovery—Master Plan for all)
- Earthquake Plan
- Storm damage flooding
- Dam and Levee Plan
- Transportation emergencies

- Haz Mat Response Plan
- Local hazard mitigation plan
- Tsunami
- Aircraft incidents.
- Civil disturbances
- Terrorism
- Diablo Canyon Power Plant
- County Hazard Mitigation Plan

Disaster Plan Advisory Committee (DPAC)

CAL FIRE serves as a member of the county DPAC committee. DPAC is made up of representatives from county, city and special district jurisdictions. CAL FIRE serves as the agency representative for several of the jurisdictions (CAL FIRE, County Fire, Pismo Beach, Avila Beach CSD, and Los Osos CSD) and the Operational Area Fire/Rescue coordinator. CAL FIRE supports a strong DPAC process for holistic disaster planning.

Operational Area Fire and Rescue Coordination—Mutual Aid

The CAL FIRE chief serves as the San Luis Obispo County Operational Area Coordinator for fire/rescue mutual aid. This management responsibility ensures that all the fire departments in the County are provided assistance during emergencies and that when other counties request assistance, fire departments in San Luis Obispo County provide a professional coordinated response.

Emergency Operations Center (EOC) Management

The CAL FIRE chief is a member of the command team for each of the consolidation member EOCs and responsible for providing additional personnel to the Emergency Operations Center for emergency management. The CAL FIRE/San Luis Obispo County Fire consolidation must also be prepared to command and control a significant incident simultaneously to EOC activation. The consolidation must have qualified emergency managers to fill key positions and support positions in the EOCs. The consolidation meets this responsibility consistently. A distinct advantage of the CAL FIRE consolidation is the depth of qualified personnel and resources they can draw on.

Incident Management Teams

CAL FIRE statewide is capable of fielding a Type 1 incident management team (IMT) to support a significant incident in San Luis Obispo County. Type 1 IMTs are pre-established, 50-member teams that prepare, train and work together to manage the most complex incidents and disasters. CAL FIRE has the ability to send up to ten Type 1 teams to assist in disaster handling. CAL FIRE/San Luis Obispo County Fire is in the planning process to establish an interagency Type 3 IMT using local county resources. Type 3 teams are smaller and are designed to manage more routine large emergencies. The Type 3 IMT will be certified by the California Emergency Management Agency.

Coastal Division Chief Position

During the 2011 budget approval the county-funded Coastal Division chief position was eliminated. The position responsibilities remain, however, including mutual aid and emergency planning, particularly for response to a radiological nuclear incident. Nuclear power plant and emergency planning constituted 35% of the duties of the Coastal Division chief. The County should consider obtaining grant and other funding sources associated with Diablo Canyon Power Plant to offset the position costs, because of the all hazards and nuclear power plant planning responsibilities the position qualifies for Emergency Management Performance Grant (EMPG) program and the Nuclear Powerplant Planning (NPP) program funding.

Diablo Canyon Power Plant

CAL FIRE is the primary responding fire/rescue agency for incidents at Diablo Canyon Power Plant. A positive and cooperative relationship exists with plant staff, Office of Emergency Services and CAL FIRE personnel for on and offsite emergency responses. Responsibilities in this cooperative effort include operational and

strategic planning for emergency responses, CAL FIRE direct response to Diablo Canyon, CAL FIRE jurisdictional off-site responses, and coordination of other agency/jurisdiction responses on and off site. As a result of lessons learned from the Fukushima disaster, local fire/rescue agencies must plan for a similar possibility and have designated CAL FIRE staff to coordinate this planning responsibility.

Funding

Reimbursements from the California Emergency Management Agency (CalEMA) Nuclear Powerplant Planning (NPP) Fund offset costs associated with nuclear power plant response planning. Emergency response training costs include training first-responder station personnel, division chief, area battalion chief and other chief officers and training in association with other fire agency personnel. NPP reimbursement projections to CAL FIRE for FY 2012 are $56,257. 50/50 match Emergency Management Performance Grant funds (EMPG) are available to the County for all hazards emergency planning. Currently the County does not utilize the full amount allowed. The remaining EMPG balance could be allocated to assist in restoring funding for the coastal division chief position.

Findings and Recommendations: 4.4 Disaster Planning

Findings

1. CAL FIRE chief serves as the San Luis Obispo County Operational Area Coordinator for fire/rescue mutual aid.
2. CAL FIRE has a significant role and responsibility in planning, coordinating and implementing all disaster plans for the County.
3. The Coastal Division chief position that was eliminated was responsible for emergency planning particularly at Diablo Canyon Power Plant.
4. Coastal division chief position qualifies for EMPG and NPP funding.
5. The Fukishima Nuclear Power Plant disaster in Japan created a spike in fire/rescue planning and preparedness to determine proper plans and actions for a similar event at Diablo Canyon Power plant that is impacting CAL FIRE.

Recommendations

1. Reinstate the County Fire-funded Coastal Division chief to secure effective emergency planning and coordination. Consider utilizing NPP and EMPG funding to offset costs.
2. Because of the Fukishima Nuclear Power Plant disaster, additional grants may be available to fund research regarding the potential for a similar event at Diablo Canyon. The County should aggressively pursue such funding.

4.5 Emergency Command Center

Overview

The CALFIRE Emergency Command Center (ECC) provides consolidated fire/rescue dispatch and other important command and control functions. Well-managed and efficient, the ECC has performance measures superior to national standards. The most significant issues involving the ECC pertain to ambulance dispatching and a countywide consolidated fire dispatch center. The County Grand Jury and the Fire Chief's Association of San Luis Obispo County have made proposals regarding these issues.

Emergency Command Center

The CAL FIRE Emergency Command Center (ECC) serves multiple purposes:

- Provides consolidated 24/7 fire/rescue dispatch for 11 agencies in the county.
- Provides expanded dispatch operations for major incident logistical support, including resource ordering.
- Monitors and manages countywide fire resource deployment.
- Serves as San Luis Obispo County Operational Area Fire and Rescue Mutual Aid (CAL EMA) dispatch center, including fire personnel Incident Command System qualifications, inter-agency coordination and management of mutual aid radio system.
- Serves as department operations center (DOC) during disaster and large-scale emergencies.
- Coordinates the collection of weather and other situation status intelligence.
- Serves as initial CAL FIRE point of contact for news media.
- Manages the inventory and distribution of telecommunications equipment.

The ECC tracks over 600 fire/rescue personnel operating out of 30 fire facilities in San Luis Obispo County. In addition to providing dispatch for the consolidation partners of CAL FIRE (including CAL FIRE, San Luis Obispo County Fire, Avila Beach CSD Fire, Los Osos CSD Fire and City of Pismo Beach Fire), the ECC provides contracted dispatch services for other local agencies, including:

1. Cambria CSD Fire Department
2. Cayucos Fire Protection District
3. San Miguel CSD Fire Department
4. Templeton CSD Fire Department
5. Santa Margarita Fire Protection District
6. CALSTAR Air Ambulance

The cities of Atascadero, Paso Robles, San Luis Obispo and Morro Bay provide fire dispatch for their city fire departments. Both Arroyo Grande and Grover Beach provide dispatch services to the Five Cities Fire Authority.[1] Additionally, the four state institutional fire agencies (Camp Roberts-CA National Guard, Atascadero State Hospital, California Men's Colony and Hearst Castle State Monument) have in-house fire dispatch, but CAL FIRE ECC coordinates the response for these institutional fire agencies when they respond off-site.

ECC Staffing and Staff Funding

ECC Staffing

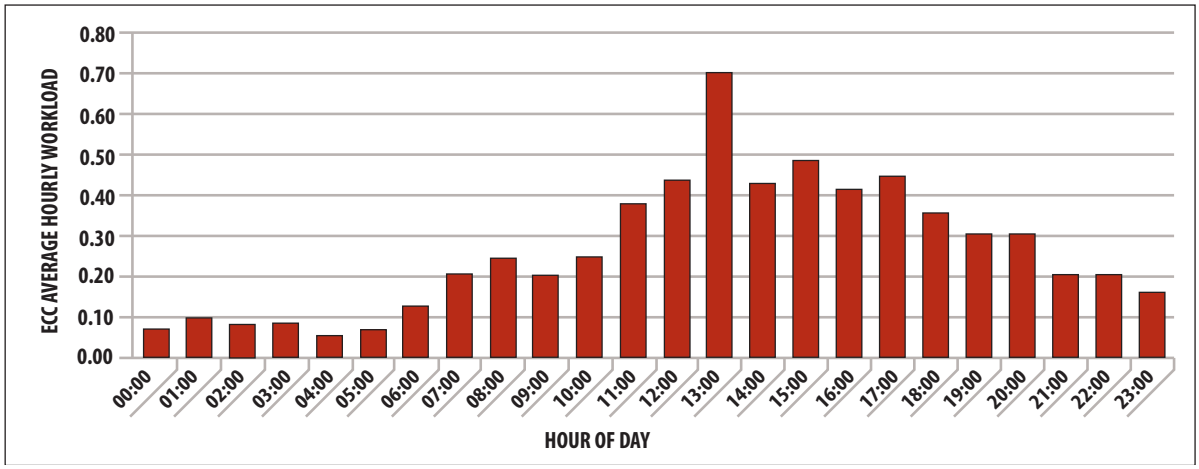
Unlike dispatch centers, the ECC is a command center and serves as the incident commander until the first company officer arrives at scene. A command center has a qualified fire captain or battalion chief officer on duty 24/7 who monitors countywide fire/rescue resource status, analyzes incident situation status, gathers other intelligence, orders mutual aid or moves up and covers resources, augments the response, establishes logistical support for incidents and makes other command decisions. In dispatch centers, command officers in the field must handle the countywide status, but in doing so, their attention is diverted from managing the emergency. In addition to the fire officer in the ECC, a CAL FIRE duty chief, division chief or an officer of higher rank is on call 24/7 for strategic decisions.

1 Arroyo Grande, Grover Beach and Oceano CSD comprise the Five Cities Fire Authority but are dispatched by two different dispatch centers (City of Arroyo Grande and City of Grover Beach)

The ECC is under the supervision of a battalion chief and has daily minimum staffing of at least one fire captain and one dispatcher. During peak workload periods, one or more additional dispatchers are scheduled. In addition to the full-time personnel assigned to ECC, paid call/reserve support dispatchers and other staff provide surge expansion capability. During expanded operations for a major emergency or department operations center (DOC) activation, five to six additional personnel may be assigned 24 hours a day to the ECC.

ECC workload is not evenly distributed throughout the day. Typically, more incidents occur during the daytime, peak about midday and taper off significantly after midnight. ECC staffing is scheduled to coincide with these workloads. Certain incident types are more resource-intensive than others are (e.g., an EMS dispatch may only require a single fire unit but a wildland fire may require 15 units on the initial dispatch). Wildland fire season dispatching is particularly complicated and the ECC usually has a captain and two dispatchers on duty during daytime hours.

ECC AVERAGE HOURLY WORKLOAD PATTERN BY TIME OF DAY (18-MONTH SAMPLE 2009-10)

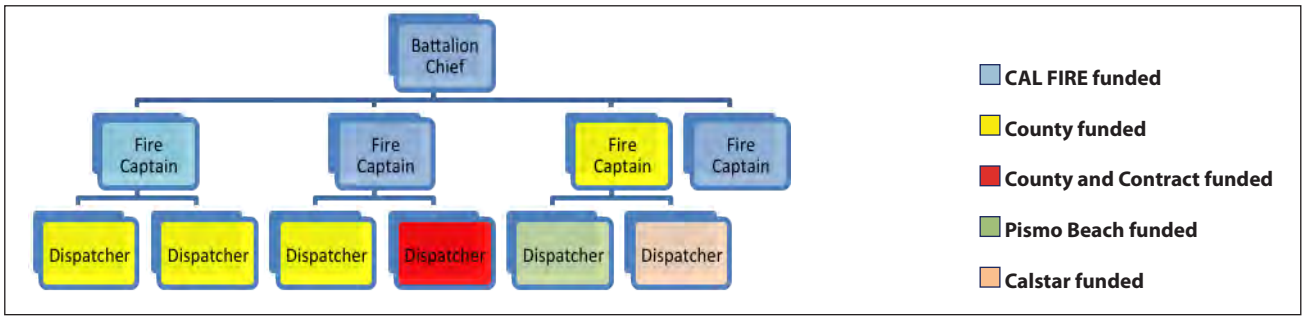


ECC Staff Funding

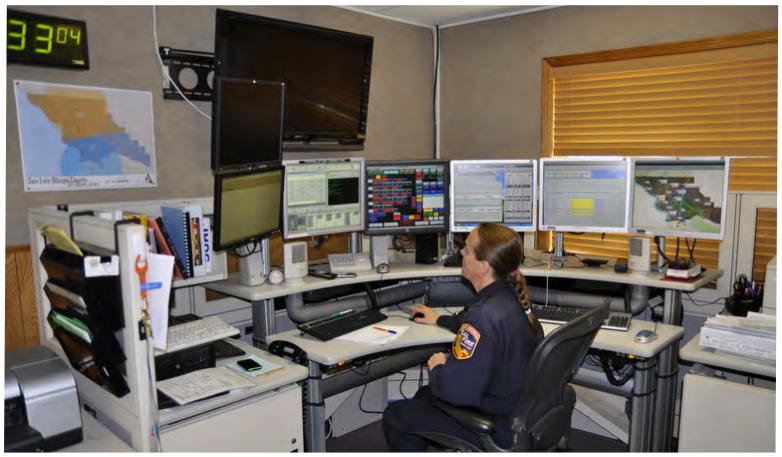
CAL FIRE and the other users of the service fund the 11 authorized ECC full-time equivalent (FTE) positions. CAL FIRE funds the baseline dispatch staff for the state's wildland fire mission, including the battalion chief and three fire captain positions. San Luis Obispo County Fire funds a fire captain, three dispatchers and the ECC Paid Call Company. Pismo Beach, Los Osos, Calstar and the other fire agency dispatch contracts fund the remaining dispatcher positions. CALSTAR has given notice that they may discontinue their dispatch service contract after July 2012.

Command Center Dispatch Services

ECC is a moderately busy center that dispatches more than 25,000 resources to an average of 10,000 emergency incidents per year, averaging 27 fire and emergency medical service (EMS) emergencies in a 24-hour period. The ECC also processes approximately 36,000 incoming and 25,000 outgoing telephone calls per year. It operates state-of-the-art dispatch and telecommunications technology, including a widespread multi-frequency, repeater equipped, radio system, a comprehensive GIS-based computer-aided dispatch (CAD) program, mobile data computers (MDC) and automated vehicle location systems (AVL). The computer aided dispatch (CAD) system is a Northrop-Grumman Altaris CAD. CAL FIRE information technology services



and Northrop Grumman support the system. The 9-1-1 phone system is a VESTA Pallas system manufactured by Cassidian (PlantCML). AT&T provides and supports the non-9-1-1 phone equipment. The phone system will be upgraded in early 2012.



The ECC is a secondary 9-1-1 public safety answering point (PSAP) and the only PSAP center in the County responsible for dispatching only fire/rescue resources. The other PSAPs are primarily law enforcement dispatch centers that also provide fire dispatch. Most PSAPs in the county are connected via an electronic CAD-to-CAD interface network that connects the computer aided dispatch systems. The Sheriff's dispatch center and the primary PSAPs in the county have CAD-to-CAD interface, which speeds the 9-1-1 call processing time for all emergencies, although some delays still occur.

The ECC receives notice of emergency incidents through the 9-1-1 telephone system, from other agencies via CAD-to-CAD link or ringdown lines, and by radio from units in the field. ECC personnel use a GIS map-based computer aided dispatch (CAD) to make dispatch recommendations. The ECC alerts and dispatches local fire/rescue first responders using a sophisticated land-mobile radio system that has a network of mountain top repeaters, which broadcast the dispatches throughout the County. The dispatch call information is simultaneously sent to emergency vehicles' mobile data computers (MDC) and fire stations incident information printers (Rip & Run) via the CAD.

Dispatchers assign command and tactical channels for the incident personnel to use for clear and safe communications and to keep the dispatch channel open for new emergencies. If resources are needed from other agencies (e.g. mutual aid), dispatchers use CAD-to-CAD automatically to send that resource request simultaneously to the other dispatch center.

Dispatch Performance Measures

Dispatch center proficiency is measured against recognized NFPA[2] standards of performance:

- NFPA standard: Time elapsed or number of rings until pickup by 9-1-1 PSAP dispatch call taker or until first keystroke in CAD to create a new dispatch: 90% of alarms (9-1-1 calls) shall be answered within 10 seconds, 95% within 15 seconds and 99% of alarms shall be answered within 40 seconds.
- CAL FIRE performance: ECC 9-1-1 ring times records show that 95.9% of the time calls are answered within 10 seconds, a percentage superior to NFPA and industry-recommended standards. 3
- NFPA standard: Total time elapsed from call pickup to initiating dispatch of responding units shall be 60 seconds 90% of the time.
- CAL FIRE performance: The average ECC total dispatch processing time is 33.5 seconds during daytime and 38.5 seconds during nighttime.[4] However, dispatch call processing time should include the amount of time elapsed between the original 9-1-1 call taken at either the Sheriff's dispatch or other PSAP prior to caller or information being transferred to the ECC. Accurately tracking those times is difficult, however, because of the use of different CAD systems and unsynchronized clocks. This study assumes that the other PSAPs process 9-1-1 calls in no more than 30 seconds. Thus, the ECC total call processing time averages approximately 60 seconds, the maximum time set by the NFPA guidelines. New technologies such as CAD-to-CAD reduce call transfer times.

Mutual Aid Coordination

The ECC coordinates mutual aid for all fire agencies in the San Luis Obispo County Operational Area, which includes coordinating daily move up and cover needs when large or multiple incidents deplete available fire resources in an area. ECC tracks equipment and Incident Command System (ICS) qualifications of fire/rescue service personnel for all fire departments within San Luis Obispo County. ECC uses the nationwide Resource Ordering Status System (ROSS) to track ICS qualifications and personnel status.

2 NFPA-2010 National Fire Protection Association Handbook 1221, Section 7.4.1 and 7.4.2
3 Data from AT&T Public Safety Network FRNIS Report; 1/1/10-12/31/10
4 Based on analysis of 6,888 calls from 1/1/2010–12/31/10

Radio System Infrastructure

A quality, robust and well-planned voice and data telecommunications system is essential to delivering efficient fire/rescue service. Dispatch, command and tactical radio communications must manage day-to-day emergencies and have the capacity to expand rapidly for major emergencies. ECC's radio system utilizes 12 radio frequencies with multiple transmitters for fire/rescue coordination. It consists of a combination of state- and county-funded and maintained radio and microwave communications networks to provide countywide coverage.

Mobile data has become an important component of dispatch, response and incident management. Mobile data computers (MDC) and automated vehicle locating (AVL) systems are technologies that speed the response and provide critical data to units en route.

AVL is a vehicle-mounted tracking system that shows real time location of response units, which allows dispatchers to select the closet units for a new emergency. Incident commanders at scene can use mobile data computers to share critical incident situation updates (including images and interactive maps) with other responders and ECC. Mobile data systems use cellular phone networks throughout the county and are limited, especially in remote areas where public utility carriers (cell phone providers) do not provide service. MDCs are installed in roughly half of all fire/rescue apparatus; full build-out is due within two years.

Dispatch Nets

Dispatch nets provide a countywide network with maximum coverage for dispatching new emergencies. It is essential that this channel remain open for dispatching new emergencies and tracking responding units. The current countywide dispatch net is working well but is compromised when responding units cannot monitor the assigned local command net due to terrain issues. These units communicate on the dispatch channel interfering with dispatch of new emergencies.

Command Nets

Command nets are channels used by the incident command at the scene of an emergency to manage and coordinate responding units and the ECC. Multiple localized command channels are necessary in order to ensure that simultaneous incidents do not interfere with each other. A deficiency that needs to be addressed in the telecommunications system is that although several localized command channels are available, no countywide command net exists. Localized command channels are frequently compromised due to terrain issues. When responding units cannot monitor the command channel, they must act blindly without critical information because the command channel only serves the area near the incident location.

Tactical Nets

Tactical nets are discrete channels used for communication between responding units at the scene of an emergency. Multiple tactical channels are necessary to allow safe tactical communications, especially when multiple simultaneous incidents or major emergencies occur. Several tactical channels are available to the ECC and the system presents no deficiencies.

Mobile Data Channels

Mobile data channels wirelessly transmit significant amounts of data during the dispatch, response and management of an emergency by using cellular phone networks. Data transmissions cannot interfere with voice transmissions. Data channel deficiencies exist, particularly in areas with limited cellular service.

ECC Facility

The Emergency Command Center is located in a wood frame structure built in 1959 that previously served as a mess hall adjacent to the CAL FIRE headquarters administrative offices in San Luis Obispo. The ECC dispatch floor area occupies approximately 1,800 square feet and includes a kitchenette, three bathrooms, bedroom and server room for the computer network and communications equipment. Additional communications equipment is located in a radio vault outside. Emergency uninterruptible power supply (UPS) and an automatic auxiliary generator support the facility and dispatch equipment. The Department Operations Center (DOC) and expanded dispatch are also in this building next to the dispatching area. While there is adequate interior workspace space for the current and some additional workload, the space is cramped.

The dispatch center is a marginally secure facility requiring access via locked doors. Neither the ECC nor the outside vault has any secondary protection, such as secure fencing. Because the ECC/vault complex is next to parking areas, it is susceptible to accidental and/or intentional vehicular damage.

Dispatch centers are designated Essential Services facilities and must meet special construction standards to withstand earthquakes and other hazards; the existing building does not meet those standards.[5] CAL FIRE has a state approved major capital improvement project to replace the ECC on the existing site, but multiple issues have stalled construction for over a decade.

Backup ECC Plan

Currently, CAL FIRE has no designated backup or alternate center in the event that an evacuation of the ECC is necessary. The Paso Robles Air Attack Base and the training center in Los Osos are equipped with some components but do not have all of the necessary hardware and communications capabilities to function as a backup ECC. The training center can serve well as expanded dispatch but does not have adequate radio communications or 9-1-1 phone lines. The air attack base has adequate radio communications but also does not have 9-1-1 phone line capability. CAL FIRE has assigned a mobile communications center (MCC) van to San Luis Obispo; training and integration operations on this unit will begin in April 2012. The MCC can serve to augment or substitute for temporary communications system problems at the existing ECC site. Neither the air attack base nor training center fulfills the complete needs of a backup ECC, which should be capable of near instantaneous transfer of phone, CAD dispatch, robust radio communications and station alerting capability.

Consolidated Fire/Ambulance Dispatch

In its aim to deliver a higher level of service and enhance coordination between fire and ambulances for safer and more effective response to day-to-day incidents, mutual aid calls, major emergencies and disasters, the Fire Chiefs Association of San Luis Obispo County adopted a goal in 2000 to establish a single fire/EMS dispatch center to serve all the fire and ambulance agencies in the county.[6] In 2010,[7] the Fire Chiefs Association also adopted a goal to establish a plan to transfer ambulance dispatch to CAL FIRE ECC. In addition, the County Grand Jury has investigated the ambulance dispatch issue twice in recent sessions and has recommended creating a consolidated fire/EMS dispatch center.[8]

Changes in fire service delivery have spurred these goals and recommendations. Historically, fire agencies normally responded only within their agency jurisdiction and requested or provided mutual aid assistance only during times of extraordinary emergencies. Today, automatic mutual aid programs are becoming standard procedure. Mutual aid means that fire agencies respond regardless of area boundaries—the closet resource responds regardless of jurisdiction.

To maximize efficiency and speed of the mutual aid response it is imperative that the fire dispatchers know the status of all fire resources. While a single fire/rescue dispatch center can do that task easily, it becomes very complicated when multiple centers are involved.

Although all agencies need not move to a consolidated dispatch center en masse, the most significant step to resolve existing difficulties would be to combine fire dispatch duties from the cities of Paso Robles, Atascadero, Morro Bay, San Luis Obispo and Five Cities Fire Authority (Arroyo Grande and Grover Beach and Oceano) with CAL FIRE ECC in a consolidated fire/rescue dispatch center. Secondarily, the in-house dispatch for institutional fire departments at Camp Roberts, Atascadero State Hospital, California Men's Colony and Hearst Castle could transfer to the consolidated fire/EMS dispatch center.

5 Essential Services Act, California Health and Safety Code, Chapter 2, sections 16000 through 16022. California Building Code defines implementation in Title 24, Part 1 of the California Building Standards Administrative Code, Chapter 4, Articles 1 through 3.

6 SLOFCA Vision 2000 Strategic Planning

7 SLOFCA 2010 Strategic Plan

8 San Luis Obispo County Grand Jury Reports: 2009-10 and 2010-11

The chart below reflects the annual emergency call volume for the fire agencies not currently dispatched by CAL FIRE's regional dispatch center.

Agency	Arroyo Grande	Atascadero	Grover Beach	Morro Bay	Oceano	Paso Robles	San Luis Obispo	Total
Annual Calls	1,757	3,120	1,392	1,700	316	3,912	4,120	16,352

Adding all 16,300 fire agency dispatches to the CAL FIRE ECC would double the current workload but is an essential step in delivering a countywide seamless fire and EMS response system. A single dispatch center can track and dispatch the closest resource to a call for help.

Ambulance Dispatch

Consolidated fire and EMS dispatch centers are common throughout the state. In San Luis Obispo County, however, all ambulances are dispatched by the Sheriff's Office dispatch center (MEDCOM) and the fire resources are dispatched by one or more dispatch centers using incompatible radio frequencies.

San Luis Obispo County has 11 PSAP dispatch centers (the seven cities, CAL FIRE, Sheriff, Cal Poly and CHP) that handle the vast majority of 9-1-1 calls for fire/rescue assistance. Medical service calls account for the greatest number of emergencies ,more than 20,000 emergencies per year. The pre-hospital EMS delivery system is meant to work as a combination of ambulance and fire department resources, but dispatch and response coordination between fire and ambulances is complicated and inefficient.

Countywide, fire vehicles and ambulances respond simultaneously but at least two different dispatch centers dispatch them. Direct communication and coordination between the responding units is difficult and frequently not possible. The Sheriff Ambulance Dispatch (MEDCOM) and the fire dispatch centers are linked via phone line and CAD-to-CAD data transfer software that allows for rapid exchange of dispatch information and data transfer. However, there are still occasions in which resource response is delayed, critical information is not transferred, and continued radio communication between fire and ambulance units is inoperable. Of great concern is the fact that missed communications due to different radio frequencies and disjointed situation monitoring can put responders at risk (i.e. a scene that is unsafe to enter). Critical information may not be automatically forwarded to all responding units.

These missed communications result from the inherent disconnect between having ambulances dispatched by one dispatch center and fire resources by other dispatch centers. The responses can best be described as occurring in parallel with minor interaction and minimal coordination. Ambulances operate on UHF radio frequencies and fire/rescue is on VHF radio frequencies. Current radios are not capable of monitoring both frequency bands.

For responder safety and operational efficiency, ambulance and fire responders should have direct radio communicate en route to and at the scene of emergencies, preferably on the same radio frequency band.

Regional Consolidated Dispatch Center

Regional consolidated dispatch centers are becoming very common across California and the nation. Three comparable counties (Santa Cruz, Monterey and Santa Barbara) have variations of regional consolidated dispatch services; in all three, fire and ambulance dispatch are combined. Each county has a different organizational model for governance and management of the dispatch system:

- Santa Cruz County has formed a Joint Powers Authority (JPA) to operate their regional consolidated law, fire and ambulance dispatch. The county and three of the four cities are JPA governing members and share base costs on a pro rata formula basis. The City of Scotts Valley did not join the JPA and maintains a separate PSAP that dispatches its police department; Scotts Valley Fire Protection District is dispatched via the JPA. Fire districts and the ambulance provider are non-governing users that pay a fee for service. CAL FIRE is not a member of the JPA and operates a separate ECC for its dispatch responsibilities.
- Monterey County provides consolidated regional dispatch through the County Communications Department. Most cities and districts and the ambulance provider receive dispatch services from this center and pay a formulated fee for service. CAL FIRE is not a member of this center and maintains a separate ECC for its dispatch responsibilities.

- Santa Barbara County provides partial regional consolidated dispatch through the Sheriff's dispatch center that includes the cities of Buellton, Solvang and Guadalupe. The contracting cities, Santa Barbara County Fire and ambulance users pay a formulated fee for service. The cities of Santa Barbara, Lompoc and Santa Maria maintain their own dispatch centers. CAL FIRE does not have a first response presence in Santa Barbara County.

San Luis Obispo County Consolidated Regional Fire/Ambulance Dispatch Center

The CAL FIRE ECC has been identified by the San Luis Obispo County Fire Chiefs Association as a logical choice for a consolidated regional fire/ambulance dispatch center for a number of reasons:

1. Chief of CAL FIRE is supportive of the ECC serving as the regional fire/ambulance command center
2. ECC is already a consolidated interagency command center that dispatches 11 agencies and has an established contracting process for service delivery.
3. ECC is the only dispatch center in the county that is primarily fire/rescue based.
4. ECC has an existing countywide fire dispatch and radio communications network that can serve the entire county, including cities.
5. Ambulances can be dispatched and coordinated simultaneously with fire resources with the purchase of new radios for the ambulances. The UHF EMS radio system can remain intact for inter-hospital communications.
6. ECC has extensive experience with dispatch and coordination of simultaneous fire/rescue emergencies and system-wide status monitoring.
7. ECC has demonstrated a willingness to implement new technologies that make interagency dispatching systems more effective.

Co-locating consolidated fire dispatch with the Sheriff's dispatch to form a regional law/fire/EMS dispatch center would improve dispatch service delivery. In this scenario, CAL FIRE would move the ECC to a common location shared by the Sheriff. The Sheriff and the chief of CAL FIRE/San Luis Obispo County Fire support this option.

1. Since the CAL FIRE ECC would move to a co-located dispatch center, many of the advantages stated by using the CAL FIRE ECC as the consolidated center would apply.
2. This option would include the cities and CAL FIRE moving their fire dispatch function to the co-located center
3. Re-engineering and relocation of CAL FIRE radio communications and dispatch systems would be necessary.
4. A serious obstacle in identifying the current Sheriff's dispatch center as the co-located center is lack of space in the facility; adding the four additional dispatch console positions required is not practical.
5. Additional space in the existing EOC building would need to be allocated, forcing either the County Emergency Operations Center or Sheriff's Office staff to be rearranged or relocated.

Consolidating fire/ambulance dispatch with CAL FIRE ECC and consolidating city law enforcement dispatch with the Sheriff is a third option that will reduce the total number of dispatch centers and save staffing costs.

1. By reducing the total number of dispatch centers that are being staffed (frequently with just one dispatcher) and sharing dispatcher services, overall costs can be reduced.
2. This option would require law enforcement agencies to pursue a similar consolidation strategy parallel to fire, which may not be their desire or priority.

3. Consolidation or co-location could occur in single facility or in two separate facilities; one for fire/rescue and the other for law enforcement.
4. Two dispatch centers in separate locations could serve as each other's backup dispatch center.

Challenges to the Establishment of a Consolidated Fire/Ambulance Dispatch Center

Political will:
The political will to change the system that exists to a new model is the most important factor in creating a consolidated fire/ambulance dispatch center. The change must demonstrate a measurably improved service to the public before political leaders could endorse the model. Jurisdictions must be willing to create a partnership with other fire service providers and establish a common operating platform.

The counties that have ceased operating several small PSAPs by consolidating fire/ambulance and/or law enforcement have realized cost savings. The several governance and organizational models in consolidated dispatch centers have experienced varying degrees of success—inevitably, one model does not fit all circumstances. Some counties and cities have experienced savings by consolidating all fire/ambulance in one center and all law enforcement in another, with each serving as the backup for the other. Other models place fire, ambulance and law in the same center and maintain an unstaffed standby backup facility somewhere.

Funding:
There will be costs associated with establishing a consolidated fire/ambulance dispatch center Depending on circumstances, any change to the dispatch system will cause a cost increase for some entities and a decrease for others. Ideally, the move would result in an overall net cost reduction. Savings accrue from the reduction of unnecessary redundancy and by sharing of dispatch center staff. Demonstration of increased efficiency is essential in order for policymakers to allocate scarce financial resources to achieve these goals. Reducing and consolidating the number of dispatch centers is an effective way of funding a consolidated center. A cost-benefit study to determine viability of the concept is necessary.

Exchange of mutually beneficial services is another method of funding staff changes for a consolidated center. For example, CAL FIRE ECC could provide dispatch services to a city in exchange for a long-term agreement for a complete boundary drop response that reduces the need to build and staff a new fire station in a developing unincorporated area if another agency's fire station can serve the area. Other service exchanges could involve fire prevention services, training services, or fleet maintenance services. The concept is cost avoidance; a new fire station costs $2-3 million to build and equip plus an ongoing cost of more than $1 million per year to staff. Deferring that expense in exchange for providing a desired service could be economical.

The county has set aside funds to help pay a proportional cost of replacing the current CAL FIRE ECC. If co-location of the Sheriff and CAL FIRE ECC were to occur on a new site, those funds could be redirected to build a co-located dispatch center with the Sheriff. This would not resolve staffing costs but could offset some capital costs. A new stand-alone dispatch center building is estimated to cost approximately $750 per square foot.

Findings and Recommendations: Section 4.5 Emergency Command Center

Findngs Dispatch, Command and Control

1. CAL FIRE/San Luis Obispo County Fire has an efficient emergency command center (ECC) with state-of-the-art telecommunications and computer aided dispatch equipment.
2. ECC is a consolidated dispatch center that provides primary fire/rescue dispatch services to the five consolidation partner agencies and six other fire/rescue agencies in the county.
3. ECC coordinates fire/rescue mutual aid for all fire agencies in the county.
4. ECC is a secondary 9-1-1 PSAP that receives emergency calls that are usually initially answered at another primary 9-1-1 center prior to being transferred to ECC.
5. ECC makes very effective use of CAD-to-CAD technology to coordinate of new emergency calls that originate in multiple 9-1-1 PSAPs.
6. ECC dispatch processing and times are superior to NFPA standards, but overall call handling times are estimated to be approaching maximum time standards due to 9-1-1 call transfers. Data synchronization between PSAPS does not occur therefore, these times are estimates.
7. ECC uses a state-of-the-art CAD system that utilizes GIS-based routing and augments voice dispatch information to responding units via mobile data computers (MDCs), Rip and Run sheets and automated vehicle locating (AVL).
8. ECC has the capability to expand to meet daily and extraordinary emergency needs.

Findngs ECC Staffing and Funding

1. ECC operates as an emergency command center with a fire captain on duty 24/7 along with dispatchers. There is a division-chief-level Duty Chief available daily.
2. ECC provides an appropriately layered supervision and dispatcher organization.
3. ECC daily staffing is based on workload and a modular scheduling system supervised by a battalion chief. Minimum staffing is one fire captain and one dispatcher on duty 24/7 with additional dispatchers added during scheduled peak workload shifts and in response to emergency conditions.
4. Funding for ECC staffing for consolidation members uses a prorata workload cost formula.
5. Dispatch service contracts for other fire agencies are based on a formula of the cost of one fully funded dispatcher position divided by 2,500 incidents; $38 per dispatched call.
6. Dispatch service contract for Calstar Air Ambulance is based on fully funding one dispatcher FTE position. Calstar has given CAL FIRE notice of their intention to cancel their dispatch contract in 2012. The result will be a reduction in ECC workload and reduction in funding for one dispatcher FTE.

Findings ECC Facility

1. The ECC building is in serious need of replacement.
2. Creation of a dedicated backup dispatch center is essential.
3. Adequate space exists for current and expanded operations, albeit cramped.
4. ECC building is a marginally secure facility with automated backup power.
5. Site security and access to the ECC building area is inadequate.
6. The County has allocated budget authority in the past to pay a proportional share of the cost of replacing this facility.

Findings Countywide Consolidated Fire/Ambulance Dispatch

1. Creation of a countywide consolidated regional fire/ambulance dispatch center is a goal of the Fire Chief's Association of San Luis Obispo County and CAL FIRE-Vision 2000.
2. Fire Chief's Association of San Luis Obispo County's highest priority goal for 2010 was developing a plan for transferring ambulance dispatch from the Sheriff to CAL FIRE ECC.
3. San Luis Obispo County Grand Jury has studied this matter and recommended combining fire/ambulance dispatch.
4. Consolidated fire/ambulance dispatch would provide a safer and more efficient EMS dispatch model.
5. The County Sheriff and Chief of CAL FIRE /San Luis Obispo County Fire support co-location of fire/ambulance and Sheriff Dispatch.
6. Providing dispatch service in exchange for long-term boundary drop mutual aid response could make funds available for consolidation costs because it would alleviate fire station staffing.
7. Law enforcement dispatch consolidations would help achieve cost savings that could fund consolidation.
8. Ambulance and fire responders operate on different radio frequency bands making direct cross communications difficult. This is an inefficient and potentially unsafe model.

Findings Radio System Infrastructure

1. CAL FIRE/San Luis Obispo County Fire has a good countywide fire/rescue voice communication system design that is nearly complete. However, there are still areas in the county that do not have adequate radio communications and do not have command channel access.
2. The radio system infrastructure is funded through a combination of state and county resources.
3. The addition of two countywide microwave controlled command channels is necessary to complete the build-out and provide safe and secure emergency communications. Costs are estimated to be $350,000 to provide one command channel and $150,000 for the second.[9]
4. Currently, data channels appear marginally adequate, but they should be closely monitored during the ongoing deployment of MDC and Automated Vehicle Locating (AVL) systems to determine if coverage gaps exist.
5. MDC build-out is half completed and should be complete in less than two years.

Recommendations

1. Even though ECC dispatch call handling times are exemplary, ECC staff should continue to strive to reduce time delays for calls being transferred to them from other PSAPs. Additional methods to speed call information transfer should be identified and instituted.
2. ECC staff should explore methods to synchronize clocks and other data collection systems with other PSAPs to allow total call handling analysis.
3. Resolution of the ECC facility and backup facility issue is essential. The ECC is a mission-critical facility for the delivery of daily public safety services. Having a facility that does not meet current Essential Services Act construction standards is not acceptable. A designated back-up center with full countywide dispatch capability should be identified and established as soon as possible.
4. Improving building and site security for the ECC should be achieved by constructing perimeter fencing or other access restrictions

9 2010 estimates from County General Services

CONTINUED NEXT PAGE

5. Creating a consolidated regional fire/EMS dispatch system is an important goal. Fire chiefs, law enforcement chiefs and ambulance providers should empanel a committee to explore the cost benefit and feasibility of establishing a regional consolidated fire/EMS dispatch center. This center could also include consolidated law enforcement dispatch. Options could include:

   a. Consolidating fire/ambulance dispatch in CAL FIRE ECC.

   b. Co-locating CAL FIRE ECC with the Sheriff's dispatch in a new facility.

   c. Consolidating fire/ambulance dispatch in CAL FIRE ECC and consolidating law enforcement dispatch in the Sheriff's dispatch center.

7. Loss of funding for the Calstar-funded dispatcher FTE should be analyzed to determine if loss of an FTE is equally offset by the workload reduction. If not, a source of replacement funding must be explored which could include exchange of dispatch services for boundary drop response.

8. Add two microwave-linked countywide command channels to augment the localized command channels in order to provide ideal communications capability and eliminate unsafe failed communications in areas where terrain blocks localized command channel signals. Grants may be available to fund this project.

9. Full expansion of MDC and AVL systems should include all emergency response units including ambulances and other fire agency resources. AVL information should be sharable between dispatch centers to display location and availability of automatic aid resources.

10. Ambulance and fire responders should operate on the same radio frequency bands to improve on scene operational efficiency and safety.

4.6 Training

"Training is expensive, good training is very expensive, no training is the most expensive"

~ Anonymous

Overview

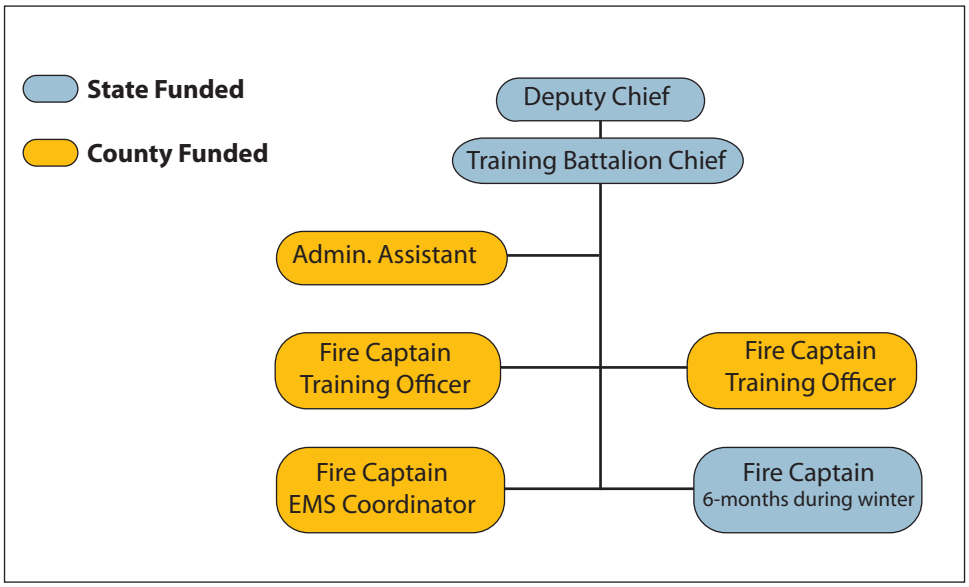
A well-trained fire protection workforce is critical to public and firefighter safety. A successful emergency response is essential to protect life and property. All fire employees must be prepared mentally and physically to operate specialized equipment and to perform efficiently in a myriad of professional emergency management situations.

CAL FIRE's training program provides professional training delivered by subject matter experts from internal staff and outside instructors. Strong partnerships exist with other fire agencies, community colleges, Cal Poly, and other training organizations to enhance training experiences and maximize access to training resources. The South Bay Training Classroom (SBTC) in Los Osos and drill grounds at Camp San Luis Obispo provide a core of outstanding facilities. CAL FIRE is currently meeting the training goals and expectations of the San Luis Obispo County Fire Chiefs Association, and state and federal mandates and accepted management practices.

CAL FIRE provides training to department firefighters and support staff through several delivery methods. Most of these courses are available to other agencies. CAL FIRE is responsible for training approximately 180 full-time employees, 300 paid call/reserve part-time employees, 100 seasonal employees, 120 inmate firefighters on CAL FIRE Cuesta Camp hand crews, and 300 outside agency firefighters and college students. Training staff and other providers commit over 50,000 hours planning and administering high quality training courses.

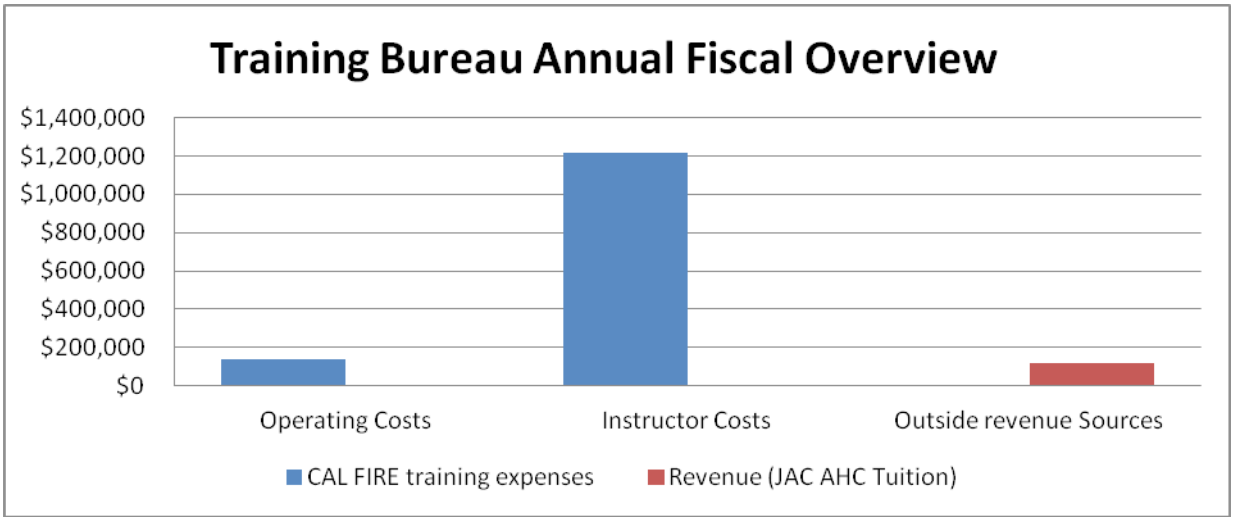
Training Program Administration

CAL FIRE training is managed by the deputy chief and administered by the Training Bureau battalion chief. There are five employees who administer the program, including three full-time fire captains, one part-time captain, and one administrative assistant. All assigned staff are responsible for coordinating training and assisting field personnel in course delivery. Content areas and in-house instructional staff include emergency medical (one captain), firefighting and special hazards (two captains) and wildland fire (one captain assigned for six months). The majority of training courses require outside instructors from area fire stations or regional cadres. The training staff works closely with the San Luis Obispo County Fire Training Officer's Association, a subdivision of the Fire Chief's Association of San Luis Obispo County.



Training Program Funding

Training is a necessary investment—while there is no expectation for the training bureau to be fiscally profitable, several revenue sources are available to offset the costs of the existing programs. *Additional avenues of funding must be obtained to meet the increasing needs for legally mandated fire service training.*



Funding for the training program is derived from several sources. The state and County share the cost of operational expenses and the full-time personnel assigned to the Training Bureau.

Revenue sources include tuition fees from outside agency students and reimbursements received from Allan Hancock Community College (AHC) and the Joint Apprenticeship Program. CAL FIRE/San Luis Obispo County Fire has a contractual arrangement with AHC to deliver firefighter courses in San Luis Obispo County. Through this agreement, AHC reimburses some of the training costs for materials and instructors. 2011 annual reimbursements were approximately $42,000. Travel and overtime cost for employees attending training are borne by the sending agency.

CAL FIRE is a member of the California Fire Fighter Joint Apprenticeship Committee (CFFJAC). CFFJAC is charged with establishing and maintaining an organized, planned system of firefighter professional apprenticeship and recruitment. Full-time, entry-level firefighter training is conducted as a joint labor and management undertaking in accordance with the Department of Industrial Relations-Division of Apprenticeship Standards and in cooperation with the California State Fire Marshal, fire service management, and labor represented by Local 2881 of the California Professional Firefighters. The Joint Apprenticeship Program provides some funding to offset the training costs of apprentices. Funds are available to purchase training equipment and course materials and for personnel to attend training. The amount of funding depends on the number of employees currently in the apprenticeship program but averages $3,000 per year. Consolidation partners from Los Osos, Pismo Beach and Avila Beach do not directly pay for staff or operational expenses.

Investments and Revenue

Site modifications at both the South Bay Training Classroom and the drill grounds would make it possible to establish additional revenue sources. Online courses could be offered if the new training center is remodeled with studios. County Fire can also pursue research and internship partnerships with Cal Poly's new Fire Protection Engineering Program and with Cal Poly Natural Resources and Environmental Science.

In addition, potential exists to expand outside student attendance and fee generation if the South Bay Training Center classroom was designated as a regional training site that can host required courses. The newly acquired drill grounds could be certified as an urban search and rescue technical training site, which would attract outside students while reducing travel costs for local firefighters. Revenue from outside students would offset necessary facility improvement costs, which are an estimated $2 million. (Costs associated with this one-time capital outlay for facility improvements are detailed later in this document.)

Diablo Canyon Power Plant is an extraordinarily unique asset at risk in our community; CAL FIRE is the primary jurisdictional responding agency for incidents involving the plant. Costs associated with joint preparedness

efforts are offset by reimbursement from Nuclear Power Plant (NPP) and Emergency Management Planning Grant (EMPG) funds. Reimbursements are available for costs associated with emergency responses, training, planning, coordination, and preparedness. Fiscal year 2011 reimbursements totaled $30,000. The reimbursed funds received are less, however, than the monetary value of CAL FIRE employee staff time.

Grant funding may be available from several sources to develop regional training props, systems and facilities. Outside funding sources are necessary to achieve mandated training requirements because revenue and budgeted finances do not cover current training operational and facility costs. Additional training bureau staffing is needed to obtain funding, manage construction, and coordinate courses at both the SBTC and the new drill grounds.

While there is a tracking mechanism for operating expenses and base employee costs, the department cannot quantify all training costs. CAL FIRE provides overtime funding to cover the duties of firefighters and instructors involved in training. These overtime costs are not line item budgeted. CAL FIRE has been adamant that training not be cut during fiscally challenging times. Unfortunately, other jurisdictions have had reductions in training budgets, which has reduced enrollment and forced the cancellation of several mandated courses, leaving employees without essential training.

Training Competencies, Regulations and Standards

All fire/rescue employees in California are required to meet competency levels, regulations, certification and performance standards that are based on standards of good practice and industry regulations. Initial training followed by regular drills and exercises for skills maintenance, periodic re-certification and advanced training are required. The National Fire Protection Association, California State Fire Marshal, Joint Apprenticeship Program and International Fire Service Training Association (IFSTA) establish fire protection training standards. California and County Emergency Medical Services Agency (EMSA) establish standards for emergency medical services. CAL FIRE/San Luis Obispo County Fire Department Standard Operating Guidelines outline all course, initial and re-certification timelines.[1]

Training Production Records

- According to CAL FIRE training records, local firefighters receive an average of 100 hours of training annually. OSHA mandates and CAL FIRE Department policy recommends 200 annual hours.
- Accurate training records are required to ensure training mandates are being met. CAL FIRE training documents show that some employees exceed requirements, but some fall short. Shortfalls may be result of lack of course availability.

1 CAL FIRE Standard Operating Guidelines Training Requirements; CAL FIRE 4300 Training Manual of Instructions

Training Bureau Mandated Course Shortfall

- Preparing formal courses requires 2-4 hours per hour of instruction; this is time in addition to actual teaching.
- Formal hands-on drill ground training requires one instructor for every 10 students to ensure student safety.
- Training Bureau staff coordinate over 71,000 hours of classroom and drill grounds training.
- Training Bureau staff members have 1720 available hours per employee annually.
- It is necessary to pay local and regional cadre instructors overtime to meet training needs because of limits in assigned staff availability.

Failure to provide proper training will result in serious outcomes, including greater environmental and property losses and increased risks for fire/rescue employee injury. When a fire/rescue employee is injured performing his or her job, Cal OSHA conducts an industrial injury investigation, one of the first actions of which is to audit training records to determine receipt of proper training.

Training Plans

The hazards and risks that firefighters face determine the training requirements. County Fire provides an all-hazard scope of traditional fire and rescue services. CAL FIRE prepares an annual training plan. The training plan is created in conjunction with CAL FIRE and San Luis Obispo County Fire Training Officers Association. The plan identifies training needs, class allocations, instructor availability, course schedules, course delivery locations, delivery mode, coordination with colleges, support requirements and budget needs.

The CAL FIRE/San Luis Obispo County Fire Department training plan has seven specific objectives:

- Identification of performance standards for all personnel
- Provisions for periodic review of individual and company level performance
- Scheduled training to prevent skills degradation
- Scheduled skills improvement training
- Comprehensive training objectives for each training session presented
- Process for evaluating the amount of learning that occurred
- Scheduling internal and external training opportunities

There are five categories of training:

1. Entry level
2. Skills maintenance and drills
3. Multi-company and specialized training and drills
4. Advanced skills education and training
5. Leadership and management and succession planning

Basic Firefighter Entry Level Training

California has standards for all fire/rescue service basic training. A new employee must meet all the course requirements prior to responding to an emergency. These courses consist of classroom education and field tactical training. Depending on the hazards and risks present in the firefighter's area, additional minimum training may be required. Required training hours exceed 200 hours annually per employee. The Training Bureau is responsible for supporting, maintaining records and coordinating all training.

State-certified basic firefighter training is available through many community colleges, the closest being Allan Hancock Community College (AHC) in Santa Maria. Basic training includes all fire/emergency responses, including structure, vehicle, wildland firefighting techniques, emergency medical services, hazardous materials, basic specialized rescue, nuclear power plant and other emergency types.

Basic entry-level training programs for prospective firefighters in San Luis Obispo County include:

- Paid Call Firefighter (PCF)/Reserve Academy: A new PCF or reserve firefighter attends a five-week academy for initial training designed specifically to accommodate other employment schedules. Ongoing monthly and annual training is also required of all PCF/reserve firefighters. Over 68,000 hours of training

is delivered annually to PCFs. PCFs donate their time to attend the training, a generous commitment that saves salary costs and millions of dollars by not having to hire full-time firefighters that would be required to replace the surge capacity of the PCFs. The PCFs only receive a stipend to reimburse them for out of pocket expenses for attending the training.

- Seasonal Firefighter Academy: New hire CAL FIRE seasonal firefighters must complete an 80-hour academy that covers the mandatory minimum firefighter training; returning seasonal firefighters must attend a 40-hour refresher academy.
- Full-time employees: All new CAL FIRE full-time firefighter hires must attend the CAL FIRE Academy in Ione, Calif. for 16 weeks of basic training totaling 640 hours. The courses taken there meet or exceed mandatory all-hazard firefighter training requirements and satisfy several State Fire Officer certification requirements.
- Joint Apprenticeship Program: New full-time firefighters are designated apprentices under the Joint Apprenticeship Program. During this three-year period, apprentice firefighters receive a minimum of 144 hours of additional prescribed training per year and regular evaluations. They also must pass two comprehensive exams to obtain Journey level status. The total formal training for apprentices exceeds 1,070 hours.

Skills Maintenance and Drills

Firefighters must practice skills regularly to remain sharp and instinctive. Station fire captains are responsible for regularly evaluating skills and holding drills for full-time and PCF/reserve employees assigned to the station. PCF drills are scheduled twice monthly; full-time personnel train daily while on duty. Annual company officer training is required for all personnel and includes training on handling complex emergency situations, leadership, supervision and management.

Multi-Company and Specialized Training and Drills

Several fire/rescue operations require deployment of multiple fire crews or have additional complications. Nighttime and multi-company drills allow firefighters to practice the complexities of coordinating multiple teams in realistic, adverse circumstances.

Because of special hazards presented in the County, it is imperative that CAL FIRE personnel in undergo specialized/technical training in addition to routine fire skill training. No other fire organization in the County faces a similar multitude of complex and diverse fire/emergency risks and incidents. CAL FIRE employees possess major emergency incident management qualifications that allow them to perform critical job functions during major local incidents. Specialized/technical training addresses the following special hazards.

- Commercial passenger airport aircraft rescue firefighting (ARFF)
- Major wildland urban interface (WUI) fire
- Diablo Canyon Power Plant (fires and other emergency actions)
- Conoco-Phillips Oil Refinery
- Multiple ocean piers and harbors
- Cliff and "over the side" rope rescues
- Surf, near shore ocean, swift water, and flood rescues
- Military installation at Camp San Luis Obispo
- State and county jails and incarcerated person facilities
- Disaster planning
- Large scale emergency management
- Tsunamis and earthquakes
- Lake rescues at Nacimiento, Lopez, and Santa Margarita lakes

- Air ambulance and rescue helicopter operations
- Hazardous materials response
- Office of Emergency Services (OES)
- Urban Search and Rescue (US&R)
- Trench rescue
- Confined space rescue
- Large animal rescue
- Low and high rise commercial structure firefighting
- Emergency medical services—paramedic services

Diablo Canyon Power Plant

A positive and cooperative relationship exists with Diablo Canyon staff, Office of Emergency Services and County Fire personnel for on- and off-site emergency responses. Responsibilities in this preparedness effort include operational and strategic planning for emergency responses, CAL FIRE emergency response to Diablo Canyon, CAL FIRE jurisdictional off-site responses, and coordination of on- and off-site responses from other jurisdictions. As a result of Fukushima tsunami damage, local jurisdiction agencies are refocusing their attention on human and natural hazard impacts related to DCPP.

Advanced Skills Education and Training

Experienced fire department employees have more complex duties and require more advanced skills and training. When an employee promotes into a higher classification, he or she receives additional training commensurate with the new position.

State Certified Fire Officer: Full-time CAL FIRE employees at the rank of fire apparatus engineer (FAE) serve as first-line fire officers supervising fire engine crews on a daily basis and receive several State Fire Officer certification courses when they attend the CAL FIRE entry academy and during their joint apprenticeship program period. Regional cadres offer some advanced level training courses locally. Designation of the SBTC as a regional training center would allow additional courses to be taught locally, which would save local firefighters' travel costs and provide a revenue source via tuition from out-of-the-area firefighters. Some courses are available online through Allan Hancock College.

Supervision, Leadership and Management and Succession Planning

Like any well-run business, the fire service provides employee development to prepare current and future leaders of the organization. Courses include business practices, public and employee relations, government and policy development process, and fiscal management. Succession planning means that as experienced leaders retires, CAL FIRE has the ability to make replacements with individuals who have not only met the training mandates, but who also have an expanded skill set.

State Certified Chief Officer: CAL FIRE provides a training program that is parallel to the state certified Chief Officer Program and offers many courses that meet or exceed certification requirements. Employees at the rank of fire captain and above take these CAL FIRE courses and apply them toward the 10 certified chief officer courses. The remaining courses required for certification may be obtained through the State Fire Marshal's Office. These advanced level courses could be taught at SBTC when regional training center designation is achieved.

Training Delivery Methods

CAL FIRE staff delivers more than 263,180 total hours of local and multi- company training drills and more than 71,000 student hours of training per year through approximately 70 different formal classes. Training hours average more than 100 hours per firefighter. The table below identifies the classes and training hours in the Department over four years.

ANNUAL TRAINING CLASSES AND HOURS, 2007 – 2010

TOPIC	Total Hours			
	2007	2008	2009	2010
FORMAL CLASSROOM & DRILL GROUNDS TRAINING				
Company Officer Academy	3,840	3,879	3,904	3954
Emergency Medical Services	8,842	8,931	8,984	9448
Joint Apprenticeship Program Training	4,032	5,904	5,924	4608
Local Classes supported by the Community College	16,722	25,117	25,147	36,450
Regional Classes	2,650	2,728	2,786	2080
Cuesta Camp (Inmate Firefighter Training)	5,696	5,582	5,591	9840
Target Safety (implemented Fall 2009)	----	----	----	5400
Formal Training Hours—Classroom Training	41,782	52,141	52,336	71,780
STATION LEVEL TRAINING				
Station and multi-company drills (Approximately 2 hours daily 365 days/year X 180 employees)	131,400	131,400	131,400	131,400
Paid Call Firefighter training hours (Approximately 300 PCF X 200 hours annually)	60,000	60,000	60,000	60,000
Local Training Hours –Station/Battalion level	191,400	191,400	191,400	**191,400**
TOTAL HOURS	233,182	243,541	243,736	**263,180**

According to the numbers above, there has been a 13 percent increase in training workload, which has exceeded the capacity of assigned training bureau staff. To meet the need, CAL FIRE has acquired the services of local firefighter instructors, regional cadre members and contract instructors at additional cost.

Online Course Delivery

Online training can be beneficial to offset the logistical and fiscal challenges of delivering training to employees who are geographically distant and who work seven days per week. Many organizations are successfully implementing Internet-based online or distance learning.

Training Facilities

Overview

The range of courses involved in firefighter training requires access to a variety of facilities. All firefighters should have access to the following types of tiered training facilities to develop and maintain knowledge, skills and abilities.

Fire station: All fire stations have basic training programs to ensure that employees are proficient in the use of all of the equipment assigned to that station. CAL FIRE training staff utilizes the Target Safety© software program to deliver and track certain generic courses, which can be completed in the station.

Local area: Locations where personnel can practice apparatus driving and hose lays should be available in the first-due area of the fire station. Apparatus should not be taken out of the response area for routine skill maintenance training. Training facilities that have access to basic props and training aids to stretch the capabilities of single station resources should be located within a reasonable driving distance of fire stations. These sites can accommodate multi-company drills and evolutions. Target hazards and/or major commercial structures in the community are often utilized.

Countywide: A facility is required that can accommodate multi-company drills and exercises with more complicated props and training aids. Personnel can achieve high-level certification training at this location. Companies must often travel considerable distance to reach this site, where they stay several hours working with personnel from other stations and agencies. Companies that train at this site are out of service and not expected to respond back to their normal area.

Statewide or regional: These facilities are reserved for advanced classes and field exercise with the most complicated props and exercises. Personnel attend to interact with personnel from other agencies to enhance statewide interoperability and skill development.

CAL FIRE/San Luis Obispo County Fire Facilities

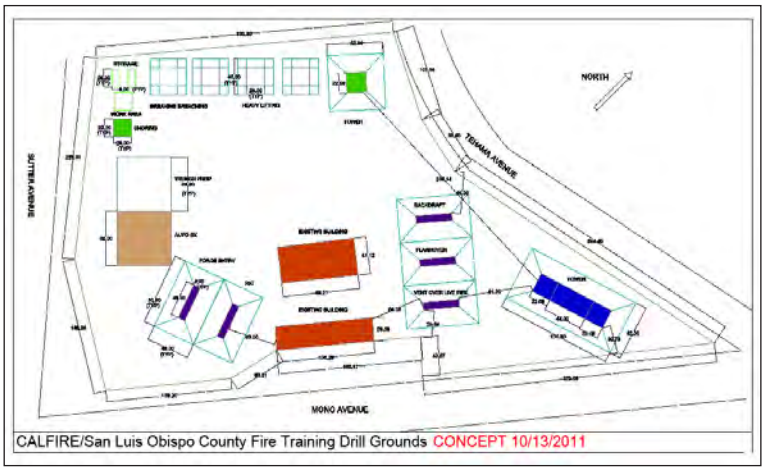
South Bay Training Center: CAL FIRE/San Luis Obispo County Fire leases space in the former Sunnyside Elementary School in Los Osos for classrooms and office space. CAL FIRE staff remodeled the facility into a modern training center that has two audio-visual equipped "smart" classrooms, a computer classroom/work lab, conference room and a large multi-purpose auditorium. Workspace for the geographic information systems (GIS) mapping staff is also located at this facility. When staff must deliver classes off-site, they use other agency classrooms, public conference rooms and fire stations throughout the county.

Designation of the South Bay Training Center as a regional training site for several advanced courses would have multiple advantages: 1) it would reduce travel costs for local students; 2) it would provide interaction with professionals from other areas of the state thereby enriching the training experience, 3) it would provide the opportunity to learn different approaches to common problems, and 4) it would serve as a source of revenue.

Drill Grounds: Drill grounds replicate actual fire and emergency scene conditions and scenarios. Trainers design simulations to place firefighters in positions encountered in the field under controlled conditions. The site must accommodate large vehicles and allow for live burning and the use of firewater streams, heavy rescue and technical equipment, vehicles for extrication training, and other props to replicate the complexities found at many emergency incident scenes.

The Camp San Luis Obispo drill ground is no longer usable, but CAL FIRE leases a more suitable site from the California National Guard. CAL FIRE has completed numerous drill ground site improvements at the new location, although many more are needed.

The new drill ground site has room for expansion; current site structures need modernization, and upgrades to bring them into compliance with Building and Fire Code standards. There is one garage area and one office space area. The site currently has a temporary site accreditation to teach basic US&R skills, and CAL FIRE is preparing instructor cadres and is in the process of acquiring equipment for more advanced certification levels for technical rescue courses. A plan has been created for the new drill grounds to meet local and regional training needs. Costs to complete this plan are estimated to be $2 million, which includes the construction of a multi-story tower, improvements to make the current shell structures into a classroom and functional apparatus bay, and additional firefighting and technical rescue training props.



New Drill grounds aerial view.

Additional Training Facility Needs

CAL FIRE/San Luis Obispo County Fire has identified the following training facility needs.

- Building designed to allow for controlled live interior fire training.
- Multi-story training tower for ladder and high angle rescue practice: A multi-story tower is required to achieve permanent site accreditation from the State Fire Training to instruct technical rescue courses. The technical instructor cadre is comprised of members of the San Luis Obispo County US&R team and has an excellent teaching reputation, drawing students from out of the area to attend courses offered.
- Simulation props for fire operations such as ventilation, flashover, backdraft and forced entry.
- US&R/technical rescue training props required for certification from FEMA and State Fire Training to instruct advanced level courses. Once established, this addition will bring revenue to the Training Bureau.

Cooperative Relationships

The Fire Chiefs Association

The 2010 Strategic Plan[2] identified improving the training delivery programs to all fire agencies as a top priority. Three of the association's seven highest priority goals are related to improving training delivery, including the following:

- The Fire Chiefs Assn. of San Luis Obispo County (FCA) should endorse the Training Officers 2010 Strategic Plan and provide policy direction regarding college programs and regional training facilities.
- The Fire Chiefs Assn. of San Luis Obispo County should develop a strategic plan to determine the long-term relationship with Allan Hancock and Cuesta Colleges.
- The Fire Chiefs Assn. of San Luis Obispo County should develop a strategic plan for joint regional training programs and/or facilities. This plan should include fire agencies and colleges.

San Luis Obispo County Fire Training Officers Association

CAL FIRE has a strong working relationship with this organization that is a subdivision of the Fire Chiefs Association of San Luis Obispo County. CAL FIRE is the only agency that has full-time training officers. Instructors and students from these local fire agencies participate in training and exercises. Joint multi-agency training is an essential part of a seamless mutual aid system; when the agencies train together regularly they work better during actual emergencies.

Diablo Canyon Power Plant

CAL FIRE staff work closely with the Diablo Canyon Power Plant and County Office of Emergency Services to coordinate readiness exercise and training for off-site fire/rescue responders.

Cooperative Relationships with Other Agencies

Other fire agencies have approached CAL FIRE staff to be partners in joint development of the drill grounds, potentially saving money for all parties. The County Sheriff is also exploring the possibility of joint use of the new drill ground site for tactical training of law enforcement officers.

Allan Hancock College

College partnerships are important to the delivery of fire/rescue training in our county. CAL FIRE delivers courses in San Luis Obispo County through a three-way agreement with Cuesta Community College, Allan Hancock Community College (AHC) and CAL FIRE. Cuesta College does not offer fire science courses; instead, the agreement authorizes AHC to deliver fire science courses in Cuesta Community College District. CAL FIRE manages and delivers the courses. Local firefighters who are eligible to attend courses presented through the CAL FIRE Training Bureau register as college students and receive appropriate college credits following class completion.

California Polytechnic State University (Cal Poly)

CAL FIRE has a productive relationship with Cal Poly, which offers long-standing student intern programs in geographic information systems (GIS) and forestry. Cal Poly recently added a master's degree program in fire protection engineering that has opened new opportunities to

2 2010 Fire Chiefs Association of San Luis Obispo County Strategic Plan, page 4

partner in research and to offer additional student intern programs. Cal Poly is interested in adding research capability to the new drill grounds to measure heat exchange, examine products of combustion, and design and test fire detection and extinguishing systems.

California Specialized Training Institute (CSTI)

CSTI is the state training center for California Emergency Management Agency (formerly California Office of Emergency Services-OES). CSTI is responsible for statewide coordination and certification of emergency management and hazardous materials training. CSTI classrooms are located at Camp San Luis Obispo; CSTI hazardous materials drill grounds area is adjacent to the new CAL FIRE drill grounds site. Potential exists for a close working relationship with CSTI.

Findings and Recommendations: 4.6 Training

Findings

1. The CAL FIRE training program delivers in excess of 71,000 formal course student hours and total training hours exceed 263,180 hours annually; there is a 13 percent increase in training hours coordinated and delivered by the training bureau.
2. The training bureau staff must utilize outside instructors to meet training mandates. The need for outside instructors is driven by insufficient number of training bureau employees for existing and increasing workload coupled with funding deficiencies.
3. Funding for training facilities is primarily provided by state and county funds, with no direct support from Pismo Beach, Avila or Los Osos or other local fire agencies.
4. Some cost recovery is derived from Allan Hancock College, Joint Apprenticeship Program, and tuition fees from other agency students.
5. South Bay Training Center (SBTC) facilities are excellent and have room for expansion. Revenue could be generated through tuition fees if the SBTC is designated as a regional training site.
6. If certification of the drill grounds for US&R training is obtained, revenue could be generated through tuition fees and savings from reduced travel costs for local firefighters.
7. The new drill grounds require infrastructure and specialized prop site improvements to support all hazard responses training needs. There are opportunities for partnerships and cost sharing with local fire agencies, the County Sheriff, CSTI and Cal Poly.
8. Delivery of routine, generic training is complex; online courses are beneficial to meet this need and reduce travel and overtime costs and provide scheduling flexibility for PCF/reserve firefighters.
9. As a result of Fukushima earthquake and tsunami damage, local jurisdiction agencies are refocusing their attention to human and natural hazard impacts related to DCPP.

Recommendations

1. CAL FIRE management and training staff should work closely with San Luis Obispo County Fire Training Officers Association to implement training goals established by the Fire Chiefs Association of San Luis Obispo County 2010 Strategic Plan.
2. Continue to develop partnerships with the Sheriff, local fire agencies and CSTI for drill grounds site improvements.
3. CAL FIRE should continue to pursue partnerships with Cal Poly's new Fire Protection Engineering and Natural Resources and Environmental Science Programs. Federal Assistance to Firefighters Grants for research and safety are available to Cal Poly to help fund improvements.
4. Staff should continue to pursue sources of additional funding to augment general fund support for the increased training workload.

5. Obtain designation of the South Bay Training Center as a regional training site to improve outside student attendance and fee generation through tuition.
6. CAL FIRE should complete required infrastructure improvements at the new drill grounds and obtain technical training prop equipment improvements to achieve US&R Site Certification through State Fire Marshal. These improvements would increase outside student attendance and tuition revenue and reduce local firefighter travel costs.
7. Explore options to increase training bureau staffing for the following needs:
   a. Formal course instruction and coordination, reducing current use of overtime to fund outside instructors.
   b. Administrative planning and funding to ensure mandated training is delivered.
   c. Plan development for the on-site management, infrastructure development and maintenance of the new drill grounds.
8. In accordance with CAL FIRE Standard Operating Guidelines, establish timelines to ensure all new and current employees are trained to mandated levels.
9. Implement mentorship/succession training to replace retiring, experienced leadership.
10. CAL FIRE staff should explore using other remote learning methods, including AHC's program, as a means to expand online delivery of programs that are not available through Target Safety. The SBTC should include a studio for online courses to maximize instructor availability.
11. All CAL FIRE San Luis Obispo company officers should be required to meet certified Fire Officer Series, and all chief officers should be required to complete the certified Chief Officer Series to meet state-level training standards.
12. Monthly training and physical fitness records should be collected and audited to ensure accurate accounting of employee preparedness efforts.
13. CAL FIRE should pursue all allowable reimbursements through the EMPG and NPP funds.
14. CAL FIRE, Diablo Canyon Power Plant, Office of Emergency Services and other local jurisdictions should plan effective responses and participate in on- and off-site training drills relating to natural and human hazards to Diablo Canyon Power Plant.

Section 5

Staffing

Full-Time Employees

All CAL FIRE full-time fire protection and civilian staff serve in state civil service positions. CAL FIRE administers all human resources functions, including recruitment, hiring, training, labor relations, professional development, employee compensation and benefit administration and employee discipline. This service reduces the workloads of the local CAL FIRE partner agencies, especially because firefighters have unique labor rules and payroll requirements that do not fit with most personnel systems.

Employees hired to serve CAL FIRE's state mission are paid from CAL FIRE state allocations.

Employees for Consolidation Partners

When CAL FIRE enters into a contract agreement with a local government partner that requires additional personnel, CAL FIRE assumes the responsibility for hiring, managing and paying the additional staff. The local agency reimburses CAL FIRE, by contract, for the actual expenses of the extra employees. CAL FIRE cannot profit from hiring additional employees to meet the contract services agreement, nor can it hire additional employees without a designated non-state funding source. Contracts must reflect a funding source for the estimated employee costs. If CAL FIRE's actual costs are less than the contract estimate, the partner agency retains the difference.

CAL FIRE calculates actual expenses by adding direct and indirect costs. Direct costs include:

- Salaries
- Employee benefits (health care, retirement, social security, Medicare)
- Employee overtime

Indirect costs are calculated using a flat rate administrative charge applied to the total direct costs, currently 11.13 percent. The indirect rate is re-calculated annually based on the previous year's actual costs to provide:

- Statewide program management costs
- Workers compensation for injury costs
- Labor relations costs
- Training academy costs
- State pro rata overhead charged by other state agencies to CAL FIRE (General Services, State Personnel Board, etc.)

CAL FIRE invoices consolidation partners quarterly for expenses incurred during the previous quarter.

CAL FIRE classifications used in consolidated fire protection contracts include the following:

- Division Chief
- Battalion Chief
- Fire Captain (including paramedic)
- Fire Apparatus Engineer (including paramedic)
- Firefighter I & II (including paramedic)
- Fire Prevention Specialist
- Communications Operator
- Administrative Officer II
- Staff Services Analyst
- Personnel Specialist
- Office Technician
- Senior Account Clerk
- Warehouse Worker

Part-time Employees, Paid Call Firefighters and Volunteers

Part-time employees serve several functions in CAL FIRE/San Luis Obispo County Fire consolidated fire service. Primarily, part-time employees serve as seasonal firefighters during the wildland fire season or as paid call or reserve firefighters to support local government contract programs. CAL FIRE also hires student interns from Cal Poly and Cuesta College for specialist assignments that provide job experience for the students and augment technical staff functions for CAL FIRE. CALFIRE has several volunteer-in-prevention (VIP) non-emergency response positions for fire prevention education, inspections and other functions.

Volunteers in Prevention (VIP)

Volunteers in prevention are non-salaried volunteers who help present public education programs in schools and public events, such as the Mid-State Fair. Additionally, if volunteer skills align with a specific task, VIPs may provide inspections or other fire prevention activities (for instance, Public Information Officer during major emergencies).

Student Interns

CAL FIRE hires Cal Poly and Cuesta College students for specific tasks and projects. The CAL FIRE GIS section has 5-10 students working on projects. Student internships provide benefits to the department as well as to the students. Students receive invaluable job-related experience and help CAL FIRE improve production. Cal Poly's new Fire Protection Engineering Program should provide additional internship opportunities. These students have also provided GIS support to other organizations, i.e. County OES.

Seasonal Lifeguards

The City of Pismo Beach provides ocean lifeguard services during the peak of the tourist season. CAL FIRE manages the lifeguard program, including recruiting and hiring 20-25 seasonal lifeguards. The lifeguards are employees of the City of Pismo Beach and supervised by CAL FIRE staff.

Seasonal Firefighters (Firefighter I)

CAL FIRE funds and hires 65 seasonal firefighters (FFI) during the May-Nov.wildland fire season to provide crew strength on 12 wildland fire engines and at the Paso Robles Air Attack Base. The full-time officers and the seasonal FFIs provide minimum daily staffing of an officer and two FFIs on duty. FFIs work three 24-hour days per week. Five FFI's are required per engine in order to ensure staffing of two on duty daily 24/7. Many FFI's are college students who return year after year. Their initial training prepares them to respond to all types of emergencies including wildland fires, structure fires, rescues, medical emergencies, and other emergencies. They receive an annual refresher training course when they return for each fire season. If they work at a station that responds to special emergencies (surf or cliff rescue), they must certify in that skill.

CAL FIRE stations with seasonal Firefighter I staffing include:

- Cambria (Station 10)
- Cayucos (Station 11)
- San Luis Obispo (Station 12)
- Nipomo (Station 20)
- Shell Beach (Station 63)
- Paso Robles (Station 30)-two engines
- Shandon (Station 31)
- Las Tablas (Station 35)
- Parkhill (Station 40)-two engines
- La Panza (Station 41)
- Paso Robles Air Attack Base

Paid Call and Reserve Firefighters

Paid call firefighters (PCFs) and reserve firefighters serve as the primary responders in some locations in the CAL FIRE/San Luis Obispo County service area and provide supplemental support in other locations. PCF/reserves provide fire protection, emergency medical service, hazardous materials response and other services. They operate first line, reserve and specialized apparatus and equipment. PCF and reserve firefighters provide invaluable surge capacity for larger emergencies when additional personnel are necessary; and they can respond to structure fires, high angle rescue, 2-in 2-out confined space rescue or any other situation characterized as "immediately dangerous to life and health" (IDLH). Fire stations that have less than four full-time personnel on duty are dependent on response by PCFs or reserves to provide the four personnel (2 in and 2 out[1]) that must be at scene in order to make entry into a burning structure.

1 OSHA 2-in 2-out policy 29 CFR 1910.134

PCFs and reserves undergo 156 hours of mandatory initial training prior to responding to an incident or working a station shift. In addition to the initial training, they are required to complete more formal training courses within their first year. Every PCF/reserve must continue to complete annual recertification training for the entire duration he or she remains on the company. Additional special training requirements vary depending on the area that the PCF/reserve firefighter serves; if the station where they work responds to surf or cliff rescues they must also certify in those skills. (See chart below)

CAL FIRE full-time firefighters belong to International Association of Firefighters (IAFF) Local 2881 union. CAL FIRE and the union agree that PCFs and reserves may augment but not supplant the full-time union staff. Reliance on reserve firefighters is permissible when fire stations are in the process of transitioning full-time staffing.

PCF/RESERVE FIREFIGHTER COSTS

Location	Approximate Initial Cost	Approximate Yearly Cost
San Luis Obispo Co. PCF	$6,000[2]	$1,000 excluding call reimbursement)
Pismo Beach Reserve	$7,270[3]	$8,470
Los Osos Reserve	$6,400[4]	$5,500

2 San Luis Obispo Co PCF initial costs include physical, gear, state compensation costs and initial safety training. Yearly costs include monthly training, uniform reimbursement and state compensation costs. Call reimbursement differs by station dependent on the amount of calls.

3 Pismo Beach Reserve costs include hourly wage, monthly training, uniform reimbursement and state workers compensation costs.

4 Los Osos Reserve costs include hourly wage, monthly training, uniform reimbursement and state workers compensation costs.

Paid Call Firefighters (PCF)

PCFs are unsalaried firefighters, they are reimbursed for training expenses and incident response. PCFs respond directly to the scene or to their assigned station to staff equipment for the call. Stations are allotted 15-25 member PCF companies depending on the station apparatus. Fire station captains supervise PCFs and provide introductory and continuing education training. Because PCFs directly respond to incidents, they must live in close proximity to their assigned station. Stations with PCF companies will likely have multiple responders instead of just the one reserve firefighter on duty. However, since PCFs are on call and have other commitments (jobs, family, etc.), there is no guarantee of any or a specified number of PCF responders at the time of an emergency. Full-time fire station staff may experience too few or too many PCFs arriving at the incident. Depending on emergency incident activity, PCF companies may have varying levels of experience.

Because PCFs live near their stations, PCF companies help foster strong bonds between the community and the fire department. However, training requirements and the ongoing time commitment make recruitment and retention of PCFs an increasing problem across the nation and locally at some CAL FIRE stations. There are two categories of PCFs: service-oriented individuals who have other vocations and those looking to gain experience toward a fire service career. Many small communities have few residents who can commit the time and effort towards serving as a PCF. Other civic groups that do not require entrance and retention training and a similarly extensive time commitment compete for the same individuals who would make good PCFs. More aggressive efforts to recruit and retain PCFs could be successful, such as advertising vacancies, holding recruitment fairs at local civic events, or undertaking other activities to improve interest. Many PCF firefighters are on career paths to full-time fire service jobs; they attend as much training as they can, but move on after they get a full-time job.

PCF companies are less costly than reserve firefighter programs because PCFs volunteer their time and only receive expense reimbursement rather than an hourly salary with benefits such as Social Security, unemployment insurance, retirement or health. The County provides workers' compensation insurance and a life insurance policy if killed in the line of duty.

PCF Stations:

Company Members as of March 2012

Station 12 Headquarters	15
Station 14 Morro-Toro	14
Station 20 & 22 Nipomo (Joint Company)	25
Station 21 Airport	22
Station 30 Paso Robles	21
Station 31 Shandon	15
Station 33 Heritage Ranch	10
Station 34 Oak Shores	4
Station 36 Meridian	17
Station 40 Parkhill	7
Station 42 Carrizo Plains	9
Station 43 Creston	10
Station 62 Avila Valley	14
Station 63 Shell Beach	5

Note: Station 10 in Cambria had a PCF company prior to 2000. However, due to a lack of available community members, the CAL FIRE PCF company was merged with the Cambria Fire Department's program. Cambria FD PCFs served jointly as CAL FIRE PCFs. Cambria has been unable to maintain the necessary number of PCFs and has converted the program to a reserve firefighter program.

RESERVE FIREFIGHTERS

Reserve firefighters are hourly part-time employees of the communities they serve. Los Osos and Pismo Beach rely on reserve firefighters rather than PCFs. Unlike PCFs, reserve firefighters are scheduled to work on-duty shifts at a fire station. They provide additional crew strength for the full-time staff and respond directly with the on-duty crew. There is usually only one reserve on daily with the full-time crew. In Los Osos and Pismo Beach, the reserve program provides one additional firefighter on duty at the fire station 24 hours a day to assist full-time staff or to respond with additional apparatus. Los Osos CSD employs 25 reserve firefighters who work two to three 12-hour shifts at the station per month. Pismo Beach has 21 reserve firefighters who work one to two 24-hour shifts per month. Reserve firefighter companies are also available on call if needed for surge capacity. Although reserve programs only supplement one additional person per shift, response is guaranteed. Reserve firefighters need not live within close proximity of their assigned station. *Where CAL FIRE is unable to recruit and retain PCFs in rural settings, consideration should be given to using reserve firefighters to provide an adequate number of responders.*

Like PCFs, many reserve firefighters are on career paths to full-time fire service jobs; after acquiring training, they tend to move on.

Employer costs, including workers' compensation, Social Security, unemployment insurance and Medicare apply to reserve firefighters. Unless a reserve works currently or previously in a job that has PERS retirement benefits, he or she would not be eligible for PERS retirement. Reserves are limited to working a maximum of 960 hours per year.

Reserve Firefighter Stations:

Number of Reserves

South Bay (Station 15)	25
Shell Beach (Station 63) & Pismo Beach (Station 64)	20

PCF AND RESERVE TRAINING REQUIREMENTS

MINIMUM MANDATORY TRAINING REQUIREMENTS				
COURSE TITLE	HOURS	FREQUENCY	REFRESHER HOURS	FREQUENCY
PCF/Reserve Fire Fighter Academy	80	Once		
Hazardous Materials, Operations	16	Once	8	Annual
Hazardous Materials, Decontamination	8	Once		
First Responder, Medical/EMT	40/136	Once		
CPR	8	Once		
MANDATORY TRAINING REQUIREMENTS WITHIN 1 YEAR				
COURSE TITLE	HOURS	FREQUENCY	REFRESHER HOURS	FREQUENCY
Confined Space Awareness	8	Once		
I-200 Basic ICS	16	Once		
EEO (Equal Employment Opportunity)	4	Once	2	Every 2 years
Diablo Canyon Nuclear Power Plant Orientation	8	Once	4	Annual
Water Rescue Awareness	4	Once		
Water Rescue for the first responder	8	Annually		
Defensive driver training	4	Initial	4	Every 4 years
TOTAL INITIAL TRAINING HOURS	**204/300**	**Equal to 13/19 weekends**		

Findings and Recommendations: 5.0 Staffing

Findings

Full-Time Employees

1. CAL FIRE hires and manages all full-time employees necessary for delivering state and local fire/rescue services.
2. CAL FIRE pays employees costs up front and is reimbursed by consolidation partners for actual costs.
3. Workload on local personnel departments is reduced, particularly in firefighter classifications

Part-Time Employees

1. Volunteer-in-prevention (VIP) and student intern programs are highly beneficial.
2. It is difficult to recruit and retain community service PCFs because of the high training and time commitment demands.
3. PCF response varies from incident to incident, sometimes resulting in too many or too few responders.
4. The numbers of community service based PCF/reserve firefighter has significantly decreased. The majority of current PCF/reserves are seeking a fire service career.
5. PCF and reserves add surge capacity when extra personnel are required at an incident.
6. PCF response is necessary in order for many fire station on duty crews to meet "2-in and 2-out" OSHA requirements[2] for entering a burning structure fire.
7. Issues with labor relations arise from supplementing permanent full-time staff with part-time employees (reserves). The fire department is able to supplement but not supplant union personnel on fire engines.

Recommendations

1. Continue to provide support to VIP and student intern programs. Explore internship opportunities with Cal Poly's Fire Protection Engineering Program.
2. Establish a recruitment and retention program for PCFs.
3. Publicize and recruit PCFs in the communities that have insufficient PCF company members.
4. Establish a countywide reserve firefighter program to provide additional staffing at stations that cannot recruit sufficient paid call firefighters.

2 OSHA 2-in 2-out policy 29 CFR 1910.134

Section 6

Consolidated Fire Capital Facility Assets

This chapter 1) reviews the methods of financing current capital projects, 2) reviews the status of major fire capital facility assets, and 3) analyzes future needs relative to the replacement of existing facilities or acquisition of new sites. The 29 current capital facility assets include a headquarters, emergency dispatch center, training center, two automotive shops, 21 fire stations, air attack base, and two hand crew camps. These facilities are owned by all partners in the consolidated CAL FIRE/San Luis Obispo County Fire organization; the costs for facilities construction, operation and maintenance are frequently shared among the partners.

Funding for Capital Assets

Each partner of the CAL FIRE/San Luis Obispo County Fire consolidation uses a different method to finance acquisition or construction of major fire facilities.

CAL FIRE

CAL FIRE uses the state major capital outlay project process. Many of the projects are not funded by allocations from the General Fund but through bonds secured by either the property or other collateral. State agencies may also lease or lease purchase facilities privately built or built by another government agency. Proposed projects must be vetted through a department prioritization process and receive funding authority from the state budget act. CAL FIRE projects are usually planned via a multi-year funding process with site acquisition, design and construction occurring in sequential fiscal years. To begin the funding process, projects must be placed on CAL FIRE's Five Year Major Capital Outlay Plan. Projects on the plan are not necessarily completed in five years, but are placed in the queue for consideration, approval and funding by the departments of Finance and General Services and the Legislature.

County of San Luis Obispo

The Board of Supervisors must approve all County-funded capital projects, which are managed by the County General Services Agency. Projects can be funded from the General Fund at the discretion of the Board of Supervisors; however most new projects are funded from the Public Facilities Fee (PFF).

Public Facility Fee Program (PFF)

The PFF is a special fund established by the Board of Supervisors to mitigate the impact of development in the unincorporated area. All new construction is required to pay a fee per square foot into the Public Facilities Fund to offset the impact to fire, law and other public services. Avila Beach CSD and Los Osos CSD also participate in the fire portion of the PFF program for development occurring in their jurisdictions. Cost formulas are developed and adopted that estimate the per square foot increment impact of new construction. When construction projects are robust the fund can accumulate considerable revenue. This fund can only be used to fund the cost of adding development-driven capacity to the existing system and cannot be used to replace existing square footage or capacity that was originally funded using PFF. New County fire stations have qualified for use of PFF funds. As growth has slowed, the revenue in the fund has diminished. The current fee schedule charge for the fire portion of the Public Facility Fee is $0.92 per square foot.

COUNTY FIRE BASED PUBLIC FACILITY FEE FUND STATUS AS OF JUNE 30, 2011

Balance 6/30/2010	Received 10-11 FY	Interest as of 6/30/2010	Expended during 10-11 FY	Balance as of 6/30/2011
$4,606,174	$462,970	$18,352	$1,018,056	$4,069,440*

** Expenditures: $1,018,056 towards Creston Fire Station and Avila Valley Fire Station upgrades. Balances provided by County Auditor-Controller. Approximately $2,500,000 remains to be paid for completion of the Creston Fire Station in FY 11-12.*

SAN LUIS OBISPO COUNTY PUBLIC FACILITY FEES FOR COUNTY FIRE FACILITIES

Fiscal Year	Beginning Balance	Fees received	Interest	Expended	End Balance
00-01	$1,816,777	$862,609	$123,631	-$401,625	$2,401,392
01-02	$2,401,392	$557,581	$86,328	-$1,207,453	$1,837,848
02-03	$1,837,848	$828,575	$45,710	-$305,808	$2,406,325
03-04	$2,406,325	$724,568	$34,737	-$423,813	$2,741,817
04-05	$2,741,817	$935,630	$59,832	-$489,026	$3,248,253
05-06	$3,248,253	$751,222	$96,035	-$1,643,643	$2,451,867
06-07	$2,451,867	$1,217,880	$141,598	-$568,647	$3,242,698
07-08	$3,242,698	$1,046,998	$156,211	-$81,785	$4,364,122
08-09	$4,364,122	$585,986	$87,858	-$639,650	$4,398,316
09-10	$4,398,316	$486,148	$29,603	-$307,892	$4,606,175
10-11	$4,606,175	$462,970	$18,352	-$1,018,056	$4,069,441
11-12	$4,069,441	$400,000*	$18,000*	-$2,500,000*	$1,987,441*
12 year Total		$8,860,167	$897,895	-$9,587,398	
12 year average		$738,347	$89,789	-$798,950	

** 2011-12 fiscal year values are estimates*

The current economic condition makes estimating the rate at which the PFF grows speculative. Future revenue projection estimates are based on FY 2010-11 revenues of $462,000 with a modest 2 percent growth factor. This is a conservative estimate and subject to adjustment if economic factors affect growth/construction patterns. During the economic downturn of the 1990s, the PFF grew at a rate no less than 7 percent per year followed by growth of 20-30 percent during the early 2000s.

Public facility fees have been used for the County Fire projects listed below:

Fiscal Year	Project Name	Location	Cost
00-01	Computer aided dispatch	ECC	$115,563
	Concept Design Airport fire station (FS #21)	SLO Regional Airport	$16,847
	Design Moro/Toro fire station (FS # 14)	Highway 41 @ Cerro Alto	$18,009
	Site work Heritage Ranch fire station (FS # 33)	Heritage Ranch	$251,206
O1-02	Computer aided dispatch	ECC	$51,280
	Airport fire station (FS # 21) design	SLO Regional Airport	$2,611
	Moro/Toro Fire station improvements	Highway 41 @ Cerro Alto	$16,639
	Heritage Ranch Fire Station-construction	Heritage Ranch	$1,421,700
	Carrizo Plains fire station project	California Valley	$2,899
02-03	Rescue vehicles	Countywide	$115,000
	Airport fire station design	SLO Regional Airport	$45,065
	Moro/Toro fire station modular building	Highway 41 @Highway 41 @ Cerro Alto	$108,800
	Carrizo Plains fire station design	California Valley	$34,034
03-04	Airport fire station design and temporary facility	SLO Regional Airport	$349,726
	Moro/Toro fire station improvements	Highway 41 @Highway 41 @ Cerro Alto	$39,121
	Carrizo Plains fire station design	California Valley	$32,722
	Study/Plan review		$2,244
04-05	Carrizo Plains fire station design	California Valley	$31,654
	Study/Plan review		$7,301
	Collections/payment to other agencies		$450,071
05-06	Carrizo Plains fire station construction	California Valley	$308,013
	Airport fire station construction (County PFF's portion, Airport District matched)	SLO Regional Airport	$1,328,329
	Study/Plan review		$7,301
06-07	Airport fire station design and temporary facility	SLO Regional Airport	$109,327
	Carrizo Plains fire station construction	California Valley	$499,326
	Creston Fire station site acquisition	Creston	$9,994
07-08	Carrizo Plains fire station construction	California Valley	$15,633
	Creston Fire station site acquisition	Creston	$16,152
08-09	Creston Fire station design	Creston	$269,032
	Fire/rescue vehicles	countywide	$350,000
	Avila Valley fire station addition design	Avila Valley	$20,618
09-10	Creston Fire station design	Creston	$251,952
	Avila Valley fire station addition design	Avila Valley	$55,940
10-11	Creston Fire station construction	Creston	$600,181
	Avila Valley fire station addition construction	Avila Valley	$417,875
11-12	Creston Fire Station, construction and furnishing	Creston	$2,500,000 (estimate)

City of Pismo Beach

The City of Pismo Beach uses a combination of general fund allocations and new construction fire facility mitigation fees to fund capital projects. The fee schedule is adopted by the Pismo Beach City Council. The fee rates are different from County rates and are calculated based on the specific needs of Pismo Beach. Like the County's PFF funds, these mitigation fees can only be used to add capacity or build new facilities needed as a result of growth. The fees cannot be used to replace square footage or existing capacity; those costs must be funded from the city's general fund. The fire facility fee fund was the primary source of funding for the extensive remodel of the Shell Beach fire station needed for 24/7 staffing in the previously volunteer-staffed fire station. The temporary crew quarters facilities for the Pismo Beach fire station were funded from the general fund, not by public facility fees. The proposed Ventana fire station is eligible to receive fees, but the current balance is insufficient to fund the project. Pending city sphere of influence changes, annexations and subsequent new development east of Pismo Beach would be served by the Ventana fire station

Los Osos CSD

Los Osos CSD fire facilities are funded from tax and fee revenues generated by fire protection assessments. The CSD general fund does not provide funds for fire facilities or equipment. Los Osos participates in the Public Facility Fee program at the same rate per square foot as the County. As of January 2012, its fund had a balance of approximately $47,000. Los Osos has been under a construction restriction mandate pending completion of a community sewer project. Once the sewer is completed and economic conditions change, growth in new construction should generate more public facility fees.

Avila Beach CSD

Fire/emergency response in Avila Beach CSD is provided by the County-owned fire station in Avila Valley. Avila Beach CSD rents its former fire station at San Luis and First Streets in downtown Avila Beach for other purposes. Avila Beach participates in the Public Facility Fee program using the County formulas.

Essential Services Act (ESA) Regulated Facility

California Code of Regulations Title 24 requires that facilities designated as a fire station, dispatch center or emergency operations center (EOC) must meet Essential Services Act (ESA) construction standards.1 ESA standards exceed ordinary construction and are intended to assure that the facility is resilient and will be usable following events such as fires, earthquakes and floods. New or existing buildings (regardless of age) converted for use as a fire station after 1986 must comply with current ESA standards. Buildings that were in use and already housing essential service functions prior to July 1, 1986 or buildings that are less than 2,000 square feet (regardless of age) are exempt from the Essential Services Act. 2011 ESA construction costs are estimated between $500-$750 per square foot depending on site conditions and interior equipment.

Essential services buildings constructed pursuant to these rules and regulations shall be designed and constructed to resist gravity forces, to minimize fire hazards and to resist, insofar as practical, the forces generated by winds and major earthquakes of the intensity and severity of the strongest anticipated at the building site without catastrophic collapse, but may experience some repairable architectural or structural damage.

(CCR, Title 24, Chapter 4, Article 1, Section 4-201)

Current Facilities

Overview

The consolidated fire department headquarters includes administrative offices, the Emergency Command Center and warehouse. Additional fire facilities include 21 fire stations, a classroom training center, a field training drill grounds, one conservation camp for hand crews, an air attack base, and two fleet maintenance shops.

The current capital facilities that comprise the CAL FIRE/San Luis Obispo County Fire remain the responsibility of the consolidation partners. Some facilities are owned, some are leased and some have use agreements. The partner agencies retain ownership and are responsible for maintenance and construction of their own facilities. If facilities are used jointly, the parties share operations and facility costs. Since the fire service consolidation in 1930, facilities have been shared, added or replaced as service demands have changed. CAL FIRE provided the administrative headquarters facility, the Emergency Command Center, warehouse, nine fire stations, air attack base, and two conservation camp facilities. The County of San Luis Obispo has added nine

1 California Health and Safety Code, Chapter 2, sections 16000 through 16022. California Building Code defines implementation in Title 24, Part 1 of the California Building Standards Administrative Code, Chapter 4, Articles 1 through 3.

fire stations, a classroom training center, and field drill grounds; the City of Pismo Beach has two fire stations and an administrative office; Los Osos CSD provides a fire station. Fifteen of the 28 facilities have joint use by consolidation partners, which has negated the need to build separate, additional facilities. The facilities range in age from under construction in 2011 to more than 70 years old. The structural conditions of the facilities are commensurate with age. Several facilities have been remodeled or replaced to bring them into compliance with the Essential Services Act.[2]

The County owns two parcels for the construction of future fire stations. However, there is a need to review the current inventory, as well as identify and purchase strategically located parcels for future fire stations. This should be done to take advantage of recent lower land costs and increased availability. The two existing parcels may not be in locations suitable for optimum service delivery.

Fire Facility Ownership CAL FIRE

Facility Name	Community location	Owned or Leased (with landowner)	Year or Decade Built	To Be replaced
Headquarters	SLO	Site Leased from Cal Poly	1939	X
Emergency Command Center	SLO	Site Leased from Cal Poly	1959	X
Fire Station Name	**Community location**	**Owned or Leased (with landowner)**	**Year or Decade Built**	**To Be replaced**
Cambria (FS # 10)	Cambria	Owned	1963	X
Cayucos (FS # 11)	Cayucos	Owned	1963	X
San Luis Obispo (FS # 12)	San Luis Obispo	Site Leased from Cal Poly	1939 1980	X
Nipomo (FS # 20)	Nipomo	Owned	2007	
Paso Robles (FS # 30)	Templeton	Owned	1949	X
Shandon (FS # 31)	Shandon	Owned	2000	
Las Tablas (FS #35)	Adelaide	Site Leased	1955	X
Parkhill (FS #40)	Santa Margarita	Owned	1956	X
La Panza (FS # 41)	La Panza	Owned	1952	X
Specialty Facility	**Community location**	**Owned or Leased (with landowner)**	**Year or Decade Built**	**To Be replaced**
Paso Robles Air Attack Base	Paso Robles Airport	Site Leased from City of Paso Robles	2001	
Cuesta Camp & Fleet Shop	Camp San Luis Obispo	Leased from CA National Guard	1940's	x
Los Robles Fleet Shop	Paso Robles	Owned	2000	

Headquarters and Emergency Command Center

The CAL FIRE Headquarters (HQ) facility at 635 N. Santa Rosa in San Luis Obispo has been approved for complete replacement to bring it into compliance with Essential Services Act building standards and ADA codes, and to repair earthquake damage from the San Simeon earthquake. The HQ includes facilities for the CAL FIRE administrative offices, the Emergency Command Center, warehouse, and a fire station with a CAL FIRE wildland engine and a County-owned engine. The original facility has undergone several remodels since it was built; however, the underlying 1939 infrastructure requires frequent repairs. The site is owned by Cal Poly State University; CAL FIRE has had a long-term property lease since 1935.

2 CA Code of Regulations: Essential Services Act;

The HQ project has reached critical status: the buildings are in serious need of replacement and represent mission-critical facilities. The location is on a very busy section of Highway 1 entering the City of San Luis Obispo—fire engines attempting to merge onto the northbound lanes of Highway 1 experience frequent delays due to unyielding speeding traffic.

CAL FIRE has had an approved budget allocation in the State capital improvement budget since 2000 to replace the HQ but several issues have stalled the project. The County has been asked to contribute a proportionate share of the construction costs based on square footage use for County Fire-specific operations. The County's share has increased significantly since the project was originally approved in 2000 from $1.2 million to a current estimate of $3.3 million. Consideration should be given to another location for the entire facility; however that could trigger another multi-year delay in construction funding, design and scheduling.

State-Owned Fire Station Replacements

State fire stations 30 (Paso Robles), 35 (Las Tablas), 11 (Cayucos), 40 (Parkhill), 41 (La Panza), and 10 (Cambria) are scheduled for major renovations or construction of new facilities to bring them into compliance with the Essential Services Act. Some of these stations should be reviewed for relocation to more strategic sites.

Paso Robles Station 30: This facility is a collection of seven wood frame and metal buildings built in the 1949. Despite remodels and additions, the entire facility is inefficient and does not meet ADA or Essential Services codes. The fire station houses two CAL FIRE wildland engines, a County engine, County rescue, and battalion chief office.

CAL FIRE has an approved State capital outlay project for replacing this station, but minus the capacity for County fire services. The intention is to relocate the County equipment and personnel to a different site.

Cayucos Station 11: Located on the south end of the community of Cayucos, this 1963 wood frame facility does not meet Essential Services Act standards. The current plans are to rebuild on the current site. The fire station houses one CAL FIRE wildland engine. No County apparatus is assigned to this station. The CEQA[3] process is underway to allow the project to move forward once design and construction funding is secured.

Parkhill Station 40: This unreinforced masonry facility was originally built in 1956 and does not meet Essential Services Act or ADA. A separate wood frame building for apparatus and offices was built in 1980. The station houses two CAL FIRE wildland engines, a CAL FIRE bulldozer unit, County engine, County water tender, and battalion chief office. There is not a current approved state budget allocation for replacement of this station, but it is on CAL FIRE's five year capital improvement schedule.

The current location is not ideal from a response efficiency standpoint. A better location would be in or near Santa Margarita to maximize the area that can be served in a reasonable response time. The County would be expected to participate in proportional cost for this facility to house County apparatus.

La Panza Station 41: This unreinforced masonry facility was originally built in 1952 and does not meet Essential Services Act or ADA. The station houses one CAL FIRE wildland engine. There is not a current approved state budget allocation for replacement of this station, but it is on CAL FIRE's five-year capital improvement schedule.

A better location to serve areas that are at highest risk in a reasonable response time would be near the intersection of Highway 58 and Shell Creek Road or La Panza Road (Wilson's Corner). The County would not be expected to participate in proportional cost for this facility since there is no County apparatus assigned.

Las Tablas Station 35 (Adelaide area): This unreinforced masonry facility was originally built in 1955 and does not meet Essential Services Act or ADA. The station houses one CAL FIRE wildland engine. There is not a current approved state budget allocation for replacement of this station, but it is on CAL FIRE's five-year capital improvement schedule. Lake Nacimiento was created after this station was built and bisected the station's original response area. Lake Nacimiento has attracted several developments around

3 CEQA; California Environmental Quality Act

the shore of the lake, especially in the south shore "boat club" areas. In addition, the nature of the Adelaide area has changed considerably with addition of several vineyards and commercial wineries.

The current location of the fire station is not ideal from an overall response efficiency standpoint. A better location to serve areas that are at highest risk should be considered. The County should consider participating in this station's construction to add an apparatus bay for a future County engine.

Cambria Station 10: Located on the north end of the community of Cambria, this 1963 wood frame facility does not meet Essential Services Act standards. The fire station houses one CAL FIRE wildland engine, a County engine and a County light rescue. The County would be expected to participate in construction costs for housing County apparatus. The station site is on a narrow residential street one-half mile from Highway 1 access and is now surrounded by a densely developed neighborhood creating some noise conflicts for residents.

The current plans are to rebuild on the existing site, however consideration should be made to relocate the station to a more suitable site.

Cuesta Conservation Camp: Cuesta Conservation Camp is a partnership between CAL FIRE and the California Department of Corrections and Rehabilitation (CDCR). CAL FIRE provides administration and project supervision, firefighting training and expertise, and fire captain crew leaders. CDCR provides 100 minimum-security inmates divided into five hand crews that are supervised daily by CAL FIRE staff on project work and emergencies. After the workday, the inmates are returned to CDCR custody and housed in minimum-security barracks, which is co-located with 1,100 other inmates in the CMC West Facility.

The Cuesta Conservation Camp is comprised of two facilities: 1) CAL FIRE Cuesta Camp offices, apparatus garages, equipment buildings, and automotive shop located on the Camp San Luis Obispo National Guard post, and 2) housing for the 100 inmate firefighters provided in the CDCR West Facility of the California Men's Colony. This is a very unusual arrangement for CAL FIRE camps. CAL FIRE experiences delays in responding with crews after hours if CDCR is conducting a lockdown of the entire West Facility for inmate actions unrelated to the CAL FIRE crews. The standard conservation camp configuration is for CDCR to house the minimum custody inmates on the site of the camp itself, not in a prison facility. All of the facilities are former National Guard World War II structures and are in poor condition. Being located within the CA National Guard post creates security and access issues for the National Guard and CAL FIRE.

CAL FIRE has a major capital outlay project identified to replace the entire Cuesta Camp with a standard CAL FIRE camp configuration. There is a tentative site identified at Camp San Luis Obispo. Ideally, this camp would be located further south, but only if the Los Robles Conservation Camp in northern San Luis Obispo County is reactivated.

Los Robles Conservation Camp: The Los Robles Conservation Camp site is located next to the former California Youth Authority (CYA) Paso Robles School for Boys near the Paso Robles airport. The CAL FIRE and CYA partnership was similar to one with Cuesta Camp. The CYA provided 100 wards for CAL FIRE supervision on five hand crews. When CYA closed the Paso Robles School for Boys, the camp was closed. Since that time, CYA and CDCR have merged into a single agency. CDCR has approved plans to reestablish a custodial facility (Estrella Correctional Facility) at the former CYA site and has agreed to provide adult inmates for CAL FIRE crews for Los Robles Camp. State budget and prison realignment have affected the implementation of this plan. Inmate firefighters will be housed in separate facilities from the rest of the inmates in the Estrella Correctional Facility.

The administration and apparatus garages are older buildings that were relocated to this site and remodeled; they are in fair condition. The North County Automotive Shop was constructed at Los Robles Camp in 2000; this modern automotive shop is where a major portion of the fire fleet maintenance is performed.

Fire Facility Ownership County of San Luis Obispo

Fire Station Name	Community location	Owned or Leased (with landowner)	Year or Decade Built
Morro-Toro (FS #14)	Cerro Alto	Owned	2000
SLO Airport (FS # 21)	SLO Airport	Owned	2006
Mesa (FS # 22)	Nipomo Mesa	Owned	1995
Heritage Ranch (FS #33)	Heritage Ranch	Owned	2003
Oak Shores (FS #34)	Oak Shores	Leased from Oak Shores Community Assoc.	1960's
Meridian (FS #36)	Estrella	Owned	1997
Carrizo Plains (FS #42)	California Valley	Owned	2006
Creston (FS #43)	Creston	Owned	2011
Avila Valley (FS #62)	Avila Beach	Owned	1995
Specialty Facilities	**Community location**	**Owned or Leased (with landowner)**	**Year or Decade Built**
South Bay Training Center-Los Osos	Los Osos	Leased from San Luis Coastal School District	2009
Training drill grounds	Camp San Luis Obispo	Leased from CA National Guard	1940's

Planned County-Funded Capital Projects

Other than those listed below, no other current county-owned fire station replacement projects are scheduled.

Headquarters and ECC

It is anticipated that the proposed headquarters replacement facility and Emergency Command Center will be funded as a shared expense between the state and county on a proportional cost basis. The current total project cost is estimated at $15 million with the County share estimated at $3.3– to $4 million. Potentially, the ECC may be built separately. The ECC could be relocated to another site with a new cost share agreement and a modified cost share agreement for the headquarters facility.

County-Owned Fire Stations

Most of the County fire stations are modern and meet current construction and ADA standards. These stations have been built to replace outdated facilities and in response to community development and growth.

Creston Station 43

Creston Station 43 is a 6,615 square-foot fire and sheriff's station under construction at the writing of this report and scheduled for completion in early 2012. This fire station houses a County engine and County water tender, sheriff's offices and interview room; it is funded entirely by County Public Facility Fees. Total project costs estimates are $4,104,000, including land acquisition, design, construction and project management. Design and construction including project management costs are approximately $500 per square foot. Land acquisition costs are in addition to design and construction.

Avila Valley Station 62

Avila Valley Station 62 had an additional apparatus bay added to house the breathing support unit. That project was completed in summer 2011 using Public Facility Fees. This station also houses a County engine and an Avila Beach CSD engine.

Oak Shores Station 34

Oak Shores Station 34 is not currently located in a county-owned or leased facility. The County does not have new site in the community for a fire facility. The County mobile apparatus and equipment at Oak Shores is housed in a portion of the Oak Shores Community Association's maintenance building at the bottom of a steep hill. The building is an open floor plan that is shared with other non-fire uses. Due to the location, emergency response times are adversely affected. Fire engines must slowly climb the hill to reach the majority of the community. A better location higher in the community is necessary. The fire/rescue boat is moored at the local dock. If the community development expansion that is in the planning phases begins, a new site and facility should be developed. This project would be eligible for use of Public Facility Fees.

Property Acquisition for Future Fire Stations

South County Site

A $475,000 county capital outlay project request has been submitted by CAL FIRE/County Fire staff to acquire a parcel for a fire station in the South County. Designation of a specific site is pending completion of the strategic plan.

North County Site

A $475,000 county capital outlay project request has been submitted by CAL FIRE/County Fire staff to acquire a parcel for a fire station in the North County. Designation of a specific site is pending completion of the strategic plan.

South Bay Training Center

The South Bay Training Center is located in the closed former Sunnyside Elementary School in Los Osos; the property is provided through a satisfactory lease. The facility provides space for two classrooms, auditorium, training bureau offices and the geographic information system (GIS) work center. Extensive remodeling was completed to turn this into a modern training classroom facility.

Field Drill Grounds—Camp San Luis Obispo

A $350,000 County capital project request has been submitted for development of this site. Although there has been a fire/rescue field drill grounds at Camp San Luis Obispo for decades, the site has significant geologic issues and had to be abandoned. A new site at Camp San Luis Obispo has been secured through lease with the California National Guard. This new site has two large buildings and one small building along with open space for field operations training. This site will require a development plan and site improvements, but the location has multiple advantages. Partnerships with other fire agencies and the Sheriff for use of the site are being explored. In fact, this site would help fulfill the 2010 strategic goal of the Fire Chiefs Association of San Luis Obispo County to create regional joint use training facilities.[4] Cost share agreements can be developed and the site would also qualify for use of Public Facility fees.

State Fire Station Cost Share

The County is expected to fund portions of State fire stations that are built explicitly to house County apparatus or staff. For example, if a paid call firefighter-staffed County engine was added at Las Tablas Fire Station 35, the cost to increase the size of the facility to accommodate the County fire equipment would be borne by the County. In the past, these agreements have obligated the County to fund the costs for additional square footage design, construction, equipping and a component of the project management. Newer formulas mandated by State Department of General Services may require the partner agency to pay a percentage of the total project based on percentage of use versus the incremental cost of adding extra space.

4 2010 Strategic Plan; Fire Chief's Association of San Luis Obispo County

Future Fire Station Sites

Santa Margarita Fire Station

Consideration should be given to relocating the staffed County engine from its current location at the Parkhill Fire Station to the Garden Farms or Santa Margarita area in order to provide better response area coverage. During the development planning phases of the Santa Margarita Ranch, the developer identified several future fire station sites inside and immediately adjacent to the Santa Margarita community. The most ideal site was on Highway 58/El Camino Real in midtown Santa Margarita. This centrally located site is large enough to accommodate CAL FIRE/San Luis Obispo County Fire as well as the Santa Margarita Volunteer Fire Department (SM VFD) equipment. The SM VFD owns another vacant parcel on El Camino Real for their future fire station, but it is too small to accommodate both organizations. Further exploration for suitable sites should continue.

Vacant Parcels

The County owns two parcels of land that were acquired for the purpose of building fire stations:

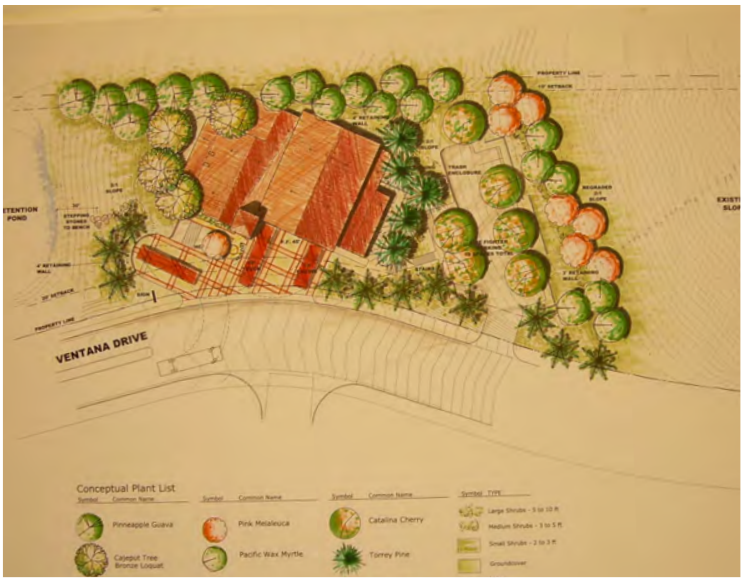
Parcel # APN: 076-521-030 located at the intersection of San Luis Bay Drive and Avila Valley Drive was acquired to build the Avila Valley fire station. However, that station was built at Sparrow Lane and San Luis Bay Drive as part of development mitigation for expansion of San Luis Bay Estates. The Avila Valley Road site is valuable, but no longer necessary. It should be explored for resale to fund other projects.

The second parcel (APN: 091-443-017) located at the intersection of Pomeroy Road and Augusta Drive adjacent to the Black Lake Golf Course in the Nipomo area was set aside as mitigation for use as a future fire station site. The parcel is 1.32 acres, but is irregularly shaped. When the Willow Road overpass across Highway 101 is completed, this site may serve as a strategic location for service to Los Berros and Nipomo east and west of the freeway. This site may prove to be unsuitable, however, and could be sold to fund another preferred location.

Areas of high priority to locate suitable parcels for future fire stations include:

- Nipomo in the vicinity of Tefft and Orchard or Pomeroy and Calle Fresa Road
- Los Berros/Palo Mesa
- El Pomar
- Wellsona
- Adelaide—Vineyard Drive area
- East Arroyo Grande
- Pozo
- Independence Ranch

Parcels can be acquired by purchasing an advertised site from a seller, requiring a developer to dedicate a site as a condition of development, trading for land with another agency, or obtaining property through eminent domain.



Fire Facility Ownership City of Pismo Beach

Facility Name	Community location	Owned or Leased (with landowner)	Year or Decade Built
Fire Department Office	Pismo Beach City Hall	Owned	1980
Fire Station Name	**Community location**	**Owned or Leased (with landowner)**	**Year or Decade Built**
Shell Beach (FS #63)	Pismo Beach	Owned	1960 (remodeled 2006)
Pismo Beach (FS #64)	Pismo Beach	Owned	1958

Shell Beach Station 63: The station had a major remodel and addition project in 2006 to add space and bring the entire facility into compliance with Essential Services and ADA and to allow for 24/7 staffing. The original building was not designed for on-duty crews. The station houses a City of Pismo Beach engine and a CAL FIRE wildland engine. The project was funded entirely by the City of Pismo Beach using PFF funds.

Pismo Beach Station 64: This fire station consists of the apparatus building and separate crew quarters. Originally built in the 1950s, the masonry apparatus building does not have space to house the city engine, rescue vehicle, lifeguard vehicle and other support equipment assigned. The apparatus building was reinforced to meet Essential Services standards following the 1989 Loma Prieta earthquake. The crew quarters consist of a modular building behind the neighboring police station. Nighttime responses are delayed 60 to 90 seconds due to the distance and obstacles between the crew quarters and apparatus building. The intention is to close this fire station and relocate the staff and equipment to a new fire station on Ventana Drive. Since the existing apparatus building has been retrofitted to be Essential Services-compliant, it has been designated to be retained for use as a fire and police training classroom, public meeting room and city Emergency Operations Center (EOC). This will free critically needed space in the police station that is currently used as an EOC.

Ventana Station (proposed): The City of Pismo Beach has designated a land parcel located on Ventana Drive in the southern portion of Pismo Beach to build a replacement fire station. The strategically located site would provide good response time to the downtown area as well as to the southern portion of Pismo Beach, which is not effectively served by the current Pismo Beach fire station. If Pismo Beach expands east between Price Canyon and Oak Park, the Ventana site can also serve that area with good response times. The Ventana site has a preliminary station design that has been approved by the Planning Commission, but is dependent on funding for construction. This project would be funded entirely by the City of Pismo Beach.

Fire Facility Ownership Los Osos CSD

Fire Station Name	Community location	Owned or Leased (with landowner)	Year or Decade Built
South Bay (FS # 15)	Los Osos	owned	1960 (remodeled 2005)

South Bay Fire Station 15: This station was remodeled in 2005 to make the facility ADA and mixed gender compliant. Design and construction costs were funded utilizing fire protection fee revenue from the Los Osos CSD.

Fire Facility Ownership Avila Beach CSD

Avila Beach CSD: The CSD still owns the Avila Beach fire station facility at San Luis and First Street in Avila Beach. When consolidation occurred, this station was decommissioned and staff and equipment were relocated to the county-owned Avila Valley Fire Station off of San Luis Bay Drive. The CSD is leasing the old fire station facility out for commercial use. With some remodeling, the station could be reopened.

Findings and Recommendations: Section 6, Consolidated Fire Capital Facility Assets

Findings

1. The CAL FIRE Emergency Command Center (ECC) is a mission-critical facility that is in serious need of replacement. It does not meet Essential Services Codes nor does it have the electrical and other technology infrastructure to support a modern dispatch center. This facility has been designated for replacement in the State process with a portion of costs to be shared by the County. Designs and environmental reviews have been completed but construction has been stalled for more than ten years.
2. CAL FIRE Headquarters and fire station is also in serious need of replacement. The original building was built in 1939 and requires extensive upkeep. Although repairs were made to the fire station barracks following the San Simeon earthquake in 2003, it is still not Essential Services-compliant. This facility is a component of the HQ/ECC replacement project mentioned in the ECC section (4.5) of this document.
3. Two of the nine CAL FIRE state-owned fire stations and the Paso Robles Air Attack Base have been replaced with modern Essential Services compliant buildings. The remaining seven fire stations are scheduled for replacement in the State's major capital outlay plan. Existing sites may be unsuitable for the replacement station.
4. Cuesta Conservation Camp is in serious need of replacement. Having inmate firefighters housed with other inmates creates response issues for CAL FIRE when the CMC locks down their facility for an inmate action unrelated to CAL FIRE crews.
5. Consolidation partners retain ownership and responsibility for their own facilities. Cost share programs exist for new construction on a prorated basis.
6. Public Facility Fee (PFF) programs for the County and Pismo Beach have a reasonable revenue stream with sustained development. PFF funds can only be used to offset additional capacity caused by development and cannot be used to replace existing square footage or equipment that was funded using PFF.
7. The County and Pismo Beach have acquired land parcels for future fire station sites, but the parcel locations may not be appropriate for the anticipated full community build-out.
8. Los Osos participates in the Public Facility fee program.
9. Oak Shores FS is in a poor location and not in a fire facility.
10. New training classroom facility in Los Osos is excellent.
11. Pismo Beach Fire Station 64 on Bello Street is in a temporary crew quarters facility that delays responses by as much as 60-90 seconds.
12. The training drill grounds site at Camp San Luis Obispo are in design and development and will require significant site development. There are other agencies that have expressed interest in partnering in the use of this site.

Recommendations

1. There is a high potential for mission critical system failure of the ECC due the age and condition of this building. The highest priority should be directed to replacing the ECC as soon as possible, whether as portion of the already approved HQ/ECC replacement plan or at another location.
2. A designated backup facility for the ECC should be secured immediately; ideally this would allow instantaneous transfer of 9-1-1 phone calls, Computer Aided Dispatch and radio communications to the alternate center in the event the ECC is put out of commission.
3. The sites for the seven CAL FIRE state-owned fire stations scheduled for replacement should be reevaluated in light of other, possibly more suitable, sites.
4. Cuesta Conservation Camp should be replaced and converted to a standard configured CAL FIRE camp that has inmate firefighters housed on-site. A location off of the National Guard post should be considered. If Los Robles Camp is reactivated, a new Cuesta Camp could be located further south.
5. The County should pursue acquisition of sites for future fire stations in several locations that will require facilities when planned build-out is achieved.
6. Pismo Beach should build the new fire station on Ventana Drive and retain the existing fire apparatus garage for use as a training center and city Emergency Operations Center (EOC).
7. A new location for Oak Shores Fire Station should be secured and a new facility constructed.

Section 7

Response Time

The most significant impact of longer getaway/driving time is that more emergency medical patients will suffer irreversible damage and more fires will spread.

The governing body of a local fire protection organization determines the level of fire/rescue service provided to the public; there are no mandated federal or state service level requirements regarding response times, staffing levels and expected outcomes. There are, however, recognized industry service level standards recommended to achieve successful service delivery.

This study uses those accepted industry standards to establish benchmarks for comparison with the current service levels delivered. After analyzing hazards present, the risk or likelihood of occurrence, and consequences of the occurrence, an "acceptable level of risk" is determined that also takes what a community can afford into account. Frequently, communities accept the level of fire/rescue service they can afford, not necessarily the level they desire.

Fire/rescue service is a combination of a properly designed fire organization, personnel, equipment, training, dispatch, fire station locations, response time, and water supply. Adjustments to any of these factors can have direct impact on level of service provided.

Successful fire/rescue service is achieved by properly trained personnel responding to a call for assistance in a timely fashion, arriving with the proper equipment and training to stop further injury or damage from occurring.

- The fire response goal is to arrive in a timely manner with sufficiently trained and equipped personnel to rescue at risk victims, stop the escalation of the fire and reduce additional damage to property through proper salvage operations.
- The goal of emergency medical services is to arrive in a timely manner with sufficiently trained and equipped personnel to provide pre-hospital medical services that will stabilize the situation and provide patient care and support to reduce or reverse conditions that caused the emergency.

There are two aspects of response: response time and weight of the response.

- Response time is the speed by which the first unit arrives and begins to mitigate the problem followed by the arrival of all responders dispatched.
- The weight of the response is the totality of the personnel and equipment necessary to mitigate the problem. Larger emergencies require more personnel and equipment.

Response Time Components

The service level standard most frequently equated with proper deployment design is response time. Response time is the single most significant factor in determining whether an emergency has a successful ending.

For this study, "response time," as defined in the San Luis Obispo County Land Use Ordinance means:

> *Response time is the time necessary for a fire protection agency to receive the call, prepare personnel and fire equipment for response, dispatch appropriate equipment, and deliver the equipment and personnel to each proposed parcel from the nearest non-seasonal fire station.*[1]

Speed of the Response

National studies have shown that for the first arriving resource to be as successful as possible, they should arrive in less than seven minutes from the time the emergency occurs. The balance of all dispatched responders arrives within 11 minutes. Every delay beyond that time reduces the chance of patient survival or the fire being contained to the room of origin.

Creating a response system that can attain these response time standards, however, is expensive. Achieving ideal getaway and driving times require closely spaced fire/rescue stations staffed with full-time personnel. Densely populated urban areas allow for much of the population to be served in reasonable driving times

1 Land Use Ordinance 22.22.050, 22.22.060

because of area compactness and the quality of the road network. In communities that are less urban and more rural, fewer people can be served in an ideal driving time by a fire/rescue station. The dilemma posed is that to achieve the ideal level response time, communities must build and staff more fire/rescue stations—an expensive option—or accept longer getaway and/or response times that result in greater losses. The most significant impact of longer getaway/driving time is that more emergency medical patients will suffer irreversible damage and more fires will spread. The governing board's policy of response time standards should reflect recognition of the probability of success related to total response time.

Weight of the Response

The vast majority of emergencies can be handled by the critical, first arriving fire engine and/or ambulance; but some emergencies may require several responding units, which must arrive and deploy in time to mitigate or contain the escalating problem.

Fire/rescue deployment strategies involve distributing fire/rescue stations throughout the community in order to reach the scene of emergencies rapidly. The second component of deployment is to position fire/rescue stations so they can deploy to assist an adjoining station in time to avert a major emergency.

The goal is to combine speed of the attack with the weight of the attack to rescue any persons trapped and to confine the fire to the room of origin. Several tasks must occur to achieve this goal, and, to be successful, many of them must be conducted simultaneously. The time frame and sequence of tasks determines the number of firefighters and time in which they must arrive to achieve success.

National response standards suggest response times for the total weight of a "first alarm" response to specified hazards. The usual fire standard applied is based on a 2,000-square-foot, stand-alone, two-story, single-family dwelling. There should be a total of 11-15 firefighters who respond on the first alarm and they should all arrive within 11 minutes after dispatched. National Fire Protection Association (NFPA) guidelines and Occupational Health and Safety Administration (OSHA) regulations require that a minimum of four personnel be at the scene of a structure fire before entry to suppress the fire ("2-in/2-out rules").[2] These four personnel need not arrive on the same apparatus (volunteer responders, for instance, may arrive in private vehicles). Medical and other emergencies are not covered by the same standards; however, industry standards call for minimum staffing of two per primary response apparatus. Support equipment such as water tenders can respond with just one person when they are responding in support of a force that is already at the scene.

2 OSHA regulations (2 in-2 out)

How the Response Time is Measured

Each of the components that comprise the total response or reflex time to an emergency can be managed to improve response times and enhance success rates. The total response time to an emergency is comprised of eight major components:

DISCOVERY AND REPORTING TIME	
	1 – The triggering event occurs.
	2 – Discovery of the emergency.
	3 – Reporting the emergency to 9-1-1.
DISPATCH TIME	
	4 – Determining the appropriate agency and response.
	5 – Dispatching the closest appropriate personnel and equipment for the problem.
TURNOUT AND GETAWAY TIME	
	6 – Reaction and getaway time of the responders.
TRAVEL TIME TO THE SCENE	
	7 – Driving travel time to the scene of emergency.
DEPLOYMENT TIME	
	8 – Deployment of proper equipment and action to mitigate the problem.

Discovery and Reporting Time

Emergencies that occur when witnesses or automatic detection systems are present usually have the quickest discovery and reporting times. Witnesses usually access the emergency response system via the 9-1-1 telephone system and are connected to the appropriate dispatch center; automated detection systems usually access the emergency response system through a 24/7 monitored service that receives the alarm and then calls the appropriate dispatch center. Close interconnection between different dispatch centers is also vital.

Dispatch Time

Dispatch time components are based on recognized national standards. Dispatch time includes receiving the 9-1-1 call, selecting the appropriate agencies and resources to send and alerting the responders. The national standard for this time frame is 90% of emergencies should be handled in less than 60 seconds.[3] Reducing dispatch time for every incident reduces response time.

Turnout /Getaway Time

Turnout and getaway is primarily affected by whether the fire station is a staffed or volunteer fire station. Nationally recognized standards expect on-duty crews to react to the dispatch, don protective gear and start driving toward the incident within 60-90 seconds. If the fire/rescue equipment is staffed by volunteer firefighters that respond from work or home, additional time is necessary for them to travel from their location to the fire station and then respond with the equipment. There is no national standard for volunteer getaway time because circumstances vary in each community. Generally, compact and urban communities experience quicker response by volunteer firefighters to arrive at the fire station in sufficient numbers (usually a minimum of two) to respond with equipment.

3 Dispatch standard NFPA 1221

Travel Time

Travel time is directly affected by the distance from the fire station to the location of the emergency and status of the road network. Traffic congestion, steep narrow roads, geographic obstacles, freeways or other obstacles that require responding units to cross a bridge or otherwise "go around" may also slow the response. Fire/rescue station deployment locations are based on road network travel times to reach the community at risk.

Deployment Time

Deployment is directly affected by training and experience of the responders. The better their training and greater their experience, the faster they are able to assess the situation, deploy the correct equipment and initiate proper action to mitigate the problem.

Response Time Standards

The standards that are commonly used to measure the ideal response time standard are based on the successful outcome of three typical fire/rescue emergencies.

Nationally recognized studies use certain emergency types as benchmark standards for response time studies.[4] Saving the life of a cardiac arrest or a major trauma patient are used as benchmarks for medical emergencies. Containing a structure fire to a single room is the standard for fire emergencies.

Cardiac Arrest: If a heart attack causes the heart to stop, the brain will begin to starve for oxygen in 4-6 minutes; brain damage becomes irreversible after 10 minutes. There are other types of medical emergencies that result in loss of oxygen that can have the same effect, such as choking and airway restrictions, drowning, allergic reactions, etc.

Trauma: Trauma patients (from vehicle accidents, stabbing or gunshots, serious falls, or industrial accidents) require rapid stabilization. Survival of a trauma patient who experiences severe blood loss or organ damage becomes unlikely without treatment within one hour at a high-level emergency room or trauma center. The goal of the emergency response system is to stabilize these patients in the field as soon as possible and transport them to an appropriate receiving hospital within one hour of injury.

Fire: It takes five minutes for an incipient fire to fully engulf a room reaching "flashover" in which all combustibles in the room are on fire, leading to occupant death and serious property damage.

The response time components that depend on fire/rescue system design are dispatch, turnout/getaway time, travel, and deployment time. National guidelines typically allow:

- Dispatch time: 60-90 seconds
- Turnout/getaway time: 60-90 seconds
- Travel time: variable based on fire/rescue station distance from scene location

Given that the major variable in response is travel time, fire/rescue deployment assumes a standard dispatch and getaway time factor of three minutes and uses travel time to determine service level and deployment.

Nationally Recognized *Ideal* Urban Response Times

First-arriving unit response travel time standards are based on the benchmark emergencies above and result in the recommended standards.[5] These standards assume a three-minute dispatch and getaway time and fully staffed fire/rescue units. Fire/rescue units staffed by volunteer firefighters will have a turnout/getaway time

4 National Fire Protection Association (NFPA) and California Emergency Medical Services Agency (EMSA)
5 State EMSA 101; NFPA 1710, 1720

that is extended several minutes, depending on the station and volunteer group. Additional variables such as traffic congestion, adverse weather or road construction can affect these times.

The typical service level design of most urban areas in California and San Luis Obispo County is based on the national standards, but delivering this level of service is expensive and complicated, even in very urbanized areas. Suburban and rural dwellers have been educated to expect a reduced level of service because delivery of urban-level service in these areas is practically impossible due to expense and other constraints. Hence, the desirable successful outcome from the emergency response in suburban/rural areas will be lower with greater incident of irreversible injury and more fire damage. Acceptable service levels derive from the balance between desired service level and what a community can afford, a consideration made by the governing body in determining service level policies.

Expected goals from these urban response time standards:

Fires will be confined to room or area of origin; patients with life threatening medical emergencies will be stabilized before irreversible brain damage occurs.

CALIFORNIA STATE EMERGENCY MEDICAL SERVICES AGENCY URBAN RESPONSE TIME STANDARDS (includes three minutes for dispatch and get away time)

Basic Life Support/CPR	Defibrillation begins	Advanced Life Support	Ambulance Transport	Performance Standard
6 minutes	6 minutes	8 minutes	8 minutes	90% of the time

SAN LUIS OBISPO COUNTY URBAN EMERGENCY MEDICAL SERVICES RESPONSE TIME STANDARDS (includes 3 minutes dispatch and get away time)

Basic Life Support/ CPR	Defibrillation begins	Advanced Life Support	Ambulance Transport	Performance Standard
Not defined	Not defined	10 minutes	10 minutes	90% of the time

NATIONAL FIRE PROTECTION ASSOCIATION URBAN FIRE RESPONSE TIME GOALS (includes three minutes for dispatch and get away time)

1st Fire Unit at scene	Balance of 1st alarm at scene	Advanced Life Support at scene	Ambulance Transport	Performance Standard
7 minutes	11 minutes	8 minutes	8 minutes	90% of the time

Note: San Luis Obispo County does not have a formally adopted response time standard for CAL FIRE/San Luis Obispo County Fire for fire/rescue response.

Response Times for the Full Range of Service Levels

The areas protected by CAL FIRE/San Luis Obispo County Fire range from urban to undeveloped; therefore, a single response time standard is impractical. In addition, the governing bodies of the fire service partner agencies have different financial resources. The response time criteria for the fire agencies are varied based on the demographics of the specific communities.

The following standards meet the balance between desirable levels of service and affordability based on community demographics. The standards include three minutes dispatch and getaway time.

Community Demographic Rating	First Fire unit travel time less than	Basic Life Support: CPR begins	Defibrillation begins	Advanced Life Support begins	Ambulance Transport arrives at scene	Performance Standard (% of time meeting standard)
URBAN	7 minutes	6 minutes	6 minutes	8 minutes	8 minutes	90%
SUBURBAN	8 minutes	8 minutes	8 minutes	10 minutes	10 minutes	90%
RURAL	15 minutes	15 minutes	Not defined	20 minutes	20 minutes	90%
REMOTE	23 minutes	Not defined	Not defined	Not defined	Not defined	90%
UNDEVELOPED	Not defined	Not defined	Not defined	Not defined	Not defined	Not defined

The success rates for each level of service are as follows:

Urban area service level: Fires will be confined to room or area of origin; patients with life-threatening medical emergencies will be stabilized before irreversible brain damage occurs.

Suburban area service level: Fires will be contained to building of origin and not spread to adjacent structures or wildland. EMS: Patients will receive appropriate care to stop further deterioration of their condition.

Rural area service level: Fires will be confined to building of origin and not spread to wildland areas as long as appropriate defensible space and built-in construction protections are present. EMS: Patients will receive appropriate care to stop further deterioration of their condition.

Remote area service level: Fires will be confined to property of origin to prevent a wildland fire from escaping to neighboring properties. Based on the Insurance Service Office (ISO) rating system, it is unlikely that these areas would qualify for ordinary homeowner or property fire insurance. EMS: Patients will receive appropriate care to stop further deterioration of their condition.

Undeveloped area service level: Fires in undeveloped areas will be treated as wildland fires and will be receive a ground an air response with first unit (usually aircraft) at scene within 20 minutes during the day and 30 minutes (ground resource only) at night. EMS: Patients will receive appropriate care to stop further deterioration of their condition.

Currently Adopted Response Time Performance Standards

- The County Board of Supervisors has adopted a ***recommended appropriate*** response time standard for community fire response in the County Land Use Ordinance of 4-6 minutes in urban areas, 6-7 minutes for suburban areas, and 10 minutes for rural areas. This recommendation is not binding, nor should it be mistaken for clearly adopted Board policy.
- The annual county budget document specifies response time goals for San Luis Obispo County Fire that are calculated based on the staffing level of fire stations:
    - All volunteer: 12 minutes
    - Partially staffed: 11 minutes
    - Full-time staffing: 9 minutes

County Fire reports on these performance measures at budget time, but the standards are not based on community development demographics.

- The City of Pismo Beach and the Los Osos Community Services District have adopted response time goals for their areas of jurisdiction.
- Aircraft Rescue & Fire Fighting (ARFF) response standards for the San Luis Obispo Regional Airport are set by the Federal Aviation Administration (FAA). The first responding crash truck must arrive in less than 3 minutes. If the FAA classification of the airport changes due to larger commercial passenger aircraft, response will need to be reevaluated.

Findings and Recommendations: Section 7.0 Response Time

Findings

1. The County Board of Supervisors has not established a clear-cut response time goal for fire/rescue services delivered by their fire department. There are adopted recommendations for development in the unincorporated area and there are budget performance measures.
2. County response time goal ***recommendation*** in the Land Use Ordinance as follows:
   a. Urban _____ 4-6 minutes
   b. Suburban _____ 6-7 minutes
   c. Rural _____ 10 minutes
   d. Remote _____ (not defined)
3. San Luis Obispo County Fire annual budget performance measures define response time standards based on fire station staffing status. The 2011-12 fiscal year proposed budget lists the following response time goals:
   a. All volunteer stations _____ 12 minutes
   b. Part time staffing stations _____ 11 minutes
   c. Full time staffed stations _____ 9 minutes
4. City of Pismo Beach General Plan has response time goals of:
   a. 4 minutes for emergency medical services ____ 95% of the time
   b. 5 minutes for fires and other emergencies ____ 95% of the time
5. Los Osos CSD response time goal policy of 5 minutes 90% of the time (according to the minutes specified in the CSD contract performance standards plan)
6. Avila Beach CSD does not have an established response time goal
7. ARFF response at the San Luis Obispo Regional Airport is in compliance with response time standards for the FAA classification of the airport.

Recommendations

1. It is recommended that the County Board of Supervisors, Avila Beach CSD, Los Osos CSD, and the City of Pismo Beach adopt a response time goal policy for areas under their jurisdictions that reflects the following:

Community demographic	First unit on scene	Balance of first alarm on scene
Urban	7 minutes/90%	11 minutes/90%
Suburban	8 minutes/90%	13 minutes/90%
Rural	15 minutes/85%	18 minutes/85%
Remote	20 minutes/80%	28 minutes/80%
Undeveloped	30 minutes/75%	45 minutes/75%

Note: Response time as used in these standards consists of the elapsed time from receipt of report of emergency in CAL FIRE dispatch center until the arrival of the responding units at the scene of the emergency (this includes three minutes dispatch and turnout time plus travel time to the scene).

7.1 Community Demographics

The fire service goal is to deliver the appropriate level of service as defined by community demographics and cost-benefit analysis. Factors that must be taken into account in determining the appropriate level of community protection include: total population, population density, mobile population, development patterns, building construction types, incident activity, and special hazards, among others.

Community Classifications

Public service levels are frequently established based on community classifications such as Urban, Suburban, Rural, etc.; however, these descriptions can be problematic because there are no universally accepted standards for determining these classifications at either the state or county levels. For this study we utilized San Luis Obispo County criteria for community classifications referenced in the County General Plan, Land Use Element (LUE), Land Use Ordinance (LUO) and other long-range community development planning policies that affect the unincorporated areas of the county. Given the diverse demographics of the area protected by CAL FIRE/San Luis Obispo County Fire, appropriate service levels vary across the region.

For strategic planning purposes, this study has established parameters for five different community demographic descriptions: Urban, Suburban, Rural, Remote, and Undeveloped. Local examples of these demographic descriptions include Pismo Beach (Urban), Los Berros (Suburban), El Pomar (Rural), California Valley (Remote) and Los Padres National Forest (Undeveloped). Each demographic area creates different fire/rescue workload and service level demands.

Community Classification Criteria

Certain criteria establish baseline community demographics. Other fire/rescue demand impact factors may modify the appropriate service level decision for the community. Incident history, presence of special hazards or complicated fire protection requirements, type of construction and age of development, assessed valuation, major transportation routes and community demand may bear weight on the final determination of service level. Base level criteria used in this study include urban and village reserve line (URL/VRL) status, parcel size, census and mobile[1] population numbers, and population density as currently developed VRL. Base level determinations can be modified by the status of multi-story, multi-family structures, presence of developed commercial/industrial parcels, special hazards, fire hazard severity zoning, and incident history. The modifiers will be used to determine the proper classification for areas that do not clearly fall within a category.

Classifying communities in San Luis Obispo County will assist the fire service in providing the appropriate level of service now and in planning for projected growth. Recommended criteria for classifying communities is as follows:

County General Plan and Land Use Element

The County General Plan and Land Use Element are the guiding policies for community design and development. Cities have their own general plans for guiding land use development within the incorporated city limits. These land use documents establish policies for community growth and development that are based on retaining rural character where it exists by restricting intense development to the cities and within the urban reserve lines (URL) and village reserve lines (VRL) in the unincorporated areas.

The following three land use policies of the County Board of Supervisors are designed to implement the growth restrictions.

1. Keep the amount, location and rate of growth allowed by the Land Use Element within the sustainable capacity of resources, public services and facilities.
2. Phase urban development in a compact manner, first using vacant or underutilized infill parcels and lands next to or near existing development, so that urban land, transportation and services are developed and used in an efficient pattern.
3. Provide additional public resources, services and facilities in sufficient time to avoid overburdening existing resources, services and facilities while sustaining their availability for future generations.

1 Based on traffic data from San Luis Obispo Council of Governments (SLOCOG)

Urban and Village Reserve Lines (URL/VRL)

The County General Plan and Land Use Element designate certain areas of the unincorporated area as urban reserve lines (URL) or village reserve lines (VRL). It is County policy to encourage more intense development within the URL/VRL areas and discourage intense development outside the URL/VRL. It is expected that service levels within the URL/VRL will be higher. Within the URL/VRL parcels maybe subdivided into smaller lots (as small as 6,000 square feet depending on the availability of community water and sewer services) that allow for denser residential population and commercial/retail/industrial uses that can be served more efficiently by public services, including fire/rescue. Six thousand square-foot parcels are equal to seven parcels per acre; this is the parcel size most commonly found in densely developed urban settings or cities. Long-range planning anticipates that maximum development within the URL/VRL will occur over the next 20 years.

Urban reserve lines exist for the following areas:

ArroyoGrande*
Atascadero *
Avila Beach
Cambria
Cayucos
Grover Beach*
Los Osos
Morro Bay*
Nipomo
Oceano
Paso Robles*
Pismo Beach*
San Luis Obispo*
San Miguel
Santa Margarita
Shandon
Templeton

** Cities*

Village reserve lines exist for the following areas:

Black Lake
California Valley
Callendar-Garrett
Creston
Garden Farms
Heritage Ranch
Los Berros
Los Ranchos/Edna
Oak Shores
Palo Mesa
Pozo
San Simeon
Whitley Gardens
Woodlands

Urban Service Lines

Within the urban reserve line of each community is the urban services line (USL). The USL encompasses areas where urban services are now provided or where such services are expected to be extended during the next five to 10 years, as the community expands toward the full development potential represented by the urban reserve line.[2]

2 San Luis Obispo County General Plan, Land Use Element

Development Density

The San Luis Obispo County Land Use Element defines urban, suburban and rural areas as follows:[3]

Urban Densities: _____ One or more dwellings per acre

Suburban Densities: _____ One dwelling per one to five acres

Rural Densities: _____ One dwelling per five acres or more

This study recommends using the following definitions for remote and undeveloped areas:

There are no specific definitions for Remote or Undeveloped but they are indirectly defined by exclusion from urban, suburban and rural classifications.

Remote Densities: _____ One dwelling per 20 acres or more
Remote densities are rural areas that exceed the 15-minute fire station response time remoteness test.4 The remote category applies to parcels that are in excess of 15 minutes from a non-seasonal fire station limiting new use or subdivision to very low density rural, agriculture, or open space uses. Population is restricted to very low density with some resident and mobile population.

The Insurance Services Office (ISO)5 classifies property with a fire response time greater than 15 minutes as unprotected and it is very difficult for property owners to obtain fire insurance. These areas do have some development and permanent population. Fire and medical emergencies routinely occur in these areas but at less frequent intervals than in more densely developed areas. Many of the medical emergencies are transportation-related highway accidents. Structure fires in remote areas usually result in total loss of the building. Fire spreading to adjoining buildings, wildland, and properties is the major concern.

Undeveloped Densities: _____ No dwelling units
This category applies to those areas of the county where no current development exists and land ownership or other land use restrictions preclude any future development. Areas within the Los Padres National Forest, Carrizo Plains National Monument, California State Park land, Hearst Ranch and other large open space dedications are examples of areas that would fall under this classification.

Any fires in these areas would likely be wildland fires and the population would be mobile visitor population, not residents. Medical emergencies do occur in these undeveloped areas but require extended ground response times or airborne medical response when available.

Total Population

Because people and their actions cause most emergencies, total population served is a primary baseline criterion for determining community classification. To determine the appropriate level of fire/rescue service for an area, the characteristics of the total population served must also be taken into account.

For the purposes of this study, total population is determined by combining recent census data for permanent residents with potential and mobile population factors. Combining census data with potential and mobile population numbers is critical because emergency service providers serve all the people in a community, not just permanent residents. Community demographic population definitions are often expressed in terms of current population count and density per square mile (e.g. greater than 3,000 people and more than 1,000 per square mile). Each fire/rescue station's response area was reviewed for census block data, developed residential parcels and other land uses to determine the total resident and mobile population served.

A. 2010 Census Data—Residential Population

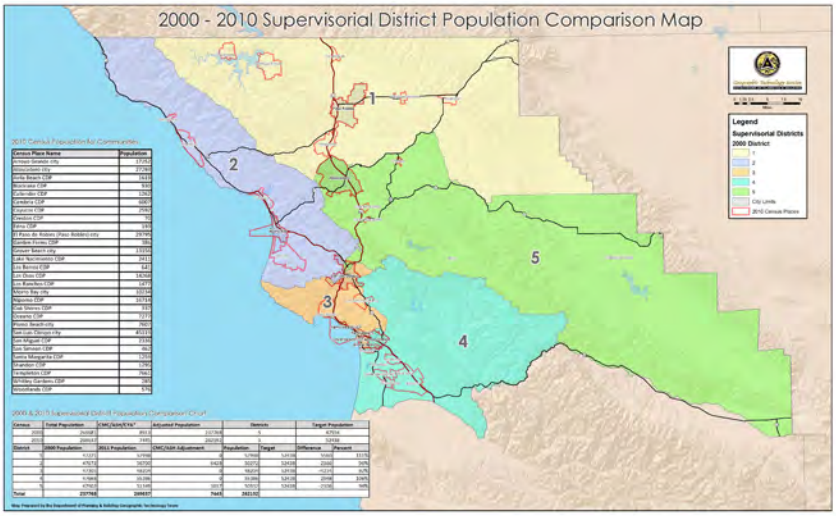
The census process divided areas of the county into census blocks and counted existing residents though an actual count followed by an indirect count. Census population is used to assess permanent resident population, often described as nighttime resident population (people asleep in their own beds). Census population does not reflect daytime population distribution or the total population of an area that puts a demand on fire/rescue services. Vacation rentals and weekend properties create a workload on fire/rescue services that would be overlooked if using only census block numbers. For example, Pismo Beach experienced a reduction in census population from the 2000 count; however, there has not been a reduction in residential properties. Many properties are now vacation or weekend rentals and there have been additional hotel rooms added since 2000. Daytime or weekend population in Pismo Beach and other tourist destinations can be many times the census block count.

3 ibid
4 San Luis Obispo County Land Use Ordinance (22.22.050) Remoteness Test
5 Insurance Services Office Fire Protection Rating Schedule

CENSUS PLACE NAMES FROM 2010 U.S. CENSUS

B. Potential Residential Population

Potential Residential Population estimates can be derived from the number of existing developed parcels classified as dwelling units. This number will differ from census population since it measures the population that could reside in all of the available properties. Census population did not count unoccupied properties,



See full size map in appendix

properties that are currently used as vacation or short-term rentals, or non-residential properties (commercial/retail, industrial, schools, etc). An average of 2.5 persons per dwelling unit multiplied by the number of dwelling units is a simple estimate of potential population.

C. Mobile population

Commuter/Daytime Population

The 2010 Census counted current permanent residents, but not daytime commuter or other mobile or visiting populations.

The daytime population of an area can vary dramatically from nighttime population. Commuters decrease the population in one area while increasing population in the destination community. Residents who travel to shop, work, attend school, or conduct business would not appear in the permanent resident census count for the destination community, but do create a measureable workload on fire/rescue service. In San Luis Obispo County, several locations clearly depict this phenomenon (e.g. Cal Poly and Cuesta College have small nighttime census permanent resident populations but have very large daytime populations). The US Census Bureau recognized this disparity and developed a method for estimating the difference.[6] Longitudinal Employee Household Dynamic (LEHD) GIS modeling along with data provided by San Luis Obispo Council of Governments (SLOCOG) transportation studies were used to measure this local population shift.

Visitor populations

Mobile population must be added to the local "census count" population in order to establish a more precise estimate of total. In addition to the mobile local population, tourists and other individuals traveling through the area on highways and other transportation systems create workload demand on fire/rescue. Visitor-serving facilities, such as hotels/motels, vacation rentals, beaches, parks and tourist areas, Hearst Castle, and other attractions may significantly change the population being served by fire/rescue. The communities of Avila Beach and Pismo Beach are examples of small resident "census" populations that spike significantly as a result of tourists, who may visit for a day, or who may stay for one or more nights at hotels or other short-term rental facilities.

Highway 101 and other major transportation routes serve thousands of people daily who are passing through the county. Transportation accidents create a significant workload on fire/rescue services. Transportation population was calculated utilizing SLOCOG transportation studies.

6 US Census Bureau; Daytime population is the number of people who are present in an area during normal business hours, including workers. Contrasted to the "resident" population present during the evening and nighttime hours.

To calculate mobile and visitor populations, this study utilized current Land Use Tax Codes for developed parcels. Hotels/motels, commercial/retail, industrial and other land use codes assigned by the Tax Assessor's Office were coupled with population factors for each of those property types to estimate the fluctuating populations.

Population Distribution and Density

In addition to total population, population distribution and density must be considered. The location (distribution) and density of the population being served is a baseline criterion for defining community demographics. A community with 3,000 people in 2 square miles is different from one with the same 3,000 people scattered over 20 square miles. Census data uses a very basic averaging method to reflect population distribution within a census block. The census data assumes that the population is distributed evenly throughout the census block; in rural areas, however, this is frequently not the case. Census blocks do not follow urban or village reserve line (URL/VRL) boundaries and may include densely developed, urban-sized parcels as well as open space or agriculture land in the same block. A dense pocket of "counted" population may be clustered in one small area of the census block while the rest of the block is unpopulated agriculture land; the census would distribute the count across the entire block and reflect a misleading population density.

To more accurately represent actual population distribution, Geographic Information Systems (GIS) Dasymetric[7] modeling of census population and County Tax Assessor Land Use Codes were utilized to compare census block numbers. Census block boundaries were compared to current land parcel, tax use codes and parcel locations to reflect population distribution to a greater degree of accuracy than census data.

Short- and Long-term Development Potential Population

Future population projections are important in predicting when an area served may require a change in fire/rescue service delivery level. Future populations are determined by using standard land use planning techniques. This study analyzes two time frames for potential future population served: short-term (1-5 years) and long-term (5+ years).

The potential future population of an area is an important factor in determining when a change in service level may be required. Areas that are on the verge of transition from one service level to another can be closely monitored to predict when the change should occur. By using established community planning methodology, managers can monitor development activity to better predict population and other community demographic changes. Working closely with the Long Range Planning Section of the County Planning and Building Department and the Tax Assessor's Office, this study used a combination of Land Use Zoning standards, long range planning build-out projections and land use tax codes to project short- and long-term development impact.

Short-Term Development Potential (vacant parcels built out in one to five years)

Short-term development is defined as development or building that could occur in less than five years—essentially vacant parcels for which an owner could apply for a building permit and commence development immediately. The parcels are zoned for use and no subdivision of existing parcels is required. The primary factor affecting development of these parcels is economic conditions and demand. The second factor impacting development is availability of services, such as the building moratorium in Los Osos caused by lack of sewer service.

Existing vacant parcels were analyzed to determine the impact if they were developed based on the current parcel size, zoning, and other applicable Land Use Ordinance conditions. An improvement in economic conditions or increased demand could quickly stimulate building even to the level of the boom experienced during the late 1990's, which also followed a recession. This study used standard factors for population for parcels based on Land Use Tax Codes; the additional population was added to the current population numbers to project a short-term population served.

This study does not attempt to project economic condition changes; however, when changes do occur and development steps up, the compliant parcels that currently exist will likely be developed first. Currently, there are thousands of vacant parcels inside URL/VRL that are available for immediate development. Communities that were growing rapidly prior to the recession (Nipomo and rural North County) could resume growth. Heritage Ranch, Palo Mesa and Woodlands were communities experiencing significant building activity just prior

7 The dasymetric map is a method of thematic mapping, which uses symbols to spatially classify volumetric data. Cartographers use dasymetric mapping for population density over other methods because of its ability to realistically place data over geography.

to the economic downturn. The community of Los Osos could see a significant change in construction once its sewer issue is resolved, regardless of the general economy. This analysis can be used as an indicator of probable growth but should be compared to actual patterns that emerge.

The mitigation opportunities to offset the extra fire/rescue service impact created by the zoning compliant development of existing parcels are usually limited to project-specific building code or fire code applications (fire sprinklers, construction materials, set-backs, etc.) and assessment of public facility fees to help offset one-time expenses. Long-term revenue to offset ongoing impacts would be derived from existing tax or fee revenue sources. (See next page for a table of projects that are in process.)

Antiquated Subdivisions

Land subdivision laws (Map Act[8]) and impact mitigation measures that apply at the time a property owner creates a new parcel map by splitting an existing parcel (a subdivision) are comprehensive. The potential overall impact of the new subdivision is closely scrutinized. Short- and long-term mitigations to offset negative impacts may be required as a condition of the subdivision. Once the new parcel map is recorded, the window to apply those mitigations often closes.

San Luis Obispo County has several existing "antiquated" subdivisions that were created decades prior to current Land Use Ordinances and development policies. These subdivisions may be out of compliance with current policies aimed at focusing development in the existing urban areas. Some of these subdivisions have small parcels that could allow for intense development reaching urban or suburban development densities even though they are outside of URL and VRL areas. However, since the parcels exist and no subdivision process will occur, the only limitations to development are zoning and access to public services, primarily water and sewer. Mitigations to reduce impacts on fire/rescue services are limited to application of current building and fire codes.

Ground Squirrel Hollow and other north county subdivisions have seen significant development during the last decade. The most extreme example is California Valley where several hundred 2.5-acre parcels zoned for residential use were created but lack access to water. Several other similar but smaller antiquated subdivisions exist in the rural north county. These subdivisions represent a significant potential population increase and fire/rescue impact.

Long-term Development Potential (five-plus years)

Long-term development reflects the maximum potential development and has the greatest fire/rescue demand impact. The County Planning and Building Department's Long Range Planning section has conducted a detailed analysis of the long-term maximum potential build-out of areas. These projections are based on current Land Use Element, Land Use Ordinance and development frameworks. Much of this maximum potential, especially inside the URL and VRL, would involve landowners subdividing to smaller parcels thereby leading to more intense development. Because land subdivisions require greater time to accomplish, this study anticipated that these density changes would be five years or more in the future. The Planning and Building Department has projected these developments to take place over a 20-year timeframe.

An important aspect of the land subdivision process is a close examination and resolution of the impact created by a new subdivision. Area Specific Plans are used to guide significant long-term development changes for a community. The Area Specific Plan identifies the impact circumstances that development will create, including services and demographics. Developments that are shown to have a fire/rescue service impact can require mitigations that address the impact as a condition of the subdivision. Development mitigations can include fire-resistant community design, built-in fire protection (i.e. fire sprinklers), and short- and long-term revenue solutions. Shandon is currently being studied by the Planning and Building Department for a significant change. If the full plan is implemented, it will, in turn, create a clear need for increased service for Shandon.

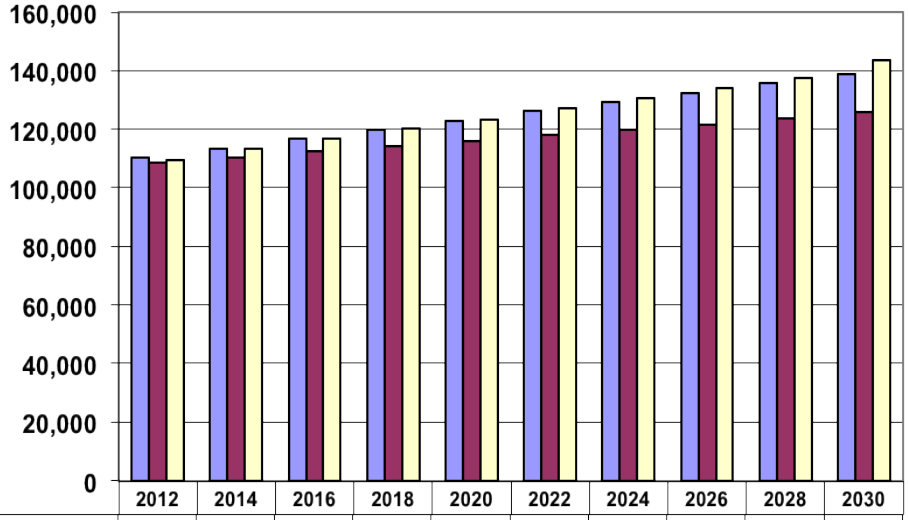
There were several large-scale development projects in process when economic conditions slowed demand and construction. These projects could start up again rapidly when conditions change. These projects are reflected in the table on the next page.

Long-Term Population Estimates

The following chart uses census data, California Department of Finance and County Planning and Building models to depict population projections for the areas protected by CAL FIRE/County Fire through 2030. Percentage change over 20 years varies from 15% to 31%.

8 THE SUBDIVISION MAP ACT, California Government Code 66473.

LONG-TERM POPULATION PROJECTION ESTIMATES FOR AREAS PROTECTED BY CAL FIRE



	2012	2014	2016	2018	2020	2022	2024	2026	2028	2030
Census Linear Projection	110,345	113,513	116,681	119,849	123,017	126,185	129,353	132,521	135,689	138,857
2008 Dept of Finance	108,693	110,556	112,419	114,282	116,077	118,007	119,870	121,733	123,596	125,712
Dept of Planning	109,651	113,163	116,675	120,187	123,112	127,211	130,723	134,235	137,747	143,430

POPULATION PROJECTIONS
DEVELOPMENT PROJECTS CURRENTLY IN DEVELOPMENT OR FINAL PLANNING STAGES

AREA	PROJECT NAME
Nipomo	Woodlands Project—Continued build-out of development (10-year phased began in approx. 2004) Commercial and residential (high density) 500-room hotel. Approximately 200,000 sq. ft. of commercial development with head-of-household jobs
Nipomo	Commercial Projects—200-bed, multi-story, assisted living/care facility, several large medical offices, 10 to 15 new mixed-use, and commercial projects of 10,000 to 30,000 sq. ft. on site.
Avila Valley	Hotel—Proposed event center, restaurant, "A" occupancy, theater, day spa and approx. 40-50 1,400 sq. ft. "villas" northeast of the existing San Luis Bay Inn Hotel.
Avila Beach	Mixed-use multi-story project located at 460 San Francisco Street cross of 1st Street in downtown Avila Beach.
Avila Valley	Two large-scale add/alt to existing single-family residential structure in area of San Luis St. at 2nd St. Nearby project is exactly same type—major addition/alteration to existing residence.
Avila Valley	Multi-story community bldg. "A" occupancy, showers, laundry, offices, etc.
Diablo Canyon	Multiple ongoing commercial-type projects at Diablo Canyon Nuclear Power Plant that require review and inspections, including dry cask storage facility, steam generator replacement, new fire station (vehicle storage and sleeping quarters).
Avila Valley	Extensive large-scale special events and minor addition to commercial structure(s) San Luis Bay Golf Resort/Club.
SLO Airport	Commercial projects—Three large-scale commercial business parks located at or near 1146 Farm House Lane off Hwy. 227 near San Luis Obispo County Regional Airport.
SLO Airport	Commercial park—Commercial aviation bulk fuel storage/dispensing facility. Located at or near 835 Aerovista Drive on San Luis Obispo County Regional Airport. San Luis Obispo County and the FAA are in current negotiations to build a new terminal for the San Luis Obispo County Airport. Many phases of the project are completed or underway
SLO Airport	Large-scale pet boarding facility at 173 Buckley Road near S. Higuera St.

SLO Airport	Two 100,000+ sq. ft. light manufacturing/industrial structures located at or near 125 Venture Dr. off Buckley Rd.
SLO Airport	Large-scale "A" occupancy (religious facility) located at 1775 Calle Joaquin near Los Osos Valley Road.
Santa Margarita	Margarita Ranch is a phased project with 114 homes in Phase I that has passed the Board of Supervisors. Phase I is part of a larger development on the 14,000-acre ranch, which could include wineries, more than 500 homes, houses of worship, an amphitheater, a golf course, a horse ranch, a livestock sales yard, a guest ranch, a bed and breakfast, a sewage treatment plant, restaurants, craft studios, galleries and shops, worker housing, among other components.
Heritage Ranch	Heritage Ranch—Tract 2162 (approved) includes approximately 200+ single-family residential parcels to the east of Oak Shores. Lakeview Drive near Pine Ridge Road.
Oak Shores	Oak Shores—Continued build-out of Tract 1990 near Lake Nacimiento. Approx. 175+ single-family residences.
Oak Shores	Camp—Large-scale (400-500 person) organizational camp. Lynch Canyon Road.
Rural Paso Robles	Agricultural cluster—Proposed residential/agricultural sub-division in the Whitley Garden Area, 50-60 one-half-acre parcels and commercial operation.
Rural Paso Robles	Subdivision—Approx. 250 existing antiquated one-to-two-acre parcels with no secondary access point. "Ground Squirrel Hollow."
Rural Paso Robles	Two commercial wine caves. Approx. 20,000 sq. feet.
Rural Paso Robles	Commercial space—Proposed large-scale commercial development: processing, tasting, day spa and special events, etc. 100,000 sq. ft. on Hwy 46 West.
Rural Paso Robles	Laura's Vineyard—Multi-story structures off Hwy 46 East for commercial winery and storage with tasting, special events and proposed cave.
Adelaide	Adelaida Road—Carina Cellars
Adelaide	Large-scale wine cave and commercial development with large-scale special events at or near 8910 Adelaida Road at Vineyard Drive. Halter Ranch Winery.
Shandon	The Shandon Community Plan is currently working on a project (San Juan Village) for a large-scale planned build-out over the next 20 years.
Shandon	Two separate large-scale residential subdivisions currently working through Long Range Planning process.
Shandon	Approximate 50 antiquated 10-acre residential parcels off Hwy. 46 East at Greunhagen.
Shandon	Large-scale commercial development well into grading phase will result in nearly 80,000 sq. ft. of commercial space with two separate points of access for operation. Heart Hill Winery.

Buildings

The age and types of buildings that exist in a fire/rescue station's response area directly impact service level requirements. Older buildings that have no built-in fire protection systems (fire sprinklers, fire partitions, combustion resistant construction, etc.) present a greater probability of serious fires than modern buildings. Single-story, single-family residential structures present a lower fire protection service demand than multi-story commercial or industrial complexes. Evacuation or rescue of inhabitants is more difficult and labor-intensive in larger, complicated buildings.

Fire spread from building to building is more likely when structures are closely spaced or share common exterior walls commonly found in commercial/retail areas.

Special Hazards

Industrial Facilities

Industrial facilities may have unique fire protection challenges due to industrial processes in use at the sites. Certain property uses create very special hazards that require unique training, equipment, and personnel to combat an emergency in the facility. Ideally, many of these hazards can be addressed and mitigated during the development process. However, when the use is pre-existing, little opportunity exists to use fire codes or development conditions to mitigate the hazard. There are some facilities protected by CAL FIRE/San Luis Obispo County Fire that present very unique challenges beyond normal fire/rescue protection demand.

Diablo Canyon nuclear power plant, oil production facilities, San Luis Obispo Regional Airport, Camp San Luis Obispo, Cuesta College, Cal Poly State University and complex industrial sites present special hazards that create unique demands on CAL FIRE/SLO County Fire.

Surf and Water Rescue

Oceanside cliffs, ocean piers (Pismo Beach, Avila Beach and San Simeon), wineries, and recreational lake activities (Nacimiento, Lopez, Santa Margarita) present special hazards creating unique demands on CAL FIRE/San Luis Obispo County Fire.

Wildland Urban Interface Fire Hazard Severity Zones

State law requires CAL FIRE to evaluate the wildland urban interface (WUI) fire potential of all lands in California.[9] Areas are rated based on the projected severity and expected damages of a WUI fire. The fire hazard severity zone (FHSZ) classifications include Low, Moderate, High, and Very High. New property development or building that occurs in high or very high FHSZ's are subject to fire resilient building and development standards that are more stringent than low hazard areas. Dense development in high and very high FHSZ present the possibility of rapidly escalating fires that can destroy multiple buildings in very short time frames. A strong fire prevention effort coupled with rapid and sizeable response to fires is required to reduce conflagration potential. Maps depicting the FHSZ's in San Luis Obispo County are in the Appendix.

Transportation Hazards

Several major transportation routes transverse the CAL FIRE/San Luis Obispo County Fire protection area, including Highways 1, 101, 41, 46, 58, and 166. State Highway 1 is a national scenic treasure that can prove

9 Public Resources Code section 4125

treacherous along the cliffs leading to Big Sur in Monterey County. Thousands of cars, trucks and busses travel these highways daily and routinely experience traffic accidents that present challenges to fire/rescue. Primary concerns are stabilizing the injured, rescuing entrapped persons and preventing fire or further accidents from occurring. Of secondary, but important concern, is the nature of the products the vehicles are carrying and whether they have leaked. Hazardous materials are transported on county roadways daily and accidents involving spills require special skills and equipment. Fire/rescue stations located along major transportation routes experience a higher percentage of vehicle accident responses.

The Union Pacific Railroad is a critical north-south freight and passenger rail line serving California and the western United States. Millions of tons of freight and hundreds of passengers travel through the county daily. Accidents involving rail traffic in San Luis Obispo County have been rare, but occur frequently in California and across the United States. Railcars frequently carry hazardous materials in very large quantities. Special training and equipment is necessary to prepare for and manage railroad emergencies.

Incident Activity

Initial Response Unit Times

Historical incident activity is another factor in determining the appropriate service level for an area. The patterns of number, location and nature of actual emergencies are used to validate fire station location and service level. Fire stations are ideally located where the responding units can reach the scene of the vast majority of emergencies in their response area within the desired response time. Analysis of actual incidents can determine performance compliance. If an area is defined as urban with a goal of seven-minute response time to 90% of all emergencies, a GIS analysis of actual performance is relatively simple. To confirm proper system design, when incidents are plotted by location and response time, 90% of all the calls are reached within response time design parameters. Outliers that exceed response time design should be routinely investigated to determine the cause of the delay. Common reasons for delay include:

- The area is too far away from the fire/rescue station to be reached in a reasonable driving time.
- Adverse weather, traffic congestion or temporary road network issues slowed the response.
- The primary response unit was unavailable due to a simultaneous call.

System corrections or adjustments to expectations may need to be made if outliers become too frequent.

Full Alarm Response Times

Experience with the response patterns of call firefighters, reserve firefighters, and adjoining forces to support large-scale emergencies is important to measure the effectiveness of assembling a timely, appropriate-sized force to mitigate the emergency. For example, if the first arriving fire engine has only two firefighters on board, they cannot initiate an interior fire attack on a structure fire until two more firefighters arrive at the scene (2-in/2-out OSHA rules). Even though the initial unit arrived in the designed response time, the attack would not be successful without the balance of the alarm arriving when needed. If additional resources are routinely not available, changes to service delivery method or adjustments to expectations must be made (See Service Level Section7.2 for additional detail).

Findings and Recommendations: Section 7.1 Community Demographics

Findings

1. No commonly accepted community classification system has been identified for San Luis Obispo County emergency services.
   a. County General Plan and Land Use Element identify three development density demographics: urban, suburban and rural. There are no area definitions beyond rural classifications.
   b. County EMSA ambulance contract defines urban, rural, and remote areas by census population count and density. (This standard places some communities into classifications that differ from the classifications determined by County Land Use Element criteria.)
   c. California EMSA defines communities as urban, suburban, rural and wilderness by census population and density. The definition is different from County LUO.
   d. U.S. Census Bureau data for the 2010 census only measures resident population, not total population served.
2. Urban communities typically expect and receive a higher level of service than rural communities because a single fire/rescue station can serve a larger population and the proportional cost can be spread to a larger population. Higher levels of service usually are delivered by fire/rescue stations that are more closely spaced, have more full-time, on-duty staffing, and/or provide enhanced services such as paramedic or ladder truck services. All of these service level enhancements come with an economic cost and benefit

Recommendations

1. This study recommends that the following community demographic definitions be used to determine service level standards for CAL FIRE/San Luis Obispo County Fire. The definitions include census resident population data, potential population which includes mobile population data and non-residential structure population estimates, parcel size and compliance with land use planning policies and incident history.
2. The following population densities (based on the adopted LUE minimum parcel size) should be used for community demographic population density definition for the Urban through Remote classifications as defined above.

   Urban:_____ Greater than 1,000 people per square mile

   Suburban:_____ Between 320 to 999 people per square mile

   Rural: _____ Between 80 to 319 people per square mile

   Remote: _____ Less than 80 people per square mile

   Undeveloped: _____ Less than 1 person per square mile
3. This study also recommends that the following base criteria and modifying criteria be used to determine demographic classifications:

URBAN

Base criteria
- Total population is greater than 3,000 (census population + mobile population)
- Area is within urban reserve line/village reserve line (URL/VRL)
- Residential population density greater than 1,000/square mile inside URL/VRL
- Parcel sizes are predominantly one acre or less with one or more dwellings per acre
- Presence of multi-story multi-family dwelling units

Modifying Criteria
- Presence of developed commercial/retail or industrial parcels
- Presence of special hazards
- Fire hazard severity zoning of high or very high
- Incident activity is greater than 500 per year

SUBURBAN

Base criteria

- Total population is between 1,000 and 2,999 (census population + mobile population)
- Area may be inside and/or outside of URL/VRL
- Residential population density is greater than 320/square mile inside and adjacent to URL/VRL
- Parcel sizes are one to five acres, with one dwelling per one to five acres
- Limited multi-story multi-family dwelling units
- Limited commercial/retail or industrial parcels

Modifying Criteria

- Presence of developed commercial/retail or industrial parcels
- Presence of special hazards
- Fire hazard severity zoning of high or very high
- Incident activity is greater than 300 per year

RURAL

Base criteria

- Total population is between 500 and 999 (census population + mobile population)
- Area is outside URL or VRL
- Residential population density is greater than 80 / square mile
- Parcel sizes are larger than 5 acres with one dwelling per five acres or more

Modifying Criteria

- Presence of special hazards
- Fire hazard severity zoning of high or very high
- Commercial/industrial development primarily agriculture related
- Incident activity is greater than 100 per year

REMOTE

Base criteria

- Total population is between 10 and 499 (census population + mobile population)
- Area is outside URL/VRL
- Residential population density is less than 80 / square mile outside the URL/VRL
- Greater than 15 minute response time from existing non-seasonal fire station
- Parcel sizes are predominantly larger than 20 acres with one dwelling per 20 acres or more

Modifying Criteria

- Presence of special hazards
- Fire hazard severity zoning of high or very high
- Very limited commercial/industrial development
- Incident activity is less than 100 per year

UNDEVELOPED

- Total population is less than 50 (census population + mobile population)
- Area is outside URL/VRL
- Residential population density is less than 1 / square mile
- Parcels are undeveloped and precluded from development by ownership or land use restrictions
- Incident activity is less than 10 per year

The criteria above establish baseline community demographics. Other fire/rescue demand impact factors may modify the appropriate service level decision for the community. Incident history, presence of special hazards or complicated fire protection requirements, type of construction and age of development, assessed valuation, major transportation routes and community demand may bear weight on the final determination of service level.

7.2 Service Level Standards

Service Level Definition[1]

Firefighters must arrive within a short time period with adequate resources to control a fire before it has reached its maximum intensity in order to save lives and minimize property damage. If resources are understaffed or arrive too late, the emergency will continue to escalate, requiring more firefighters to commit to the emergency. Ideally, fire stations and staff are located so that a 9-1-1 call results in a timely response with appropriate equipment and personnel to stop the emergency escalation and meet the service level objective established by the governing body of the fire agency.

Defined service level standards are the means by which the fire agency designs a system to meet the goals. The goal of service level definition is to match the arrival time and concentration of fire/rescue resources with a specific point in fire growth or patient's medical condition that will deliver a cost-effective predictable outcome. The appropriate service level is determined by hazard, risk and consequences. The more extreme the hazard, risk and consequences, the quicker and heavier the response must be. Service level standards allow for proper distribution, concentration and deployment of fire/rescue assets to achieve a desired result.

Community demographics (based on the unique mixture of parcel use, hazards, occupancy risks and the service level required to mitigate those risk levels) help define the cost-effective and appropriate fire/rescue service level for an area. Service levels are dependent on the community demographic: urban, suburban, rural or remote. Due to greater population numbers, urban communities create a higher demand on fire/rescue services than rural communities.

Staff can measure performance compliance against the standard and analyze trends to project system changes. Staff use various measures to objectively and quantitatively analyze the relationship between community demographics, existing or new fire station locations, daily staffing levels and the fire department's ability to deliver service at the defined service level. Measures include factors related to fire station distribution (location), fire station concentration (spacing between fire stations), effective response force (numbers of apparatus and personnel available), response performance history and trends.

Service Level Expectations

Once a community hazard and risk level is defined, the fire/rescue service relies on prevention and other mitigation measures to minimize emergency impacts. If an emergency occurs despite these measures, a response system must be in place. After understanding the risks present in the community, citizens and elected officials must articulate their service level expectations. For example, goals may be set to confine the fire to the room of origin, area of origin, floor of origin, or building of origin. Each outcome requires a different service level that is dependent on speed and weight of response. Sparsely populated areas with long response times might have to accept a service level in which the attainable goal is not to save buildings but to prevent the fire from spreading to the wildland. Each risk category found in a community should have an outcome expectation developed. Risks other than structure fires are typically EMS, wildland fires, vehicle accidents, rescues and hazardous materials emergencies. Fire station deployment is measured from two concepts, distribution and concentration, which are influenced by response time and ability to deliver an effective response force for each risk category and community service level.

Fire Response

Regulations and best management practices for delivery of fire/rescue services also affect service level. OSHA regulations require four firefighters at the scene of a structure fire (or any emergency that involves atmospheres that are "immediately dangerous to life and health" IDLH).[2] Unless there is a confirmed trapped person that can be rescued, firefighters cannot enter the burning structure until four firefighters are on scene and a two-firefighter interior entry team and a two-firefighter exterior rescue team is in place (2-in/2-out).

Fire Response Service Level Minimum Standard

- Four firefighters on scene and prepared to make entry into IDLH atmosphere or structure fire.
- Three firefighters on scene of other fires, rescues or emergencies without IDLH atmospheres.

1 International City/County Managers Association (ICMA) and CFAI Accreditation Standards of Cover guidelines
2 OSHA 2-in-2-out regulations for immediately dangerous to life and health (IDLH) atmospheres

The four minimum responding firefighters do not need to arrive on the same vehicle; they can arrive on two or more fire engines or in private vehicles (in the case of PCFs), and they can be from different fire service agencies (automatic aid). However, they must arrive in time to allow for a successful outcome for the service level (speed of the response).

First Arrival—Speed of the Response

A successful emergency outcome depends on the response speed of the first arriving fire/rescue unit. The goal of first arriving units is to stop deterioration of the situation until additional help can arrive to fully resolve the problem. The first unit to an emergency is able to handle a large percentage of emergencies. The location of fire stations and fire/rescue apparatus is critical for quick first arrival resources for all-risk intervention. The intent is to achieve rapid intervention to stop escalation of the problem and minimize impact from the average routine emergency. If the first arriving fire engine has only two firefighters on board, they cannot initiate an interior fire attack on a structure fire until two more firefighters arrive at the scene (2-in/2-out). In addition to the 2-in/2-out staffing requirement, two additional firefighters should arrive almost simultaneously to provide a dedicated pump operator and incident command. If these additional resources are routinely not available, changes to service delivery method or adjustments to expectations must occur. Even though the initial unit arrived in the designed response time, the attack would not be successful without the balance of the alarm (weight) arriving when needed.

Full First Alarm Response—Weight of the Response

There are emergencies that require a larger response to control. An "effective response force" or first alarm response is that which will most likely stop the escalation of the emergency for each risk type. Different risk types may require a different first alarm response force. Distribution of adjoining stations that can respond as second or third resource to fill out the balance of the first alarm response is critical for achieving service level success for more demanding emergencies.

Urban fire response time standards are based on a room and contents fire in a standalone single family residence. The chart below reflects the minimum and desired response to a single family residential structure fire:

ACTIVITY PERFORMED BY FIREFIGHTERS	FIREFIGHTERS REQUIRED
Interior attack hose line (2 in)	2
Exterior rescue hose line (2 out)	2
Pump operator	1
Incident commander	1
Rescue/ventilation crew or back up hose line as needed	2
Exposure protection/Safety officer	1
Minimum attack personnel for Defensive strategies	9
Second pump operator	1
Vertical ventilation	2
Horizontal ventilation	2
Minimum attack personnel for Offensive strategies	14

Outcome Expectations

Urban fire response time standards are based on a room-and-contents fire in a stand-alone single-family residence. The expected successful outcome in this urban setting is to confine the fire to the room of origin. This expected outcome is referred to as an ***offensive attack*** in which firefighters enter the burning structure, rescue any remaining occupants and put the fire out without allowing fire expansion or significant damage that weakens the structure and threatens building collapse. Fire-caused structural damage will be confined to the room and area of origin, but there will likely be extensive smoke damage to remainder of the building.

As response times increase because of longer fire department travel times, the amount of fire involvement and resultant structural fire damage increases. The probability of a person or persons inside the burning building

remaining alive also diminishes dramatically. The structural integrity of the building may be compromised, preventing firefighters from entering the building due to concern for building collapse. ***Defensive attack with limited rescue*** is the attack strategy condition referred to when firefighters cannot enter the structure due to fire involvement. The successful outcome expectation is to provide medical assistance to victims that self-rescued, confine the fire to the building of origin and prevent spread to adjacent buildings or properties.

Fires in more complex buildings (multi-family, commercial, industrial, etc.) and other types of emergencies often require more personnel and resources than those sent to a single family residential fire.

Necessity of Paid Call Firefighters (PCF) in Meeting Minimum Response

Most CAL FIRE stations have a viable PCF company assigned that provides personnel to augment the two-to-three person on-duty crew to meet the 2-in/2-out response requirement. PCFs respond from their homes, place of business or wherever they happen to be when the alarm sounds. Response of PCFs can be very good or sporadic based on their availability. Industry experience projects an average of one PCF responder for every three to four active PCFs on the company. In order to expect two PCFs to respond to support a two-person on-duty staff for the 2-in/2-out rule, eight PCFs must be active on the company. Some PCF companies have less than eight members; others have several more than eight. Community demographics play a huge role in the number and availability of PCFs.

Automatic Aid

Automatic aid is immediate assistance provided by a neighboring jurisdiction when that fire service unit is closer to the scene of the emergency or necessary to complete the full first alarm response in an appropriate timeframe. Automatic aid differs from mutual aid: it is provided daily at first report of an emergency, while mutual aid is provided only during extreme emergencies when the responsible jurisdiction has depleted available resources. Ideally, the two organizations providing aid can exchange resources equally, balancing the exchange of services. At other times, an imbalance in the exchange of first arrival responses is offset by a larger response during the second or entire balance of the first alarm. Providing automatic aid is a policy decision on the part of the governing bodies of the two agencies. Written automatic aid agreements are approved to document the policy.

Many areas protected by CAL FIRE receive automatic aid response from neighbors; in many instances the neighboring agency resources are the first arriving unit. CAL FIRE reciprocates by responding to emergencies in the other agency's jurisdiction. CAL FIRE does not always have resources that are closer to areas in the other agency's jurisdiction but may be able to provide specialized resources or personnel to balance the shared effort. CAL FIRE has several areas that are dependent upon automatic aid to provide appropriate response; without the assistance of the neighboring agency, additional CAL FIRE stations and staffing would be required.

Emergency Medical Service (EMS) Response

EMS responses require a minimum of two initial basic life support (BLS) responders augmented by advanced life support (ALS)-paramedic and ambulance, if needed. To be successful, fire/rescue personnel should be able initiate and sustain CPR or other life saving techniques in the response times indicated below. The National Institute of Standards and Technology (NIST), a division of the U.S. Department of Commerce, studied EMS delivery systems and determined that three rescuers arriving at the scene of a cardiac arrest or other life threatening injury or illness in less than seven minutes provide the most effective response.

San Luis Obispo County EMS service is provided through a combination of fire service response and ambulance response. Both services on scene deliver at least four rescuers; however, ambulance response times can be prolonged in many areas of the County that receive initial response from CAL FIRE. Many of the CAL FIRE stations are in the ambulance rural response zone, which allows for up to 30-minute response times for ambulances. Expected success rates are very low for longer first unit response times. Fire paramedic or ambulance paramedic delivers ALS-paramedic service.

EMS Response Service Level Standards

- Three firefighters at scene and prepared to initiate CPR or other life saving techniques.
- Advanced life support-paramedic on scene for life threat calls.
- Two firefighters on scene with other EMS responders.
- Ambulance transport on scene in time to have patient in an emergency room in less than one hour.

Larger or More Complex Emergencies

Depending on the fire/rescue problem and the proximity of other people or property exposed to the fire, additional personnel may be required to perform tasks such as rescue, ventilation or exposure protection. The more urban the setting, the greater the likelihood that additional personnel will be required due to building size, spacing and narrow setbacks. Additional resources and functions typically required for larger emergencies include:

- Chief officers for incident command of larger forces.
- Personnel (usually provided by additional responding apparatus and paid call firefighters responding in private vehicles).
  - » Safety officer
  - » Ventilation and salvage
  - » Additional fire attack or exposure protection hose lines
  - » Evacuation of adjacent buildings
- Fire engines for personnel, pumping capability and portable equipment.
- Water tenders for large volumes of water where no fire hydrant systems exist.
- Breathing support units to refill self-contained breathing apparatus.
- Urban search and rescue units for specialized or heavy rescue equipment and personnel.
- Ladder trucks for aerial rescue and/or firefighting operations.
- Hand crews, bulldozers and aircraft for wildland urban interface fires

The following chart reflects the number of apparatus and total personnel dispatched for a first alarm assignment for each emergency type listed. The first unit on scene represents the speed of the initial response and the balance of the equipment and personnel are the weight of the response and should arrive shortly after the first unit.

APPARATUS AND PERSONNEL DISPATCHED FOR FIRST-ALARM ASSIGNMENT

EMERGENCY TYPE	ENGINES	RESCUES	WATER TENDERS	CHIEF OFFICER	SPECIAL RESOURCE*	LADDER TRUCK	TOTAL PERSONNEL
Structure Fire-Residential-Urban/Sub	3	1		1	*		13-15
Structure Fire-Residential-Rural	3	1	1	1	*		9-13
Structure Fire-Commercial	4	1		1	*	1	16-25
Wildland Fire	6		1	2	*		23-50
Vehicle Fire-passenger	2						4-6
Vehicle Fire-Commercial	3	1	1	1			8-12
Medical Emergency-Life Threat	1	1					3-5
Medical Emergency-Mass Casualty	3	1		1			9-15
Vehicle Accident-passenger	1	1					5-9
Hazardous Materials spill	2	1		1	*		8-20
Cliff Rescue	2	1		1	*		8-20
Surf Rescue	2	1		1	*		6-12
Swift Water Rescue	2	1		1	*		6-12
Confined Space Rescue	2	1		1	*		6-12

**Special resources as needed: Hazardous Materials Units, Self-Contained Breathing Apparatus refill unit; hand crews, Urban Search & Rescue, bulldozers or aircraft.*

Minimum Personnel Response Service Levels

Fire/Rescue Minimum Personnel Response

- Four firefighters at scene and able to make entry into IDLH atmosphere or structure fire.
- Three firefighters at scene of other fires and rescues or emergencies without IDLH atmospheres.
- Balance of first alarm at scene in prescribed timeframe for service level

EMS Minimum Personnel Response

- Three firefighters at scene of ALS calls prepared to initiate CPR or other life saving techniques.
- Advanced life support-paramedic at scene for life threat calls.
- Two firefighters at scene of other EMS calls.
- Ambulance at scene in time to transport trauma patients to an emergency room in less than one hour from time of injury.

Emergency Response Standards and Expectations

URBAN SERVICE LEVEL

First Unit:

- Fire: Offensive attack strategy: Firefighters will arrive at the scene in less than seven minutes total reflex time for 90% of emergencies and be able to make entry to a burning structure (minimum of four firefighters at scene; full time, reserve, or PCF). Structure fires will be confined to room or area of origin.
- EMS: Patients with life-threatening medical emergencies will be stabilized before irreversible brain damage occurs.

Balance of First Alarm: Total first alarm resources arrive at scene within eleven minutes total reflex time 90% of the time and able to provide appropriate fire flow or be able to treat patients at a medical emergency or rescue.

SUBURBAN SERVICE LEVEL

First Unit:

- Fire: Offensive attack strategy: Firefighters will arrive at the scene in less than eight minutes total reflex time for 90% of emergencies and be able to make entry to a burning structure fire (minimum of four firefighters at scene; full time, reserve, or PCF). Structure fires will be contained to building of origin and not spread to adjacent structures or wildland.
- EMS: Patients will receive appropriate care for their condition to stop further deterioration of their condition.

Balance of First Alarm: Total first alarm resources arrive at scene within 13 minutes total reflex time 90% of the time and able to provide appropriate fire flow or be able to treat patients at a medical emergency or rescue.

RURAL SERVICE LEVEL

First Unit:

- Fire: Defensive attack-limited rescue strategy: Firefighters will arrive at the scene in less than 15 minutes total reflex time for 85% of emergencies and be able to make entry, if feasible, to a burning structure (minimum of four firefighters at scene; full time, reserve, or PCF). Structure fires will be confined to building of origin and not spread to wildland areas as long as appropriate defensible space and built-in construction protections are present.
- EMS: Patients will receive appropriate care for their condition to stop further deterioration of their condition.

Balance of First Alarm: Total first alarm resources arrive at scene within 18 minutes total reflex time 85% of the time and able to provide appropriate fire flow or be able to treat patients at a medical emergency or rescue.

REMOTE SERVICE LEVEL

First Unit:

- Fire: Defensive attack-limited rescue strategy: Firefighters will arrive at scene in less than 20 minutes total reflex time for 80% of emergencies and be able to make entry, if feasible, to a burning structure fire (minimum of four firefighters at scene; full time, reserve, or PCF). Structure fires will be confined to property of origin to prevent a wildland fire from escaping to neighboring properties. Based on Insurance Service Office rating system, it is unlikely that these areas would qualify for ordinary homeowner or property fire insurance.

- EMS: Patients will receive appropriate care for their condition to stop further deterioration of their condition.

Balance of First Alarm: Total first alarm resources arrive at scene within 28 minutes total reflex time 80% of the time and able to provide appropriate fire flow or be able to treat patients at a medical emergency or rescue.

UNDEVELOPED SERVICE LEVEL

First Unit:

- Fire: Defensive attack-limited rescue strategy: Fires in undeveloped areas will be treated as wildland fires and will be receive a ground and air response with first unit (usually aircraft) at scene within 20 minutes during daylight and 30 minutes (ground resource only at night) for 75% of emergencies.
- EMS: Patients will receive appropriate care for their condition to stop further deterioration of their condition.

Balance of First Alarm: Total first alarm resources arrive at scene within 45 minutes total reflex time 75% of the time and able to provide appropriate fire flow or be able to treat patients at a medical emergency or rescue.

Findings And Recommendations: Section 7.2 Service Level Standards

Findings

1. The County Board of Supervisors has not established a clear-cut service level expectation for fire/rescue services delivered by their fire department to urban, suburban, rural, remote and undeveloped areas.
2. CAL FIRE is responsible for several areas that are dependent upon automatic aid to provide an appropriate response. Without the assistance of the neighboring agency, additional fire stations and staffing would be required.

Recommendations

1. It is recommended that the governing bodies adopt service levels that reflect the following:
2. ***Minimum Fire/Rescue Personnel Response***
   - Four firefighters at scene and prepared to make entry into IDLH atmosphere or structure fire.
   - Three firefighters at scene of other fires and rescues or emergencies without IDLH atmospheres.
   - Balance of first alarm at scene in prescribed timeframe for community service level.
3. ***Minimum EMS Personnel Response***
   - Three firefighters at scene of ALS calls prepared to initiate CPR or other life saving techniques.
   - Advanced life support-paramedic on scene for life threat calls.
   - Two firefighters at scene of other EMS calls.
   - Ambulance at scene in time to transport trauma patients to an emergency room in less than one hour.
4. It is recommended that the governing bodies adopt the response standards and expectations for Urban, Suburban, Rural, Remote and Undeveloped service levels.

Section 8

Service Level Decision Models

Overview

A primary goal of this study is to develop a model for matching service levels to community demographics. This model must balance risks, impacts and costs.

In the absence of universally adopted standards to identify community demographics, this study used existing San Luis Obispo County land use policies to establish benchmark community definitions for urban, suburban, rural, remote and undeveloped categories.

This report also compared nationally recognized fire/rescue service levels, including speed and weight of the response, to each community demographic. A thorough analysis of all communities in the County was undertaken to determine if the current level of service is commensurate with the community demographic. This document makes recommendations to correct service imbalances.

In a county as diverse as San Luis Obispo, it is not feasible to provide a homogeneous level of service countywide. Communities with greater population density and special hazards require higher levels of fire protection service than those in which buildings are widely spaced. Areas with greater population numbers will experience more fire and medical emergencies; moreover, closely spaced buildings in urban settings present a greater risk of fires spreading or reaching conflagration. Areas in high or very high wildfire hazard severity zones are at risk of wildland urban interface fires that can destroy entire communities. Special hazards also present unique challenges to firefighters that affect service level. Examples include industrial complexes, large buildings such as those at Cal Poly and Cuesta College, military installations, and ocean activities.

The service level model presented below weighs the impact of total population served, population density, historical emergency activity, special hazards, fire hazard severity zone (FHSZ), and current and future development patterns.

Service Level Model Components

- Census population
- Mobile population
- Population density
- Urban/village reserve line (URL/VRL)
- Parcel sizes
- Vacant parcels
- Current building characteristics
- Multi-story buildings
- Emergency activity
- Fire hazard severity zone
- Transportation routes
- Special hazards

Population: Census and Mobile and Density Factors

Total population served by specific fire stations was calculated by comparing 2010 census data with a parcel-by-parcel analysis of current parcel usage based on tax use codes. Because census data only measures permanent residents at home, it does not provide an accurate assessment of population at risk. Tax use codes allow for inclusion of mobile population associated with properties that have no census population but

have individuals present, such as businesses, colleges, industrial sites, hotels, motels, and vacation rentals. Business districts usually have very low census populations but include high value properties at risk with a mobile population that number in the hundreds or thousands daily. Hearst Castle alone accounts for more than 650,000 visitors per year who are non-census population. These non-census sites present considerable demand on fire/rescue services. Population density is also critical: 1,000 people scattered over ten square miles (100 people per square mile) comprises a rural setting that presents a different fire/rescue problem than an urban setting of 1,000 people in one square mile.

Urban/Village Reserve Line (URL/VRL)

In order to preserve the rural character of many communities in the County, land use policies designate parcels located within URL/VRL for the most concentrated development. Areas within URL/VRL will have higher population and building densities and will require higher levels of fire/rescue service.

Parcel Size and Zoning

Parcel size and zoning are important factors for determining potential future use of property that may affect future community demographics. Property owners can develop vacant parcels within existing land use policies. For purposes of this study, it was determined that property owners could develop existing parcels in less than five years (short term), while subdivisions would require more than five years (long term) to develop. Land use ordinance (LUO) policies regulate parcel sizes and the density that results from smaller parcel sizes. The LUO precludes subdivision of parcels below certain sizes when a remote property is located beyond fifteen minutes from a non-seasonal fire station.

Building Characteristics/Multi-story Buildings

Most fire fatalities occur in residential fires. Multi-family residential properties present a greater fire risk and exposure than stand-alone single family residences. Fires in non-fire sprinklered multi-story buildings typically require more responders and equipment than single family residential fires. With more people at risk, multi-story evacuations and rescues present labor-intensive and time-critical emergencies. Established fires in multi-story, multi-family buildings are difficult to combat and pose a higher life loss risk than the same number of people in single-story, detached structures.

Emergency Activity

Emergency incidents frequently follow predictable patterns. Analysis of more than 45,000 emergencies that occurred since 2007 established a direct relationship between calculated population concentration and incident activity levels. San Luis Obispo County, however, also has low census population areas with relatively high emergency incident levels. These include destination visitor/tourist sites or areas adjacent to highways and other transportation routes. To illustrate, a significant number of emergencies occur in the community of Avila Beach which has a small census population but relatively high concentration of hotel rooms and day use visitors.

Wildland Fire Hazard Severity Zone (FHSZ)

FHSZs measure the predicted intensity of wildland urban interface (WUI) fires, which can potentially destroy entire communities. The largest and most damaging WUI fires in California occur in coastal areas during strong wind events and strike routinely in this area. During the 1990s, the largest WUI fires in the state occurred in San Luis Obispo County. These fires present a special challenge to firefighters, requiring large numbers of personnel and special firefighting equipment.

Transportation Routes

Several highways cross the County carrying thousands of vehicles each day. Fire/rescue teams respond to accidents daily. Local residents commute on Highways 1, 41, 46, 58, 101 and 166, while non-residents pass through the County or to local tourist destinations on these same thoroughfares. The Union Pacific Railroad, one of the two major north-south rail lines on the west coast, carries freight and passengers.

Special Hazards

The presence of unique hazards present challenges to firefighters that may require special equipment and training, extra personnel or quicker response. Diablo Canyon Power Plant, Cal Poly State University, Camp San Luis Obispo military facility, ConocoPhillips oil refinery, and ocean-side cliffs present special hazards that require service level adjustments.

Fire Station Staffing Models

For this report, staff analyzed the fire station staffing models currently in use by CAL FIRE compared to community demographic model service levels. Sections 8.1 and 8.2 detail the current and proposed staffing models in use by CAL FIRE.

Fire/Rescue Service Level Ratings

A Model Rating Sheet (see below) has been developed to rate the components previously described in this section.

POPULATION					URBAN	SUB URBAN	RURAL	REMOTE	UNDEVELOPED
	Census Population				3,000 +	1,000-2,900	500-999	50-499	< 50
	+	= TOTAL POPULATION							
	Mobile Population *								
– Population Density		Per sq. mile	% of Total		URBAN	SUB URBAN	RURAL	REMOTE	UNDEVELOPED
		1,000 +							
		320-999							
		80-319							
		<80							
		<1							
LAND USE		**YES**	**NO**	**BOTH**	**URBAN**	**SUB URBAN**	**RURAL**	**REMOTE**	**UNDEVELOPED**
Urban Reserve Line (URL)									
Village Reserve Line (VRL)									
Rural									
– Parcel Sizes		Count	% of Total		URBAN	SUB URBAN	RURAL	REMOTE	UNDEVELOPED
	< 1 acre								
	1-5 acres								
	5 +								
	20 +								
	no develop. allowed								
– Current Bldg Characteristics		Count	% of Total		URBAN	SUB URBAN	RURAL	REMOTE	UNDEVELOPED
	SFR								
	MULTI-FAM								
	HOTEL								
	COMM								
	INDUS								
	AG								
	VAC								
	UNDEV								
– Vacant Parcel Zoning		Count	% of Total		URBAN	SUB URBAN	RURAL	REMOTE	UNDEVELOPED
	SFR								
	MULTI-FAM								
	HOTEL								
	COMM								
	INDUS								
	AG								
	VAC								
	UNDEV								
RESPONSE TIME FROM CLOSEST FIRE STATION					**URBAN**	**SUB URBAN**	**RURAL**	**REMOTE**	**UNDEVELOPED**
		Count	% of Total						
	< 7 minutes								
	7-8 minutes								
	8-15 minutes								
	> 15 minutes								
	> 15 minutes								
INCIDENT ACTIVITY ANNUAL		Check Applicable			**URBAN**	**SUB URBAN**	**RURAL**	**REMOTE**	**UNDEVELOPED**
	500 +								
	300 +								
	100 +								
	< 100								
	< 10								
FIRE HAZ. SEVERITY ZONE		Check Applicable			**URBAN**	**SUB URBAN**	**RURAL**	**REMOTE**	**UNDEVELOPED**
	Very High								
	High								
	Moderate								
	Low								
TRANSPORTATION ROUTES		Check Applicable			**URBAN**	**SUB URBAN**	**RURAL**	**REMOTE**	**UNDEVELOPED**
	Rail								
	Highway								
	Freeway								
SPECIAL HAZARDS					**URBAN**	**SUB URBAN**	**RURAL**	**REMOTE**	**UNDEVELOPED**
* Mobile population = (parcel calculated population-census population)									

8.1 Fire Station Staffing Models

Overview

The current staffing models for CAL FIRE managed fire stations vary widely throughout the county. This is to be expected since the stations do not share the same hazards, risk and demographics. Depending on location, staffing in fire stations in San Luis Obispo County rely on a cross between full-time firefighters, reserves and paid call firefighters (PCF). Staffing is scaled to match the local conditions, available funding and policy direction.

Current Staffing Models

There are currently ten separate models used to staff CAL FIRE fire stations throughout the year. Some configuration of year round staffing (full time, reserve, or PCF) is provided in all local government partner fire stations. In addition to the year round staffing provided at local fire stations, during the fire season, CAL FIRE staffs twelve (12) additional wildland fire engines. These CAL FIRE engines are assigned to ten fire stations and respond to all types of emergencies to augment the local resources, but are subject to dispatch anywhere in the state. The CAL FIRE wildland engines are the only resources in two fire stations (Las Tablas FS 35 and La Panza FS 41), so when they are dispatched there is no PCF company or local backup resource. The other CAL FIRE wildland engines are assigned to fire stations that have additional local government funded resources. The CAL FIRE wildland engine augments the local response during the fire season.

Amador Plan: During the non-fire season, seasonal firefighters are laid off and CAL FIRE wildland engines would normally be unstaffed and out of service. The Amador Plan, within limits, authorizes CAL FIRE to provide state funded personnel to staff fire stations and respond to emergencies 24/7 during the non-fire season for the benefit of local government if local government agrees to reimburse them for extraordinary costs. The cost benefit to local government is significant. CAL FIRE essentially funds the cost of the full time engine company officer and local government funds the costs retaining firefighters for 24/7 staffing. The Amador Plan model is used in five fire stations in the County:

FIRE STATION	AMADOR PLAN FUNDED BY:
Cambria FS 10	County
Cayucos FS 11	Cayucos Fire Protection District
San Luis Obispo HQ FS 12	County
Shandon FS 31	County
Shell Beach FS 63	City of Pismo Beach

Paid Call Firefighter (PCF): CAL FIRE has 217 PCFs assigned to fire stations throughout the county. PCFs augment the response in most every CAL FIRE managed fire station with some exceptions. Oak Shores FS 34 and Morro-Toro FS 14 are PCF only (there is no full time staff assigned); La Panza (FS 41) and Las Tablas (FS 35) do not have a PCF company assigned (CAL FIRE full time and seasonal FF'ers only).

Paramedics: Paramedics firefighters are assigned to 3 of the 21 fire stations. Nipomo (FS 20, Mesa FS 22, and South Bay (FS 15) have paramedics assigned. Paramedics firefighters respond on fire apparatus and perform dual duties as firefighters and paramedics. Assignment of paramedics on fire engines is based on advanced life support (ALS-Paramedic) service delivery standards developed by the County's Local Emergency Medical Services Agency (LEMSA) in concert with ambulance deployments.

Local Government Funded Staffing Patterns

A. Four (3 CAL FIRE and 1 reserve) on duty daily
   - » 2 apparatus staffed (2 firefighters/apparatus)
   - » Reserve company backup for new incidents and surge force
     - Used at South Bay fire station (FS15) in Los Osos year-round
     - 2 paramedics on duty daily, both staffed units at this station are ALS

B. Three (2 CAL FIRE and 1 reserve) on duty daily
   - » 1 apparatus staffed with 3/apparatus

- » Reserve company backup for new incidents and surge force
  - Used at Pismo Beach fire station (FS 64)
  - No paramedics at this station

C. Three (3 CAL FIRE and PCF company) on duty daily—Airport ARFF station
- » 2 apparatus staffed with 2 for off-airport response apparatus
- » 1 on aircraft rescue firefighting truck
- » PCF company backup for new incidents and surge force
  - Used at Airport fire station (FS 21)
  - No paramedics at this station

D. Two (2 CAL FIRE plus PCF company) on duty daily—Paramedic
- » 1 ALS apparatus staffed
- » PCF company backup for new incidents and surge force
  - Used at Nipomo fire station (FS 20)*
  - Used at Mesa Fire Station (FS 22)

E. Two (2 CAL FIRE plus PCF company) on duty daily—Non-paramedic
- » 1 apparatus staffed (not paramedic)
- » PCF company backup for new incidents and surge force
  - Used at:
  - Heritage Ranch fire station (FS 33)
  - Meridian fire station (FS 36)
  - Avila Valley fire station (FS 62)
  - Paso Robles fire station (FS 30)*
  - Parkhill fire station (FS 40)*
  - Carrizo Plains fire station (FS 42)

F. Two part-time (2 CAL FIRE plus PCF company) on duty three days per week—Non-paramedic
- » 1 apparatus staffed only 3 days per week—not paramedic
- » PCF company backup for 4 days per week
- » PCF company backup for new incidents and surge force
  - Used at:
    - Creston fire station (FS 43)

Combination State and Local Government Funded

G. CAL FIRE wildland station with Amador Model and PCF Support—Non-paramedic
- » 3 CAL FIRE full-time firefighters on a state-funded fire engine during fire season
- » 2 CAL FIRE full-time firefighters during non-fire season
- » PCF or reserve company backup for new incidents and surge force
  - Used at:
    - Shandon fire station (FS 31)—PCF company
    - San Luis Obispo fire station (FS 12)—PCF company
    - Shell Beach fire station (FS 63)—reserve company

H. CAL FIRE wildland station with Amador Model without PCF Support- Non-paramedic
- » 3 CAL FIRE full-time firefighters on a state-funded fire engine during fire season
- » 2 CAL FIRE full-time firefighters during non-fire season.
- » No PCF support: these stations are totally dependent on response equipment from other stations (CAL FIRE or automatic aid) to muster the minimum four firefighters to make entry into a burning structure.
  - Used at:
    - Cambria fire station (FS 10)
    - Cayucos fire station (FS 11)

* There is also one (FS 20) or two (FS 30 & 40) CAL FIRE funded seasonal wildland fire engine(s) assigned to this station during fire season. This seasonal engine responds to all emergency types and provides surge capacity and helps mitigate the impact of simultaneous emergencies.

I. PCF Station—No full-time staffing—Non-paramedic
   - » PCFs respond from home or work to the station and then respond with apparatus.
     - Used at:
       - Morro Toro fire station (FS 14)
       - Oak Shores fire station (FS 34)

J. CAL FIRE Seasonal Station Model
   - » 3 CALFIRE full-time on a state-funded fire engine during fire season.
   - » Fire station is not staffed during non-fire season and the fire engine is not available.
     - Used at:
       - Las Tablas fire station (FS 35)
       - La Panza fire station (FS 41)

Matching Staffing to Community Service Levels

Community service levels define the requisite apparatus and personnel that must arrive at a scene in appropriate response times. Comparisons between service level demands and CAL FIRE's ability to deliver that service level help determine if there are system deficiencies. Section 8.2 compares the current staffing to community service levels. In most cases, the current service level for the community served is appropriate. However, deficiencies exist for a variety of reasons. Where deficiencies exist, consideration should be given to modifying the staffing model for that location or using other mitigation measures, such as automatic aid agreements, to address the situation.

With defined service levels and outcomes, best practices and regulations we are able to evaluate the current staffing model for each station to determine if adjustment is warranted. Urban service level demands are higher than suburban and suburban higher than rural. However, a minimum response or staffing level is required to meet policy objectives and best practices. Staffing of wildland fire engines funded by CAL FIRE must meet state standards, while local government funded engines must meet local standards.

First Alarm Response Standard

A standalone single family residential (SFR) structure fire is the model most often used to establish the benchmark for basic level fire protection. As shown in Section 7.3, it is necessary to mobilize between 11-15 firefighters and their equipment for the first alarm to manage a typical SFR fire. First alarm response staffing is provide by a combination of full time on duty personnel, reserve firefighter on duty, paid call firefighters, automatic aid resources from other agencies and call back of off duty personnel. Time is the primary factor in determining whether a particular resource can be counted on to fulfill the response demand.

On duty crews are the most dependable for response planning; their availability is usually only limited by incident or other activity (training, inspections, etc.) that may have them committed or out of position at the time of the emergency. Response times are based on the travel distance they must cover to the scene and dispatch delays if they are automatic aid from another agency. Using PCF or off duty call back personnel is an effective way to reduce cost of on duty firefighters but does change the assurance of a response and the cohesion of the attack. Since paid call or off duty personnel are not required to be in the area, they may not be readily available to respond depending on what they are doing at the time of the emergency. PCF and off duty responders do not arrive at the same time as the fire engine and the officer in charge of the incident must adjust plans to accommodate an uncertain response. For response planning purposes it is expected that one PCF will respond for every three to four members on the PCF Company. This ratio allows for family, work, being out of the area and other commitments that preclude the member from responding immediately. A fire station with four on duty requires no PCF or off duty response to provide the minimum four on scene for a 2-in-2-out interior attack force. A three person on duty crew requires one PCF to respond (minimum three member PCF Company). For a fire station that has two on duty personnel a six member PCF Company is the minimum size to expect an immediate two PCF response to augment the on duty personnel to provide the interior fire attack force. For an all PCF response fire station a minimum of 12 PCF members are necessary to expect to achieve the minimum four on scene in a reasonable time. For prolonged emergencies, additional PCF members will respond as they become available. Call back of off duty personnel follows the same patterns of 1:3 ratio. Additional personnel to fulfill the entire first alarm may come from other stations or additional call personnel. The extra PCF's are put to use as they arrive fulfilling the time sensitive demands of the emergency. Each call back staffed apparatus should have two members (PCF or off duty) on board prior to response to the

emergency; therefore each additional apparatus expected to respond would require an additional six to eight PCF members. Emergencies that do not require a 2-in-2-out response typically require a minimum of three firefighters; therefore one less PCF response is required.

The following tables identify the current staffing capacity for the 21 CAL FIRE managed fire stations. Since most of the stations provide services to more than one demographic there is a separate table for Urban, Suburban and Rural service levels.

The table reflects staffing necessary to fulfill personnel requirements for the benchmark single family residential (SFR) fire:

- On duty staffing: the number of firefighter on duty 24/7
- Adjacent station staffing in less than "x" minutes: staffing available to respond as part of first alarm and will arrive within the time frames of the first unit arrival standard
- PCF Response required for 2-in-2-out: When there are inadequate numbers of on duty personnel within the first unit arrival time standard, PCF provide the one to four crew members necessary to initiate an interior attack that is compliant with OSHA 2-in-2-out regulations.
- FIRST ALARM adjacent station staffing: 24/7 on duty staffing at adjacent fire stations to complete the first alarm within time standards
- PCF First Alarm response to provide minimum 11 responders: number of PCF required to finish out the minimum 11 firefighters necessary for the SFR first alarm (11 minus number of on duty staff).
- Total PCF company strength needed: Using the ratio of 1:3 (one PCF responding for every three on the company) to determine the PCF company strength necessary to achieve adequate response (eg. 3 PCFs required to respond = nine minimum on company 1:3)
- Total current PCF company strength: the number of current PCF company roster members for that area.
- FF'er shortfall for First Alarm for SFR fire: Indicates the number of additional firefighters that are necessary to complete the 11 required for a SFR fire. Derived by subtracting number likely to respond from 11. Shortfalls can be corrected by adding more on duty firefighters or having additional PCF company members.

An entry of N/A indicates the station does not protect an area of that service level. The tables also differentiate between CAL FIRE fire season staffing levels and non-fire season levels. An asterisk indicates when staffing is provided through automatic aid agreements with other agencies.

Single Family Residential Structure Fire Response Model

The NIST standalone single family residential (SFR) structure fire is the model most often used to establish the benchmark for basic level fire protection.

Urban Service Level

< 7 MINUTES FIRST UNIT AT SCENE-< 11 MINUTES BALANCE OF FIRST ALARM

FIRE STATION	On duty Staffing level	Adjacent station staffing in less than 7 minutes	PCF Response required for 2-in-2-out compliance	FIRST ALARM Adjacent station staffing in 7-11 minutes	PCF First alarm response to provide minimum 11 responders	Total PCF company strength needed. Response *Ratio of 1:3 (1 responder /3 PCF Company members)*	Total current PCF company strength	Firefighter shortfall for First Alarm for Single Family Residence fire
(NFS) = Non-fire season • (FS) = Fire season • (YR) = Year-round								
Cambria-10 (NFS) (FS)	2 3+	3* 2*	0 0	0 0	6 5	18 15	0 0	6 5
Cayucos-11 (NFS) (FS)	2 3+	2 2	0 0	3* 3*	4 3	12 9	0 0	4 3
SLO HQ-12 (NFS) (FS)	2 3+	3* 3*	0 0	5* 5*	1 0	3 0	15 15	0 0
Morro-Toro-14	This station does not have URBAN areas within its initial response area.							
So. Bay-15 (YR)	4	0	0	3	4	12	25	0
Nipomo-20 (NFS) (FS)	2 5+	0 0	2 0	2 2	7 4	21 12	25 25	0 0
Airport-21 (YR)	2	3	0	2	4	12	22	0
Mesa-22 (YR)	2	0	2	2	7	21	25 (Shared w/ Stn 20)	0
Paso Robles-30 (NFS) (FS)	2 8+	2 2	0 0	3 3	4 0	12 0	21 21	0 0
Shandon-31	These stations do not have URBAN areas within their initial response areas.							
Heritage Ranch-33								
Oak Shores-34								
Las Tablas-35								
Meridian-36								
Parkhill-40								
La Panza-41								
Carrizo-42								
Creston-43								
Avila Beach-62 (YR)	2	2	0	2	5	15	14	1
Shell Beach-63 (NFS) (FS)	2 3+	5 5	0 0	2 2	2 1	6 3	5 5	1 0
Pismo Beach-64 (YR)	3	2	0	4	2	6	5	1

** Automatic Aid resource provided by other agency*
+ CAL FIRE wildland fire engines staffed during fire season only.
++Fire station staffed with on duty personnel part time (3 days per week); 100% PCF response balance of week

Suburban Service Level

< 8 MINUTES FIRST UNIT AT SCENE-< 13 MINUTES BALANCE OF FIRST ALARM

FIRE STATION	On duty Staffing level	Adjacent station staffing in less than 8 minutes	PCF Response required for 2-in-2-out compliance	FIRST ALARM Adjacent station staffing in 8-13 minutes	PCF First alarm response to provide minimum 11 responders	Total PCF company strength needed. Response *Ratio of 1:3 (1 responder /3 PCF Company members)*	Total current PCF company strength	Firefighter shortfall for First Alarm for Single Family Residence fire
(NFS) = Non-fire season • (FS) = Fire season • (YR) = Year-round								
Cambria-10 (NFS)	2	2*	0	2	5	15	0	5
(FS)	3+	2	0	2	4	12	0	4
Cayucos-11 (NFS)	2	2	0	3*	4	12	0	4
(FS)	3+	2	0	3*	3	9	0	3
SLO HQ-12 (NFS)	2	3*	0	5*	1	3	15	0
(FS)	3+	3*	0	5*	0	0	15	0
Morro-Toro-14	This station does not have SUBURBAN areas within its initial response area.							
So. Bay-15 (YR)	4	0	0	3	4	12	25	0
Nipomo-20 (NFS)	2	0	2	2	7	21	25	0
(FS)	5+	0	0	2	4	12	25	0
Airport-21 (YR)	2	0	2	3	6	18	22	0
Mesa-22 (YR)	2	0	2	4	6	18	25	0
Paso Robles-30 (NFS)	2	3	0	4	2	6	21	0
(FS)	8+	3	0	4	2	0	0	0
Shandon-31 (NFS)	2	0	2	0	9	27	15	4
(FS)	3+	0	1	0	8	24	15	3
Heritage Ranch-33 (YR)	2	0	2	0	9	27	10	6
Oak Shores-34 (YR)	0	0	4	0	11	33	4	10
Las Tablas-35 (YR)	This station does not have SUBURBAN areas within its initial response area.							
Meridian-36 (YR)	2	0	2	3	6	18	17	1
Parkhill-40 (NFS)	2	0	2	2	7	21	7	5
(FS)	8	0	0	2	1	3	7	0
La Panza-41	These stations do not have SUBURBAN areas within their initial response areas.							
Carrizo-42								
Creston-43								
Avila Beach-62 (YR)	2	2	0	2	5	15	14	1
Shell Beach-63 (NFS)	2	5	0	2	2	6	5	1
(FS)	3+	5	0	2	1	3	5	0
Pismo Beach-64 (YR)	3	5	0	0	3	6	5	1

** Automatic Aid resource provided by other agency*
+ CAL FIRE wildland fire engines staffed during fire season only.
++Fire station staffed with on duty personnel part time (3 days per week); 100% PCF response balance of week

Rural Service Level

< 15 MINUTES FIRST UNIT AT SCENE-< 18 MINUTES BALANCE OF FIRST ALARM

FIRE STATION	On duty Staffing level	Adjacent station staffing in less than 8 minutes	PCF Response required for 2-in-2-out compliance	FIRST ALARM Adjacent station staffing in 8-13 minutes	PCF First alarm response to provide minimum 11 responders	Total PCF company strength needed. Response *Ratio of 1:3 (1 responder /3 PCF Company members)*	Total current PCF company strength	Firefighter shortfall for First Alarm for Single Family Residence fire
(NFS) = Non-fire season • (FS) = Fire season • (YR) = Year-round								
Cambria-10 (NFS)	2	2*	0	2	5	15	0	5
(FS)	3+	2*	0	2	4	12	0	4
Cayucos-11 (NFS)	2	4	0	4	1	3	0	1
(FS)	3+	4	0	4	0	0	0	0
SLO HQ-12 (NFS)	2	5*	0	2*	2	6	15	0
(FS)	3+	5*	0	2*	1	3	15	0
Morro-Toro-14	0	5	3	3	3	9	14	0
So. Bay-15 (YR)	4	2	0	2	3	9	25	0
Nipomo-20 (NFS)	2	5	0	3	1	3	25	0
(FS)	5+	5	0	3	0	0	25	0
Airport-21 (YR)	2	5	0	6	0	0	22	0
Mesa-22 (YR)	2	4	0	3	2	6	25	0
Paso Robles-30 (NFS)	2	3	0	5	0	0	21	0
(FS)	8+	3	0	5	0	0	21	0
Shandon-31 (NFS)	2	0	2	2	7	21	15	2
(FS)	3+	0	1	2	5	15	15	0
Heritage Ranch-33 (YR)	2	0	2	0	9	27	10	6
Oak Shores-34 (YR)	0	0	4	0	11	33	4	10
Las Tablas-35 (YR)	3+	0	1	0	8	24	0	8
Meridian-36 (YR)	2	3	0	2	4	12	17	0
Parkhill-40 (NFS)	2	0	2	2	7	21	7	5
(FS)	8+	2	0	2	0	0	7	0
La Panza-41	3+	0	1	2	6	18	0	6
Carrizo-42	2	0	2	3+	6	18	9	3
Creston-43	0	2	2	4	5	15	10	2
	2++	2	0	4	5	15	10	2
Avila Beach-62 (YR)	2	2	0	4	5	15	14	1
Shell Beach-63 (NFS) (FS)	These stations do not have RURAL areas within their initial response areas.							
Pismo Beach-64 (YR)								

** Automatic Aid resource provided by other agency*
+ CAL FIRE wildland fire engines staffed during fire season only.
++Fire station staffed with on duty personnel part time (3 days per week); 100% PCF response balance of week

Service Level Deficiencies

Urban, suburban and rural service level standards vary in the amount of time allowed to muster the response and have reduced expectations respectively. Timely delivery of first unit response and subsequent full first alarm response is the best indicator of system design. Speed of the first unit's arrival depends on the incident's location respective to a fire station. In some instances, automatic aid response from neighboring agencies may be the first unit on scene. Timely weight of the response depends on other CAL FIRE managed fire stations or automatic aid agreements providing the number of first alarm firefighters designated by service level standards. Appropriate speed and weight is provided by many CAL FIRE managed fire stations. However, there are areas in the county where it is currently unrealistic to expect the minimum first unit or first alarm response to arrive in time to be successful. Shortfalls exist in available staffing (on duty and PCF) for 2-in-2-out interior fire attack and the proximity of adjoining fire stations for the balance of the first alarm response. The following sections describe system shortfalls at both fire station and community protected levels.

Stations with deficiencies

The following fire stations have staffing deficiencies.

- **STATION 10 CAMBRIA:** With the exception of the motels and commercial zone of San Simeon, this fire station protects a rural area. This station and its neighbor agencies (Cambria CSD and Hearst Castle FD) epitomize the value of automatic aid; each agency completely relies on the other. Neither agency (CAL FIRE nor Cambria) has enough firefighters available to meet the first alarm requirement for an offensive attack on a single family residence fire and significantly less than the number necessary for a commercial fire in a retail block. In addition to its jurisdictional response area, Station 10 provides a significant number of automatic aid responses to Cambria CSD. In turn, Cambria CSD provides auto aid outside of the CSD for some of Station 10's area. There is no PCF company at Station 10, the previous PCF company was merged and shared with Cambria CSD. Cambria CSD was unable to maintain PCF company numbers and has converted the PCF company to a reserve firefighter force.

  DEFICIENCY: Insufficient personnel for full first alarm even when including automatic aid resources.

  MITIGATION: Consider reinstituting PCF company or utilize reserve firefighters to augment staff. Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch.

- **STATION 11 CAYUCOS:** Station 11 provides protection for two local jurisdictions (Cayucos FPD and County area) in addition to the CAL FIRE wildland fire mission. Cayucos FPD funds the non-fire season 24/7 staffing of Station 11 (Amador Plan). The majority of emergencies to which Station 11 responds are inside the all-volunteer Cayucos FPD. Cayucos does not have a sustained funding source to continue the Amador Plan and has notified CAL FIRE they will terminate the agreement. The district is placing a measure on the November 2012 ballot which, if approved, would increase revenue including funding for the Amador Plan. There is no PCF company assigned to Station 11 and responses outside the FPD rely on other agencies for 2-in-2-out fire entry.

  DEFICIENCY: Cayucos is an urban community with widely fluctuating visitor population. Cayucos is served by an all-volunteer independent fire protection district augmented by Amador Plan at CAL FIRE Station 11. Ambulance and paramedic response times are too long.

  MITIGATION: Cayucos FPD is seeking tax measure approval for sustainable funding for the Amador Plan. Consideration should be given to forming a PCF company at Station 11 or sharing the Cayucos FPD volunteers outside the FPD.

- **STATION 15 SOUTH BAY:** Station 15 protects the community of Los Osos, an urban setting. Station 15 provides an on duty four person first response using two 2 person ALS-paramedic apparatus. The two unit configuration allows for handling simultaneous calls and still provides 4 firefighters when they respond together to a structure fire for the OSHA 2-in 2-out rule for interior fire attack. The primary response area is covered in proper time frames for the first unit response. The shortfall is in having adequate numbers of responders and apparatus for the balance of the first alarm for the single family residential structure fire benchmark. Additional apparatus is responding from Morro Bay, Cayucos, and San Luis Obispo but are too far away to arrive in the time frames expected for an urban response. PCF and reserve firefighter response is essential to providing adequate personnel.

  DEFICIENCY: Insufficient personnel for full first alarm even when including automatic aid resources.

  MITIGATION: Consider strengthening the reserve firefighter program or adding additional full time staff.

- **STATION 20 NIPOMO:** Station 20 primarily protects an urban environment, but cannot deliver urban level service during the non-fire season when the CAL FIRE funded wildland engine is not staffed. Nipomo continues to be one of the most rapidly developing areas in the county. The southwest portion of Nipomo is heavily developed inside the URL, but is beyond a seven minute response from the current station location; the area qualifies for urban service but cannot be reached in a reasonable response time. Call volume, population density and infrastructure types are indicating a service level change is necessary soon.

  DEFICIENCY: Urban areas in southwest Nipomo cannot be serviced from the existing fire station in appropriate response times due to distance. Simultaneous calls extend response times and are becoming more frequent.

  MITIGATION: Reevaluate station location(s); possibly relocate county funded engine and staff to west side of Highway 101. Adding a fire station or moving the current fire station will be necessary to provide appropriate response service levels.

- **STATION 31 SHANDON:** This station protects a rural and suburban demographic. The Shandon Area Specific Plan calls for a significant increase in population inside the Shandon URL during the next several years. During fire season the CAL FIRE funded wildland engine responds with three firefighters. During the non-fire season, two CAL FIRE firefighters staff the county engine (Amador Plan). The CAL FIRE staffed wildland engine may be dispatched out of the area for extended periods of time during fire season. When this happens, response in the Shandon area is provided by PCF backed up by on duty staff and PCF from Meridian Station 36 (15 minutes west). The population demographics of Shandon have always been a limiting factor to recruiting a PCF company that is completely full and has 100 percent participation. The balance of the first alarm cannot arrive within industry response time standards due to the isolation of Shandon from other county or automatic aid fire stations. Consideration should be made for designating Shandon as a "must cover" station and move up and cover with a county engine including call back of off duty if state funded engine is gone an extended time. Consideration of a Mello-Roos district.

  DEFICIENCY: PCF company strength is too low especially during summer. If state funded engine is out of area, responses in Shandon area can be very extended. Shandon Specific plan calls for more urban development which will increase the problem.

  MITIGATION: Make Station 31 a must-cover station, including uncovering Station 36 if necessary. Form Mello-Roos district to fund additional required fire/rescue protection as a condition of further development.

- **STATION 33 HERITAGE RANCH:** Heritage Ranch fire station protects a large suburban community in a rural area on the southeast shore of Lake Nacimiento. Station 33 also provides rescue services to visitors at Lake Nacimiento including lake rescues. Many of the residential parcels in Heritage Ranch are vacant and could not be developed for several years due to ongoing legal proceedings against the developer. The legal matter was resolved and the parcels became available for development during the building boom of 2000-2005. Significant building began including residential, commercial and a new school. When the current recession ends there is a high potential for resurgence in development in Heritage Ranch. Heritage Ranch residents are demanding ALS-paramedic service be provided from Station 33. The closest ambulance is over 30 minutes away. Consideration should be given to increasing service level at Station 33 to ALS-paramedic. There are no adjoining fire stations that provide timely backup or automatic aid. Station 33 has a 10 member PCF company, insufficient to provide the number of responders necessary for an interior fire attack.

  DEFICIENCY: Heritage Ranch is a suburban community that was growing rapidly pre-recession and has a widely fluctuating visitor population. Ambulance and paramedic response times are too long. The community is seeking a resolution.

  MITIGATION: Consider forming a County Service Area (CSA) to provide funding necessary to provide fire based paramedics at Station 33. Recruit additional PCFs.

- **STATION 34 OAK SHORES:** Located on the north shore of Lake Nacimiento, the Oak Shores community is one of the most remote areas of San Luis Obispo County. A large portion of the homes are vacation or short term rentals. Recreationist population on Lake Nacimiento and San Antonio in the summer is substantial. There are no on duty personnel (all responses are by PCF) and there are no adjacent fire stations for timely response support. The PCF at this station operate a fire engine, patrol unit and a boat for lake rescues. The fire apparatus is housed in the Oak Shores Community Association maintenance facility there are no living quarters on site. To initiate an interior fire attack requires 4 firefighters on scene and Oak Shores has a total of four PCF on the company. industry standards predict one response for every three members on a PCF company to allow for work and other commitments.

  DEFICIENCY: Oak Shores has a high visitor impact due to the two lakes. PCF company strength is at a critical stage and there are no adjacent stations for assistance. Ambulance and paramedic response exceeds 30 minutes. Fire station facility location needs to be addressed.

  MITIGATION: Recruitment of additional PCFs is paramount for proper fire and EMS response. New fire station location should be secured for future construction.

- **STATION 35 LAS TABLAS:** The Las Tablas fire station, located in the Adelaide area, is staffed with three CAL FIRE funded firefighters only during fire season. There is no PCF company and during the non-fire season, the station closes. Non-fire season response is provided from Heritage Ranch or Paso Robles and exceeds the 15 minute response time criteria which restrict land subdivision and development. Even though the Adelaide area is rural with large land parcels it has experienced a dramatic increase in wineries and visitor serving facilities during the last two decades. There are high value properties at risk.

  DEFICIENCY: Station 35 is staffed only during fire season, there is no PCF company. During the non-fire season response from Heritage Ranch or Paso Robles exceeds 15 minute response, which should restrict land subdivision and development, but winery operations are increasing.

  MITIGATION: Consideration should be given to forming a PCF company at Station 35 for support during fire season and primary response during non-fire season.

- **STATION 62 AVILA VALLEY:** Station 62 responds to urban and suburban environments. The population served in Avila Beach can swell by more than 2,000 visitors on an average summer day and significantly higher during special events. This fire station is the first jurisdictional fire agency for Diablo Canyon Nuclear Power Plant. Call volume, population density and infrastructure types warrant a higher level of service. The response time for ambulance service is too long for an urban area and local community members are demanding that fire response be upgraded to ALS-paramedic level service.

  DEFICIENCY: Avila Beach is an urban community with widely fluctuating visitor population. Ambulance and paramedic response times are too long. The community is seeking a resolution.

  MITIGATION: Consider forming a County Service Area (CSA) to provide funding necessary to provide fire based paramedics at Station 62. Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch.

- **STATION 63 SHELL BEACH:** Station 63 is jointly funded; CAL FIRE funds a three person wildland engine during the fire season and Pismo Beach funds two firefighters during the non-fire season (Amador Plan). Shell Beach is an urban setting that has high residential population densities and a high percentage of tourist serving businesses, hotels, second homes and vacation rentals. In addition, Shell Beach Station personnel respond to multiple surf and cliff rescues annually.

  DEFICIENCY: Shell Beach is an urban community with widely fluctuating visitor population. Summer staffing is three. Winter staffing should be increased to three. Ambulance and paramedic response times are too long.

  MITIGATION: Consider adding a reserve firefighter to daily staffing in winter similar to Station 64.

Community Service Level Deficiencies

There are areas within the county that do not receive the level of service appropriate to their demographic classification. Some fire stations were built more than fifty years ago and the communities they serve have grown or changed dramatically. In some instances areas have been developed too far away from an existing fire station to allow for appropriate serve level coverage. Short and long range growth plans and patterns are indicators of current and future fire/rescue demand.

- **SOUTHWEST NIPOMO:** This area is in the greatest need of response service level change in the county. Nipomo is one of the most rapidly growing urban areas in the county. Significant home and commercial construction has occurred on the west side of Highway 101 away from the traditional Nipomo community center of Tefft and Thompson Roads. The single fire station in the community (east of Highway 101) cannot reach all of the urbanized area within the urban or suburban response time standard. Additionally, emergency call volume is reaching levels where simultaneous emergencies are occurring routinely. These simultaneous calls are covered by Mesa Fire Station 22 (10-12 minutes) or, during the fire season, by the CAL FIRE staffed wildland fire engine. Construction of the Willow Road overpass over Highway 101 will change development patterns and further exacerbate the response time shortfall. Greater analysis is warranted regarding the location efficacy of current fire stations 20 and 22 combined with ideal location of future fire station. This analysis should include the Los Berros area.

DEFICIENCY: The single fire station in the community (east of Highway 101) cannot reach all of the urbanized area within the urban or suburban response time standard. Additionally, emergency call volume is reaching levels where simultaneous emergencies are occurring routinely. Construction of the Willow Road overpass over Highway 101 will change development patterns and further exacerbate the response time shortfall.

MITIGATION: Greater analysis is warranted regarding the location efficacy of current fire stations 20 and 22 combined with ideal location of future fire station. This analysis should include the Los Berros area.

- **LOS BERROS/PALO MESA:** The village of Los Berros has experienced growth during the last building boom in the Palo Mesa/Cypress Ridge area and northern portion of the Nipomo Mesa. Jurisdictional fire response is from CAL FIRE managed Nipomo Fire Station 20 and Mesa Fire Station 22. Responding apparatus from these two fire stations meet at Los Berros and neither fulfills suburban service level response times. Automatic aid from Five Cities Fire Authority is used to provide balance of first alarm resources.

DEFICIENCY: Responding apparatus from Nipomo Fire Station 20 and Mesa Fire Station 22 meet at Los Berros and neither fulfills suburban service level response times.

MITIGATION: If the community continues to grow, a new fire station in the area must be considered. Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch until new fire station is affordable.

- **SOUTH ATASCADERO/GARDEN FARMS:** The suburban area south of the City of Atascadero including Garden Farms, Carmel Ranchos, and lands outside of the Santa Margarita Fire Protection District are protected from CAL FIRE Station 40 on Parkhill Road with a 15 minute response time. The Santa Margarita Ranch development plan will also add to service demand. Currently automatic aid agreements with Atascadero City FD, Atascadero State Hospital FD, and Santa Margarita Volunteer Fire Department have been used to offset the extended response time from Station 40.

DEFICIENCY: Response time to the suburban area south of the City of Atascadero including Garden Farms, Carmel Ranchos, and lands outside of the Santa Margarita Fire Protection District exceed 15 minutes.

MITIGATION: Consideration should be made to relocating the county funded engine and crew from Station 40 to a new fire station location in Garden Farms or a joint fire station with Santa Margarita FPD (which is also planning a new facility). Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch until new fire station is affordable.

- **EAST ARROYO GRANDE:** The area east of Arroyo Grande and Pismo Beach has transitioned from a rural area to a suburban area. Jurisdictional fire protection is provided from Airport Fire Station 21 south of San Luis Obispo with a 15 minute response time. Automatic aid provided by CAL FIRE/City of Pismo Beach (Fire Station 64) and the Five Cities Fire Authority's Arroyo Grande Fire Station mitigate the long response time. Absent the automatic aid agreements, County would need to immediately consider building and staffing a fire station in the area to provide service level commensurate with the demographics.

  DEFICIENCY: Area east of Arroyo Grande and Pismo Beach is a suburban area. Response is from Airport Fire Station 21 with a 15 minute response time. Auto aid from Pismo Beach and Five Cities Fire Authority are used to reduce times. A new fire station and staffing will ultimately be required to resolve the issue.

  MITIGATION: Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch until new fire station is affordable.

- **ADELAIDE:** The Adelaide area is rural with large land parcels but has experienced a dramatic increase in wineries and visitor serving facilities during the last two decades. There are high value properties and inventory at risk. Response times make it likely that a fire in a non-fire sprinklered building will result in a total loss and any occupants must self-rescue. Consideration should be given to forming a PCF company at Station 35 for support during fire season and primary response during non-fire season.

  DEFICIENCY: The Adelaide area is rural with large land parcels but has experienced a dramatic increase in wineries and visitor serving facilities during the last two decades.

  MITIGATION: Consideration should be given to forming a PCF company at Station 35 for support during fire season and primary response during non-fire season.

- **EL POMAR:** The El Pomar area east of Templeton is predominantly rural in character with an increase in suburban parcels, wineries and visitor servicing facilities. Jurisdictional fire responses are provided from CAL FIRE managed Creston Fire Station 43, Paso Robles Fire Station 30 and automatic aid from City of Atascadero, City of Paso Robles and Templeton CSD. None of the fire stations meet a suburban response time standard and much of the area barely served within the 15 minute rural standard.

  DEFICIENCY: The El Pomar area is rural with an increase in suburban parcels, wineries and visitor serving facilities. Fire responses are from Creston Fire Station 43, Paso Robles Fire Station 30 and automatic aid from City of Atascadero, City of Paso Robles and Templeton CSD. None of the fire stations can arrive in a suburban response time standard; much of the area cannot be served within the 15 minute rural standard.

  MITIGATION: Continued growth will require consideration of fire station; either PCF or full time staffed. Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch until new fire station is affordable.

- **WELLSONA:** The Wellsona area between Paso Robles and San Miguel is primarily rural in character with pockets of commercial and suburban development near Highway 101. Jurisdictional fire responses are provided from CAL FIRE managed Paso Robles Fire Station 30 (15 minutes) and automatic aid from City of Paso Robles and San Miguel CSD. Continued development will increase demand on fire/rescue. Consideration should be given to acquiring a fire station site in this area for future needs.

  DEFICIENCY: Wellsona is primarily rural with pockets of commercial and suburban development near Highway 101. Fire response is from CAL FIRE Paso Robles Fire Station 30 (15+ minutes) and automatic aid from City of Paso Robles and San Miguel CSD.

  MITIGATION: Consideration should be given to acquiring a fire station site in this area for future needs. Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch until new fire station is affordable.

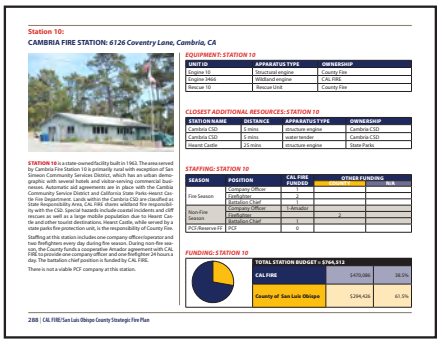
8.2 Fire Station Details

Overview

This section provides details for each of the 21 fire stations in the CAL FIRE/San Luis Obispo consolidated fire protection system. Each station has a four page display that has maps that reflect the population distribution and density, Urban and Village Reserve Lines, polygons that reflect 7, 8, 15 and beyond 15 minutes response times, incident history and locations. Data tables and charts provide information regarding staffing, funding, apparatus assigned, historical incident data, adjacent station response, and population served. Critical issue narrative for the station is included in the four page display.

Page 1: Station Description

- Location, address and photo
- Staffing levels
  - » Fire season and non-fire season staffing levels may vary at some stations
- Funding proportions
  - » Funding and staffing varies by station; most have a shared funding pattern of two or more consolidation partners.
- Incidents by response time zones
  - » A high percentage (85% plus) of incidents that occur within prescribed response time zones serve as an indicator of proper station location
- Apparatus assigned
  - » Most stations have a combination of consolidation partner apparatus assigned
- Adjacent station resources
  - » Resources available from adjacent stations are necessary to fulfill the full First Alarm response requirement. Some stations can rely on other CAL FIRE managed fire stations or automatic aid agreements to provide the number of firefighters for the first alarms, many do not have close enough support to meet the requirement within acceptable time frames.



Station 10:
CAMBRIA FIRE STATION: *6126 Coventry Lane, Cambria, CA*

EQUIPMENT: STATION 10

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 10	Structural engine	County Fire
Engine 2464	Wildland engine	CAL FIRE
Rescue 10	Rescue Unit	County Fire

CLOSEST ADDITIONAL RESOURCES: STATION 10

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Cambria CSD	3 mins	structure engine	Cambria CSD
Cambria CSD	5 mins	water tender	Cambria CSD
Hearst Castle	25 mins	structure engine	State Parks

STATIONING: STATION 10

SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING COUNTY FUNDED	N/A
Fire Season	Company Officer	1		
	Firefighter	2		
	Battalion Chief	1		
Non-Fire Seasons	Company Officer	1		
	Firefighter	2	2	
	Battalion Chief	1		
PCF/Reserve FF	PCF	6		

FUNDING: STATION 10

TOTAL STATION BUDGET = $764,512		
CALFIRE	$470,086	38.5%
County of San Luis Obispo	$294,426	61.5%

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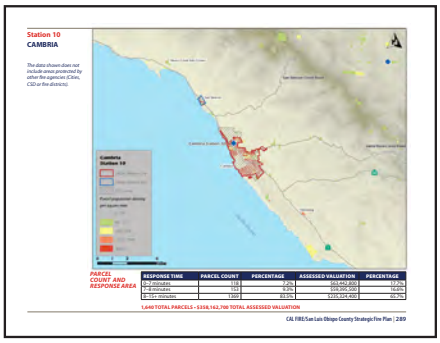
Page 2: Population & Urban and Village Reserve Lines (URL/VRL)

- » URL/VRL areas are where the greatest urbanized development currently exists and where future growth will be concentrated. These areas either meet the urban service level standard or are likely to in the future.
- Population density by parcel
  - » Population density combined with potential population identifies where people are at risk. The greater the population density, the higher the probability of emergencies occurring with higher demand on fire/rescue services.
- Potential population served by response time zone
  - » Potential population is calculated by combining census data, residential, commercial and retail parcel data to estimate the permanent resident population as well as the mobile population that uses non-resident facilities such as schools, stores, businesses, manufacturing and industrial, and visitor serving facilities.



Station 10
CAMBRIA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

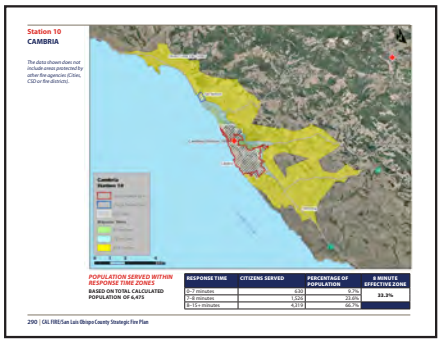
PARCEL COUNT AND RESPONSE AREA

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
7 minutes	118	7.2%	$94,958,231	5.82%
7–8 minutes	153	9.3%	$99,995,509	16.8%
8–15+ minutes	1369	83.5%	$1,035,504,460	63.37%

1,640 TOTAL PARCELS – $1,518,142,700 TOTAL ASSESSED VALUATION

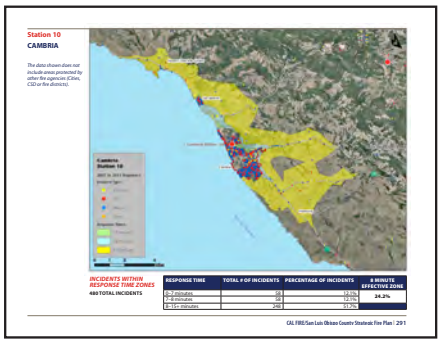
CAL FIRE/San Luis Obispo County Strategic Fire Plan | 289

Page 3: Aerial photo depicting response time polygons for 7, 8, 15 and beyond 15 minutes



- » Reflect the areas that the current fire station location can serve within the prescribed urban (7 minute); suburban (8 minute); and rural (15 minute) response time zones. Ideally the fire station can serve the community within the service level time frame appropriate for the community demographic. Areas with denser population (more urbanized) should be served in 7 or 8 minutes; rural areas within 15 minutes. Areas beyond 15 minutes have minimal fire protection and are subject to being denied insurance from their carrier of choice. Most fire station serve more than one service level demographic (an urban area and suburban area; or a suburban area and rural area)
- Urban Reserve Line/Village Reserve Line (URL/VRL)

Page 4: Aerial photo depicting incident locations by type



- Response time polygons
- Incident locations by type (fire, EMS, wildland fire, other)
  - » Reflects the location of actual emergencies that occurred in 2009–2011. Comparing population distribution at risk, response time zones and incident location is an indicator of fire protection system design efficacy. In an ideal situation fire stations are located where they can respond in time to serve the greatest population consistent with the service level. Service level standards call for a set percentage (80-90%) of incidents to be served by the first arriving unit within a prescribed time. Incidents located outside that time zone cannot be served. When too many incidents are outside the appropriate response time zone the system is out of compliance with service level standards. Solutions to rectify the problem can be explored. Solutions can include road network system changes to expedite response time, relocating the fire station to a more strategic location, or adding additional response resources to the system closer to the incident locations.

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Station 10:

CAMBRIA FIRE STATION

6126 Coventry Lane
Cambria, CA

STATION 10 is a state-owned facility built in 1963. The area served by Cambria Fire Station 10 is primarily rural with exception of San Simeon Community Services District, which has an urban demographic with several hotels and visitor-serving commercial businesses. Automatic aid agreements are in place with the Cambia Community Service District and California State Parks-Hearst Castle Fire Department. Lands within the Cambria CSD are classified as State Responsibility Area, CAL FIRE shares wildland fire responsibility with the CSD. Special hazards include coastal incidents and cliff rescues as well as a large mobile population due to Hearst Castle and other tourist destinations. Hearst Castle, while served by a state parks fire protection unit, is the responsibility of County Fire.

Staffing at this station includes one company officer/operator and two firefighters every day during fire season. During non-fire season, the County funds a cooperative Amador agreement with CAL FIRE to provide one company officer and one firefighter 24 hours a day. The battalion chief position is funded by CAL FIRE.

There is not a viable PCF company at this station.

DEFICIENCY: *Insufficient personnel for full first alarm even when including automatic aid resources.*

MITIGATION: *Consider reinstituting PCF company or utilize reserve firefighters to augment staff. Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch.*

EQUIPMENT: STATION 10

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 10	Structural engine	County Fire
Engine 3466	Wildland engine	CAL FIRE
Rescue 10	Rescue Unit	County Fire

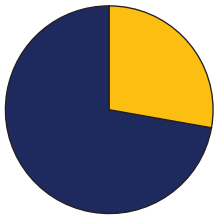
CLOSEST ADDITIONAL RESOURCES: STATION 10

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Cambria CSD	5 mins	structure engine	Cambria CSD
Cambria CSD	5 mins	water tender	Cambria CSD
Hearst Castle	25 mins	structure engine	State Parks

DAILY STAFFING: STATION 10

SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer	1		
	Firefighter	2		
	Battalion Chief	1		
Non-Fire Season	Company Officer	1-Amador		
	Firefighter		1	
	Battalion Chief	1		
PCF/Reserve FF	PCF			

FUNDING: STATION 10



TOTAL STATION BUDGET = $764,512		
CAL FIRE	$470,086	61.5%
County of San Luis Obispo	$294,426	38.5%

Station 10
CAMBRIA

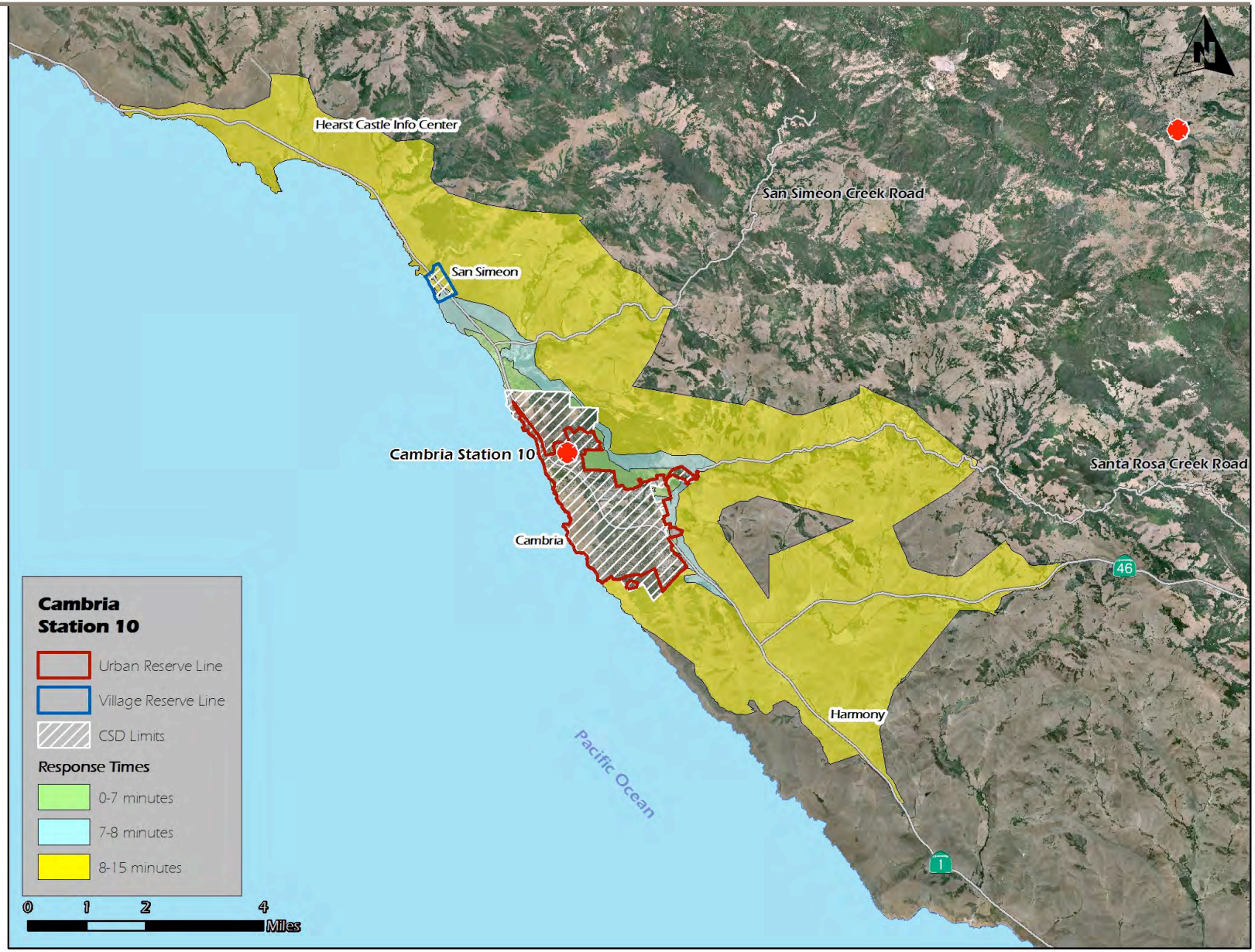
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	118	7.2%	$63,442,800	17.7%
7–8 minutes	153	9.3%	$59,395,500	16.6%
8–15+ minutes	1,369	83.5%	$235,324,400	65.7%

1,640 TOTAL PARCELS • $358,162,700 TOTAL ASSESSED VALUATION

Station 10
CAMBRIA



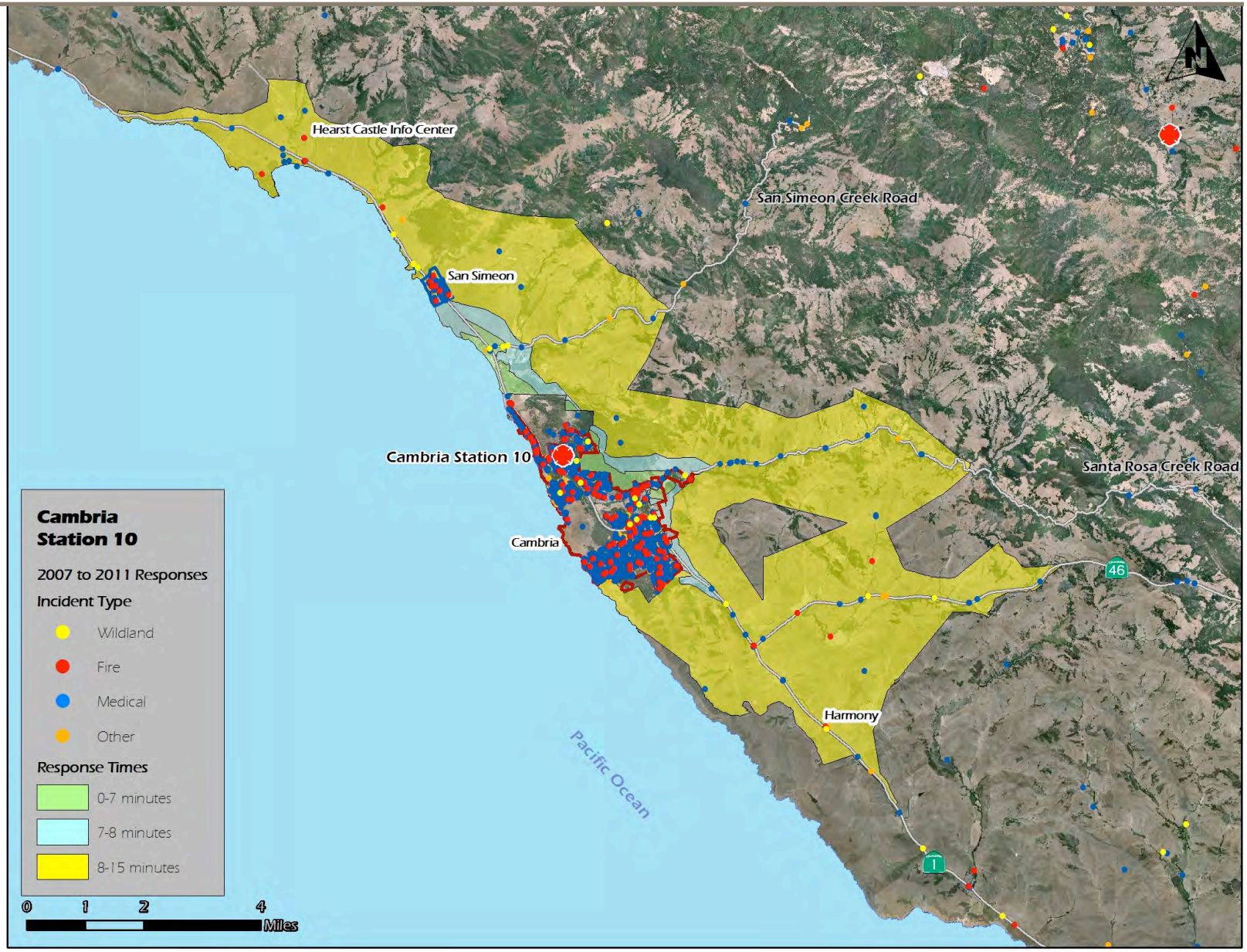
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 6,475

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	630	9.7%	33.3%
7–8 minutes	1,526	23.6%	
8–15+ minutes	4,319	66.7%	

Station 10
CAMBRIA



INCIDENTS WITHIN RESPONSE TIME ZONES

480 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	58	12.1%	24.2%
7–8 minutes	58	12.1%	
8–15+ minutes	248	51.7%	

Station 11:

CAYUCOS FIRE STATION

108 Chaney
Cayucos, CA

STATION 11 is a state-owned facility built in 1963.

The area served by Cayucos Fire Station 11 is made of two distinct demographics: the area within the Cayucos FPD is primarily urban, and the area outside is rural. Staffing at this station includes a CAL FIRE funded company officer/operator and two firefighters during fire season. During non-fire season, the Cayucos Fire Protection District funds a cooperative Amador agreement with CAL FIRE to provide one company officer and one firefighter 24 hours a day. The battalion chief position is funded by CAL FIRE. There is no PCF company at this station. Station 11 has an automatic aid agreement with the City of Morro Bay.

Special hazards include ocean and cliff rescues from Morro Bay to Cambria.

DEFICIENCY: *Cayucos is an urban community with widely fluctuating visitor population. Cayucos is served by an all-volunteer independent fire protection district augmented by Amador Plan at CAL FIRE station 11. Ambulance and paramedic response times are too long.*

MITIGATION: *Cayucos FPD is seeking tax measure approval for sustainable funding for the Amador Plan. Consideration should be given to forming a PCF company at station 11 or sharing the Cayucos FPD volunteers outside the FPD.*

EQUIPMENT: STATION 11

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 3469	Wildland engine	CAL FIRE
U3451	Utility vehicle	CAL FIRE

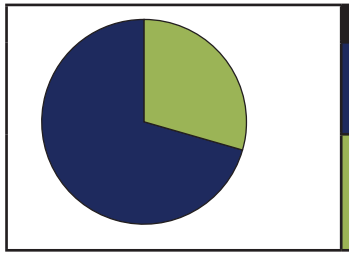
CLOSEST ADDITIONAL RESOURCES: STATION 11

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Cayucos FPD	5 mins	Structure engine	Cayucos FPD
Morro Bay	10 mins	Structure engine	Morro Bay
Morro Bay	10 mins	Ladder truck	Morro Bay
Station 14	15 mins	Structure engine	County Fire

DAILY STAFFING: STATION 11

SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	CAYUCOS FPD
Fire Season	Company Officer	1		
	Firefighter	2		
	Battalion Chief	1		
Non-Fire Season	Company Officer	1-Amador		
	Firefighter			1
	Battalion Chief	1		
PCF/Reserve FF	PCF			

FUNDING: STATION 11

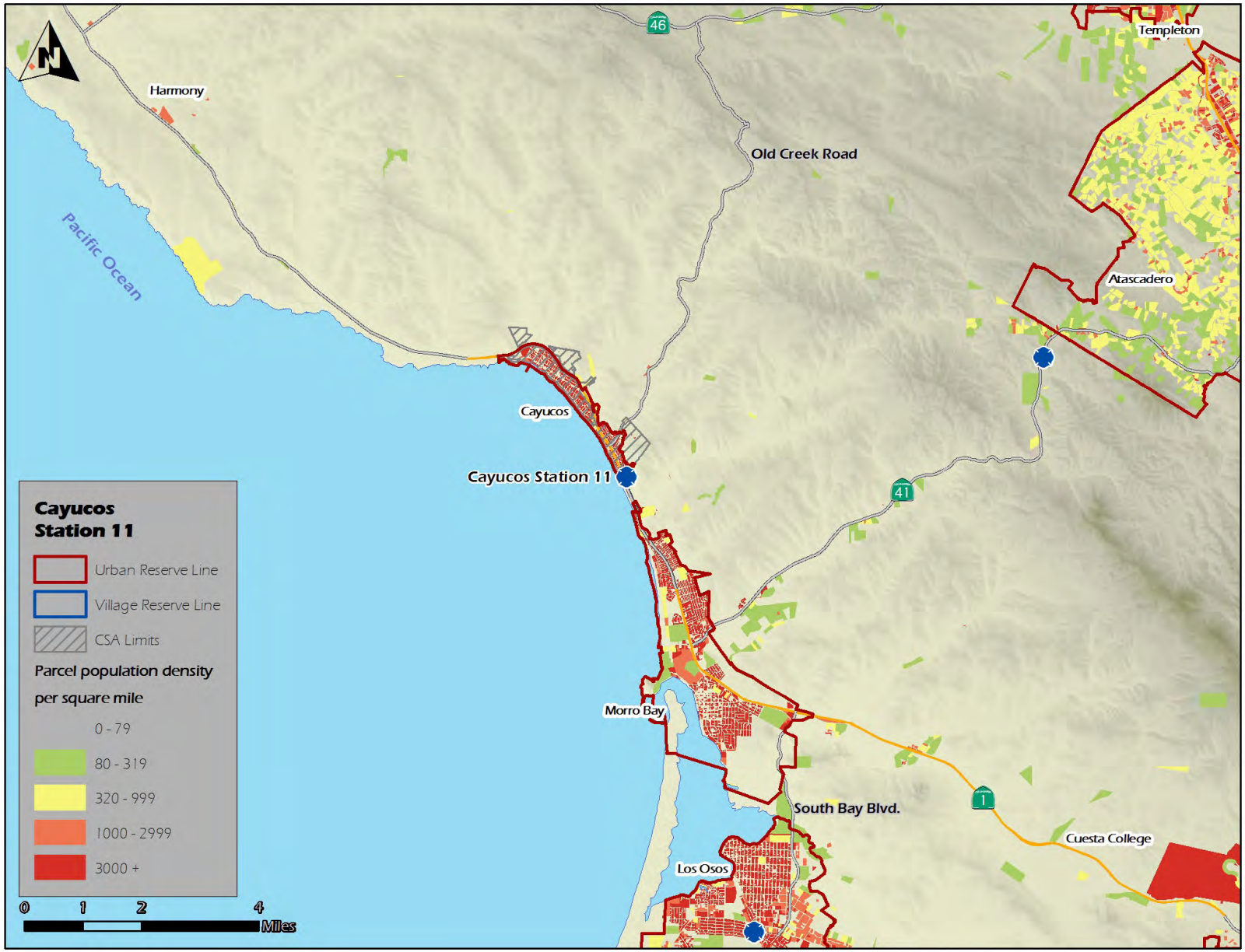


TOTAL STATION BUDGET = $668,383		
CAL FIRE	$470,086	70.3%
CAYUCOS FPD	$198,297	29.7%

Station 11

CAYUCOS

Includes Cayucos Fire Protection District.



PARCEL COUNT AND RESPONSE AREA

The data shown includes areas inside and outside the fire district.

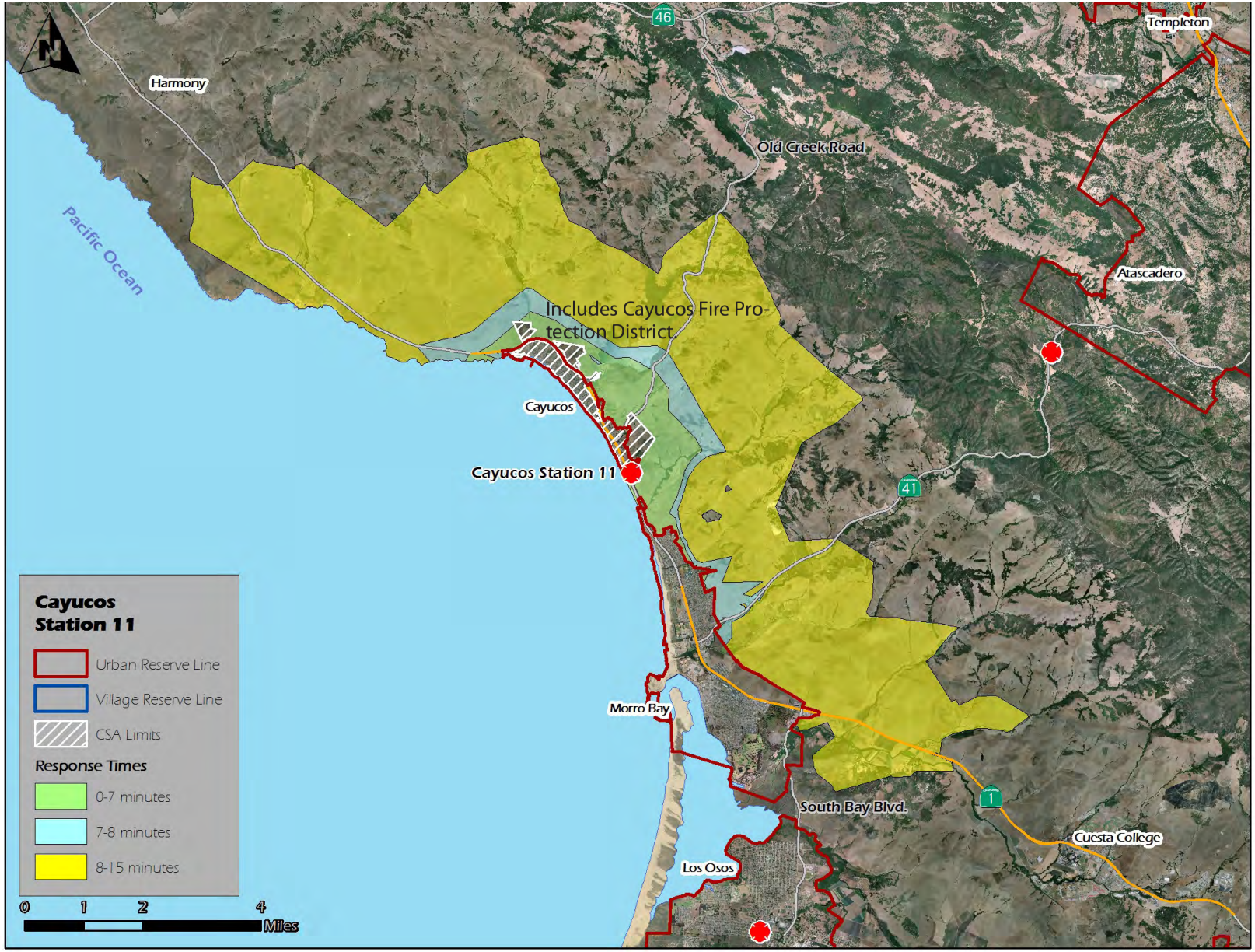
RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	4,827	78%	$1,125,659,370	80%
7–8 minutes	192	3%	$52,125,200	4%
8–15+ minutes	1,180	19%	$220,003,800	16%

6,199 TOTAL PARCELS • $1,397,788,370 TOTAL ASSESSED VALUATION

Station 11

CAYUCOS

Includes Cayucos Fire Protection District.



POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 14,157

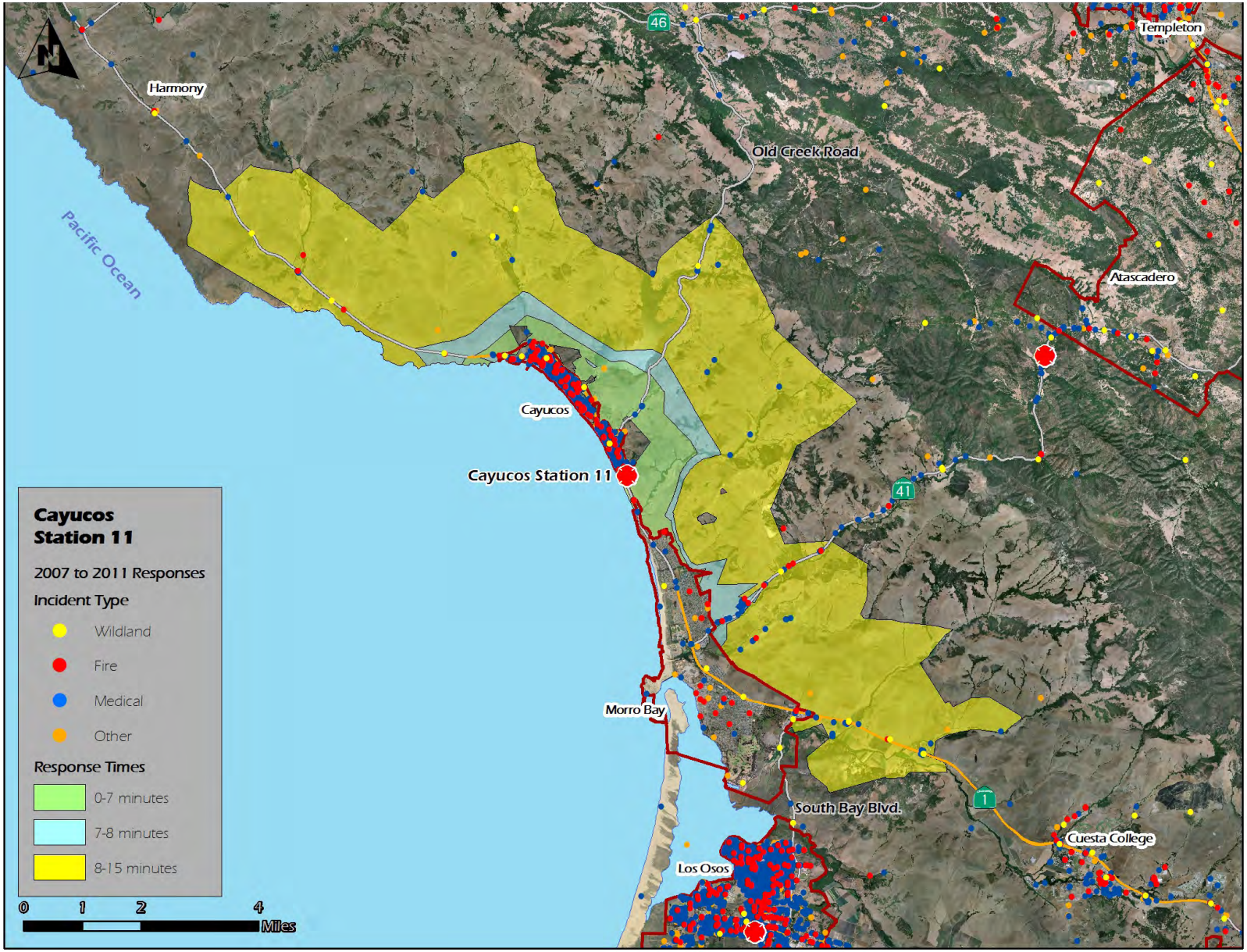
The data shown includes areas inside and outside the fire district.

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	11,092	78%	84.1%
7–8 minutes	821	6%	
8–15+ minutes	2,244	16%	

Station 11

CAYUCOS

Includes Cayucos Fire Protection District.



INCIDENTS WITHIN RESPONSE TIME ZONES

1,448 TOTAL INCIDENTS

The data shown includes areas inside and outside the fire district.

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	1,236	85%	89%
7–8 minutes	60	4%	
8–15+ minutes	152	11%	

Station 12:

SAN LUIS OBISPO FIRE STATION

635 N. Santa Rosa
San Luis Obispo, CA

STATION 12 is a state-owned facility built in 1939-1990.

The area served by San Luis Obispo Fire Station 12 has a mixture of urban, suburban and rural areas. The station provides protection to several significant complexes including Cuesta College, the County Operational Center, Sheriff's Office and County Jail, Juvenile Center, Camp San Luis Obispo National Guard Post, and Cal Poly State University. Station 12 has automatic aid agreements with the City of San Luis Obispo and California Men's Colony Fire. Additionally, the station provides response for Highway 1 north of San Luis Obispo. Agreements with CA National Guard and Cal Poly should be reviewed.

Staffing at this station includes a CAL FIRE-funded company officer/operator and two firefighters during fire season. During non-fire season, the County funds a cooperative Amador agreement with CAL FIRE to provide one company officer and one firefighter 24 hours a day. The battalion chief position is funded by CAL FIRE.

There is a PCF company at this station.

DEFICIENCY: *The facility for this fire station is critically deficient. Automatic aid agreements with other agencies are critical to successful service delivery for this station.*

MITIGATION: *Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch.*

EQUIPMENT: STATION 12

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 12	Structure engine	County Fire
Engine 3484	Wildland engine	CAL FIRE

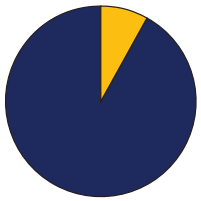
CLOSEST ADDITIONAL RESOURCES: STATION 12

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
SLO Stn 2	3 mins	Structure engine	SLO City
CMC	4 mins	Sturcture engne	Men's Colony
SLO Stn 4	8 mins	Structure engine	SLO City
Stn 21	12 mins	Structure engne	County Fire
Stn 21	12 mins	Water tender	County Fire
SLO Stn 1	8 mins	Ladder truck	SLO City

DAILY STAFFING: STATION 12

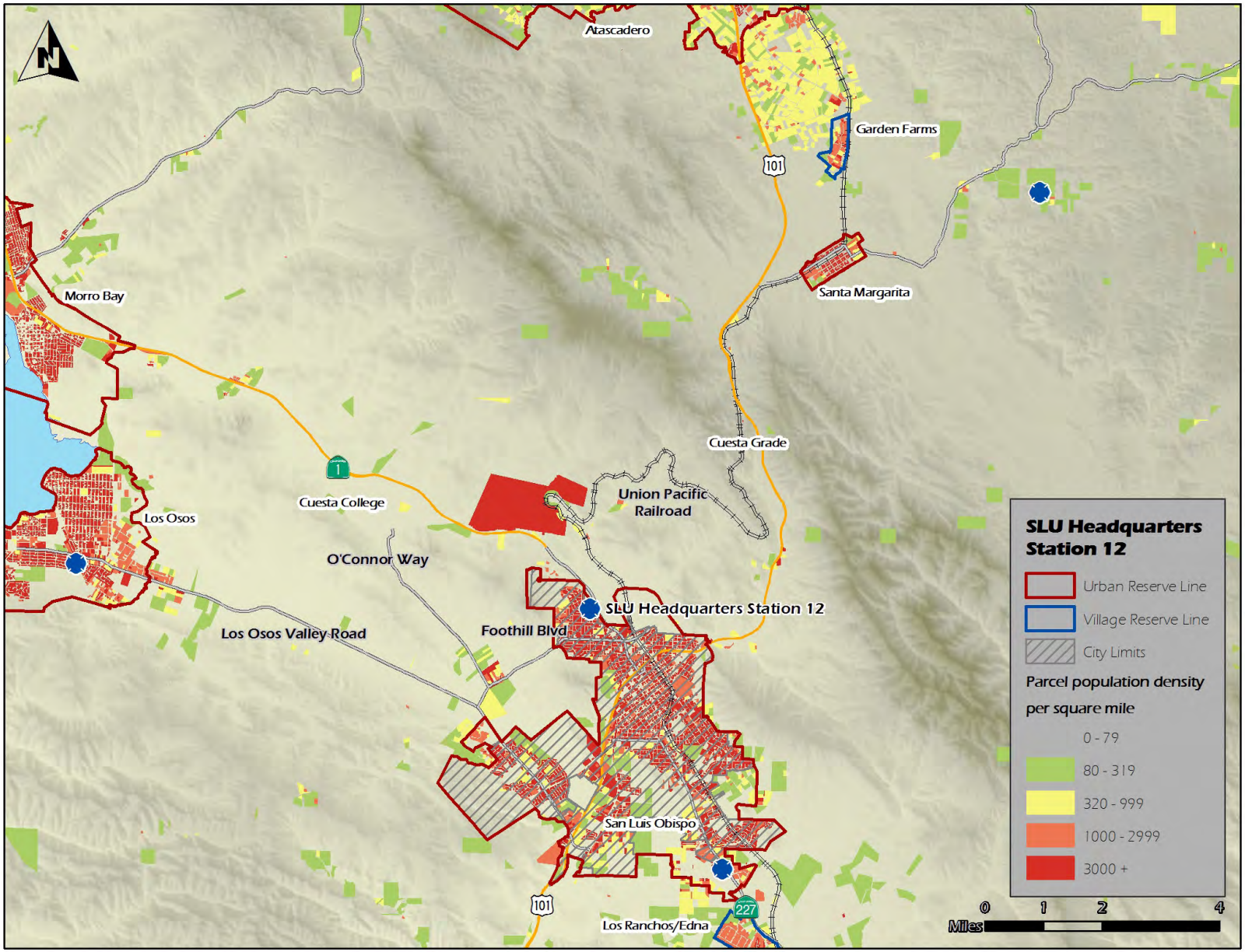
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer	1		
	Firefighter	2		
	Battalion Chief	1		
Non-Fire Season	Company Officer	1- Amador		
	Firefighter		1	
	Battalion Chief	1		
PCF/Reserve FF	PCF		10	

FUNDING: STATION 12



TOTAL STATION BUDGET = $785,462		
CAL FIRE	$720,705	91.8%
COUNTY	$64,757	8.2%

Station 12
SLU HEADQUARTERS



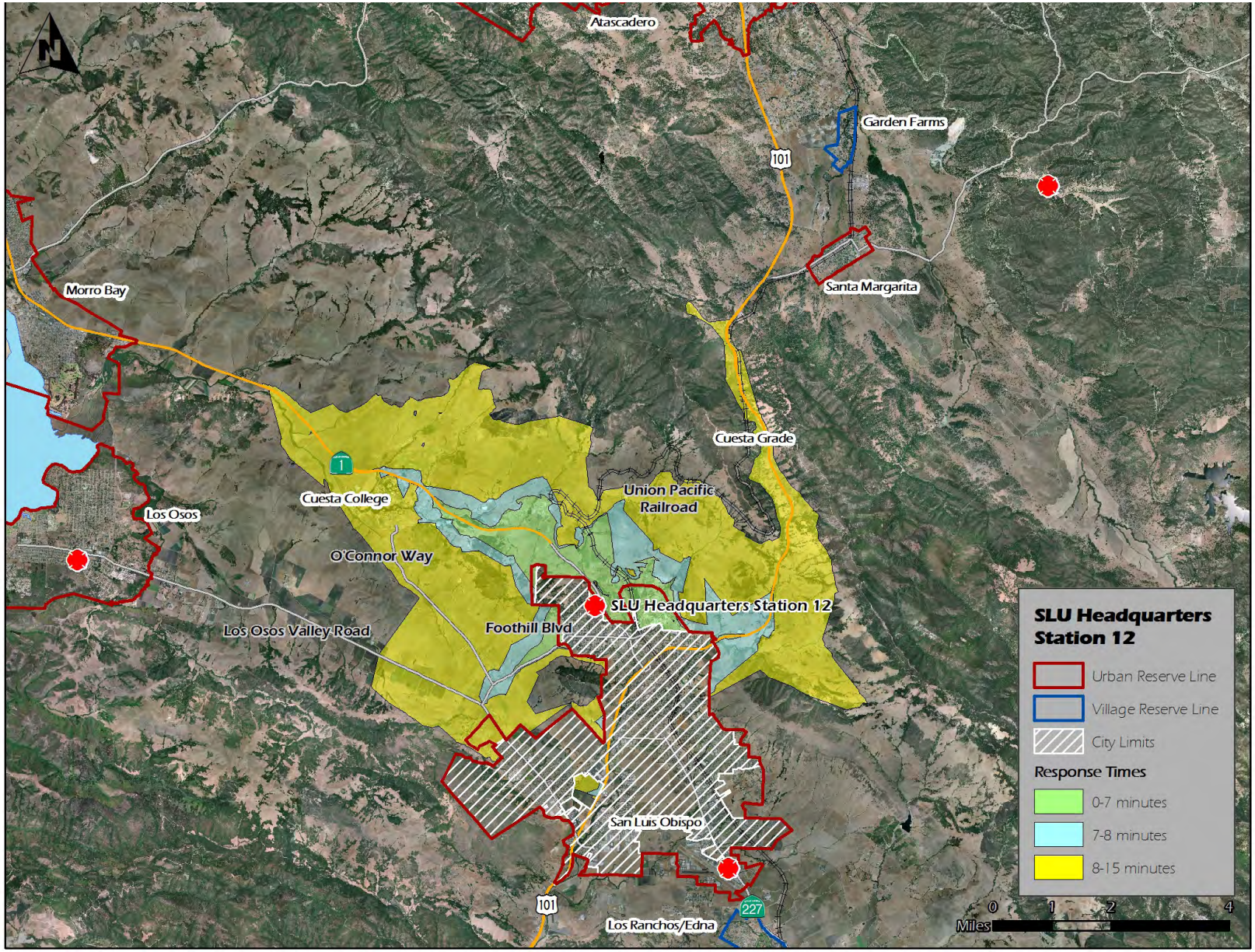
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	162	10.6%	$124,587,100	23.9%
7–8 minutes	140	9.1%	$60,817,600	11.7%
8–15+ minutes	1,233	53.3%	$334,860,200	64.4%

1,535 TOTAL PARCELS • $520,264,900 TOTAL ASSESSED VALUATION

Station 12
SLU HEADQUARTERS



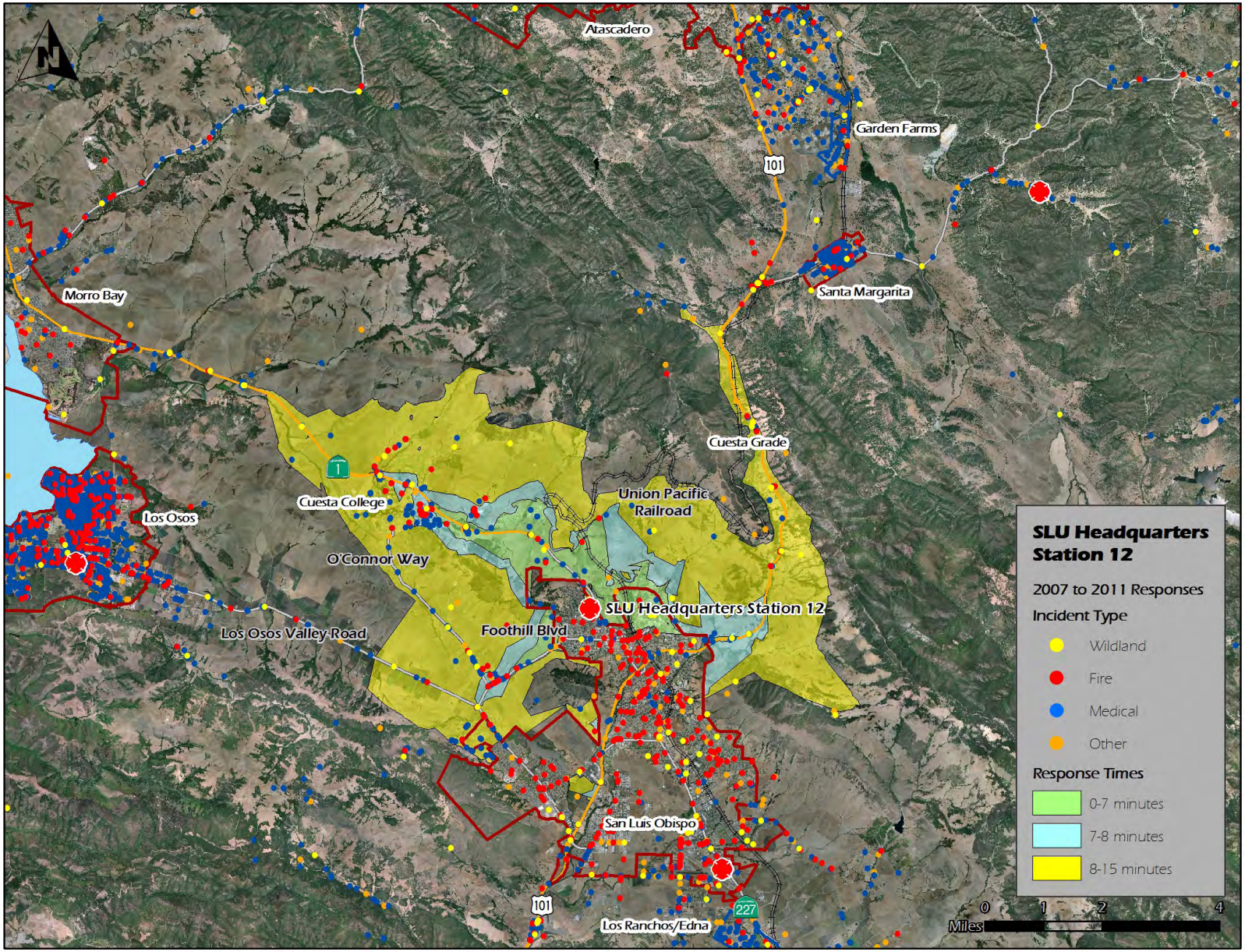
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 15,696

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	7,466	47.6%	92.4%
7–8 minutes	7,030	44.8%	
8–15+ minutes	1,200	7.6%	

Station 12
SLU HEADQUARTERS



INCIDENTS WITHIN RESPONSE TIME ZONES

828 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	138	16.7%	44.2%
7–8 minutes	228	27.5%	
8–15+ minutes	462	55.8%	

Station 14:

MORRO TORO FIRE STATION

Highway 41 West
Atascadero, CA

STATION 14 is a county-owned facility built in 2000.

The area served by Morro-Toro Fire Station 14 is rural. Station 14 is located midway between Morro Bay and Atascadero along Highway 41 and primarily responds to emergencies along that corridor with automatic aid provided by Atascadero and Morro Bay fire departments.

There are no on duty personnel; response staffing is provided by a County-funded 15-member PCF company. The battalion chief position is funded by CAL FIRE.

DEFICIENCY: *Response is provided by small PCF company recruited from limited population base in the area and automatic aid agencies.*

MITIGATION: *Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch.*

EQUIPMENT: STATION 14

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 14	Structural engine	County Fire

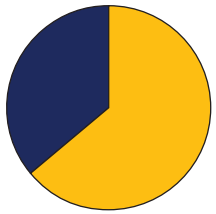
CLOSEST ADDITIONAL RESOURCES: STATION 14

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Atascadero Stn 2	12 mins	structure engine	Atascadero city
Morro Bay	12 mins	structure engine	Morro Bay city
Sta 11	14 mins	wildland engine	CAL FIRE
Atascadero Stn 1	15 mins	structure engine	Atascadero city
Atascadero Stn 1	15 mins	ladder truck	Atascadero city

DAILY STAFFING: STATION 14

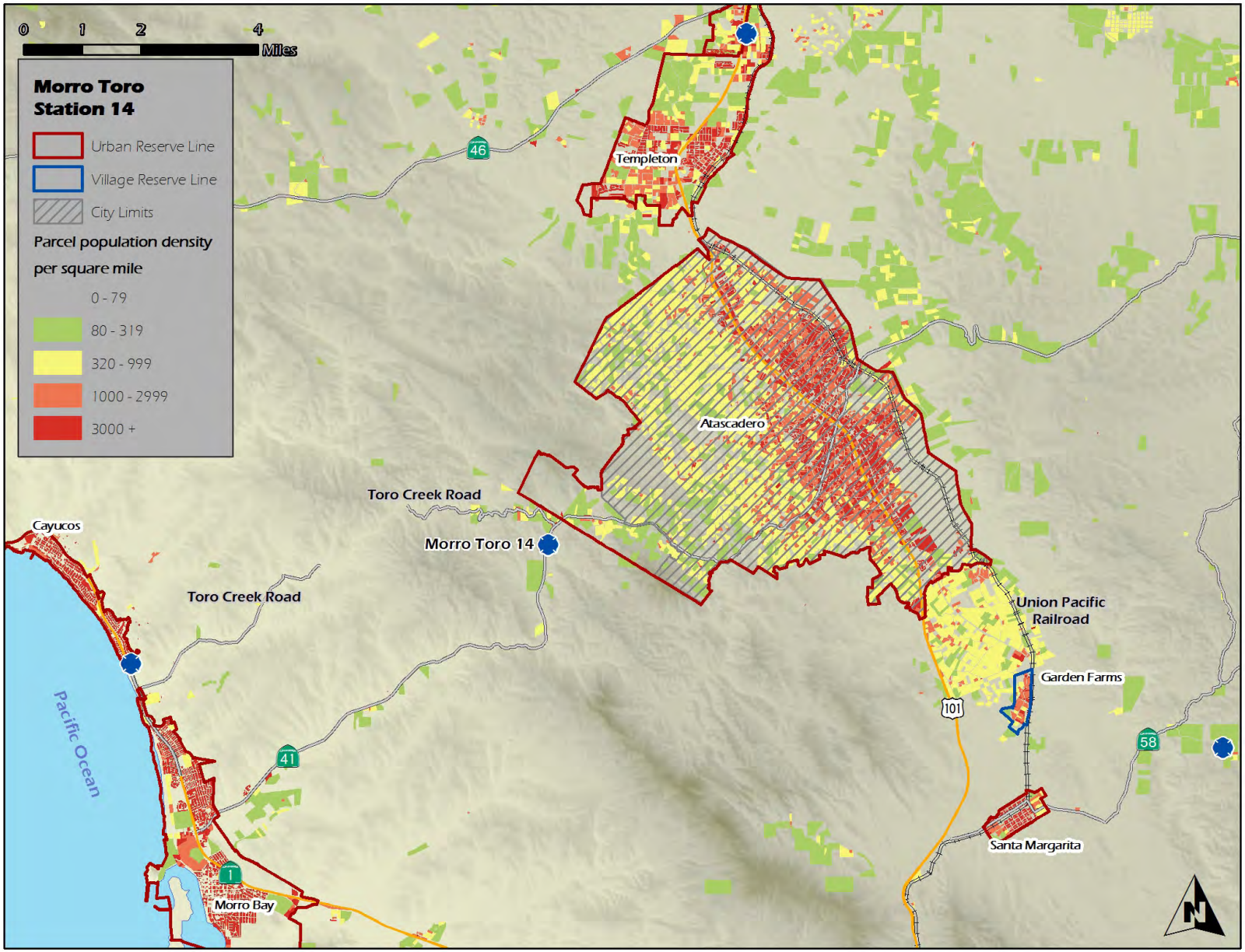
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer			
	Firefighter			
	Battalion Chief	1		
Non-Fire Season	Company Officer			
	Firefighter			
	Battalion Chief	1		
PCF/Reserve FF	PCF		10	

FUNDING: STATION 14



TOTAL STATION BUDGET = $52,790		
CAL FIRE	$18,970	35.9%
COUNTY	$33,820	64.1%

Station 14
MORRO TORO



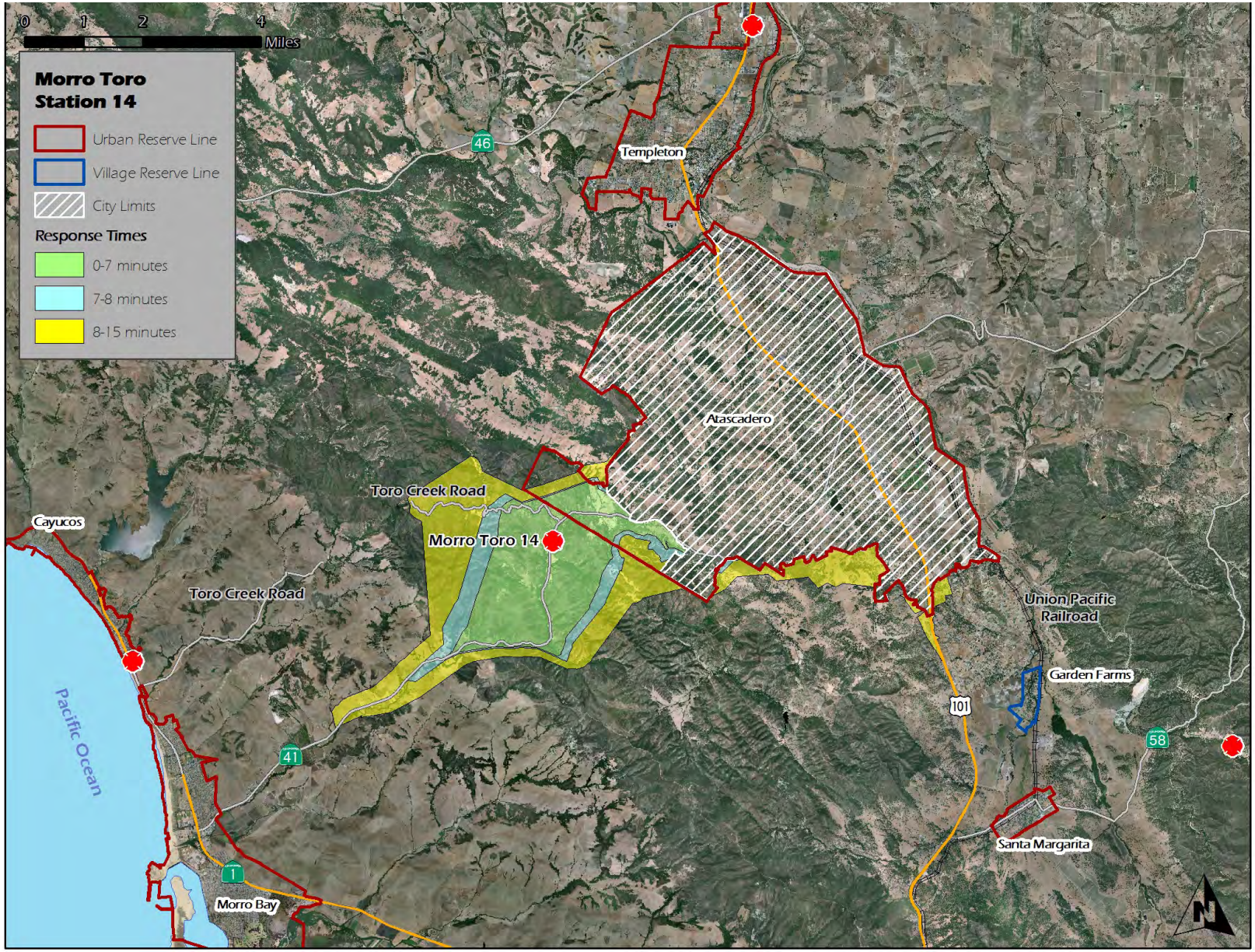
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	189	15.2%	$49,600,200	29.0%
7–8 minutes	82	6.6%	$25,457,000	14.9%
8–15+ minutes	971	78.1%	$95,846,330	56.1%

1242 TOTAL PARCELS • $170,903,530 TOTAL ASSESSED VALUATION

Station 14
MORRO TORO



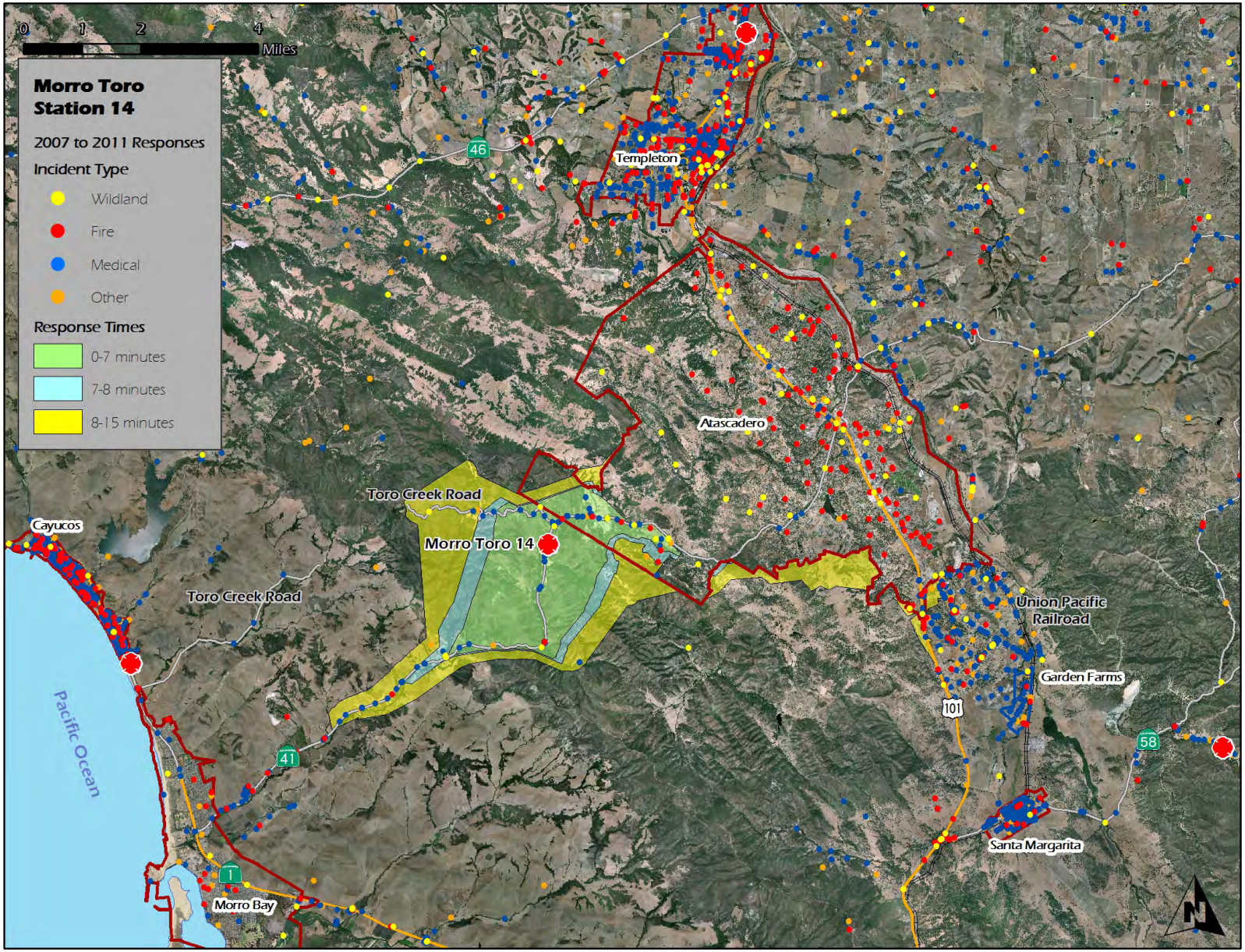
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 1,993

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	838	42.0%	62.1%
7–8 minutes	400	20.1%	
8–15+ minutes	755	37.9%	

Station 14
MORRO TORO



INCIDENTS WITHIN RESPONSE TIME ZONES

221 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	114	51.6%	**58.4%**
7–8 minutes	15	6.8%	
8–15+ minutes	92	41.6%	

Station 15:

SOUTH BAY FIRE STATION

2315 Bayview Heights, Los Osos, CA

STATION 15 is a Los Osos CSD-owned facility, with a major remodel done in 1999.

The area served by South Bay Fire15 is primarily urban. Since the closest ambulance responds from Morro Bay and is too far away to meet paramedic response time standards, Station 15 is the primary ALS provider for Los Osos in lieu of an ambulance response. Hazards include back bay water response, Montana de Oro cliff rescues response, and commercial retail and light industry buildings. A large-scale sewer construction project will commence and conclude during the life of this document. Automatic aid agreement with the City of Morro Bay provides ladder truck or fire engine support.

Los Osos CSD-funded staffing at this station includes at least two trained paramedics on duty at all times with a minimum of four firefighters on duty, including a fire captain, two fire apparatus engineers and one reserve firefighter. The battalion chief position is funded by CAL FIRE. There is a 25-member reserve firefighter force and no PCFs.

DEFICIENCY: *Insufficient personnel for full first alarm even when including automatic aid resources.*

MITIGATION: *Consider strengthening the reserve ff'er program or adding additional full time staff.*

EQUIPMENT: STATION 15

UNIT ID	APPARATUS TYPE	OWNERSHIP
Battalion 3411	Command vehicle	Los Osos CSD
Medic Engine 15	Structure engine	Los Osos CSD
Medic Rescue 15	Rescue Unit	Los Osos CSD
Engine 215	Structure engine	Los Osos CSD
Utility 15	Utility vehicle	Los Osos CSD
US&R 15	Trench Rescue Trailer	Los Osos CSD
Boat 15	11' Yamaha Rescue Water Craft	County Fire

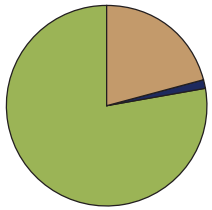
CLOSEST ADDITIONAL RESOURCES: STATION 15

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Morro Bay	12 mins	Structure engine	Morro Bay city
Morro Bay	12 mins	Ladder truck	Morro Bay city
Sta 12	14 mins	Wildland engine	CAL FIRE
Sta 12	14 mins	Structure engine	County

DAILY STAFFING: STATION 15

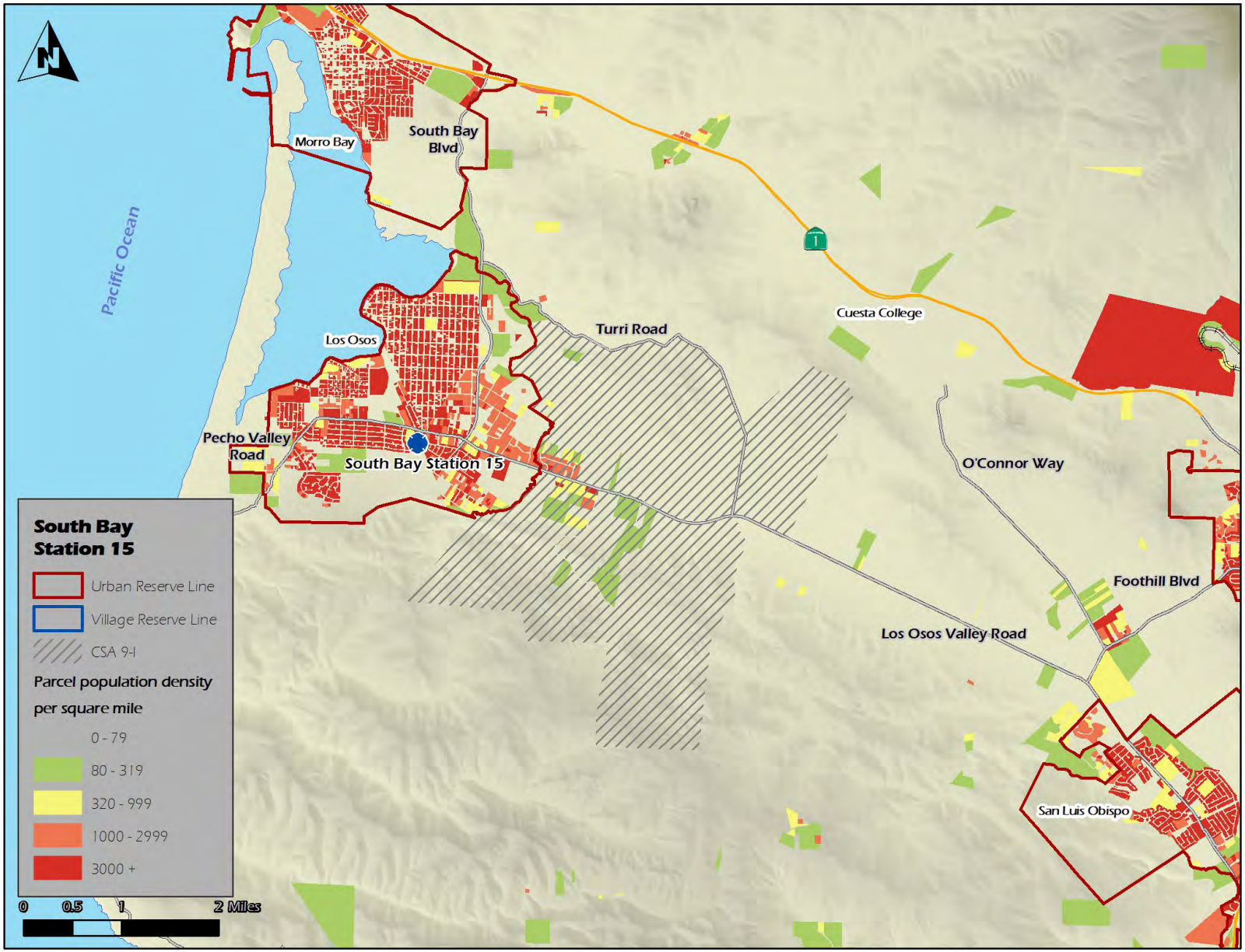
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	LOS OSOS CSD
Fire Season	Company Officer			3
	Firefighter			1 Reserve FF
	Battalion Chief	1		
Non-Fire Season	Company Officer			3
	Firefighter			1 Reserve FF
	Battalion Chief	1		
PCF/Reserve FF	PCF			25

FUNDING: STATION 15



TOTAL STATION BUDGET = $2,011,977		
CAL FIRE	$24,367	1.2%
CSA 9i	$425,315	21.1%
Los Osos Comm. Serv. Dist.	$1,562,295	77.7%

Station 15
SOUTH BAY



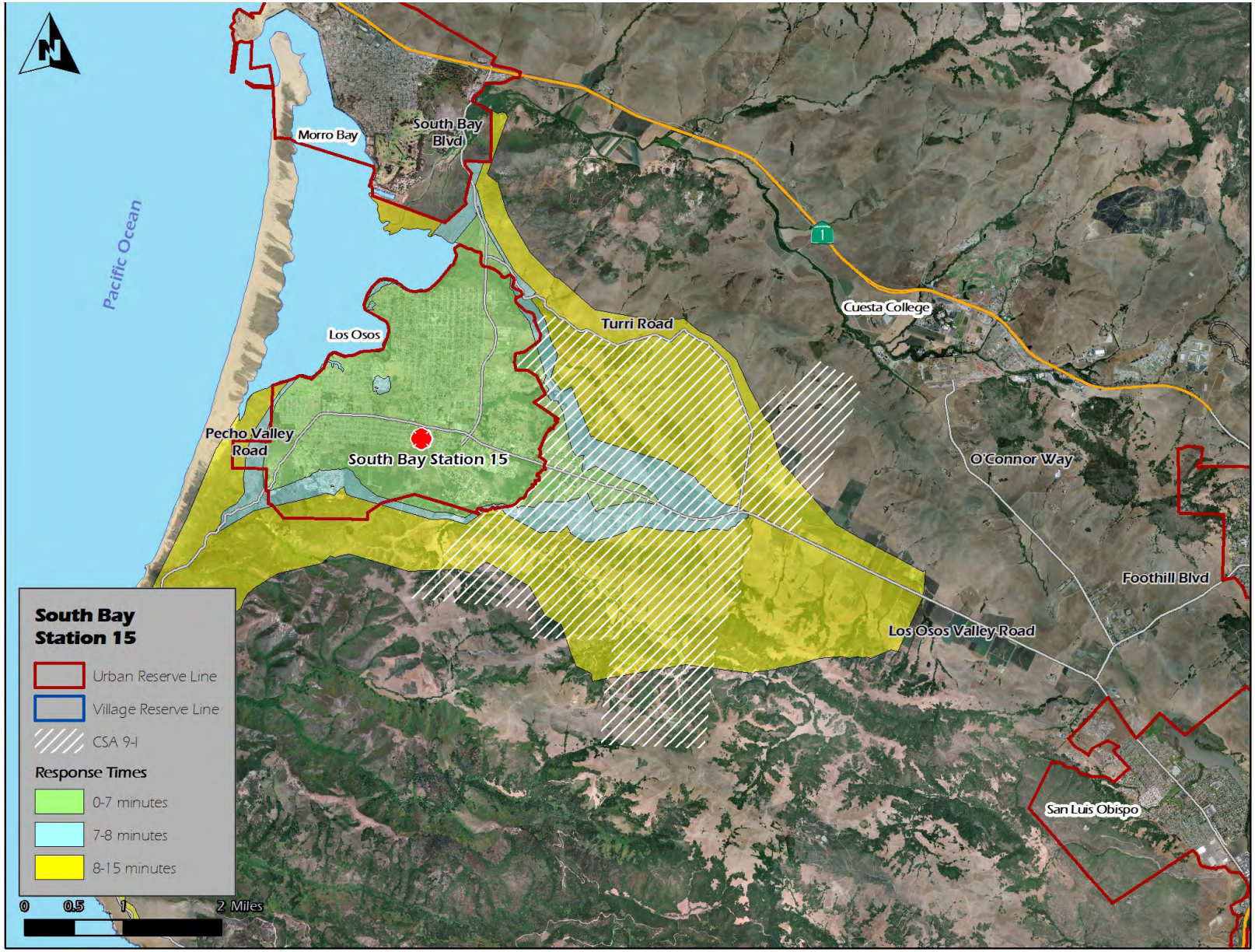
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	5,951	88.2%	$1,595,042,000	84.8%
7–8 minutes	329	4.9%	$172,039,500	9.1%
8–15+ minutes	466	6.9%	$114,562,350	6.1%

6,746 TOTAL PARCELS • $1,881,643,850 TOTAL ASSESSED VALUATION

Station 15
SOUTH BAY



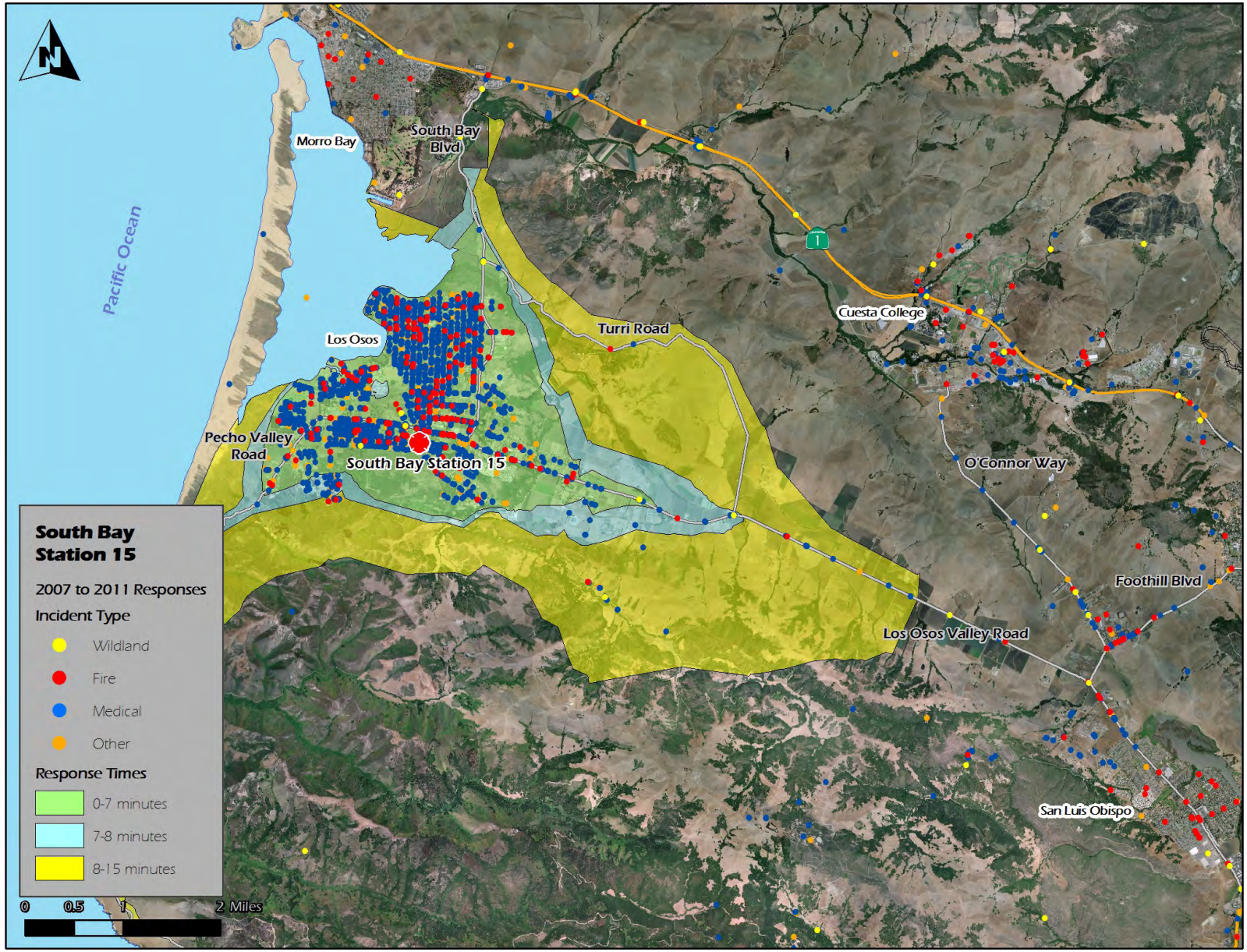
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 18,457

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	14,190	76.9%	92.3%
7–8 minutes	2,849	15.4%	
8–15+ minutes	1,418	7.7%	

Station 15
SOUTH BAY



INCIDENTS WITHIN RESPONSE TIME ZONES

3,726 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	3,528	94.7%	97.5%
7–8 minutes	105	2.8%	
8–15+ minutes	93	2.5%	

Station 20:

NIPOMO FIRE STATION

450 Pioneer
Nipomo, CA

STATION 20 is a state-owned facility built in 2007.

The area served by Nipomo Fire Station 20 is primarily urban with a large suburban response zone. Station 20 protects a population of more than 15,000 people. In addition, Station 20 protects a large rural area along Highway 101 and 166. Traffic congestion is a particular problem because there is only one overpass across Highway 101 and a significant portion of the population resides on west side of Hwy 101, while the fire station is situated on the east side. The station cannot respond in time to serve a large population base in SW Nipomo. Automatic aid agreements exist with the City of Santa Maria and the City of Arroyo Grande, but neither is close enough to provide full first alarm support for a urban service level. Special hazards include light industrial, commercial buildings and agriculture operations. In addition, Station 20 responders may encounter traffic congestion and response time impediments on Highway 101.

Staffing at this station includes both county-funded and state-funded apparatus. Daily staffing includes a county-funded fire captain and fire apparatus engineer, one of whom is a paramedic year-round. During fire season, CAL FIRE funds engine staffing of one company officer and two firefighters daily. Station 20 shares a PCF company with Station 22 to cover the greater Nipomo area. The battalion chief position is funded by CAL FIRE.

DEFICIENCY: *Urban areas in southwest Nipomo cannot be serviced from the existing fire station in appropriate response times due to distance. Simultaneous calls extend response times and are becoming more frequent.*

MITIGATION: *Reevaluate station location(s); possibly relocate county funded engine and staff to west side of Highway 101. Adding a fire station or moving the current fire station will be necessary to provide appropriate response service levels.*

EQUIPMENT: STATION 20

UNIT ID	APPARATUS TYPE	OWNERSHIP
Battalion 3412	Command vehicle	CAL FIRE
Medic Engine 20	Structure engine	County Fire
Rescue 20	Rescue unit	County Fire
Engine 220	Structure engine	County Fire
Engine 3467	Wildland engine	CAL FIRE
Utility 3457	Utility vehicle	CAL FIRE

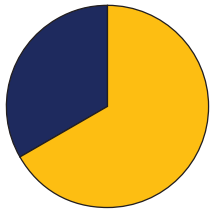
CLOSEST ADDITIONAL RESOURCES: STATION 20

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 22	11 mins	structure engine	County
Santa Maria # 3	12 mins	structure engine	Santa Maria
Arroyo Grande	13 mins	structure engine	Five Cities FA
Arroyo Grande	13 mins	ladder truck	Five Cities FA
Santa Maria # 1	14 mins	ladder truck	Santa Maria

DAILY STAFFING: STATION 20

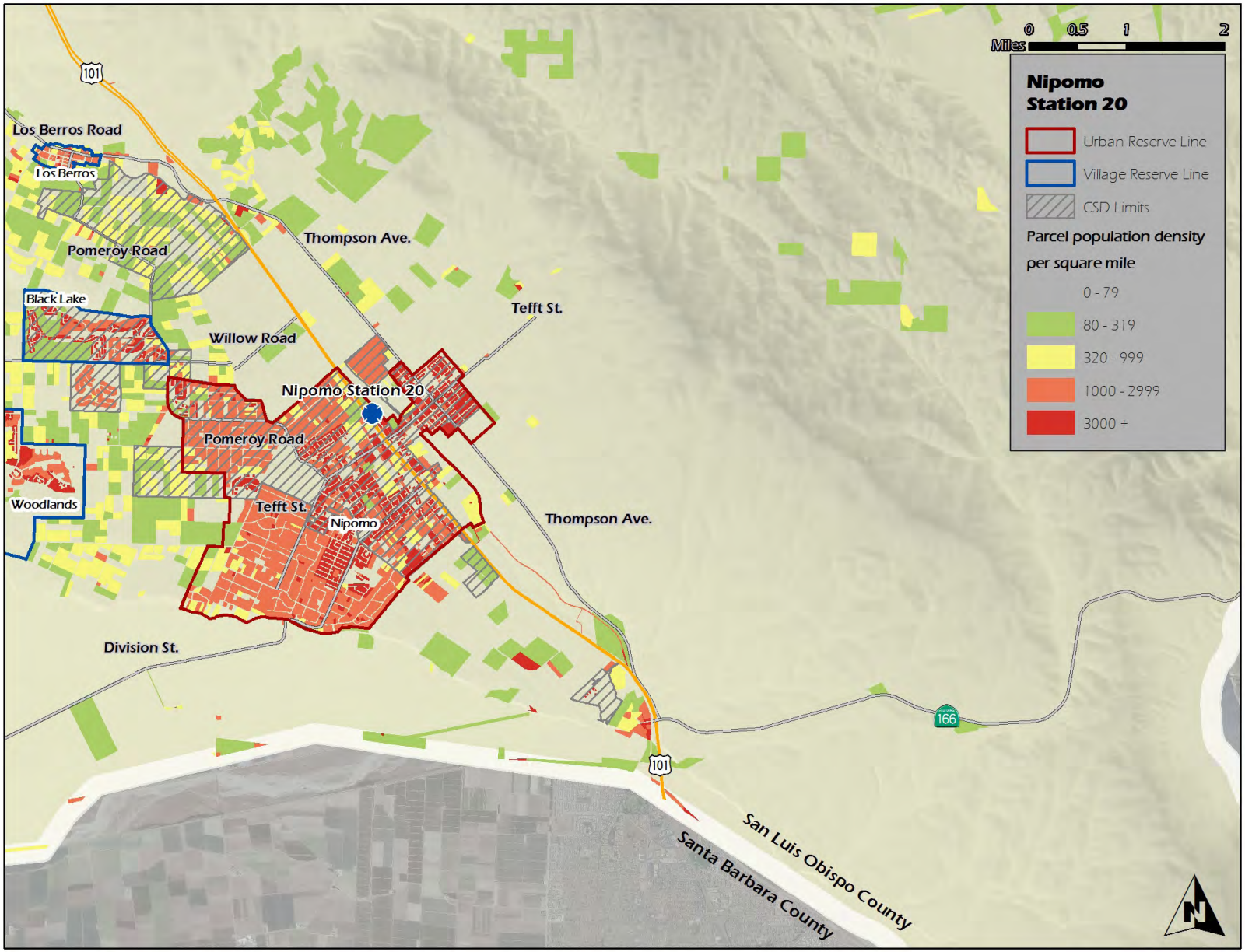
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer	1	2	
	Firefighter	2		
	Battalion Chief	1		
Non-Fire Season	Company Officer		2	
	Firefighter			
	Battalion Chief	1		
PCF/Reserve FF	PCF		20	

FUNDING: STATION 20



TOTAL STATION BUDGET = $1,474,323		
CAL FIRE	$488,130	33.1%
County of San Luis Obispo	$986,193	66.9%

Station 20
NIPOMO



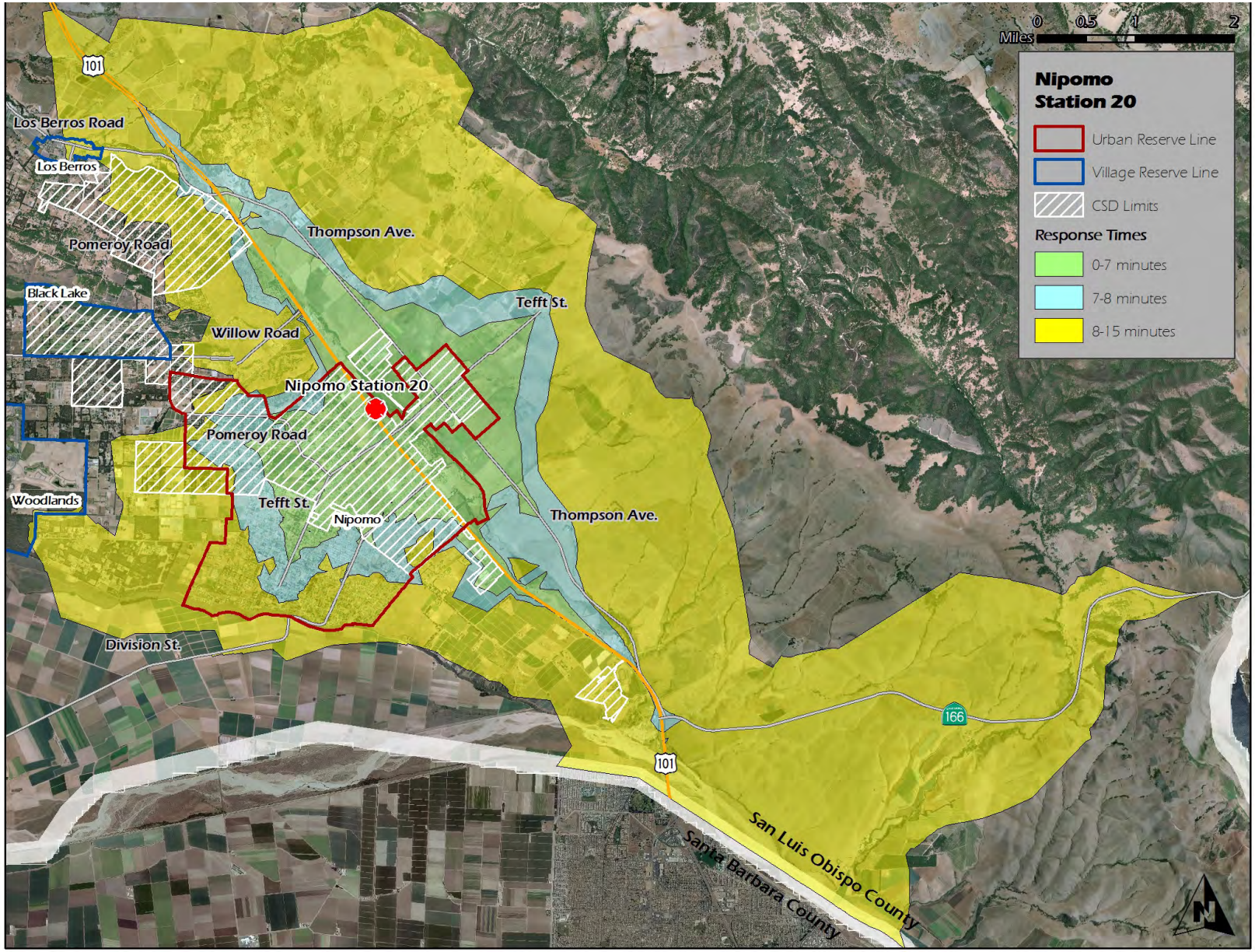
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	3,221	38.3%	$845,607,000	36.6%
7–8 minutes	1,637	19.4%	$493,654,000	21.4%
8–15+ minutes	3,358	42.2%	$970,314,400	42.0%

8,416 TOTAL PARCELS • $2,309,575,400 TOTAL ASSESSED VALUATION

Station 20
NIPOMO



POPULATION SERVED WITHIN RESPONSE TIME ZONES

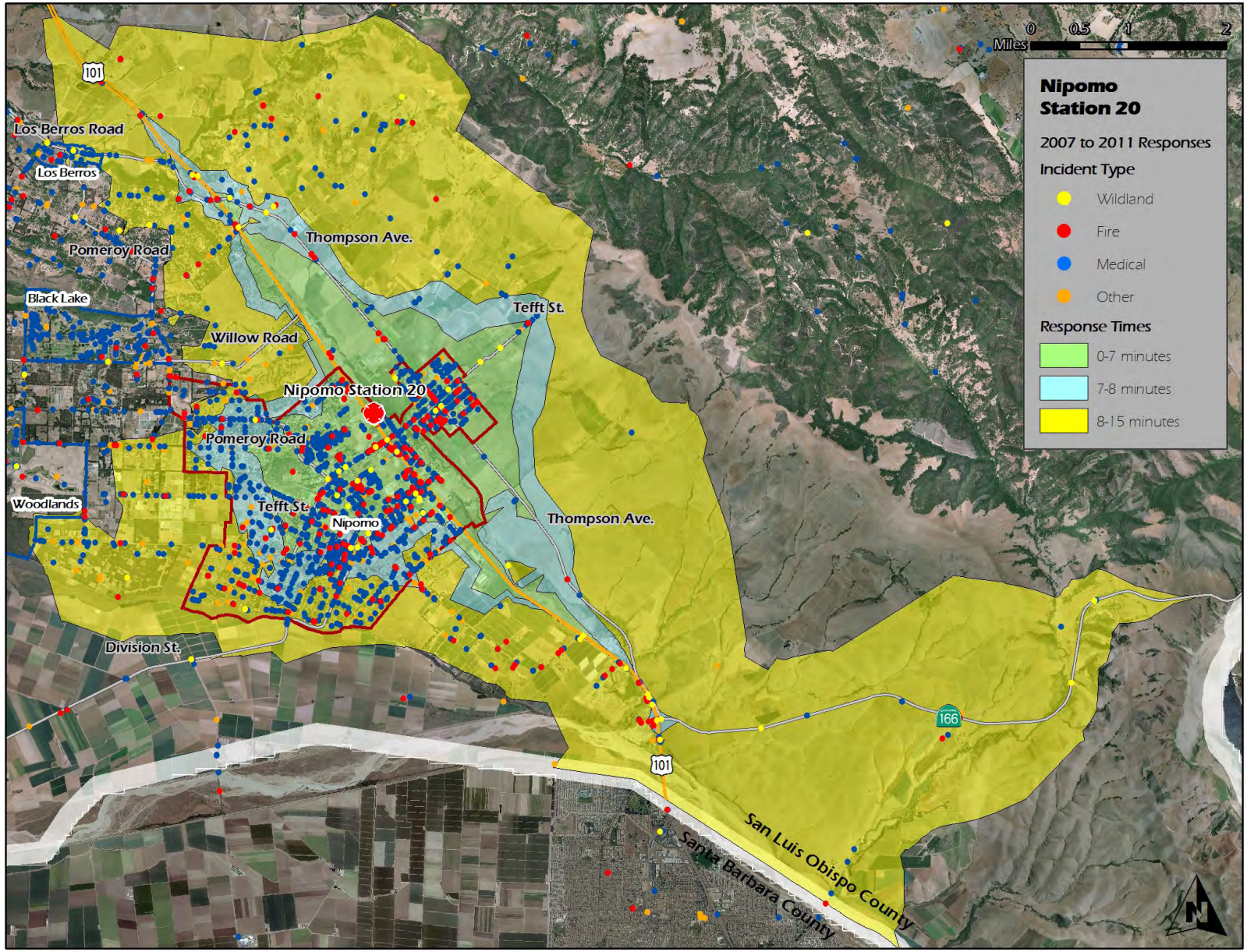
BASED ON TOTAL CALCULATED POPULATION OF 18,127

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	1,204	6.6%	**56.9%**
7–8 minutes	9,116	50.3%	
8–15+ minutes	7,807	43.1%	

Station 20

NIPOMO



INCIDENTS WITHIN RESPONSE TIME ZONES

3,731 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	2,059	55.2%	77%
7–8 minutes	813	21.8%	
8–15+ minutes	859	23.0%	

Station 21:

SAN LUIS OBISPO AIRPORT FIRE STATION

4671 S. Broad Street
San Luis Obispo, CA

STATION 21 is a county-owned facility built in 2006.

The area served by Airport Fire Station 21 is mixed urban and suburban. Station 21 serves a population of more than 6,000 and provides FAA-required crash fire rescue protection for the San Luis Obispo Regional Airport. Special hazards include industrial, commercial complexes, railroad, Lopez Lake, and Edna Valley wineries. Station 21 is in close proximity to automatic aid resources from the City of San Luis Obispo and other CAL FIRE-managed fire stations (Station 12, 62, and 64).

Staffing at this station includes both county-funded and airport-funded apparatus. County engine daily staffing includes one fire captain and one fire apparatus engineer. Daily crash rescue staffing is a single company officer funded by the airport. Station 21 has a 25-member PCF company available to respond for on and off airport operational support. The battalion chief position is funded by CAL FIRE.

DEFICIENCY: *Station is dependent on automatic agencies to provide coverage for first response in southern Edna Valley and full alarm across entire response area.*

MITIGATION: *Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch.*

EQUIPMENT: STATION 21

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 21	Structure engine	County Fire
Rescue 21	Rescue unit	
County Fire	Rescue Unit	County Fire
Water Tender 21	2,500 gallon Water tender	County Fire
Crash 21	Aircraft Crash Fire truck	Regional Airport
Crash 221	Aircraft Crash Fire truck	Regional Airport
MCI 21	Mass Casualty Unit	Regional Airport

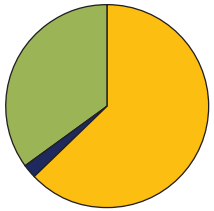
CLOSEST ADDITIONAL RESOURCES: STATION 21

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
SLO # 1	6 mins	Ladder truck	SLO city
SLO # 3	6 mins	Structure engine	SLO City
SLO # 4	8 mins	Structure engine	SLO City
SLO # 2	11 mins	Structure engine	SLO city
Sta 12	12 mins	Structure engine	County
Sta 12	12 mins	Wildland engine	CAL FIRE

DAILY STAFFING: STATION 21

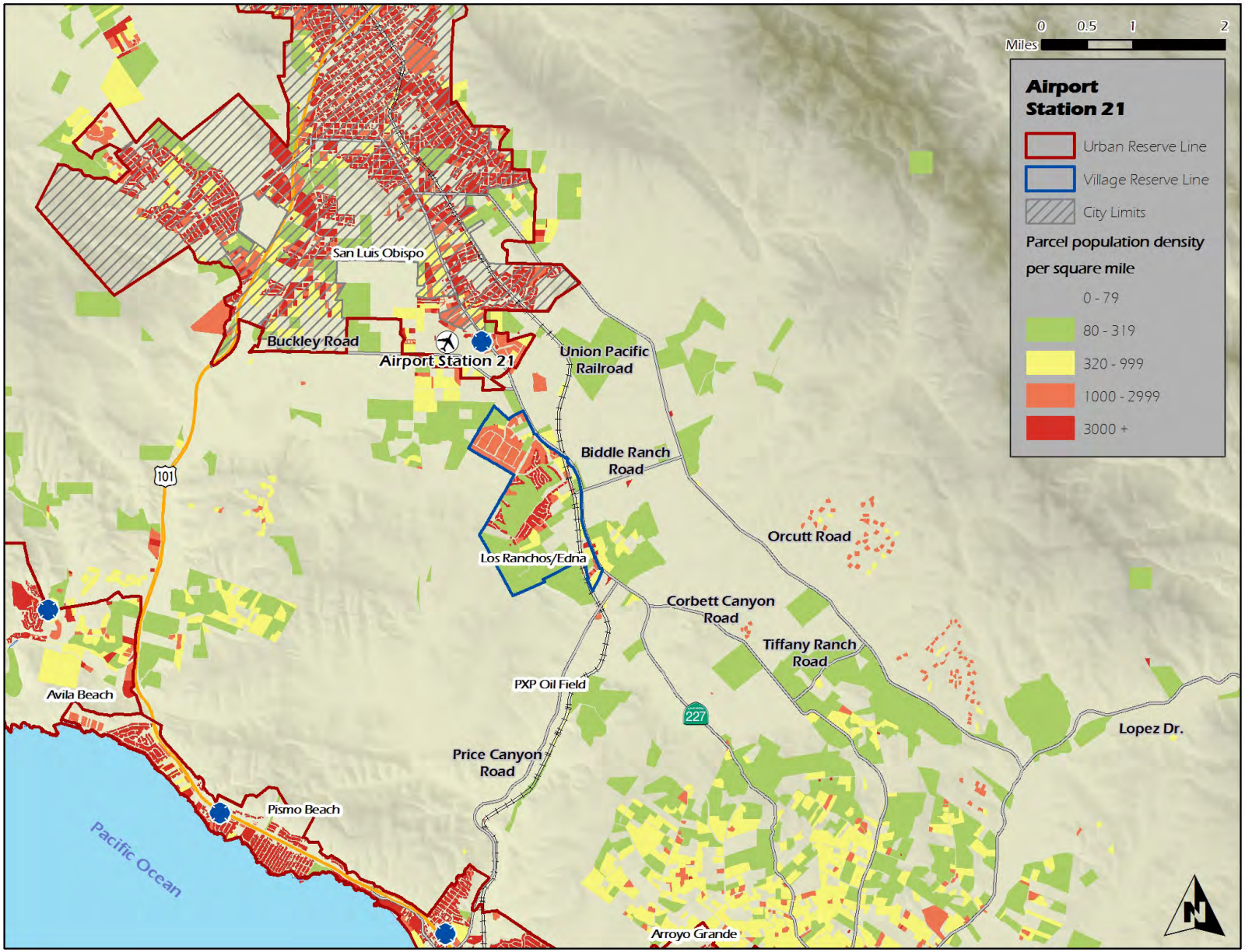
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	AIRPORT
Fire Season	Company Officer		2	1
	Firefighter			
	Battalion Chief	1		
Non-Fire Season	Company Officer		2	1
	Firefighter			
	Battalion Chief	1		
PCF/Reserve FF	PCF		20	

FUNDING: STATION 21



TOTAL STATION BUDGET = $1,381,854		
CAL FIRE	$31,617	2.2%
County	$867,467	62.7%
SLO Airport	$482,770	34.9%

Station 21
SLO AIRPORT



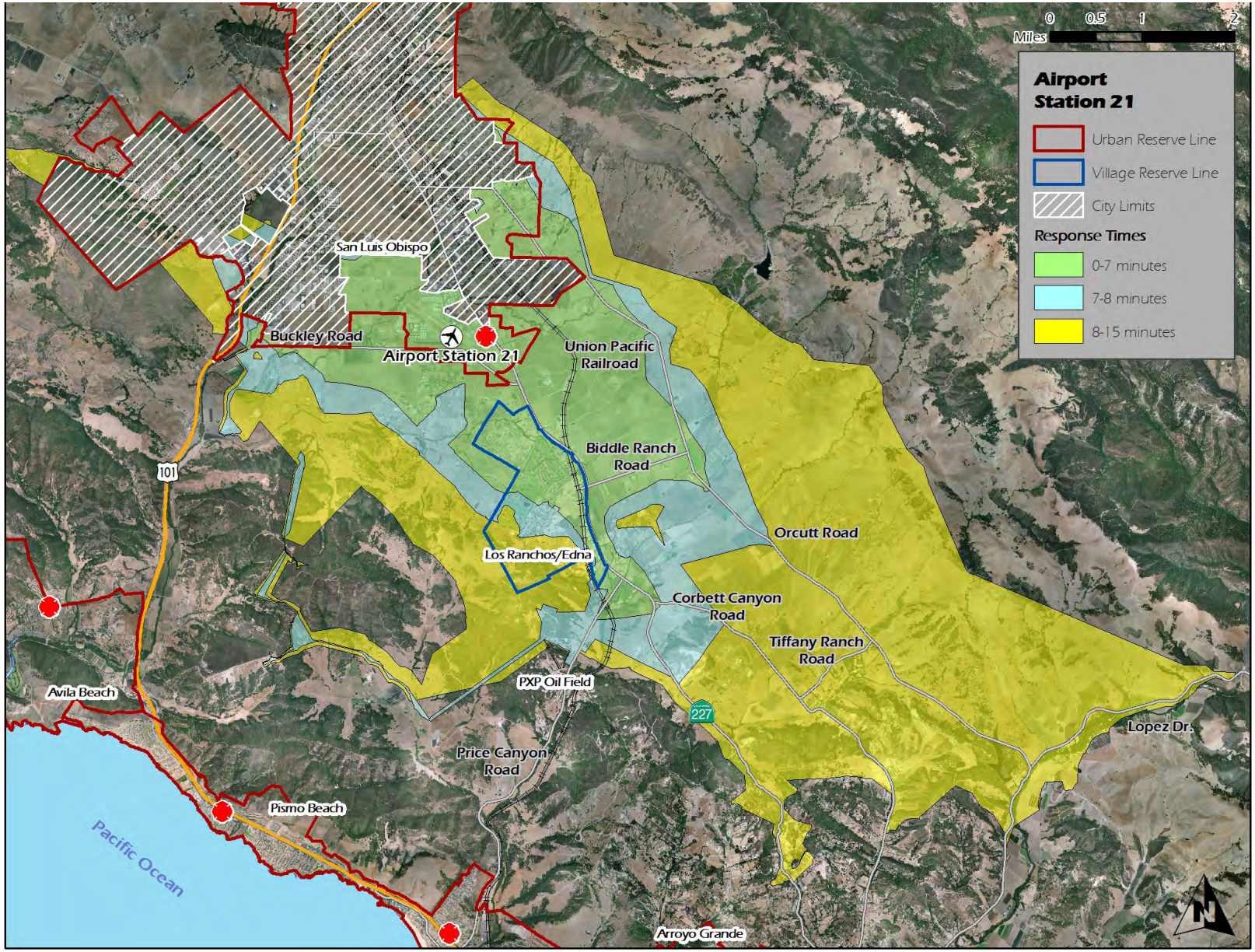
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	1,099	29.4%	$590,777,000	33.1%
7–8 minutes	474	12.7%	$363,842,000	20.4%
8–15+ minutes	2,166	57.9%	$829,595,600	46.5%

3,739 TOTAL PARCELS • $1,784,214,600 TOTAL ASSESSED VALUATION

Station 21
SLO AIRPORT



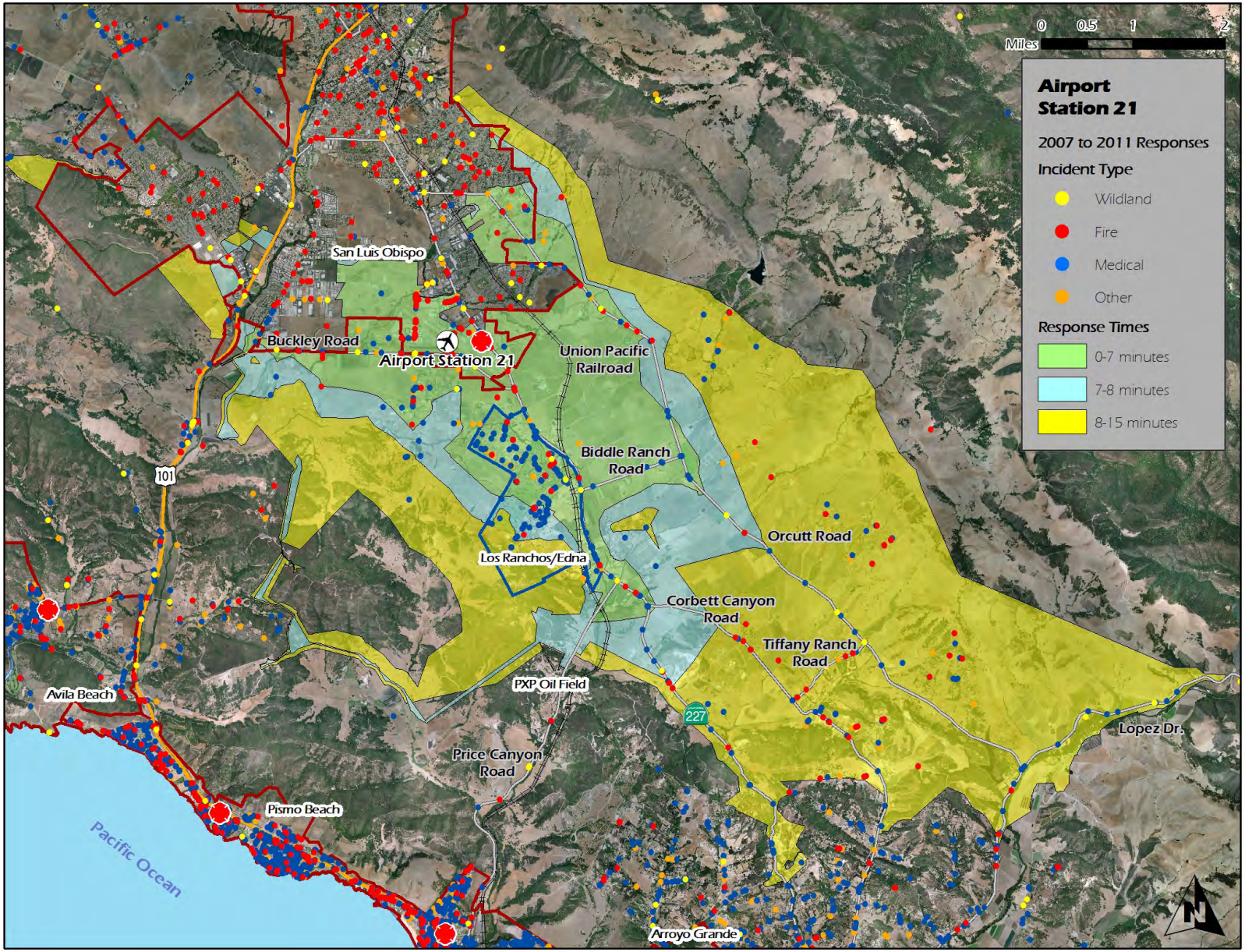
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 15,072

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	5,294	35.1%	57.5%
7–8 minutes	3,374	22.4%	
8–15+ minutes	6,404	42.5%	

Station 21
SLO AIRPORT



INCIDENTS WITHIN RESPONSE TIME ZONES

849 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	492	58.0%	67.7%
7–8 minutes	83	9.8%	
8–15+ minutes	274	32.3%	

Station 22:

MESA FIRE STATION

2391 Willow Road
(Hwy 1)
Nipomo, CA

STATION 22 is a county-owned facility built in 1993.

The area served by Mesa Fire Station 22 is suburban bordering on urban. The area served includes the Woodlands, Palo Mesa and Blacklake VRL communities. When fully developed, the Woodlands community will increase population by 2,500 including hotels and commercial retail complexes. Additionally the Conoco-Phillips oil refinery presents a unique fire protection problem in this station's response area.

Other special hazards include light industrial and commercial buildings, railroad, Oceano Dunes State Off Highway Vehicle Recreation area, agricultural land, and multiple golf courses. The Oceano Dunes OHV park attracts thousands of visitors each year and experiences multiple medical emergencies that are currently covered by an automatic aid agreement with Five Cities Fire Authority that is expiring.

Daily staffing at this station includes a County-funded fire captain and one fire apparatus engineer, one of whom is a paramedic. Station 22 is in close proximity to automatic aid resources for responses in the Palo Mesa area with the Five Cities Fire authority and support from Station 20 Nipomo.

DEFICIENCY: *Response to Oceano Dunes OHV park cannot be made by existing apparatus assigned to the station. Responses are primarily through automatic aid with Five Cities Fire Authority*

MITIGATION: *Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch.*

EQUIPMENT: STATION 22

UNIT ID	APPARATUS TYPE	OWNERSHIP
Medic Engine 22	Structure engine	County Fire
Engine 222	Structure engine	County Fire

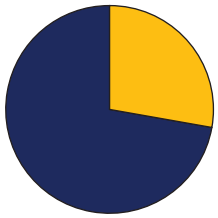
CLOSEST ADDITIONAL RESOURCES: STATION 22

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 20	11 mins	Sstructure engine	County
Sta 20	11 mins	Wildland engine	CAL FIRE
Oceano	14 mins	Structure engine	Five Cities FA

DAILY STAFFING: STATION 22

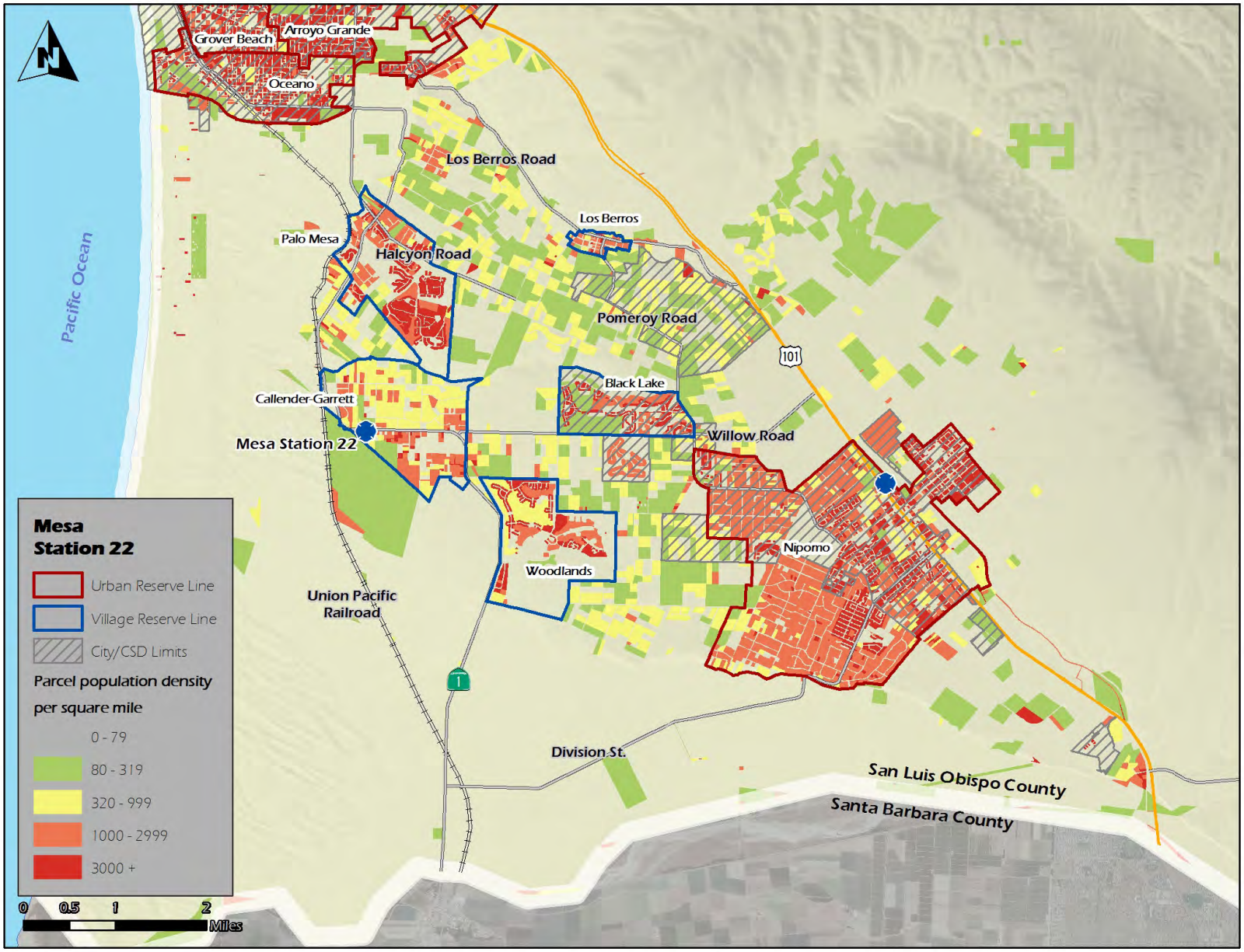
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer		2	
	Firefighter			
	Battalion Chief	1		
Non-Fire Season	Company Officer		2	
	Firefighter			
	Battalion Chief	1		
PCF/Reserve FF	PCF		20 w/ Sta 20	

FUNDING: STATION 22



TOTAL STATION BUDGET = $979,437		
CAL FIRE	$31,617	3.2%
County of San Luis Obispo	$947,820	96.8%

Station 22
MESA



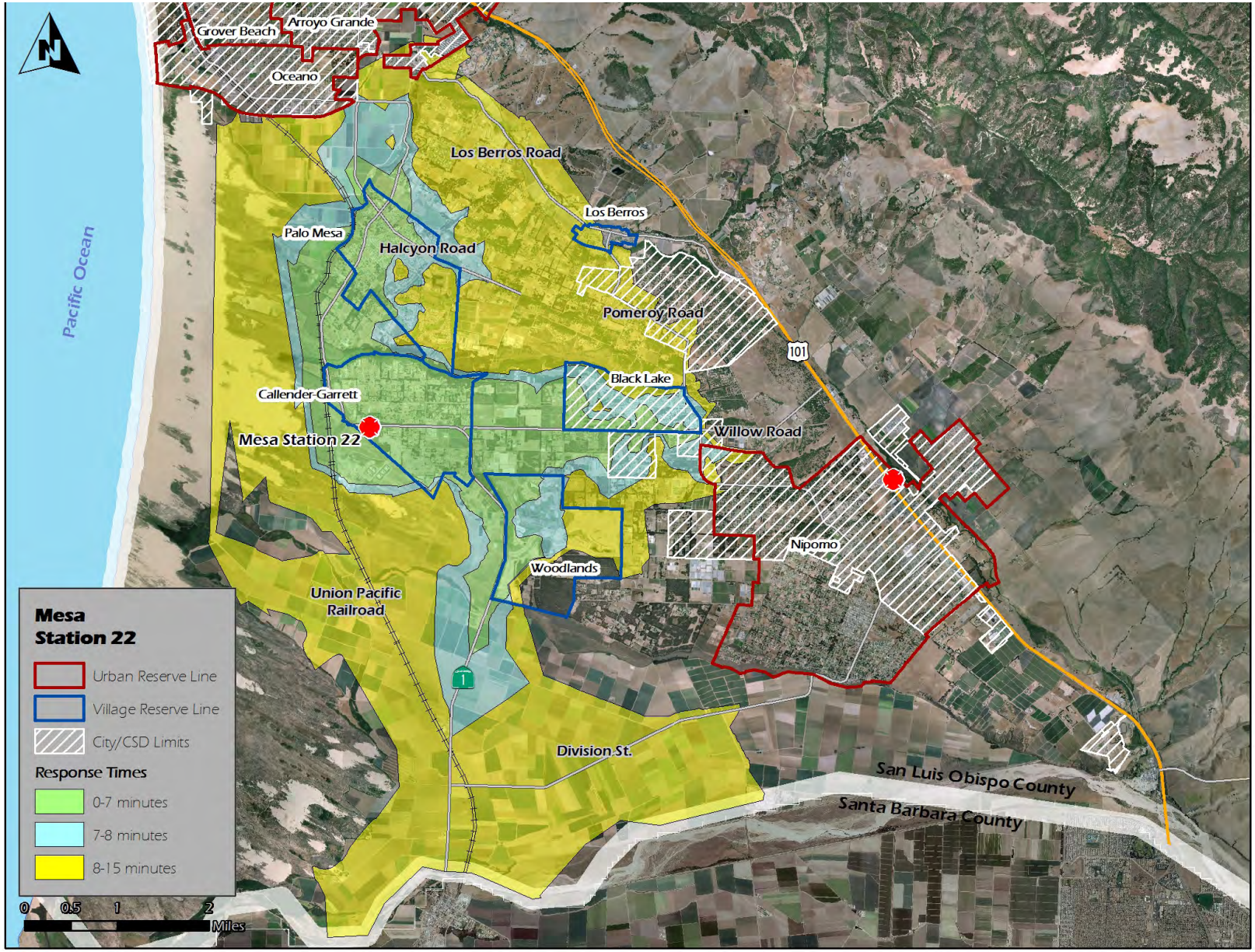
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	1,669	28.7%	$664,777,000	28.1%
7–8 minutes	1,243	21.4%	$595,728,000	25.2%
8–15+ minutes	2,896	49.9%	$1,101,465,000	46.6%

5,808 TOTAL PARCELS • $2,361,970,000 TOTAL ASSESSED VALUATION

Station 22
MESA



POPULATION SERVED WITHIN RESPONSE TIME ZONES

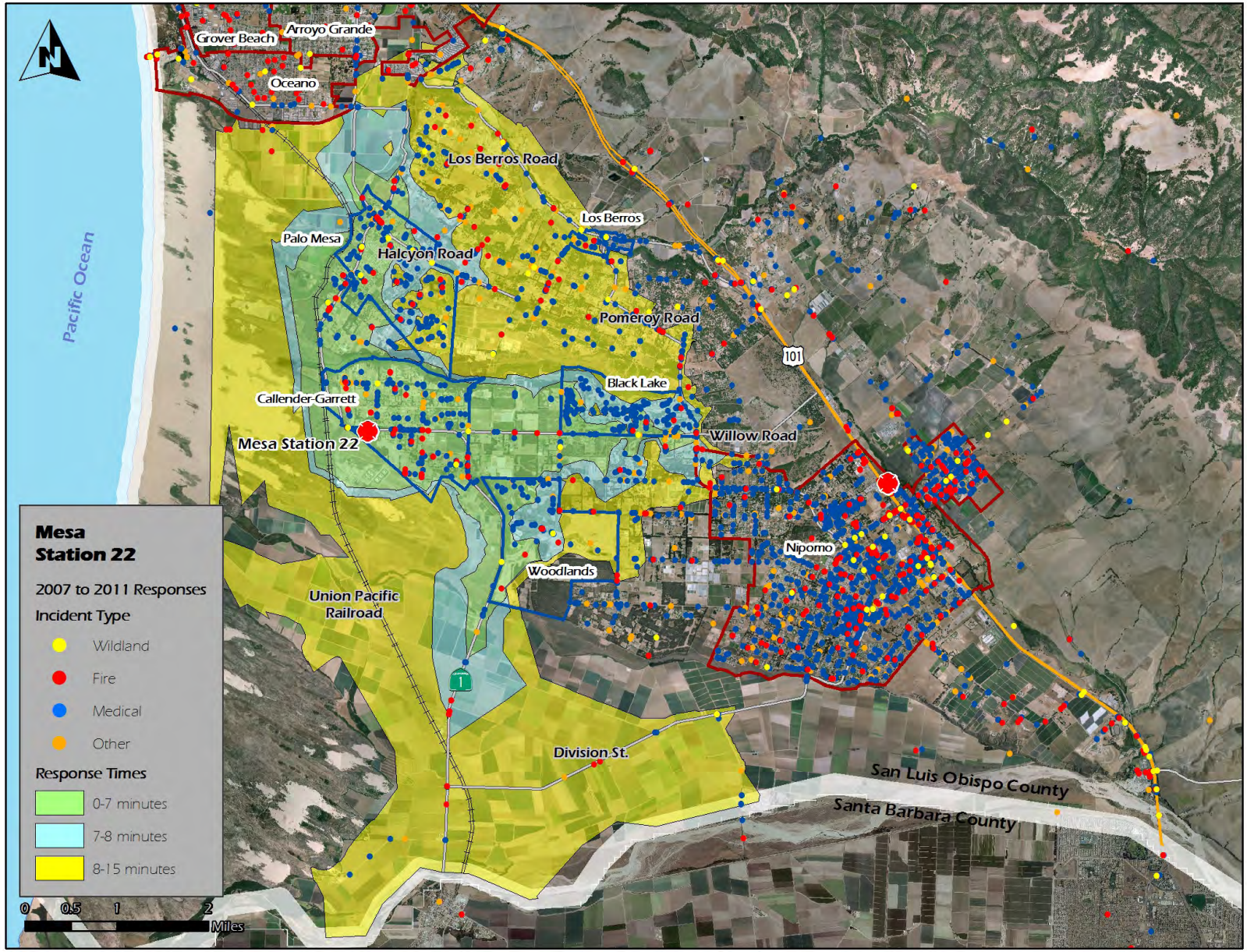
BASED ON TOTAL CALCULATED POPULATION OF 18,356

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	5,290	28.8%	57.4%
7–8 minutes	5,245	28.6%	
8–15+ minutes	7,821	42.6%	

Station 22

MESA



INCIDENTS WITHIN RESPONSE TIME ZONES

1,929 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	980	50.8%	70.6%
7–8 minutes	381	19.8%	
8–15+ minutes	568	29.4%	

Station 30:

PASO ROBLES FIRE STATION

2510 Ramada Drive
Paso Robles, CA

STATION 30 is a state-owned facility built in 1940.

The area served by Paso Robles Fire Station 30 is both suburban and rural. Station 30 serves a population of 9,000 around the rural Paso Robles and El Pomar area. The station is located in another agency jurisdictional area and is scheduled for replacement; relocation should be considered. Located between City of Paso Robles and Templeton, many of the station's responses are automatic aid in support of the Paso Robles and Templeton CSD fire departments. Automatic aid agreements with the City of Paso Robles and Templeton exist for first alarm support. Special hazards include Highway 101 and 46, railroad, and commercial and industrial buildings and wineries.

There are three engines staffed at this station during fire season and one during non-fire season. Staffing at this station includes both county-funded and state-funded apparatus. Year-round county-funded daily engine staffing includes a fire captain and a fire apparatus engineer. During fire season, daily staffing on the two CAL FIRE-funded wildland engines include a company officer and two firefighters per engine. Station 30 has a 25 member PCF company. The battalion chief position is funded by CAL FIRE.

DEFICIENCY: *station location is poor for CAL FIRE and County Fire but excellent for Templeton CSD and City Paso Robles fire departments. Many responses are auto aid to those two agencies. Reciprocated by responses out of their area to station 30's areas north and east.*

MITIGATION: *Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch.*

EQUIPMENT: STATION 30

UNIT ID	APPARATUS TYPE	OWNERSHIP
Battalion 3413	Command vehicle	CAL FIRE
Engine 30	Structure engine	County Fire
Rescue 30	Rescue unit	County Fire
Engine 3462	Wildland engine	CAL FIRE
Engine 3472	Wildland engine	CAL FIRE
Utility 3453	Utility	CAL FIRE
Utility 3446	Utility	CAL FIRE
USAR 31	Heavy Rescue unit	Cal EMA/County Fire

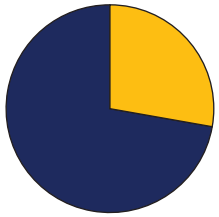
CLOSEST ADDITIONAL RESOURCES: STATION 30

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Templeton	5 mins	Structure engine	Templeton CSD
Paso Robles 1	8 mins	Structure engine	Paso city
Paso Robles 1	8 mins	Ladder truck	Paso city
Paso Robles 2	10 mins	Structure engine	Paso city
Sta 36	12 mins	Structure engine	County

DAILY STAFFING: STATION 30

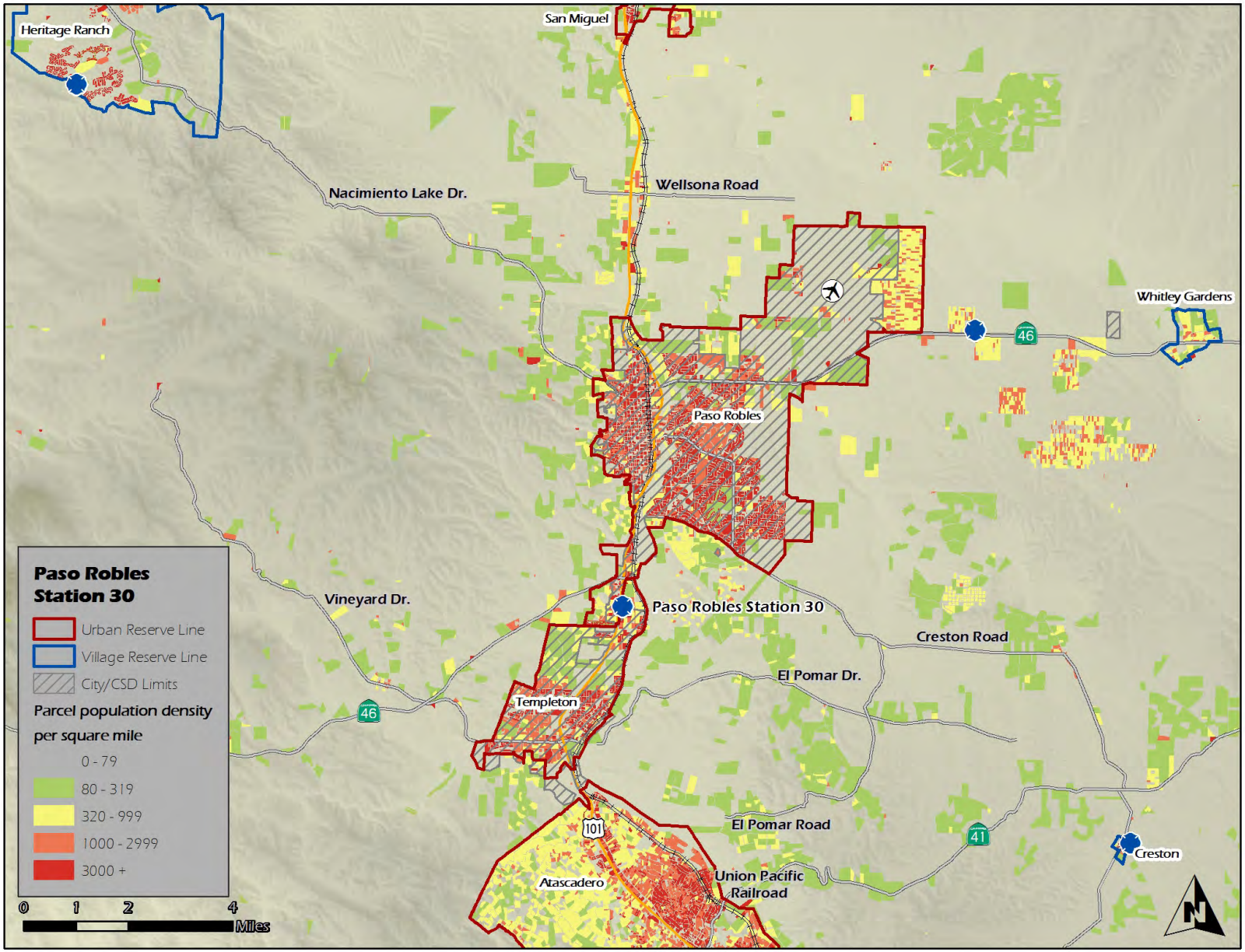
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer	2	2	
	Firefighter	4		
	Battalion Chief	1		
Non-Fire Season	Company Officer		2	
	Firefighter			
	Battalion Chief	1		
PCF/Reserve FF	PCF		15	

FUNDING: STATION 30



TOTAL STATION BUDGET = $1,984.270		
CAL FIRE	$1,174,057	59.2%
County of San Luis Obispo	$810,213	40.8%

Station 30
PASO ROBLES



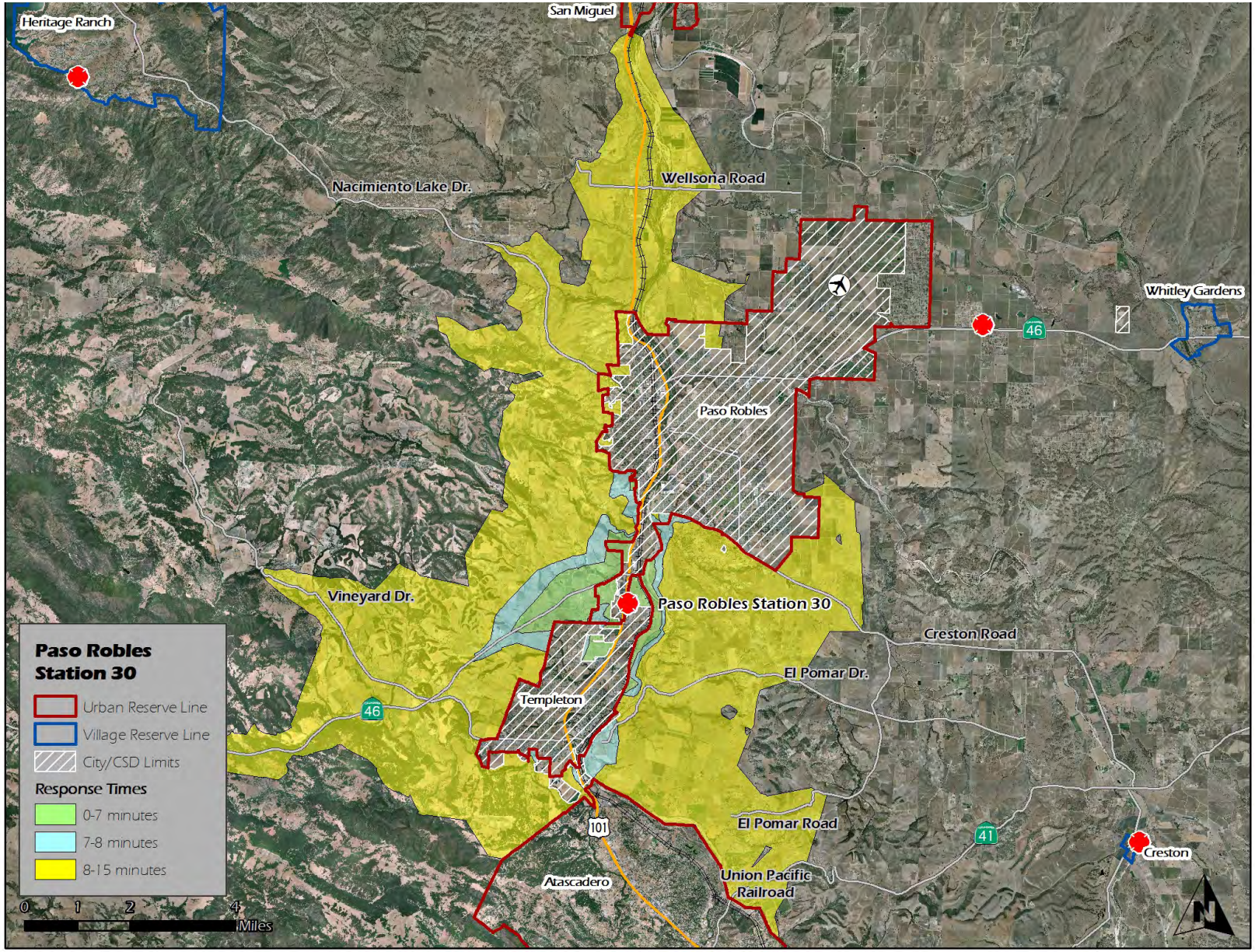
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	382	6.5%	$183,123,800	10.2%
7–8 minutes	423	7.2%	$169,306,000	9.5%
8–15+ minutes	5,091	86.3%	$1,435,394,000	80.3%

5,896 TOTAL PARCELS • $1,787,823,800 TOTAL ASSESSED VALUATION

Station 30
PASO ROBLES



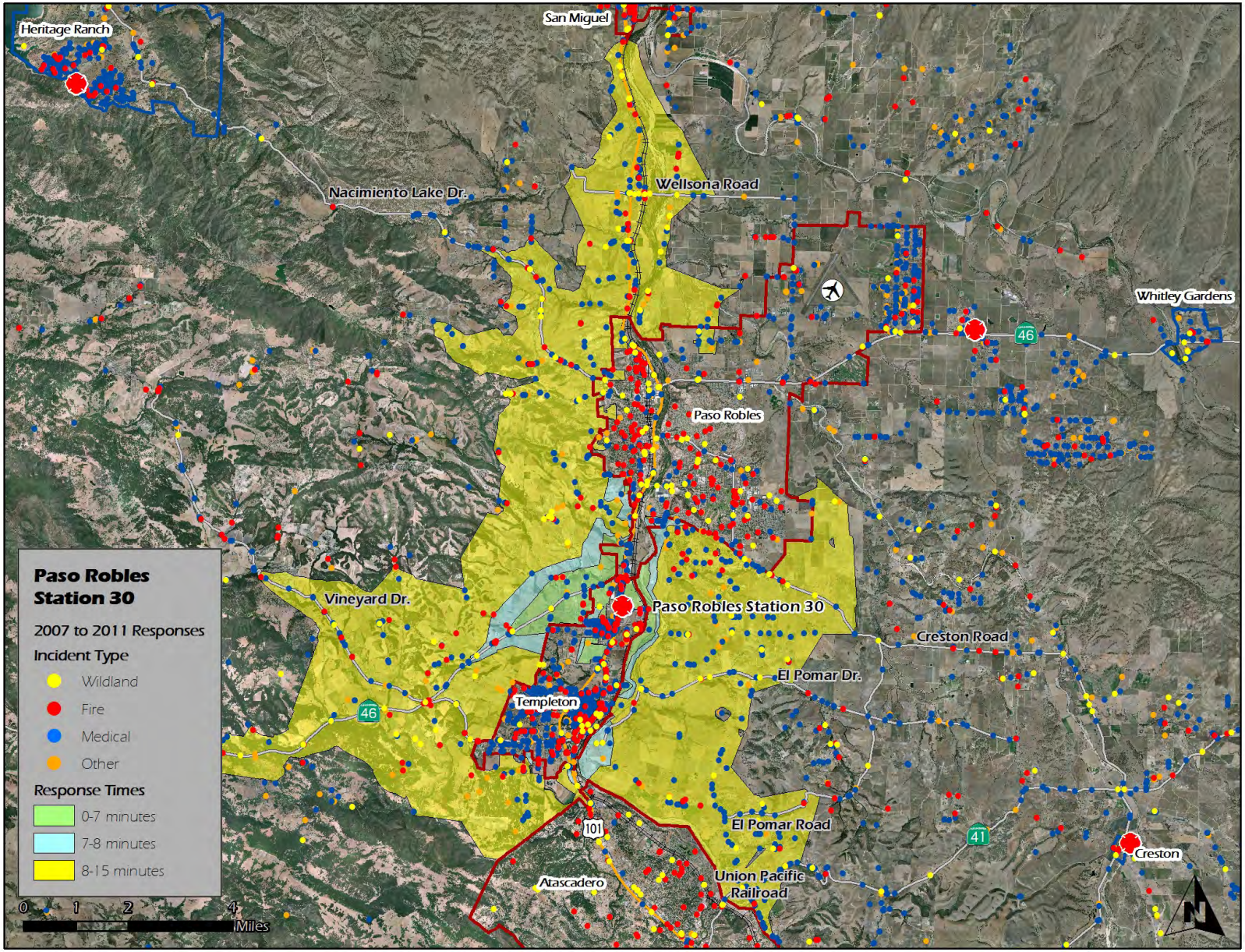
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 12,789

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	2,609	20.4%	**28.8%**
7–8 minutes	1,068	8.4%	
8–15+ minutes	9,112	71.2%	

Station 30
PASO ROBLES



INCIDENTS WITHIN RESPONSE TIME ZONES

1,465 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	190	13.0%	26%
7–8 minutes	190	13.0%	
8–15+ minutes	1,085	74.1%	

Station 31:

SHANDON FIRE STATION

501 Centre Street
Shandon, CA

STATION 31 is a state-owned facility.

The area served by Shandon Fire Station 31 is classified as primarily rural with the community of Shandon classified as suburban. Hazards include Highways 46 and 41, wineries, agriculture-related industry, gas transmission pipelines, and hazardous liquid pipelines. The Specific Plan for Shandon identifies potential significant population growth for the area. Station 31 is not in close proximity to automatic aid resources. County Fire Station 36 responds from 15 minutes west on Highway 46.

Fire season daily staffing at this station includes a company officer and two firefighters. During non-fire season, the County funds a cooperative Amador agreement with CAL FIRE to provide a company officer and one firefighter 24 hours a day. There is a PCF company assigned to Station 31, but recruitment of new members has proved difficult. The battalion chief position is funded by CAL FIRE.

DEFICIENCY: *PCF company strength is too low especially during summer. If state funded engine is out of area, responses in Shandon area can be very extended. Shandon Specific plan calls for more urban development which will increase the problem.*

MITIGATION: *Make Station 31 a must cover station, including uncovering station 36 if necessary. Form Mello-Roos district to fund additional required fire/rescue protection as a condition of further development.*

EQUIPMENT: STATION 31

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 31	Structure engine	County Fire
Engine 3461	Wildland engine	CAL FIRE

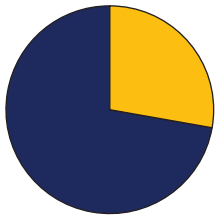
CLOSEST ADDITIONAL RESOURCES: STATION 31

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 36	15 mins	Structure engine	County
Sta 43	20 mins	Water tender	County
Sta 43	20 mins	Structure engine	County

DAILY STAFFING: STATION 31

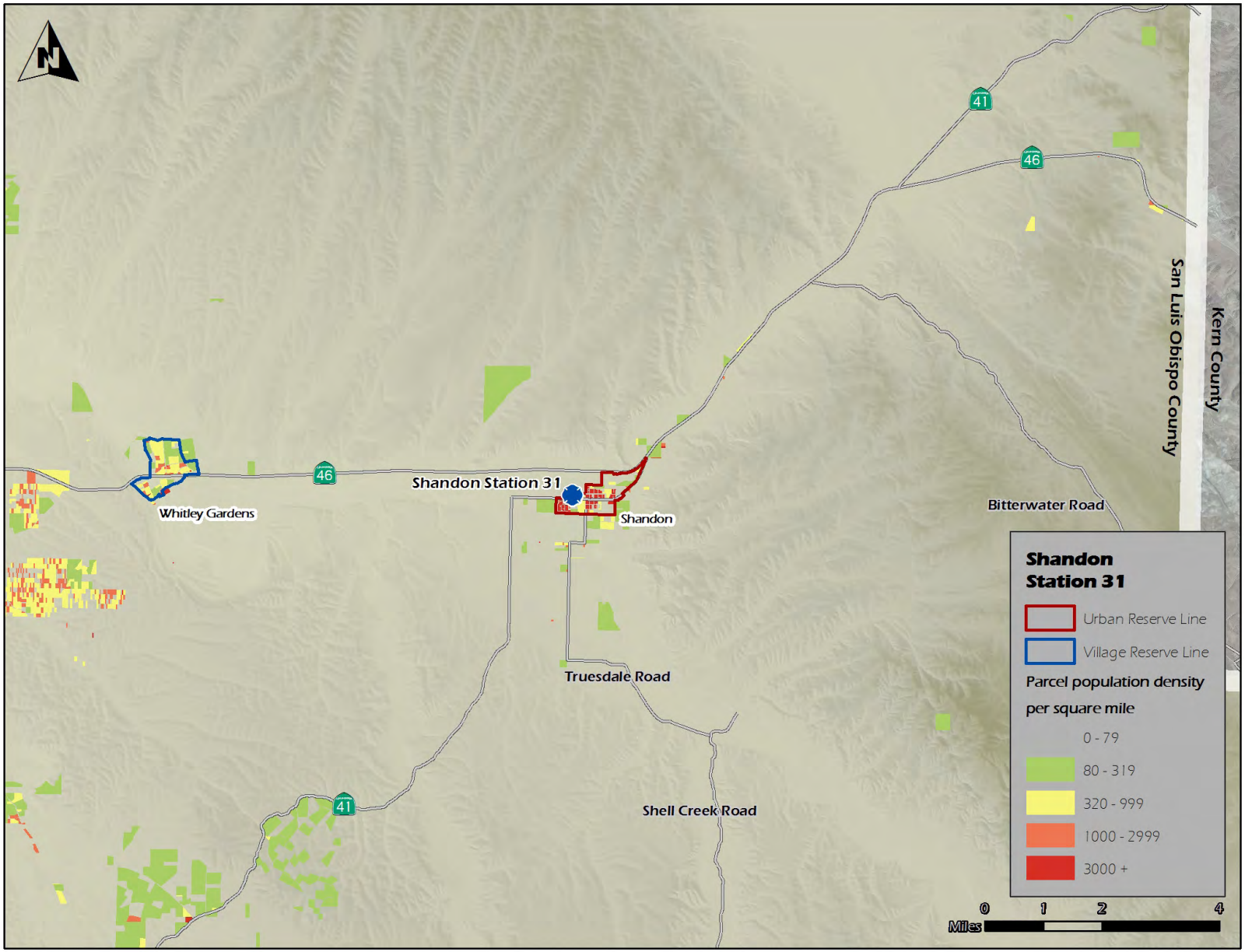
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer	1		
	Firefighter	2		
	Battalion Chief	1		
Non-Fire Season	Company Officer	1-Amador		
	Firefighter		1	
	Battalion Chief	1		
PCF/Reserve FF	PCF		10	

FUNDING: STATION 31



TOTAL STATION BUDGET = $711,912		
CAL FIRE	$466,925	65.6%
County of San Luis Obispo	$244,987	34.4%

Station 31
SHANDON



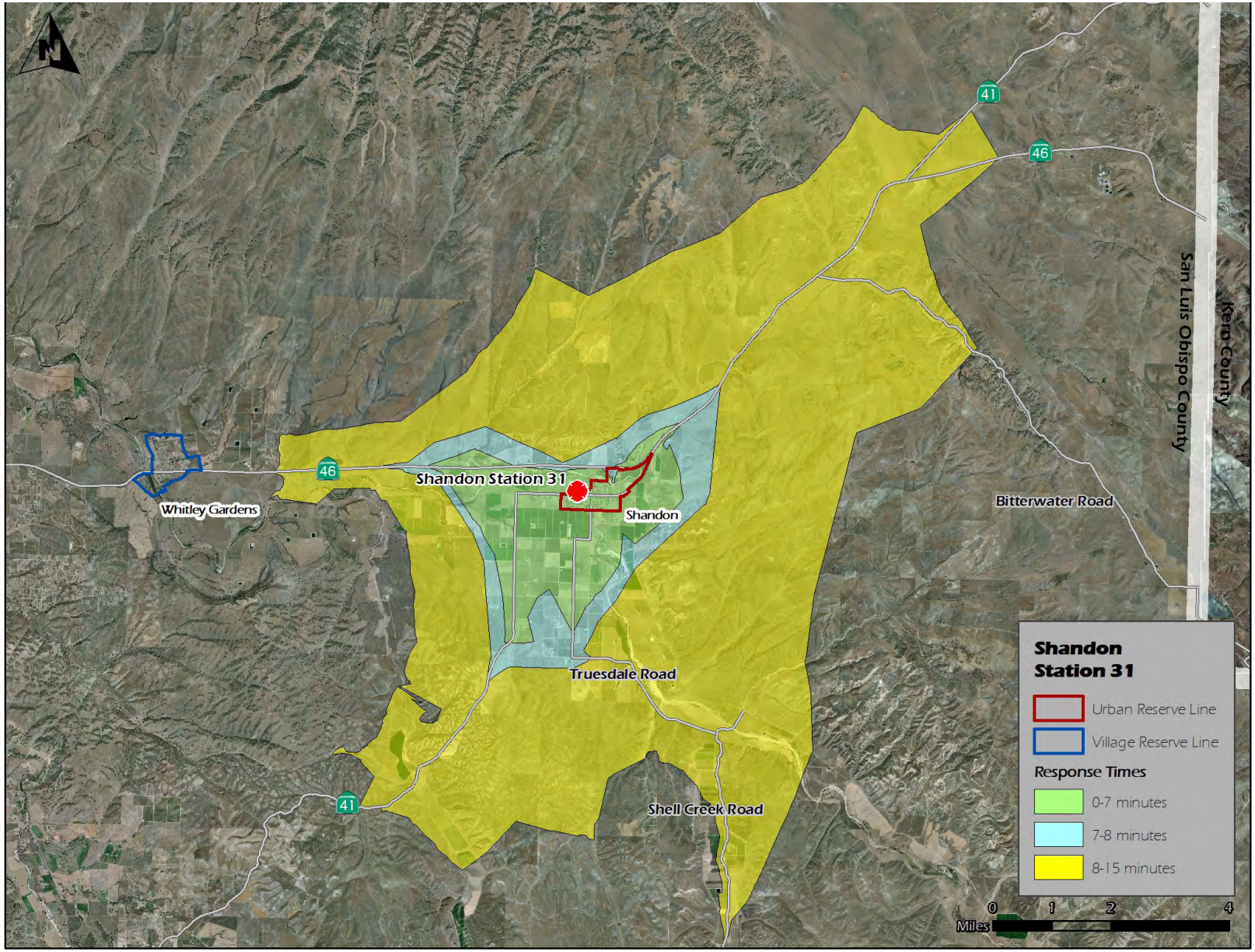
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	522	26.3%	$80,280,500	38.7%
7–8 minutes	83	4.2%	$33,249,000	16.0%
8–15+ minutes	1,377	69.5%	$93,813,300	45.2%

1,982 TOTAL PARCELS • $207,342,800 TOTAL ASSESSED VALUATION

Station 31
SHANDON



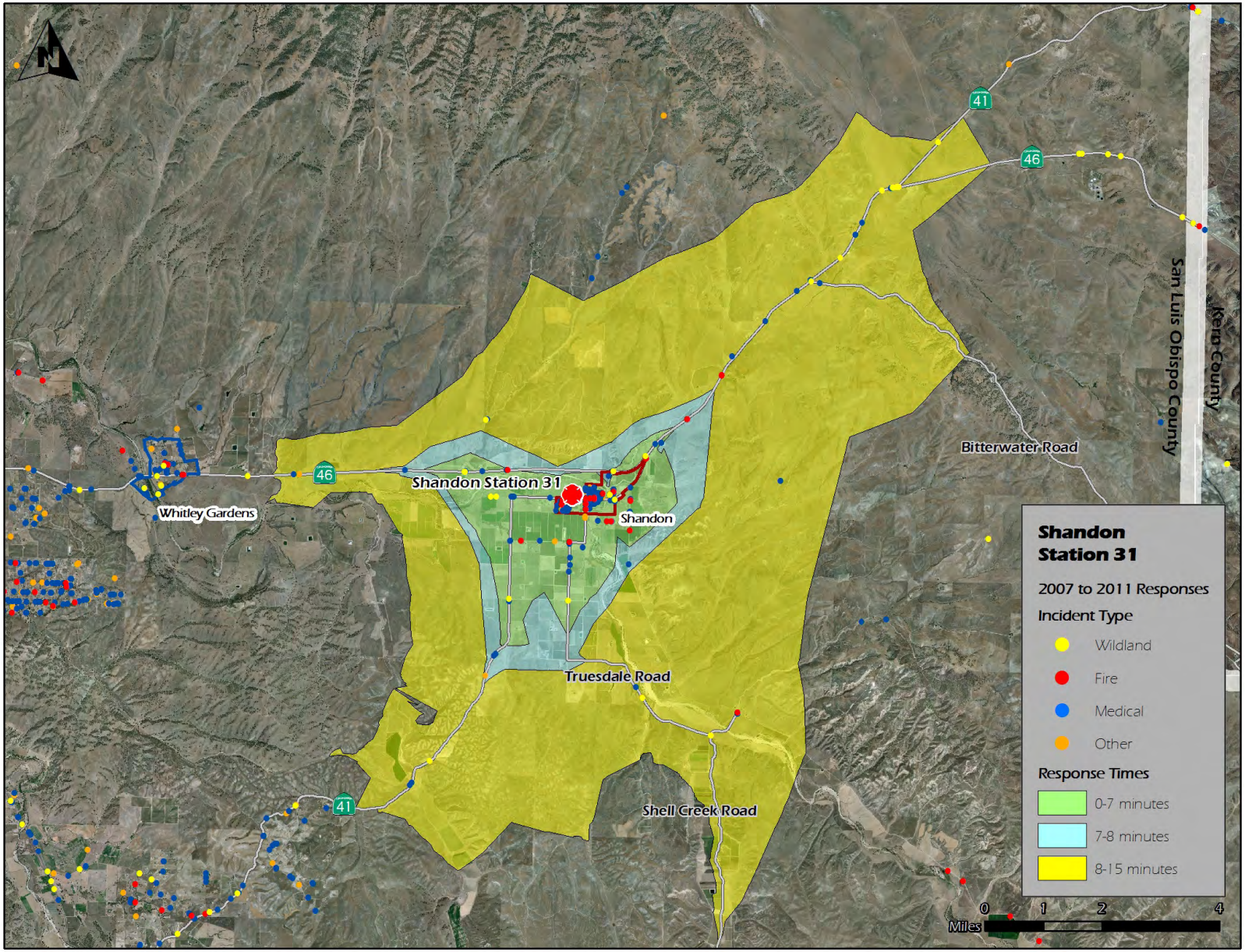
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 2,411

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	1,442	51.1%	65.7%
7–8 minutes	411	14.6%	
8–15+ minutes	558	19.8%	

Station 31
SHANDON



INCIDENTS WITHIN RESPONSE TIME ZONES

593 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	399	67.3%	71.3%
7–8 minutes	24	4.0%	
8–15+ minutes	170	28.7%	

Station 33:

HERITAGE RANCH FIRE STATION

4820 Heritage Road
Heritage Rd., CA

STATION 33 is a county-owned facility built in 2002.

The area served by Heritage Ranch Fire Station 33 is suburban. The Heritage Ranch community has several vacant parcels and was experiencing significant development during the early 2000's; economic turnaround should reenergize that growth. Special hazards include Lake Nacimiento and a large mobile tourist population. Ambulance response to Heritage Ranch is longer than desired; community has requested the fire staffing be upgraded to ALS-paramedic. Station 33 is not in close proximity to any CAL FIRE or automatic aid resources for first alarm support.

County-funded daily staffing at this station includes a fire captain and a fire apparatus engineer. There is a 10-member PCF company assigned to Station 33. The battalion chief position is funded by CAL FIRE.

DEFICIENCY: *Heritage Ranch is a suburban community that was growing rapidly pre- recession and has a widely fluctuating visitor population due to Lake Nacimiento. Ambulance and paramedic response times are too long and community is seeking a resolution.*

MITIGATION: *Consider forming a County Service Area (CSA) to provide funding necessary to provide fire based paramedics at Station 33. Recruit additional PCFs.*

EQUIPMENT: STATION 33

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 33	Structure engine	County Fire
Rescue 33	Rescue unit	County Fire
Engine 233	Structure engine	County Fire
Boat 33	22' Fire Rescue Boat	County Fire

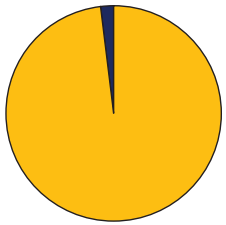
CLOSEST ADDITIONAL RESOURCES: STATION 33

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 35	15 mins	Wildland engine	CAL FIRE
Paso Robles 1	20 mins	Structure engine	Paso City
Paso Robles 1	20 mins	Ladder truck	Paso city
Sta 34	25 mins	Structure engine	County

DAILY STAFFING: STATION 33

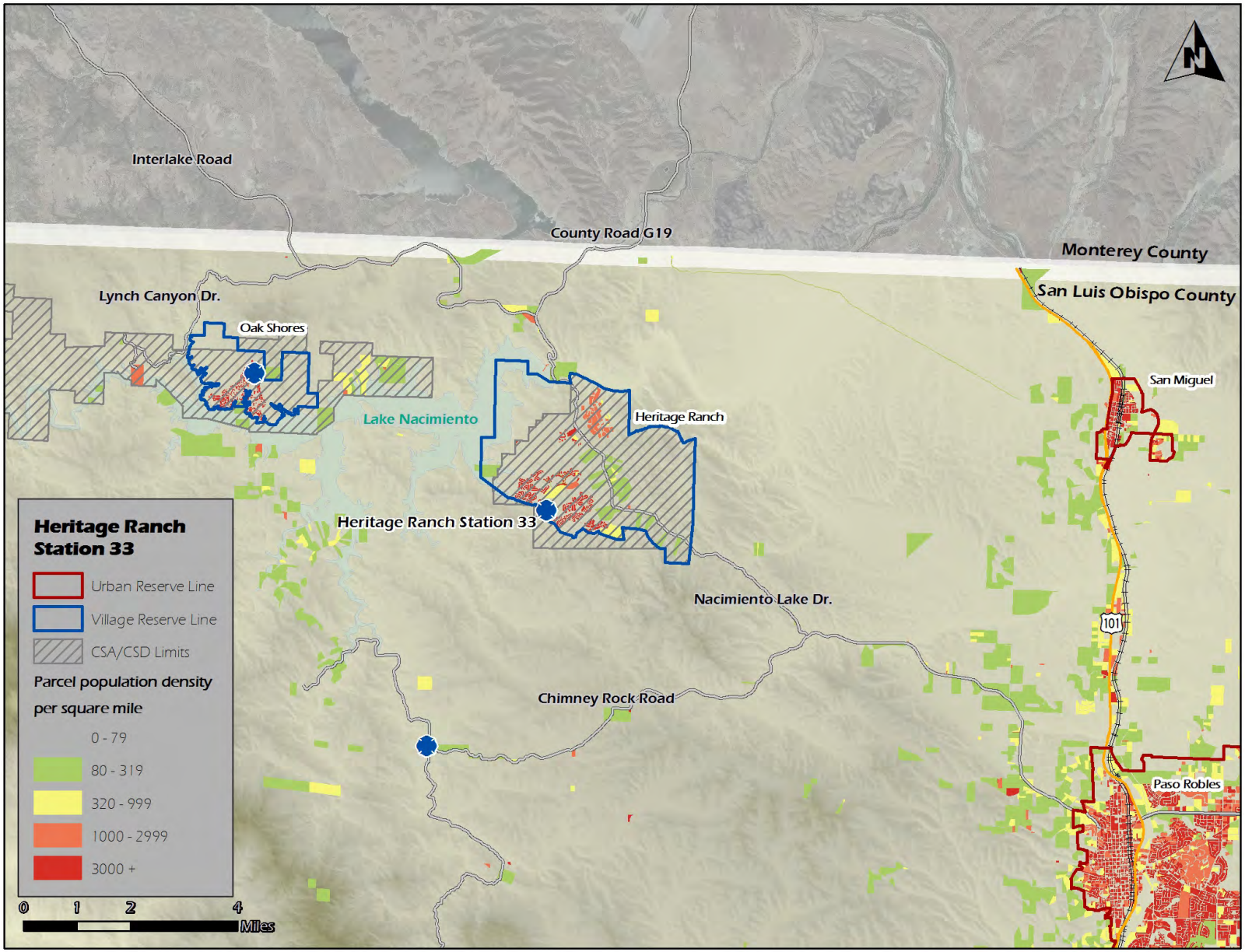
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer		2	
	Firefighter			
	Battalion Chief	1		
Non-Fire Season	Company Officer		2	
	Firefighter			
	Battalion Chief	1		
PCF/Reserve FF	PCF		10	

FUNDING: STATION 33



TOTAL STATION BUDGET = $877,697		
CAL FIRE	$15,809	1.8%
County of San Luis Obispo	$861,888	98.2%

Station 33
HERITAGE RANCH



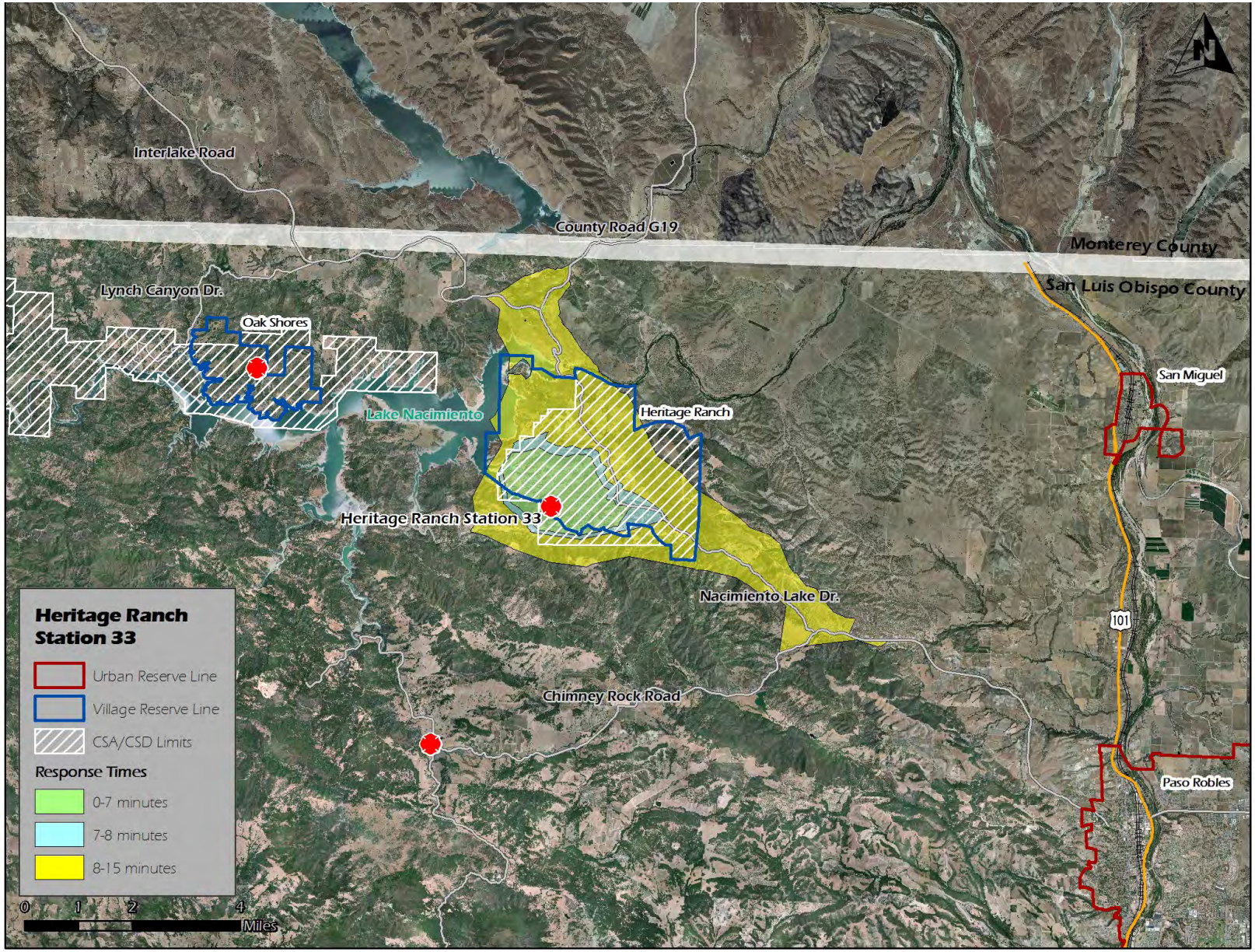
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	1,764	61.5%	$249,083,000	60.4%
7–8 minutes	49	1.7%	$18,761,840	4.6%
8–15+ minutes	1,056	36.8%	$144,421,100	35.0%

2,869 TOTAL PARCELS • $412,265,940 TOTAL ASSESSED VALUATION

Station 33
HERITAGE RANCH



POPULATION SERVED WITHIN RESPONSE TIME ZONES

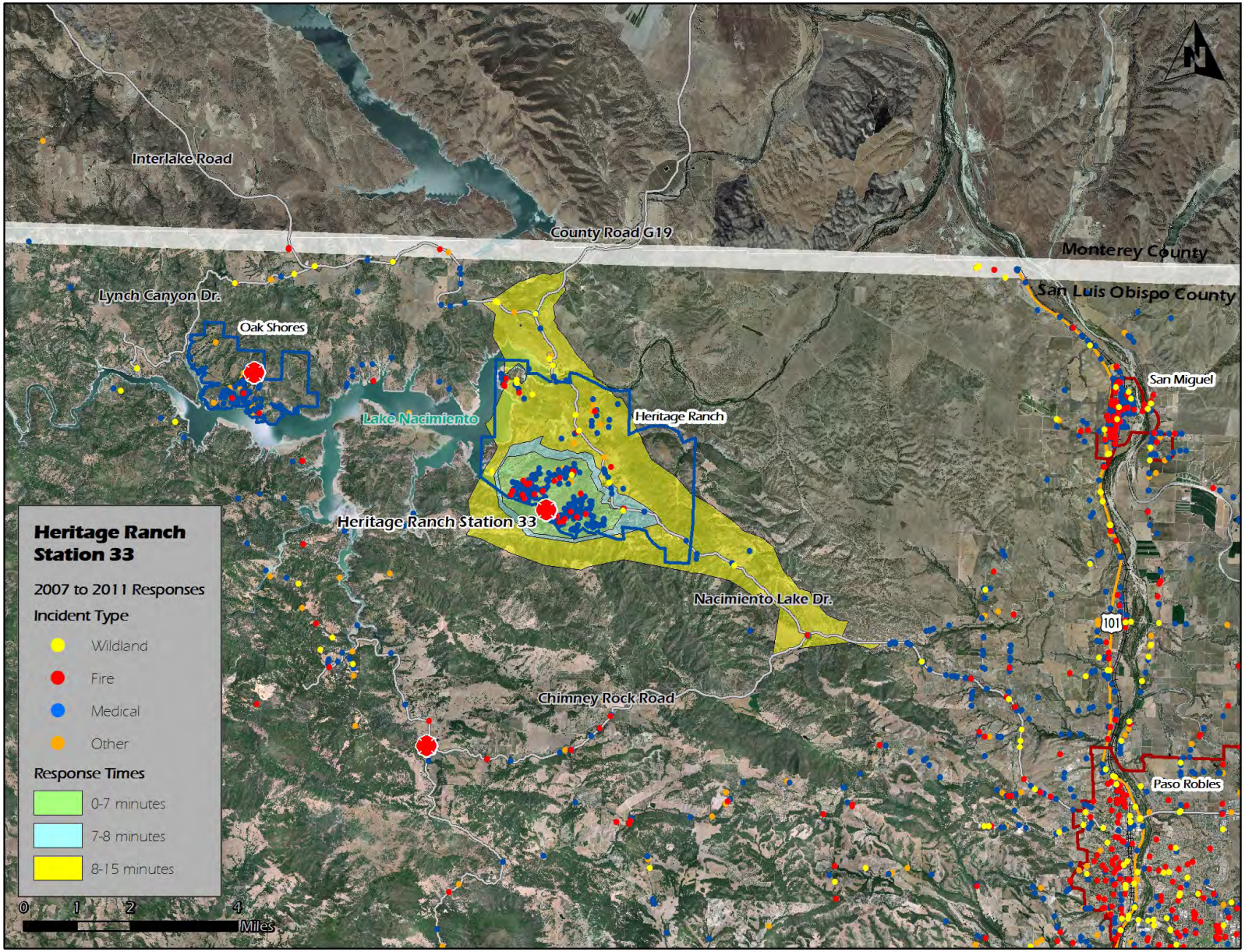
BASED ON TOTAL CALCULATED POPULATION OF 10,078

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	8,670	86.0%	**87.5%**
7–8 minutes	144	1.4%	
8–15+ minutes	1,264	12.5%	

Station 33

HERITAGE RANCH



INCIDENTS WITHIN RESPONSE TIME ZONES

731 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	496	67.9%	**68.1%**
7–8 minutes	2	0.3%	
8–15+ minutes	233	31.9%	

Station 34:

OAK SHORES FIRE STATION

Lower Ridge Rider Rd.
Oak Shores, Bradley, CA

STATION 34 is an Oak Shores HOA-owned facility.

The area served by Oak Shores Fire Station 34 is rural with suburban density in the small village of Oak Shores. Oak Shores is one of the most remote developed areas in the County and is composed of a high percentage of vacation homes. Additional hazards include rescues on Lake Nacimiento and a large mobile visitor population.

There are no on-duty personnel and response staffing at this station is provided by a county-funded PCF company. The PCF company currently has only four members, an inadequate number to safely attack a structure fire. The battalion chief position is funded by CAL FIRE. Station 34 is isolated without close proximity to other CAL FIRE stations or automatic aid resources for first alarm support.

DEFICIENCY: *Oak Shores has a high visitor impact due to the two lakes PCF company strength is at a critical stage and there are no adjacent stations for assistance. Ambulance and paramedic response exceeds 30 minutes. Fire station facility location needs to be addressed.*

MITIGATION: *Recruitment of additional PCFs is paramount for proper fire and EMS response. New fire station location should be secured for future construction.*

EQUIPMENT: STATION 34

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 34	Structure engine	County Fire
Rescue 34	Rescue unit	County Fire
Patrol 34	Light Wildland engine	County Fire
Boat 34	30' Fire Rescue Boat	County Fire

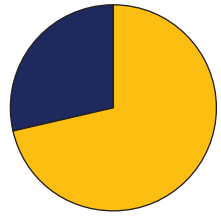
CLOSEST ADDITIONAL RESOURCES: STATION 34

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 33-Heritage Ranch	25 mins	Structure engine	County
Lockwood	20 mins	Wildand engine	CAL FIRE-Mtry
Sta 35-Las Tablas	35 mins	Wildland engine	CAL FIRE
Paso Stn 1	45 mins	Structure engine	Paso city

DAILY STAFFING: STATION 34

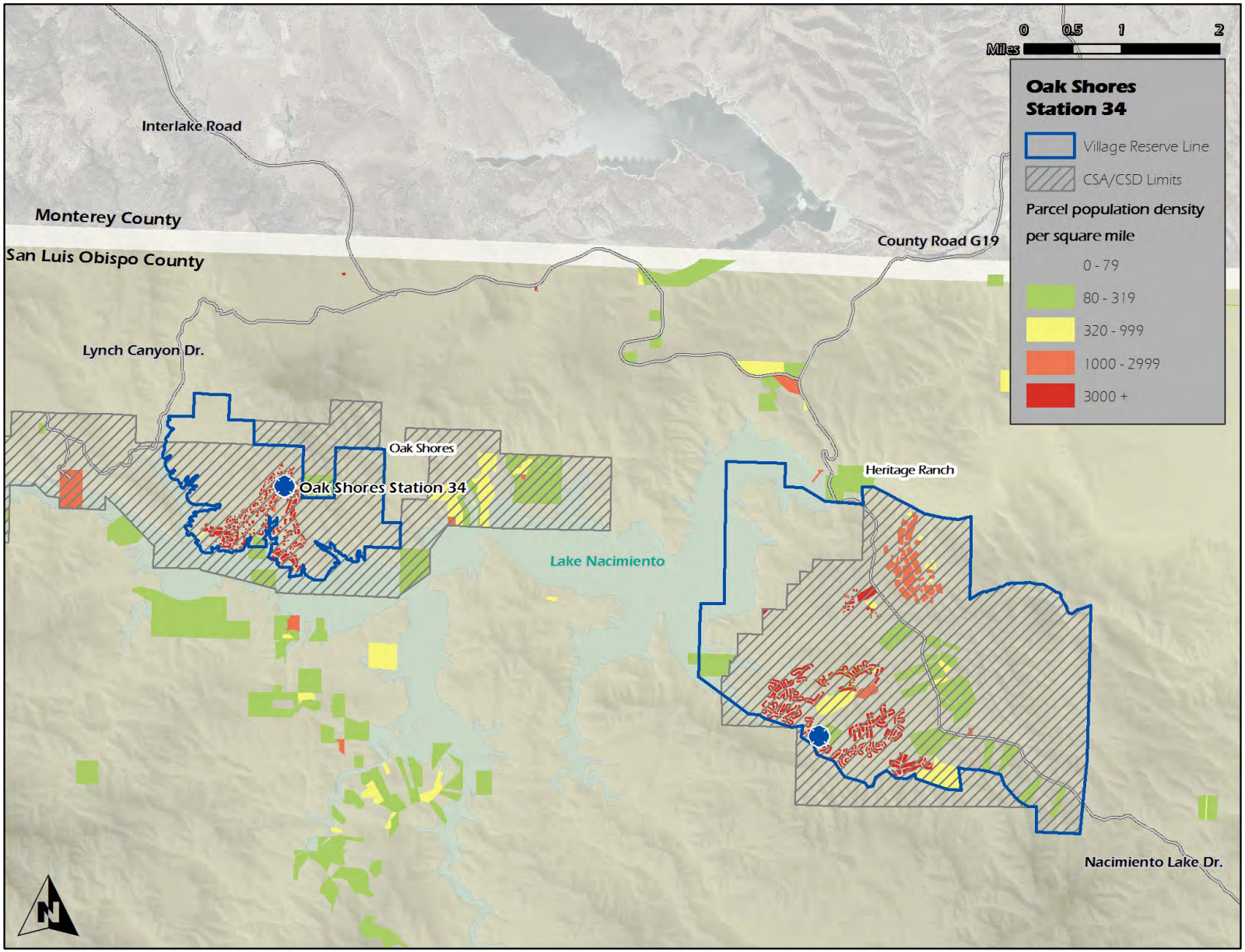
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer			
	Firefighter			
	Battalion Chief	1		
Non-Fire Season	Company Officer			
	Firefighter			
	Battalion Chief	1		
PCF/Reserve FF	PCF		10	

FUNDING: STATION 34



TOTAL STATION BUDGET = $55,311		
CAL FIRE	$15,809	28.6%
County of San Luis Obispo	$39,502	71.4%

Station 34
OAK SHORES



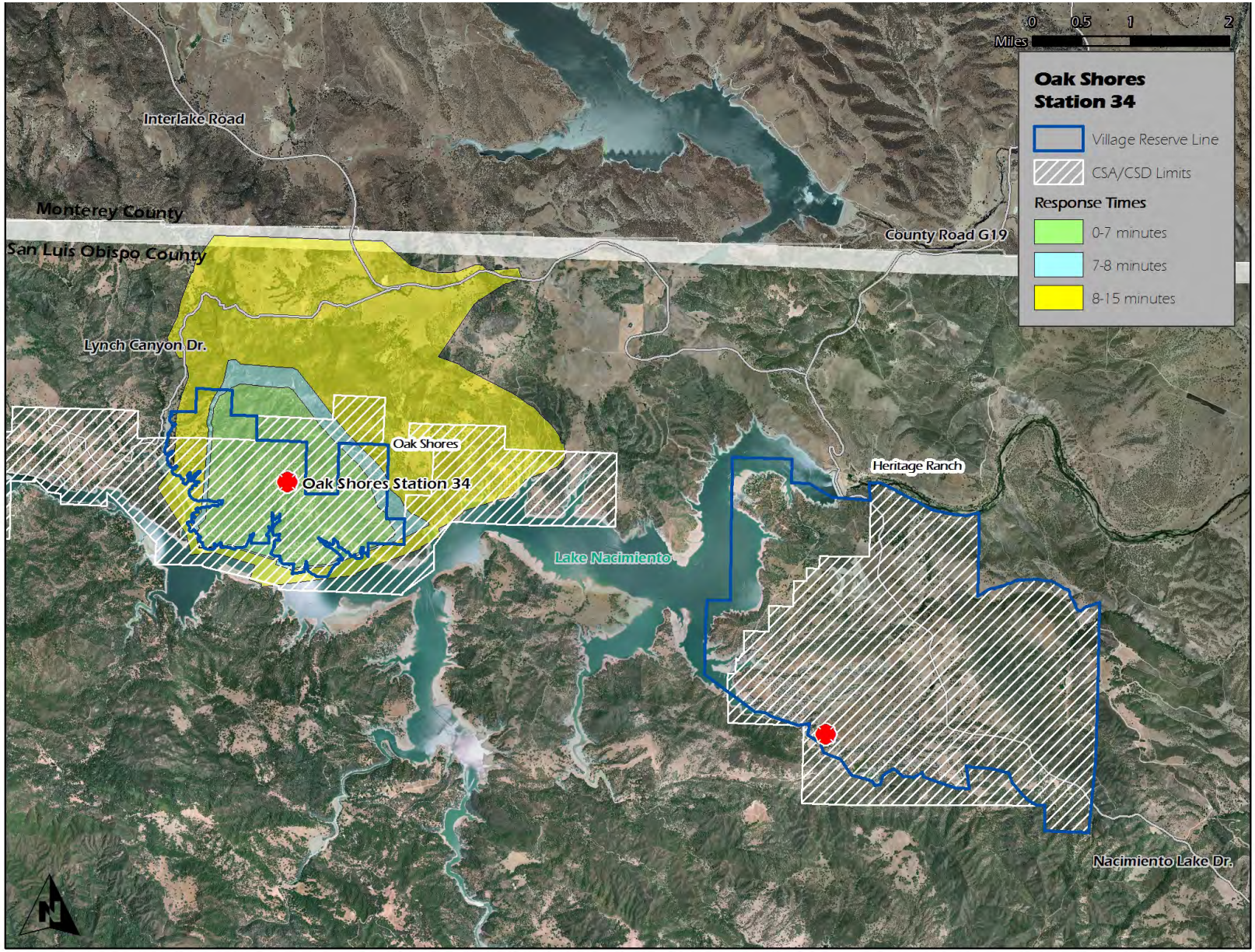
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	976	64.1%	$204,342,000	68.2%
7–8 minutes	53	3.5%	$19,666,600	6.6%
8–15+ minutes	493	32.4%	$75,789,390	25.3%

1,522 TOTAL PARCELS • $299,797,990 TOTAL ASSESSED VALUATION

Station 34
OAK SHORES



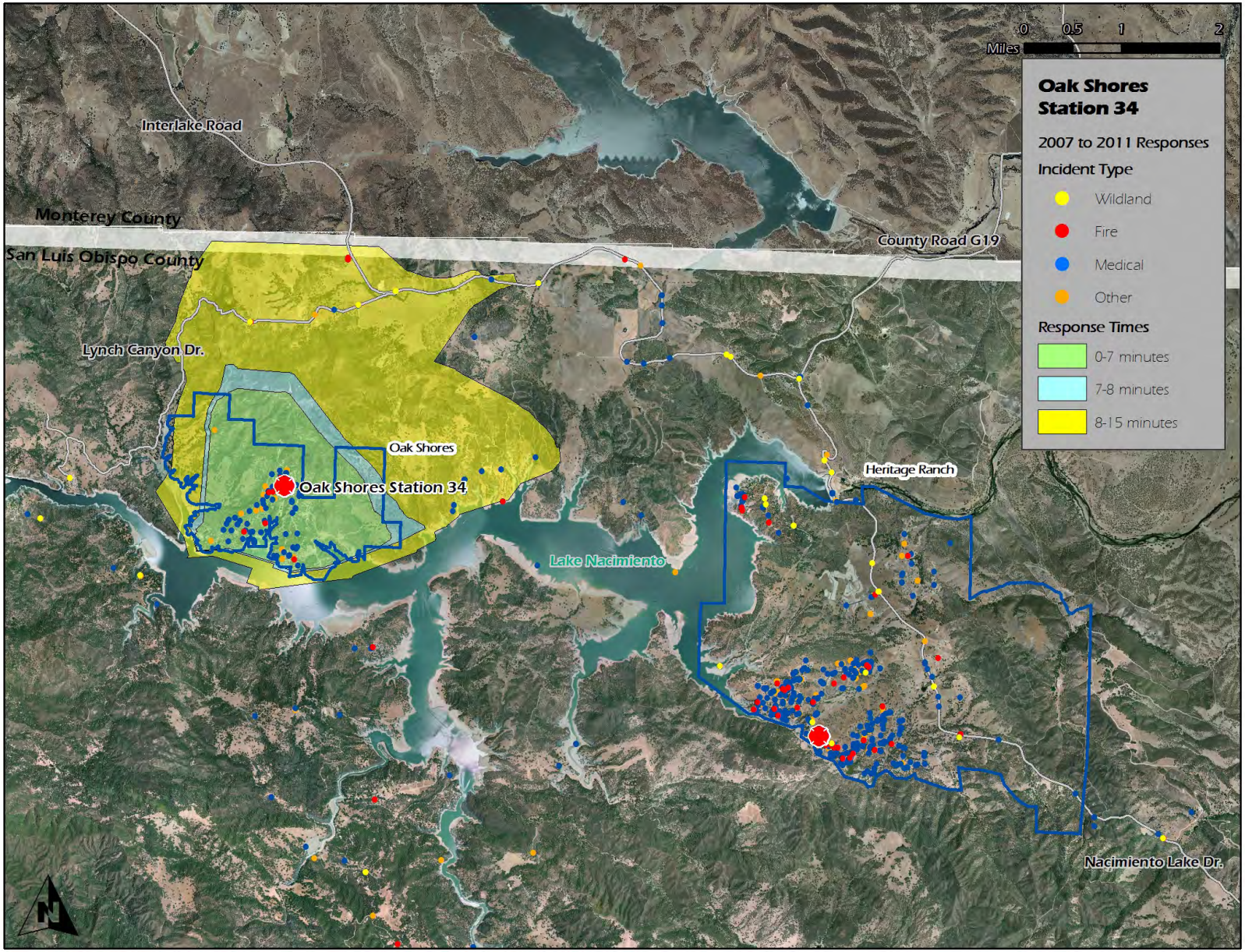
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 2,148

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	1611	75.0%	78.6%
7–8 minutes	77	3.6%	
8–15+ minutes	460	21.4%	

Station 34
OAK SHORES



INCIDENTS WITHIN RESPONSE TIME ZONES

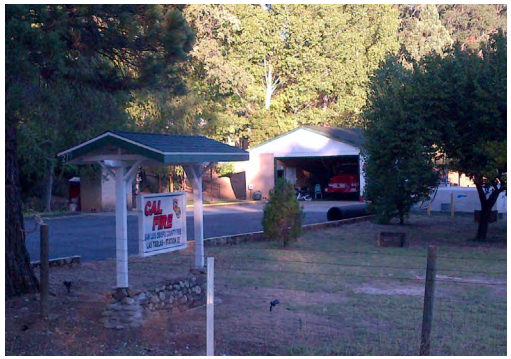
154 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	108	70.1%	**70.1%**
7–8 minutes	0	0.0%	
8–15+ minutes	46	29.9%	

Station 35:

LAS TABLAS FIRE STATION



275 Cypress Mtn. Road (Adelaide area) Paso Robles, CA

STATION 35 is a state-owned fire station built in 1953.

The Adelaide area served by Las Tablas Fire Station 35 is classified as rural, but since the station is only seasonally staffed, much of the area is beyond a 15 minute response in the winter, which would indicate a remote classification. The Adelaide area has seen development of dozens of wineries and visitor-serving businesses, including vacation homes in the Lake Nacimiento south shore boat clubs. Special hazards include wineries, agriculture, mobile visitor population, and Lake Nacimiento. Station 35 is isolated and without close proximity to automatic aid resources.

During fire season daily CAL FIRE Funded staffing includes acompany officer and two firefighters. The station is closed in the non-fire season. There is no PCF company at Station 35. The battalion chief position is funded by CAL FIRE.

DEFICIENCY: *Station 35 is staffed during fire season, there is no PCF company. During the non-fire season response is from Heritage Ranch or Paso Robles exceeding 15 minute response, which should restrict land subdivision and development, but winery operations are increasing.*

MITIGATION: *Consideration should be given to forming a PCF company at station 35 for support during fire season and primary response during non-fire season.*

EQUIPMENT: STATION 35

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 3460	Wildland engine	CAL FIRE

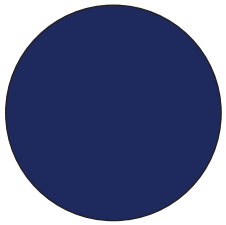
CLOSEST ADDITIONAL RESOURCES: STATION 35

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 33-Heritage Rch	15 mins	strucure engine	County
Sta 30-Paso	20 mins	wildland engine	CAL FIRE
Paso Robles 1	25 mins	strucure engine	Paso city
Paso Robles 1	25 mins	ladder truck	Paso city

DAILY STAFFING: STATION 35

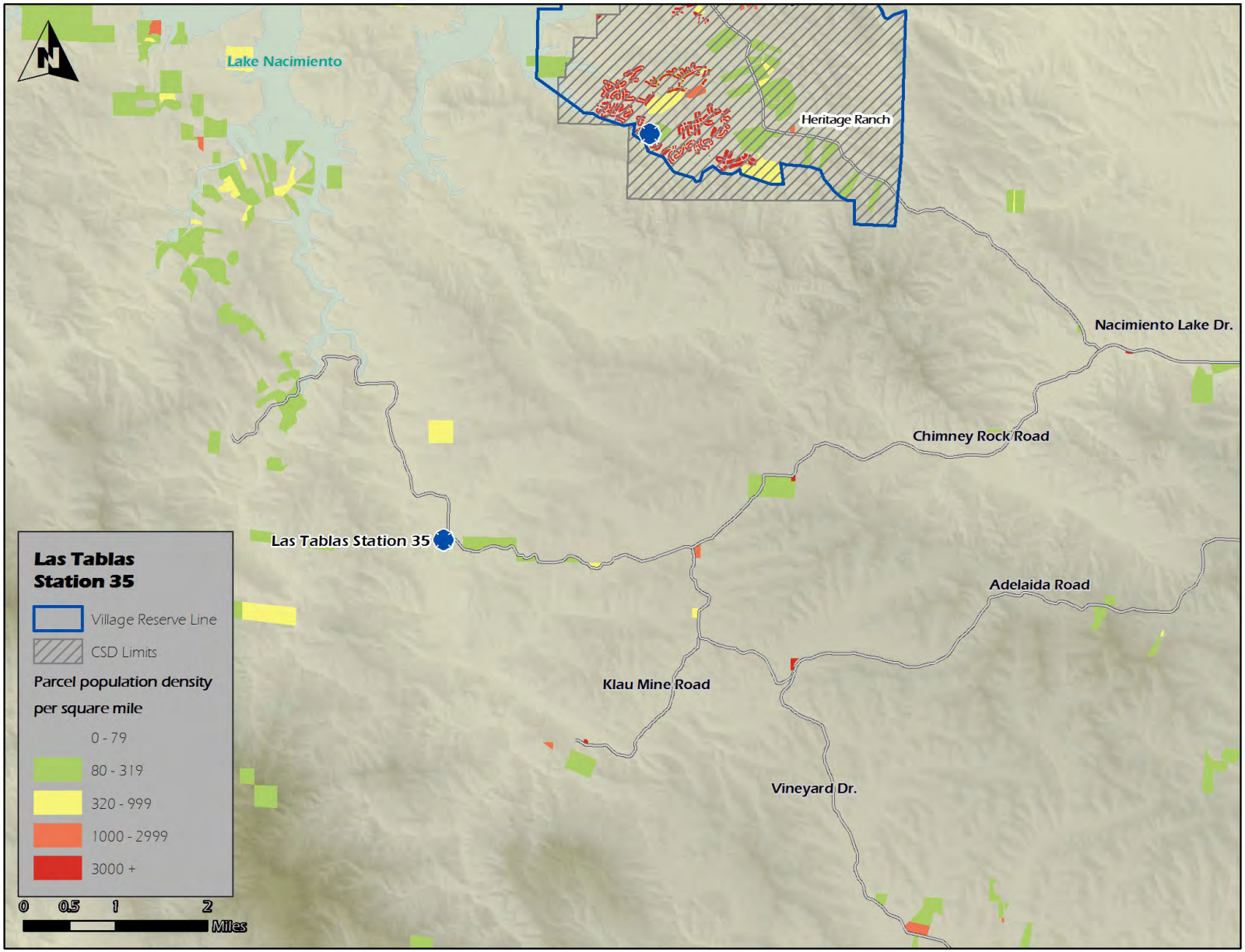
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer	1		
	Firefighter	2		
	Battalion Chief	1		
Non-Fire Season	Company Officer			
	Firefighter			
	Battalion Chief			
PCF/Reserve FF	PCF			

FUNDING: STATION 35



TOTAL STATION BUDGET = $466,925		
CAL FIRE	$466,925	100%
County of San Luis Obispo	N/A	N/A

Station 35
LAS TABLAS



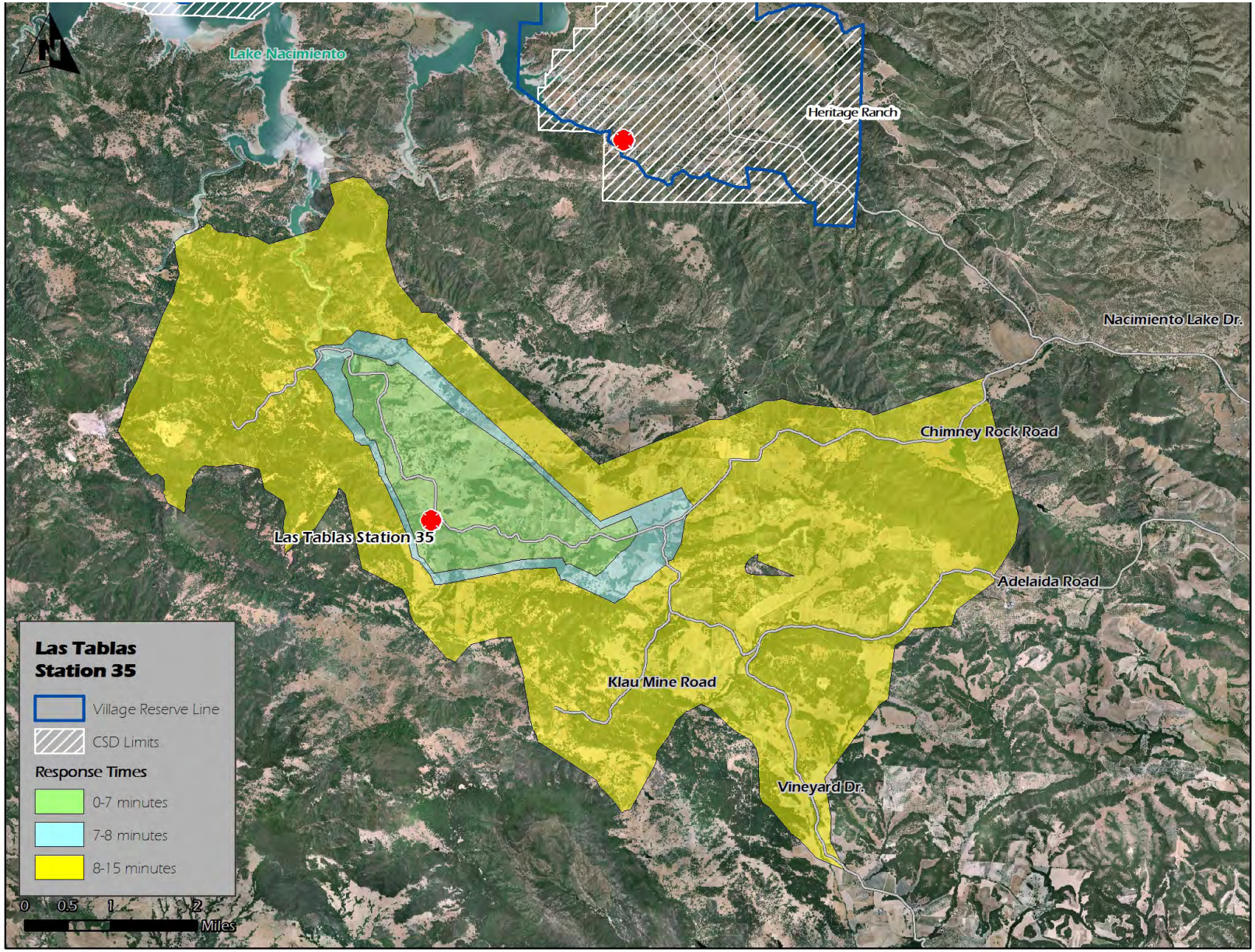
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	37	2.4%	$16,627,420	8.0%
7–8 minutes	47	3.1%	$9,959,340	4.8%
8–15+ minutes	1445	94.5%	$182,014,000	87.3%

1,529 TOTAL PARCELS • $208,600,760 TOTAL ASSESSED VALUATION

Station 35
LAS TABLAS



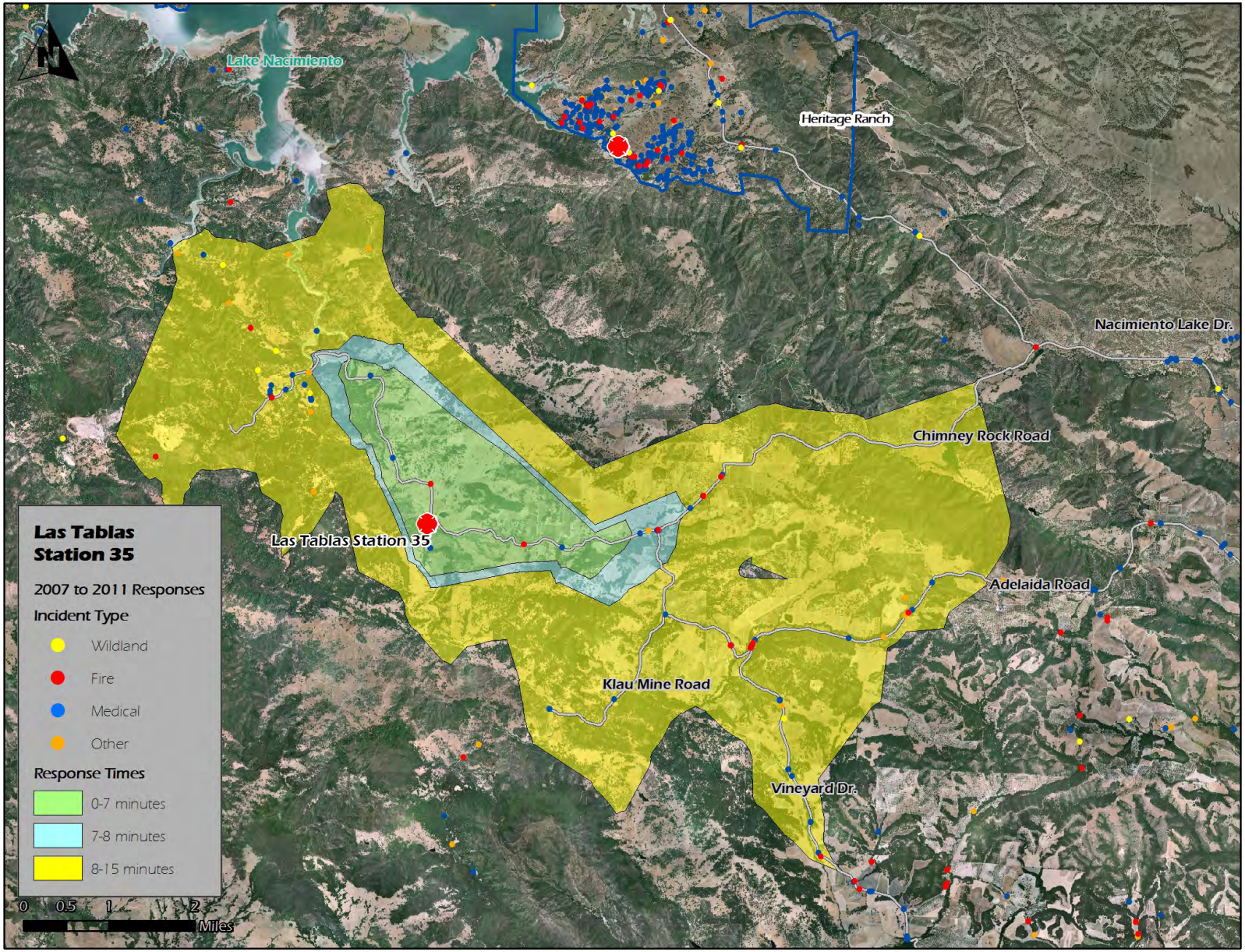
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 1,095

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	94	8.6%	16.8%
7–8 minutes	90	8.2%	
8–15+ minutes	911	83.2%	

Station 35
LAS TABLAS



INCIDENTS WITHIN RESPONSE TIME ZONES

208 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	32	15.4%	**20.7%**
7–8 minutes	11	5.3%	
8–15+ minutes	165	79.3%	

Station 36:

MERIDIAN FIRE STATION

4050 Branch Road & Highway 46 E. Paso Robles, CA

STATION 36 is a county-owned facility built in 1998.

The area served by Meridian Fire Station 36 is rural with several pockets of suburban density. Response area covers the area east of Paso Robles and San Miguel. Personnel at this station are cross-trained on the Regional Hazardous Materials countywide response unit. Hazards include mobile population on Highway 46, wineries and agriculture-related industry. Station 36 has automatic aid agreements with the City of Paso Robles and San Miguel FPD.

County-funded daily staffing includes one fire captain and one fire apparatus engineer. A 15-member PCF company is assigned. The battalion chief position is funded by CAL FIRE.

DEFICIENCY: *PCF company numbers.*

MITIGATION: *Recruitment of additional PCFs.*

EQUIPMENT: STATION 36

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 36	Structure engine	County Fire
HAZ-MAT 1	Hazardous materials response unit	County Fire

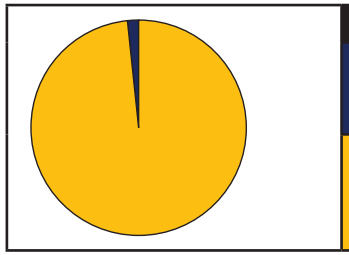
CLOSEST ADDITIONAL RESOURCES: STATION 36

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 31-Shadon	15 mins	wildland engine	CAL FIRE
Paso Robles 2	20 mins	structure engine	Paso City
Paso Robles 1	22 mins	ladder truck	Paso city
Sta 30-Paso	25 mins	structure engine	County
Sta 30-Paso	25 mins	wildland engine	CAL FIRE
Sta 43- Creston	25 mins	water tender	County

DAILY STAFFING: STATION 36

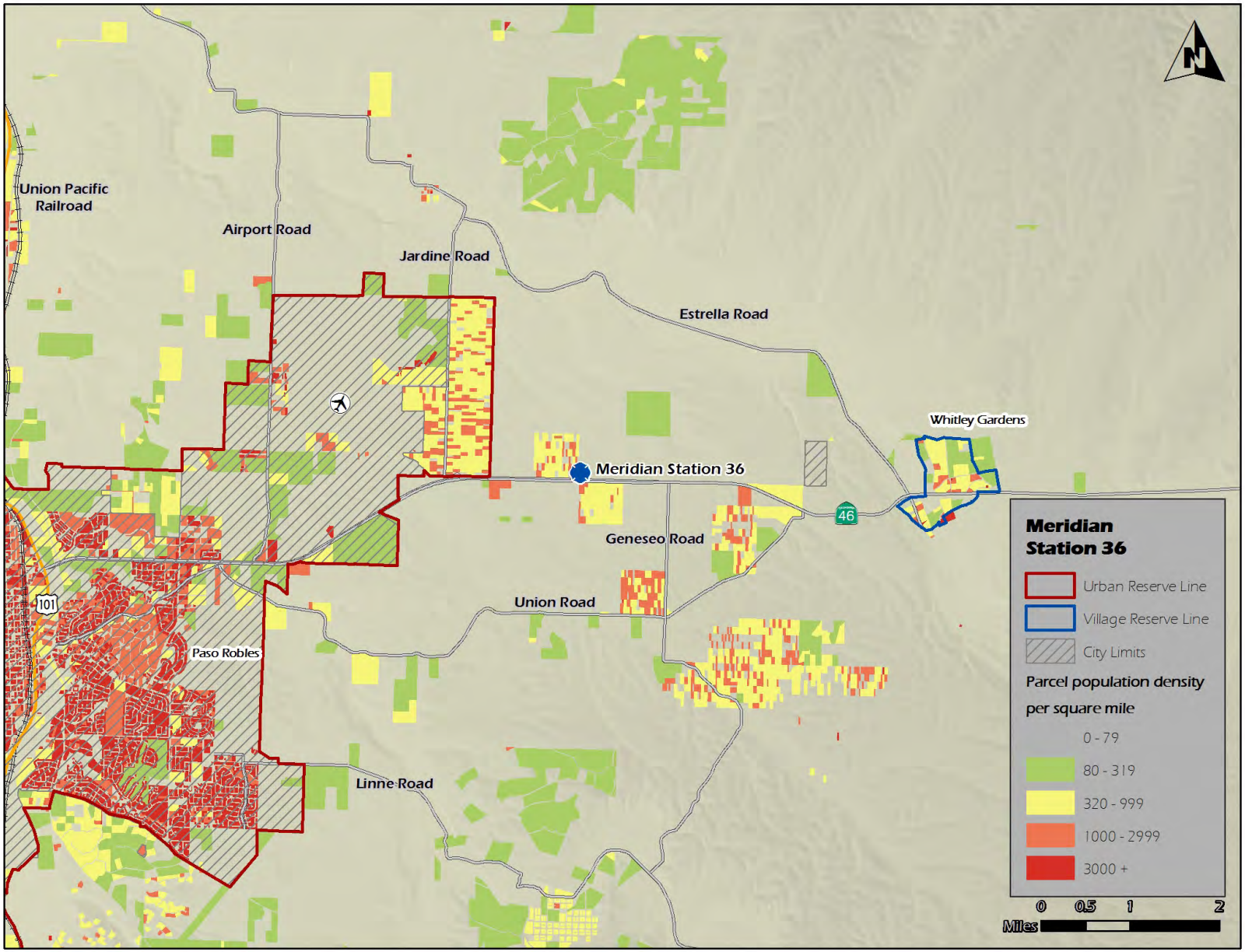
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer		2	
	Firefighter			
	Battalion Chief	1		
Non-Fire Season	Company Officer		2	
	Firefighter			
	Battalion Chief	1		
PCF/Reserve FF	PCF		10	

FUNDING: STATION 36



TOTAL STATION BUDGET = $981,045		
CAL FIRE	$15,809	1.6%
County of San Luis Obispo	$965,236	98.4%

Station 36
MERIDIAN



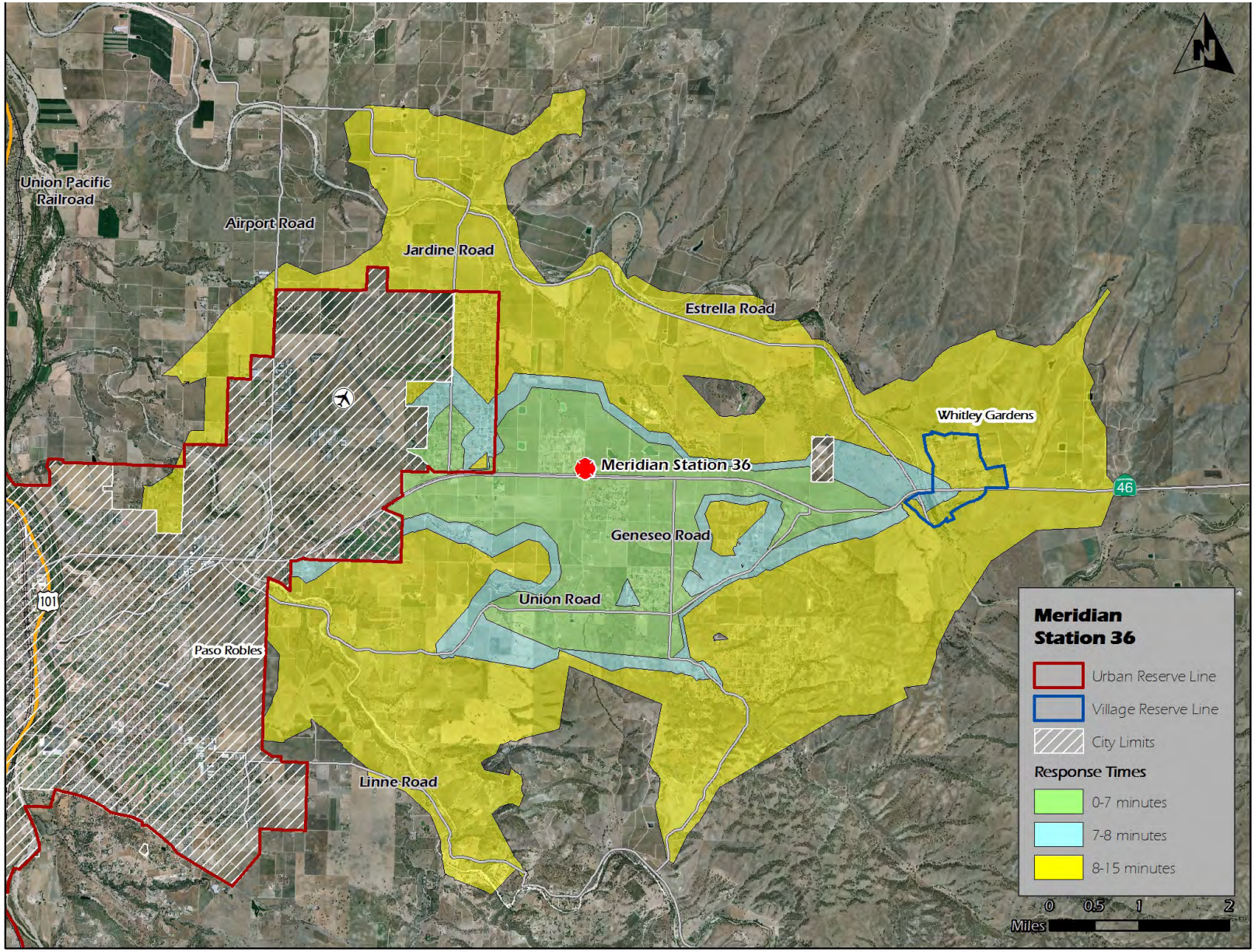
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	540	12.1%	$227,643,300	18.3%
7–8 minutes	483	10.8%	$193,593,500	15.6%
8–15+ minutes	3,434	77.0%	$822,537,100	66.1%

4,457 TOTAL PARCELS • $1,243,773,900 TOTAL ASSESSED VALUATION

Station 36
MERIDIAN



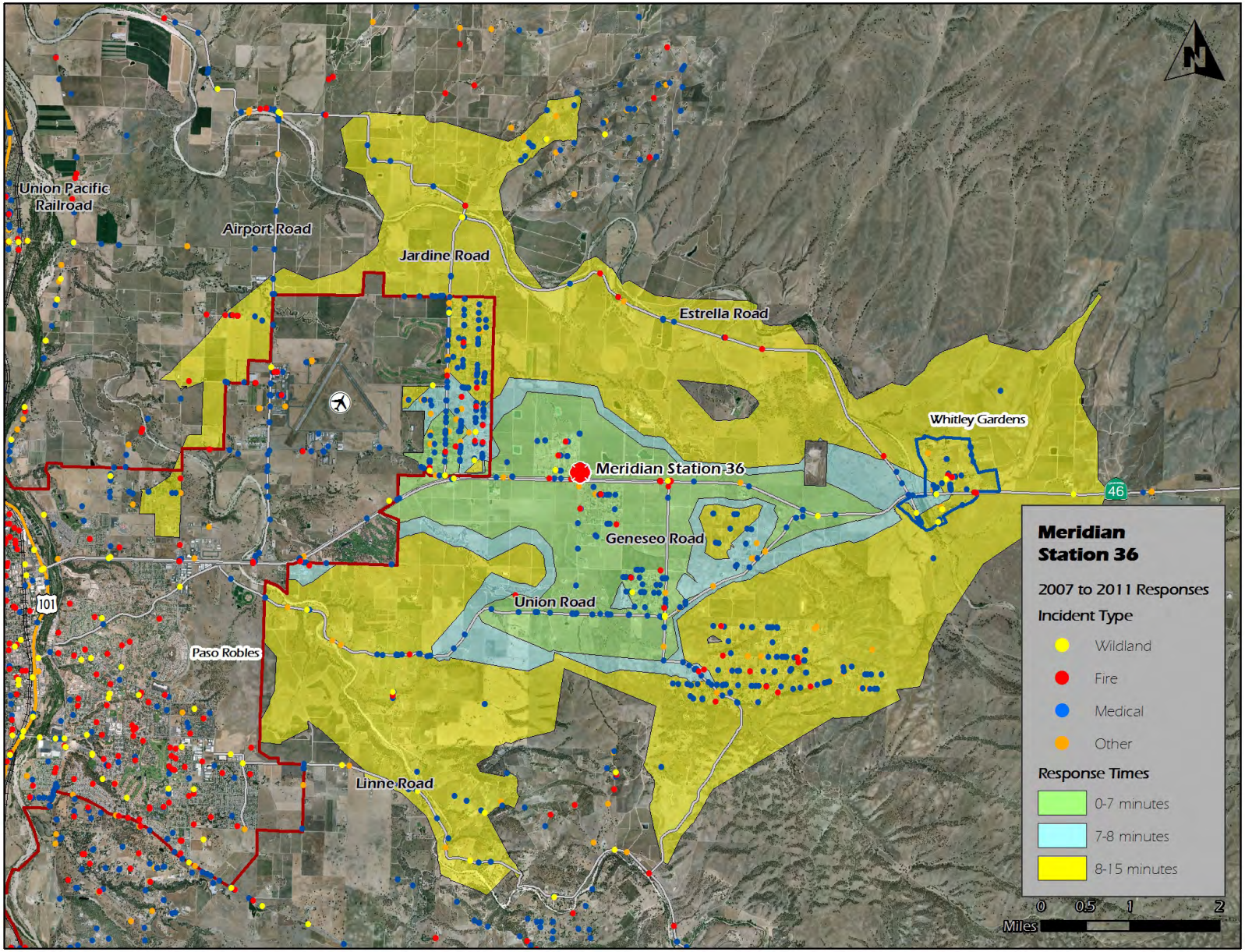
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 8,142

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	2,371	29.1%	44.3%
7–8 minutes	1,234	15.2%	
8–15+ minutes	4,537	55.7%	

Station 36
MERIDIAN



INCIDENTS WITHIN RESPONSE TIME ZONES

1,112 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	313	28.1%	45.6%
7–8 minutes	194	17.4%	
8–15+ minutes	605	54.4%	

Station 40:

PARKHILL FIRE STATION

6140 Parkhill Road
Santa Margarita, CA

STATION 40 is a state-owned facility built in 1953.

Station 40 provides service to one of the largest response areas in the County, from Cuesta Grade to Atascadero and east to Pozo. The area served by Parkhill Fire Station 40 is predominantly rural with suburban density areas in Garden Farms and South Atascadero areas. These areas are located well outside the suburban response time zone. Automatic aid agreements with the City of Atascadero, State Hospital Fire and the community of Santa Margarita are the only current means to provide effective response times to these areas. Discussions have been conducted to relocate the county-funded engine and crew to a new fire station in Santa Margarita (jointly used by Santa Margarita Volunteer Fire Department) or Garden Farms areas. Station 40 is not in close enough proximity to any other CAL FIRE-managed stations or automatic aid resources to receive timely support for first alarm assignments. The area has experienced most of the largest wildland urban interface fires in the county. The station is located in a small valley on Parkhill Road and has very small effective first due coverage area. Scheduled for replacement, strong consideration should be made to move the facility to a more strategic location.

Staffing at this station includes both county-funded and state-funded personnel and apparatus. County engine staffing includes one fire captain and one fire apparatus engineer on duty daily with a PCF company. Staffing on the two state-funded wildland fire engines includes one officer and two firefighters per engine every day during fire season. The battalion chief position is funded by CAL FIRE.

Hazards include Highways 101 and 58, high pressure gas pipelines, an oil storage and pumping facility, railroad, state water project, Santa Margarita Lake, and commercial and industrial buildings and wineries.

DEFICIENCY: *Station location is poor. Facility is unreinforced masonry (URM).*

MITIGATION: *Relocate state resources when new station is built, or at minimum relocate county engine and staff to Garden Farms or Santa Margarita.*

EQUIPMENT: STATION 40

UNIT ID	APPARATUS TYPE	OWNERSHIP
Battalion 3414	Command Vehicle	CAL FIRE
Engine 40	Structure engine	County Fire
OES 273	Structure engine (Mutual aid)	Cal EMA
Engine 3465	Wildland engine	CAL FIRE
Engine 3477	Wildand engine	CAL FIRE
Utility 3454	UtilityPickup 4x4	CAL FIRE
Dozer Transport 3441	Bulldozer transport truck	CAL FIRE
Dozer 3441	Bulldozer	CAL FIRE

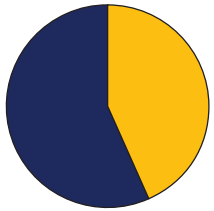
CLOSEST ADDITIONAL RESOURCES: STATION 40

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Santa Marg	10 mins	structure engine	S Marg VFD
Sta 43- Creston	20 mins	structure engine	County
Sta 43- Creston	20 mins	water tender	County
ASH	22 mins	structure engine	State Hosp

DAILY STAFFING: STATION 40

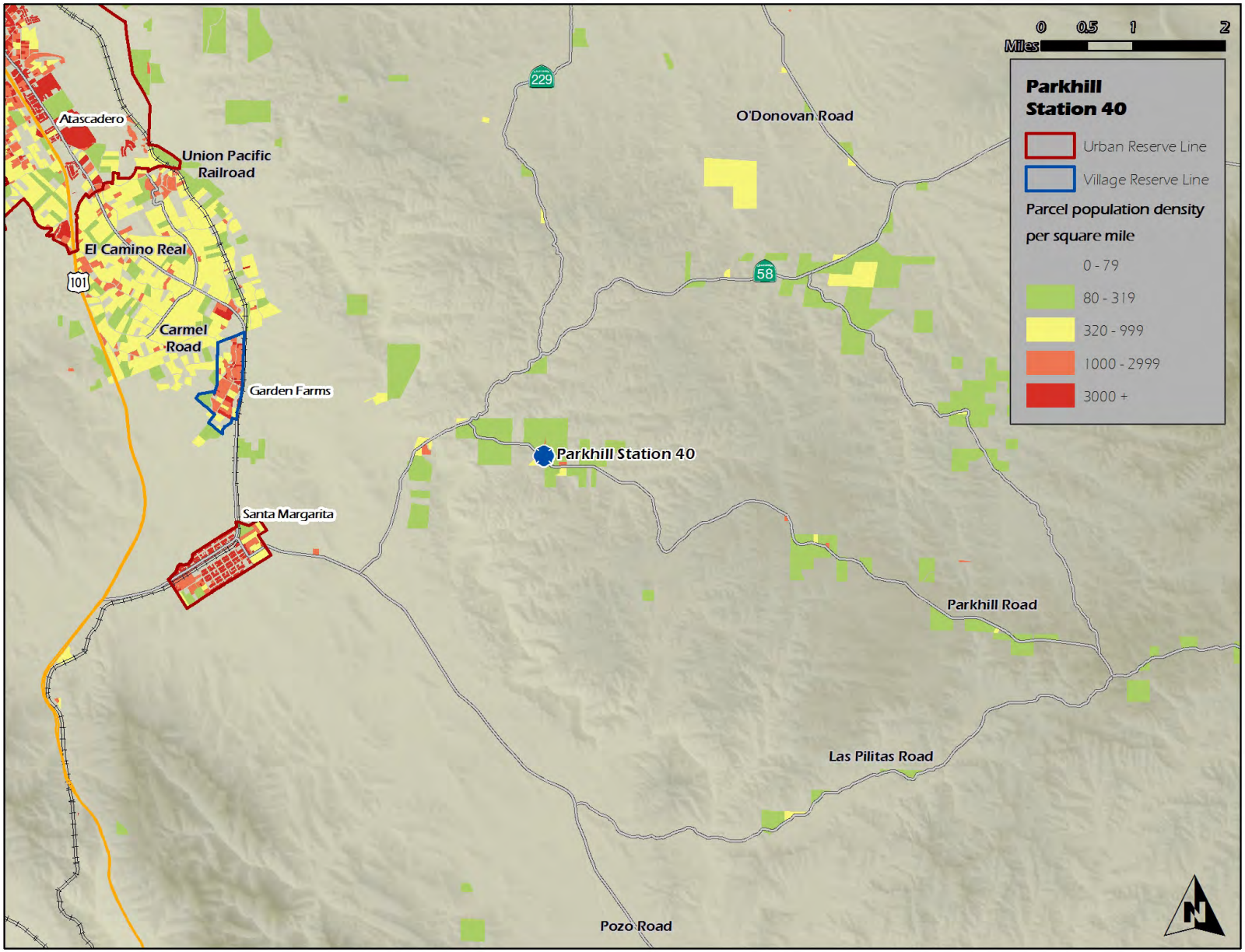
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer	2	2	
	Firefighter	4		
	Battalion Chief	1		
Non-Fire Season	Company Officer		2	
	Firefighter			
	Battalion Chief	1		
PCF/Reserve FF	PCF		10	

FUNDING: STATION 40



TOTAL STATION BUDGET = $2,088,799		
CAL FIRE	$1,181,961	56.6%
County of San Luis Obispo	$906,838	43.4%

Station 40
PARKHILL



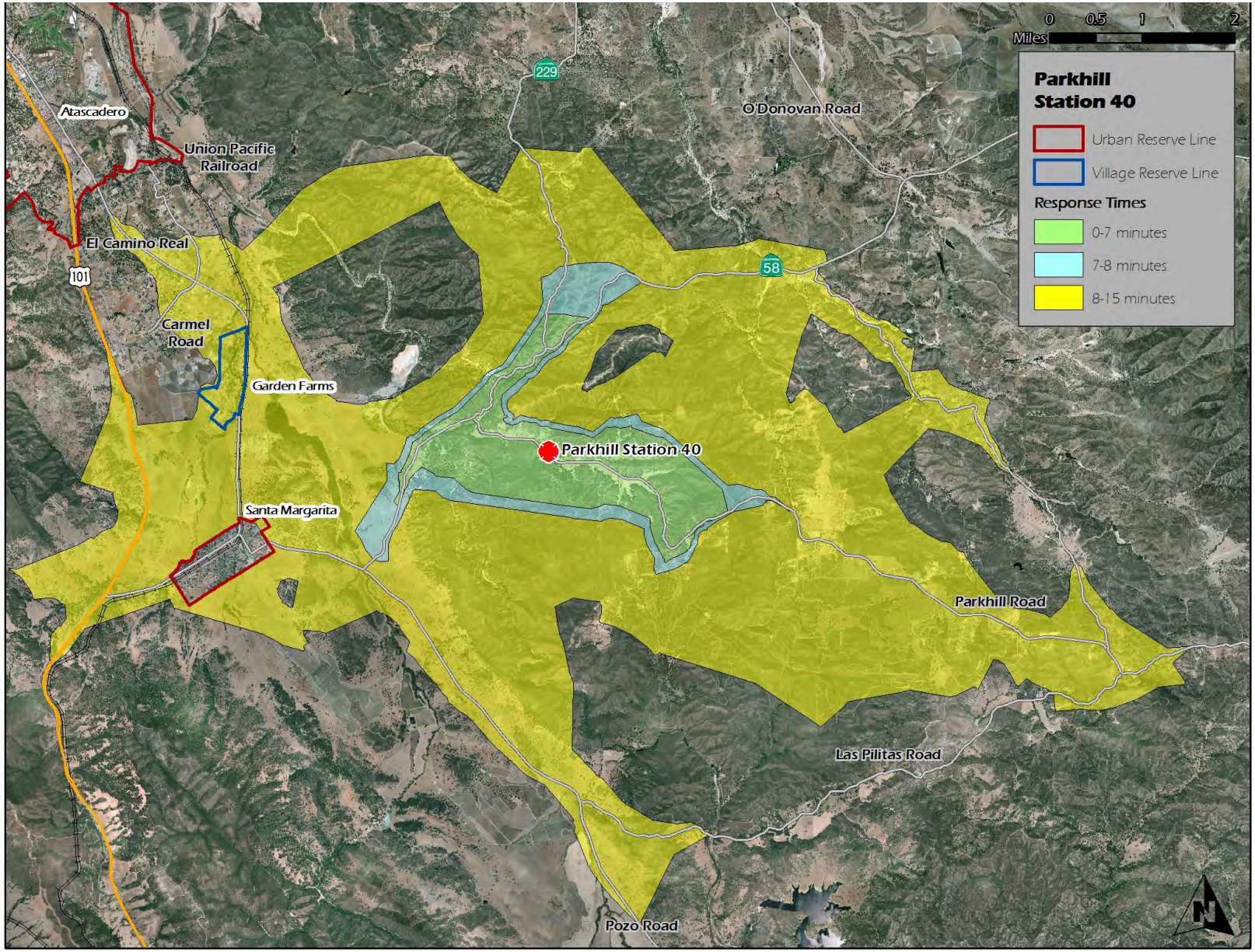
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	97	3.1%	$27,811,360	8.4%
7–8 minutes	65	2.1%	$20,602,180	6.2%
8–15+ minutes	2,999	94.9%	$281,340,200	85.3%

3,161 TOTAL PARCELS • $329,753,740 TOTAL ASSESSED VALUATION

Station 40
PARKHILL



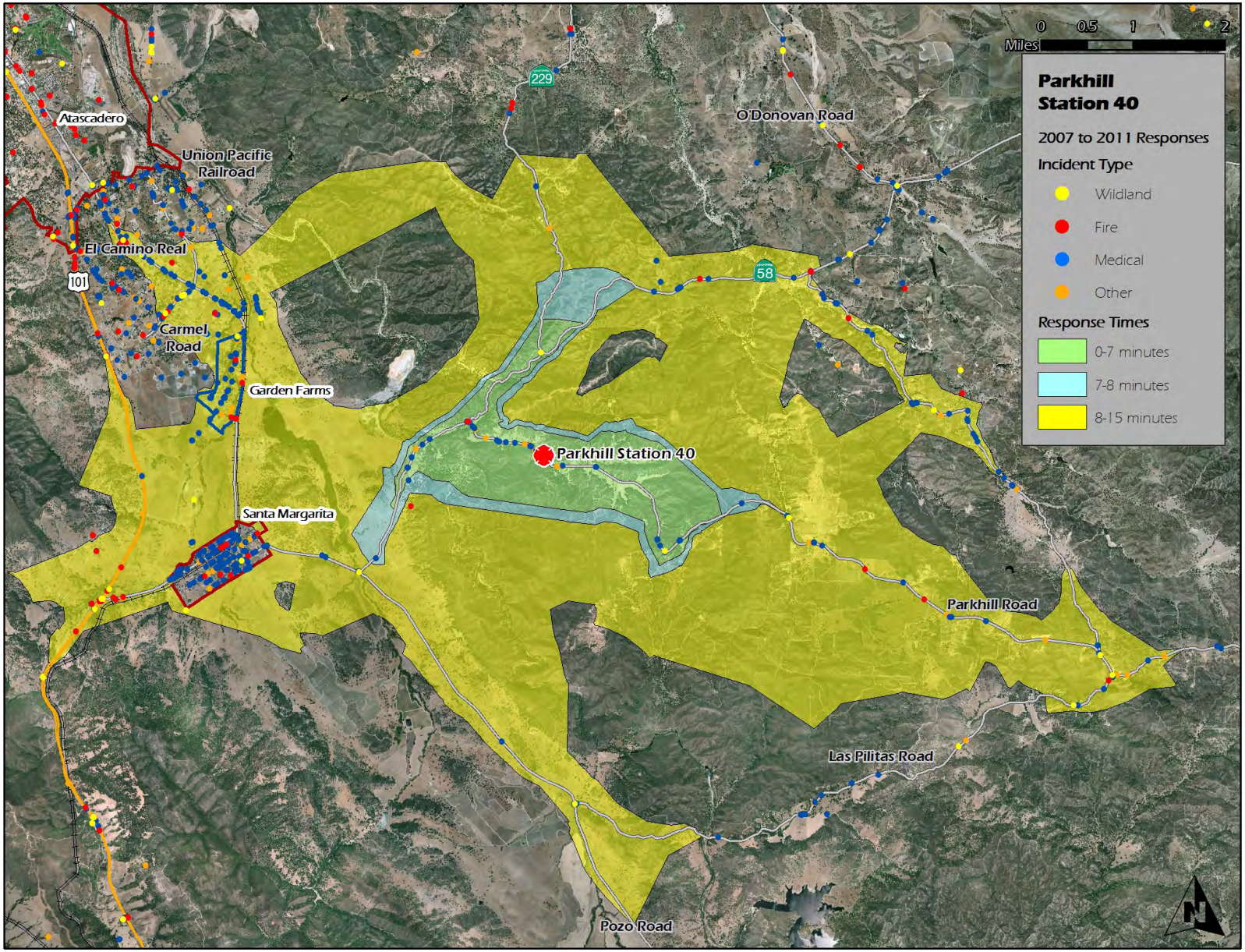
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 4,261

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	324	7.6%	10.5%
7–8 minutes	122	2.9%	
8–15+ minutes	3,815	89.5%	

Station 40
PARKHILL



INCIDENTS WITHIN RESPONSE TIME ZONES

1,050 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	115	11.0%	**11.03%**
7–8 minutes	3	0.3%	
8–15+ minutes	932	88.8%	

Station 41:

LA PANZA FIRE STATION

5398 Pozo Road &
Hwy 58 E.
Santa Margarita, CA

STATION 41 is a state-owned facility built in 1953.

The area served by La Panza Fire Station 41 is remote, primarily agriculture, open space, and wildland with limited development. Station 41 is a CAL FIRE-funded seasonal fire station and closes during the non-fire season. There is no PCF company assigned to this station. Staffing at this station includes CAL FIRE funded one company officer and two firefighters every day during fire season. The battalion chief position is funded by CAL FIRE.

Station 41 is not in close proximity to any CAL FIRE or automatic aid resources—the closest, Carrizo Plains fire station, is 20 minutes east of Station 41. This station has limited initial attack incident activity. The station is scheduled for replacement and strong consideration should be given to relocating the station further west closer to incident activity and values at risk. Hazards are minimal.

DEFICIENCY: *Station location is poor. Facility is unreinforced masonry (URM).*

MITIGATION: *Relocate closer to Highway 58 and Shell Creek area when new station is built.*

EQUIPMENT: STATION 41

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 3468	Wildland engine	CAL FIRE

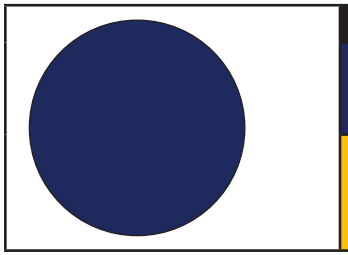
CLOSEST ADDITIONAL RESOURCES: STATION 41

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 42-Carrizo	15 mins	Structure engine	County
Sta 40-Parkhill	30 mins	Structure engine	County
Sta 40-Parkhill	30 mins	Wildland engine	CAL FIRE
Sta 43-Creston	32 m ins	Structure engine	County
Sta 43-Creston	32 mins	Water tender	County

DAILY STAFFING: STATION 41

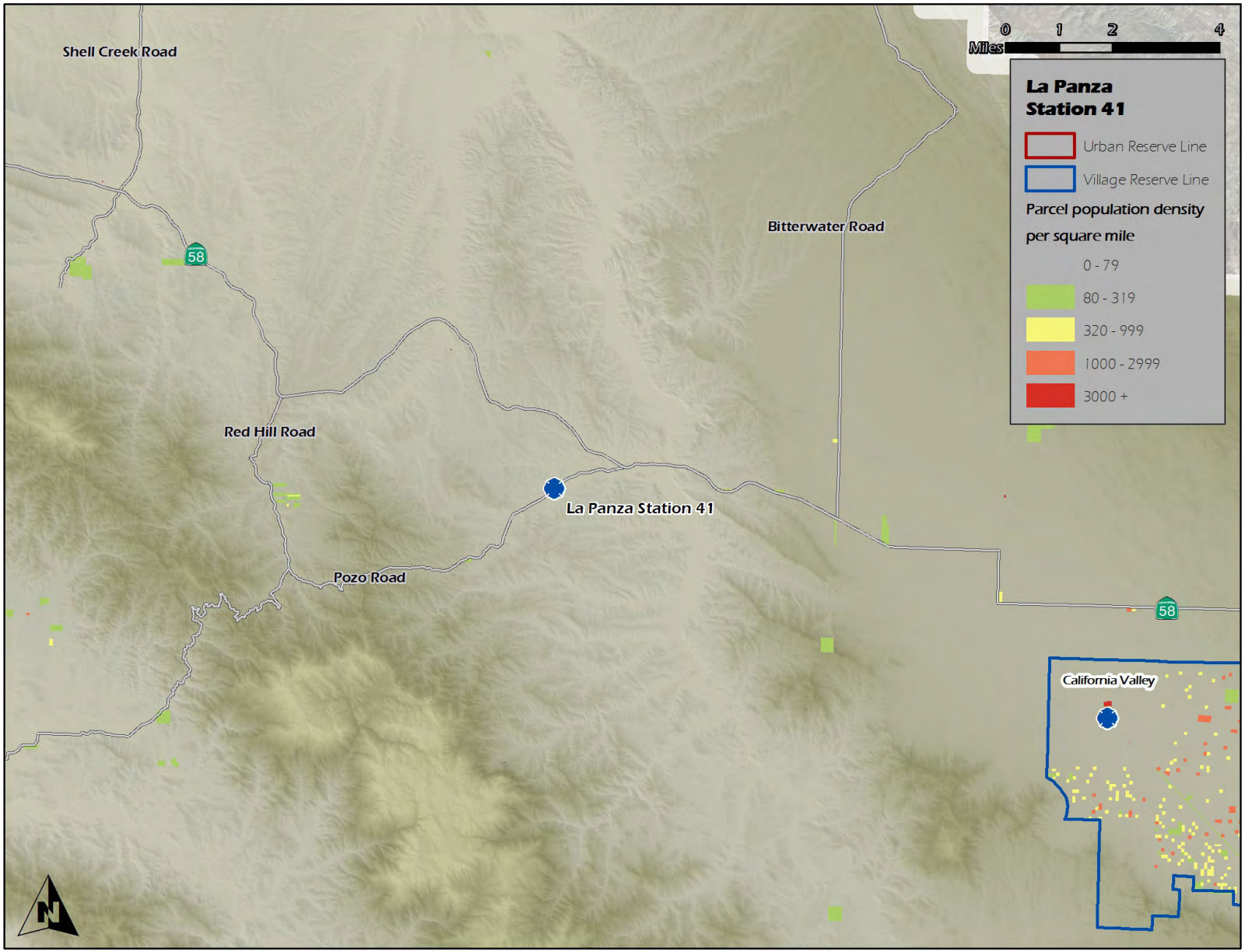
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer	1		
	Firefighter	2		
	Battalion Chief	1		
Non-Fire Season	Company Officer			
	Firefighter			
	Battalion Chief	1		
PCF/Reserve FF	PCF			

FUNDING: STATION 41



TOTAL STATION BUDGET = $474,500		
CAL FIRE	$474,500	100%
County of San Luis Obispo	N/A	N/A

Station 41
LA PANZA



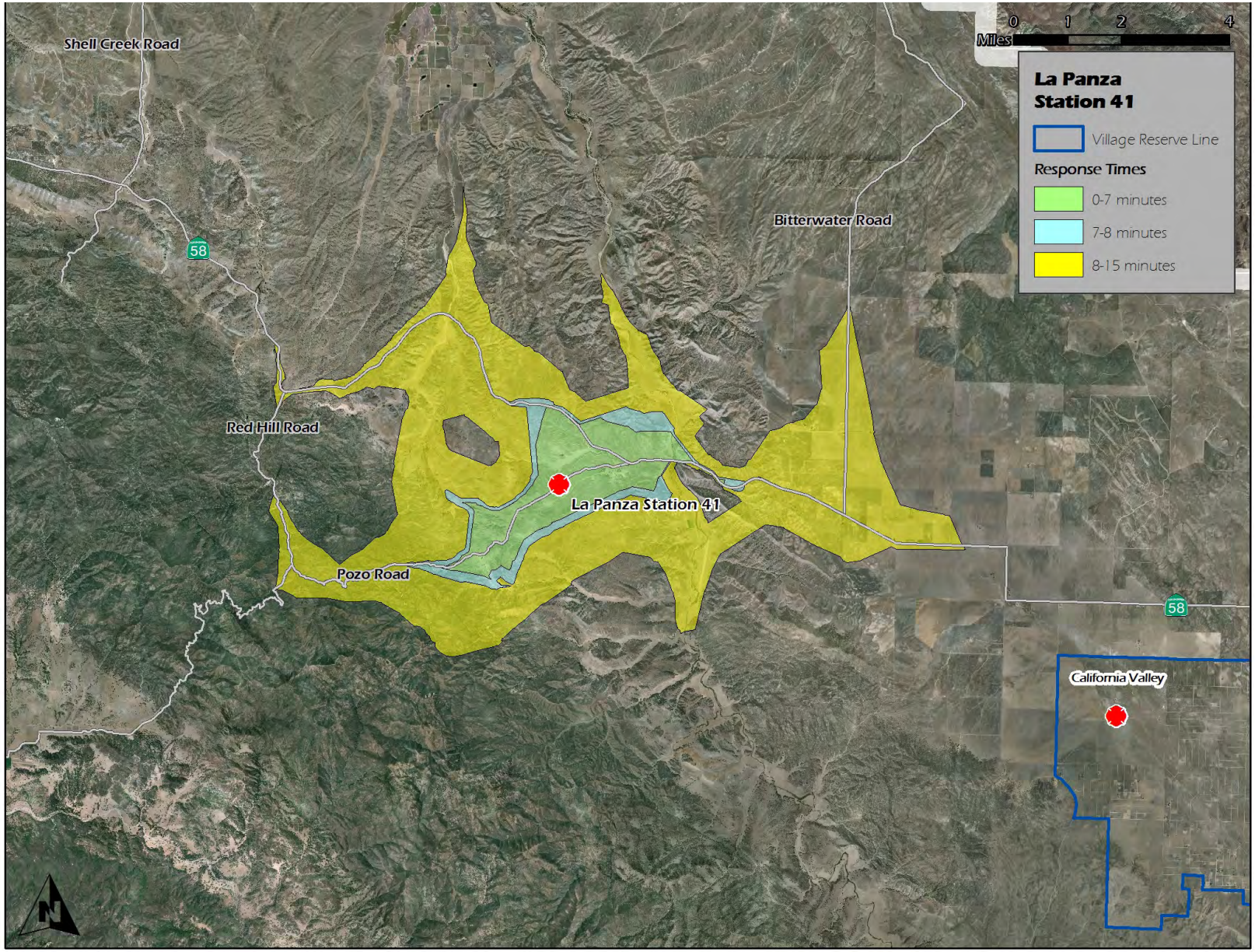
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	33	2.5%	$5,418,860	15.5%
7–8 minutes	39	3.0%	$2,084,668	6.0%
8–15+ minutes	1,245	94.5%	$27,447,090	78.5%

1,317 TOTAL PARCELS • $34,950,618 TOTAL ASSESSED VALUATION

Station 41
LA PANZA



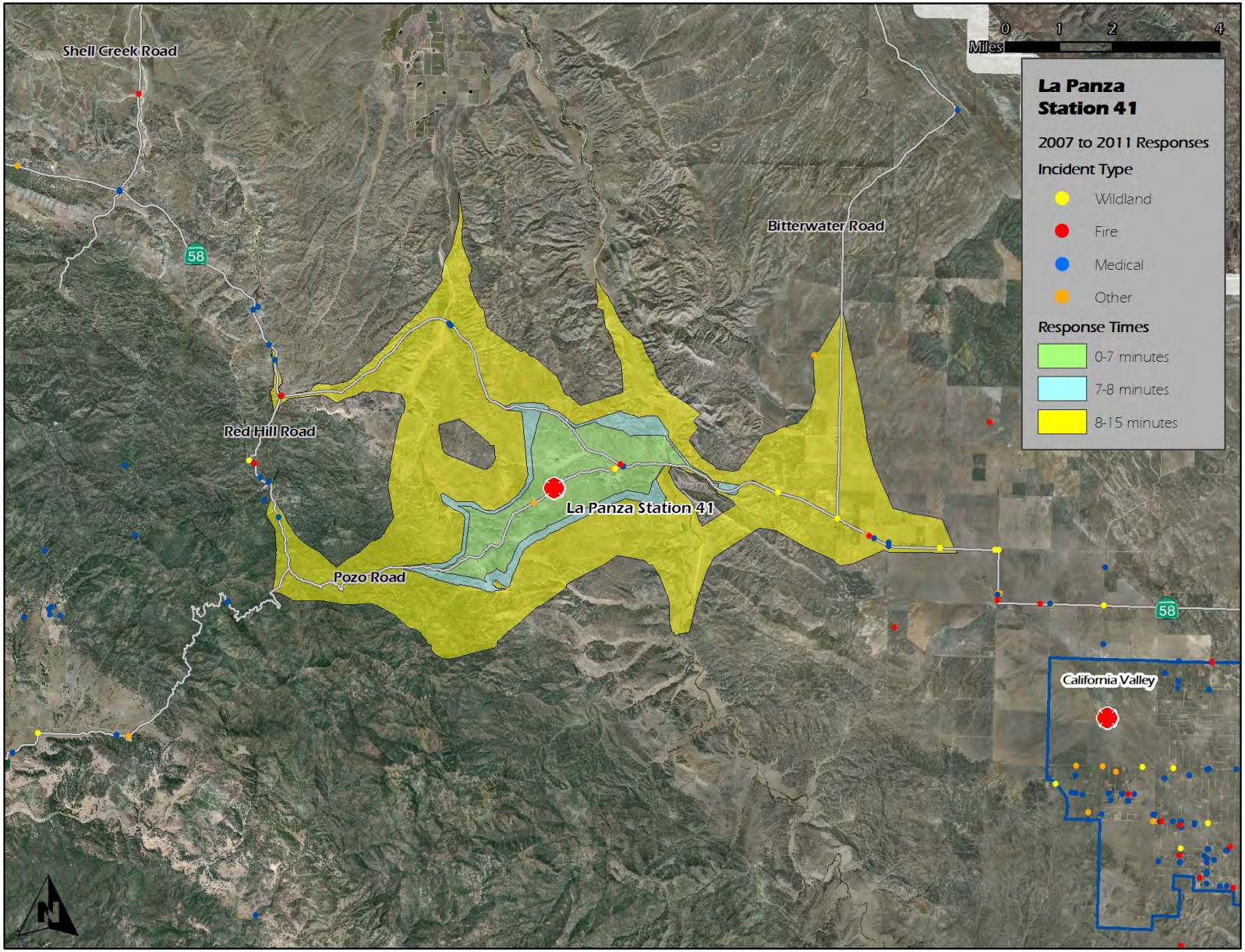
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 818

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	50	6.1%	10.8%
7–8 minutes	38	4.6%	
8–15+ minutes	730	89.2%	

Station 41
LA PANZA



INCIDENTS WITHIN RESPONSE TIME ZONES

48 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	18	37.5%	37.5%
7–8 minutes	0	0.0%	
8–15+ minutes	30	62.5%	

Station 42:
CARRIZO PLAINS

13080 Soda Lake Rd.
California Valley, CA

STATION 42 is a county-owned facility built in 2006.

The area served by Carrizo Plain Fire Station 42 is rural with an industrial development of large-scale solar farms. Daily county-funded paramedic staffing at this station includes one fire captain and two fire apparatus engineers with a PCF company. Station 42 is currently staffed 24/7 due to a solar power plant construction project. The project will provide funding for fire staff for the duration of the construction (approximately three years). The battalion chief position is funded by CAL FIRE.

Station 42 is located in a very remote area isolated from any other area of the County and has over an hour ambulance response time. Station 42 is not in close proximity to any CAL FIRE or automatic aid resources.

Hazards include two large scale solar power projects and the Carrizo National Monument.

No deficiencies or mitigation necessary after recent changes

EQUIPMENT: STATION 42

UNIT ID	APPARATUS TYPE	OWNERSHIP
EMS/Rescue 42	Rescue unit	County Fire
Medic/Engine 42	Structure Engine	County Fire

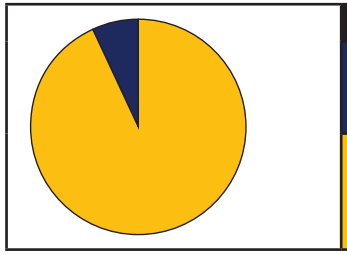
CLOSEST ADDITIONAL RESOURCES: STATION 42

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 41-La Panza	15 mins	wildand engine	CAL FIRE
Sta 43- Creston	45 mins	structure engine	County
Sta 43- Creston	45 mins	water tender	County
Sta 40-Parkhill	55 mins	structure engine	County
Sta 40-Parkhill	55 mins	wildland engine	CAL FIRE

DAILY STAFFING: STATION 42

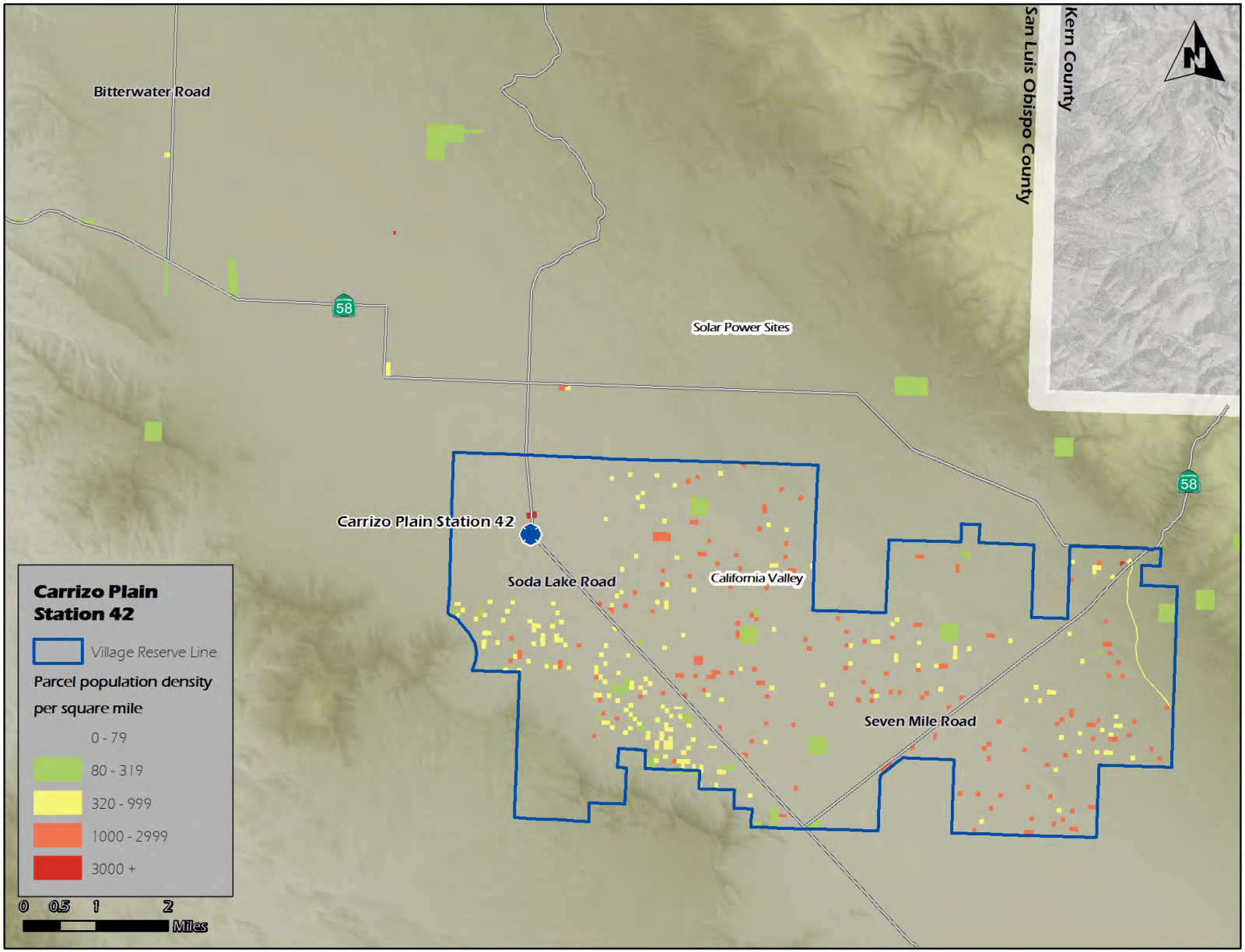
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer		3	
	Firefighter			
	Battalion Chief	1		
Non-Fire Season	Company Officer		3	
	Firefighter			
	Battalion Chief	1		
PCF/Reserve FF	PCF		10	

FUNDING: STATION 42



TOTAL STATION BUDGET = $930,612		
CAL FIRE	$23,713	2.9%
County of San Luis Obispo	$906,838	97.1%

Station 42
CARRIZO PLAINS



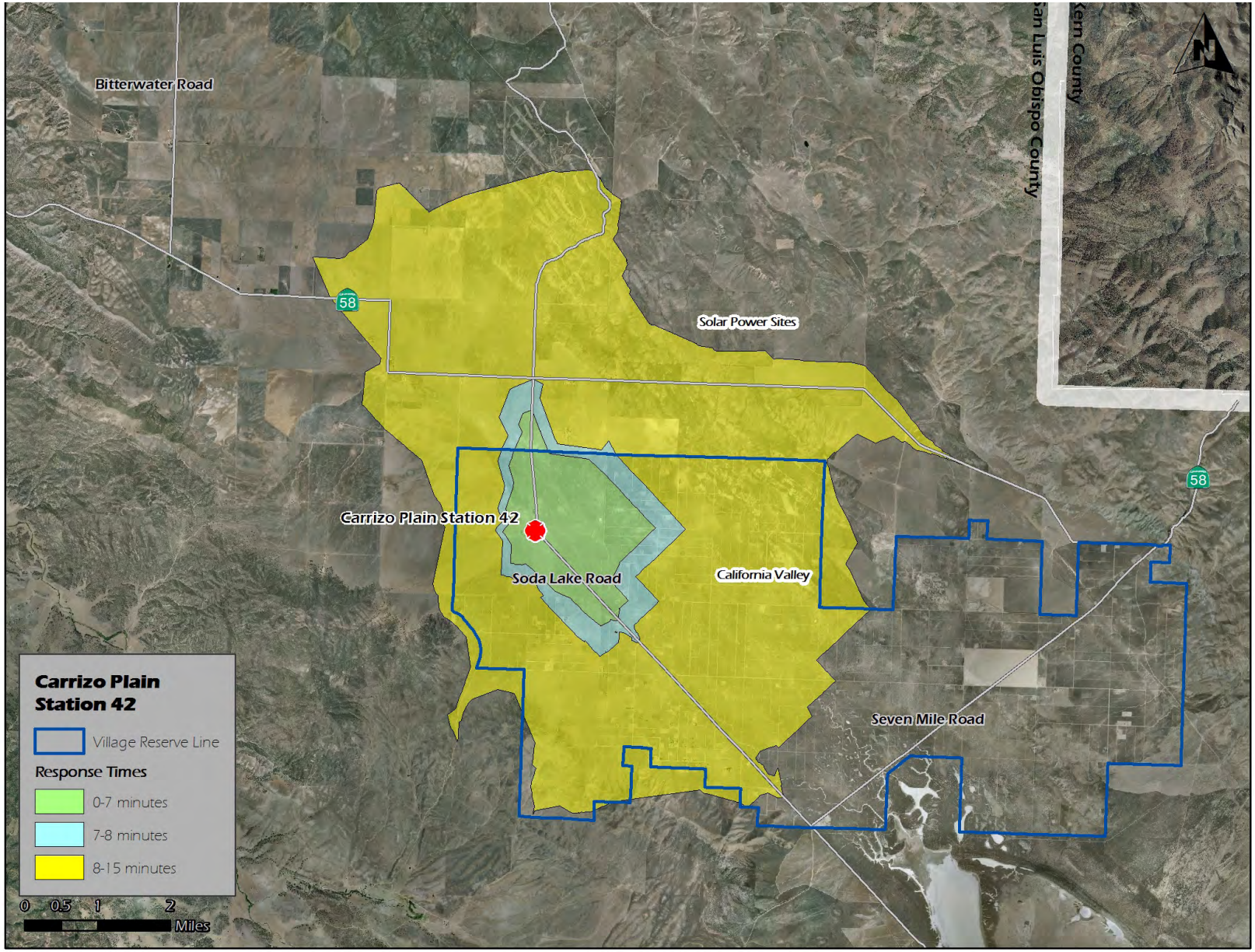
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	186	2.0%	$2,164,842	3.9%
7–8 minutes	396	4.3%	$4,270,608	7.6%
8–15+ minutes	8,707	93.7%	$49,591,460	88.5%

9,289 TOTAL PARCELS • $56,026,910 TOTAL ASSESSED VALUATION

Station 42
CARRIZO PLAINS



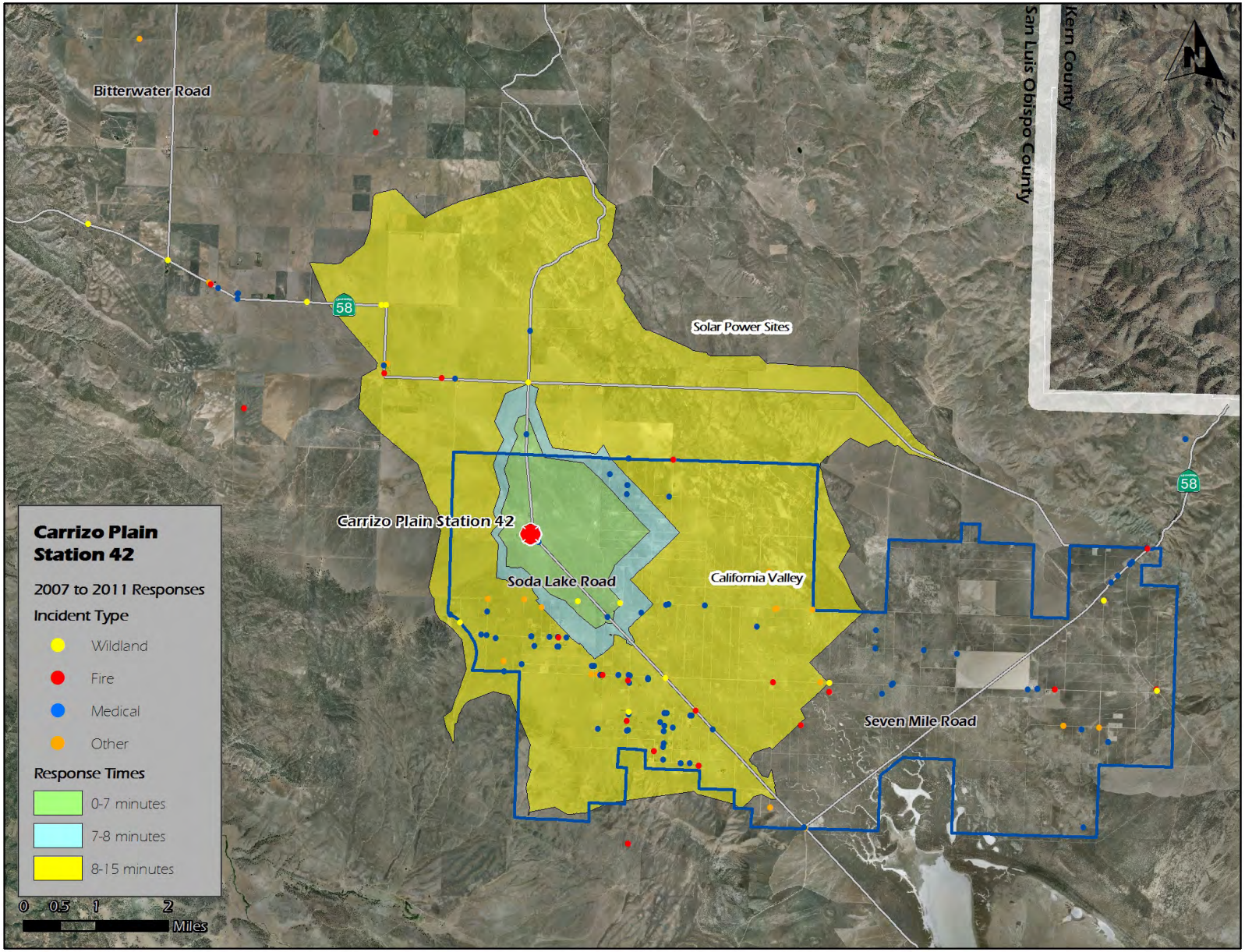
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 1,806

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	126	7.0%	17.4%
7–8 minutes	188	10.4%	
8–15+ minutes	1,492	82.6%	

Station 42
CARRIZO PLAINS



INCIDENTS WITHIN RESPONSE TIME ZONES

211 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	27	12.8%	15.6%
7–8 minutes	6	2.8%	
8–15+ minutes	178	84.4%	

Station 43:

CRESTON FIRE STATION

6055 Webster (Hwy 229) Creston, CA

STATION 43 is a county-funded station built in 2012.

The area served by Creston Fire Station 43 is rural, primarily serving the area north of Highway 58 and east of Atascadero. County-funded staffing at this station includes one fire captain and one fire apparatus engineer. The battalion chief position is funded by CAL FIRE.

Station 43 is not in close proximity to any CAL FIRE or automatic aid resources for first alarm support. Hazards include high pressure gas transmission lines, agriculture and wineries.

No deficiencies or mitigation necessary after recent changes

EQUIPMENT: STATION 43

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 43	Structure engine	County Fire
Water Tender 43	2,500 gallon water tender	County Fire

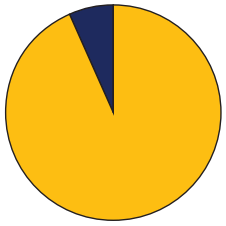
CLOSEST ADDITIONAL RESOURCES: STATION 43

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 40-Parkhill	20 mins	Structure engine	County
Sta 40-Parkhill	20 mins	Wildland engine	CAL FIRE
Sta 31-Shadon	25 mins	Structure engine	County
Sta 31-Shadon	25 mins	Wildland engine	CAL FIRE
Sta 30-Paso	25 mins	Strucure engine	County
Sta 30-Paso	25 mins	Wildland engine	CAL FIRE

DAILY STAFFING: STATION 43

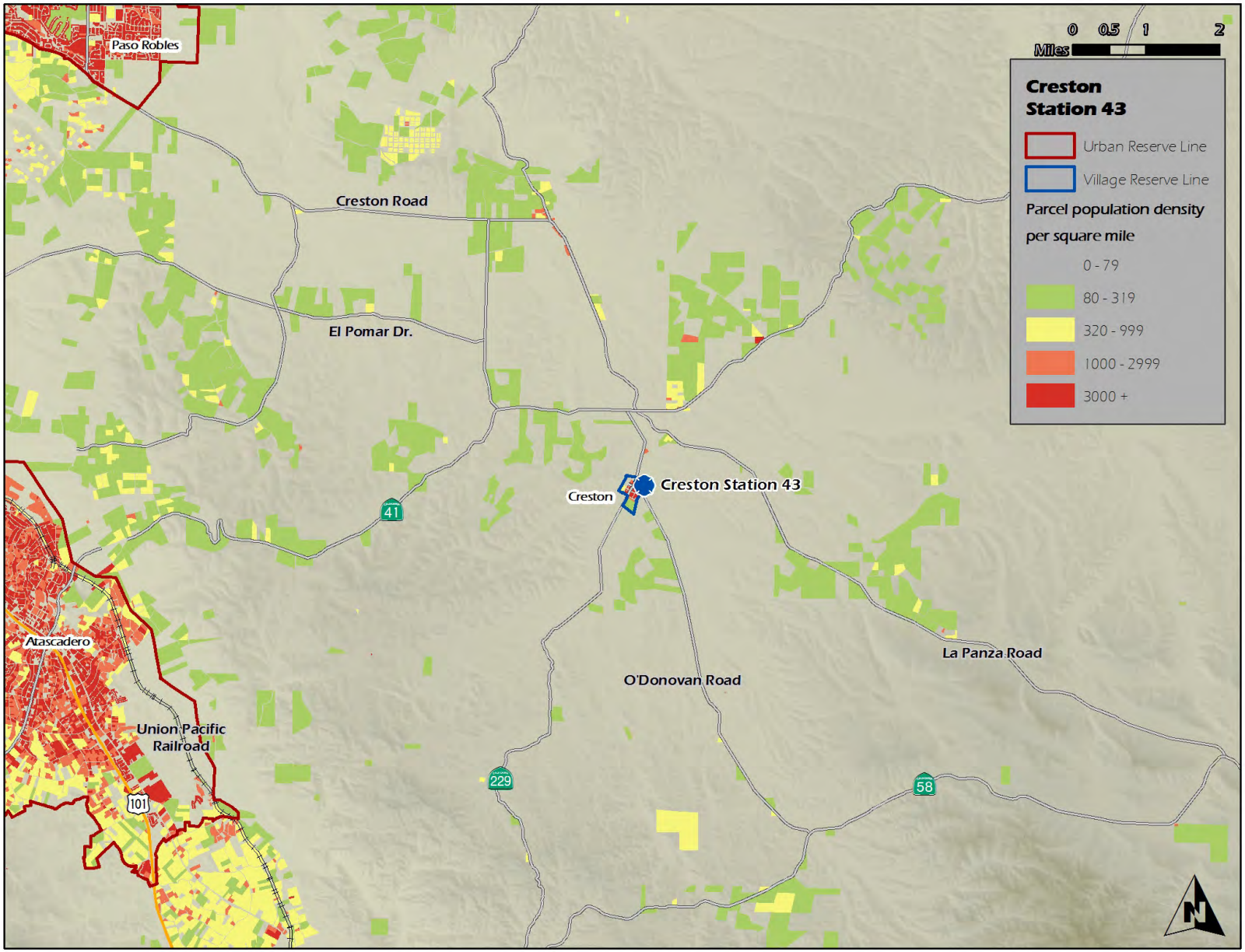
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	N/A
Fire Season	Company Officer		2	
	Firefighter			
	Battalion Chief	1		
Non-Fire Season	Company Officer		2	
	Firefighter			
	Battalion Chief	1		
PCF/Reserve FF	PCF		10	

FUNDING: STATION 43



TOTAL STATION BUDGET = $930,551		
CAL FIRE	$23,713	2.7%
County of San Luis Obispo	$906,838	97.3%

Station 43
CRESTON



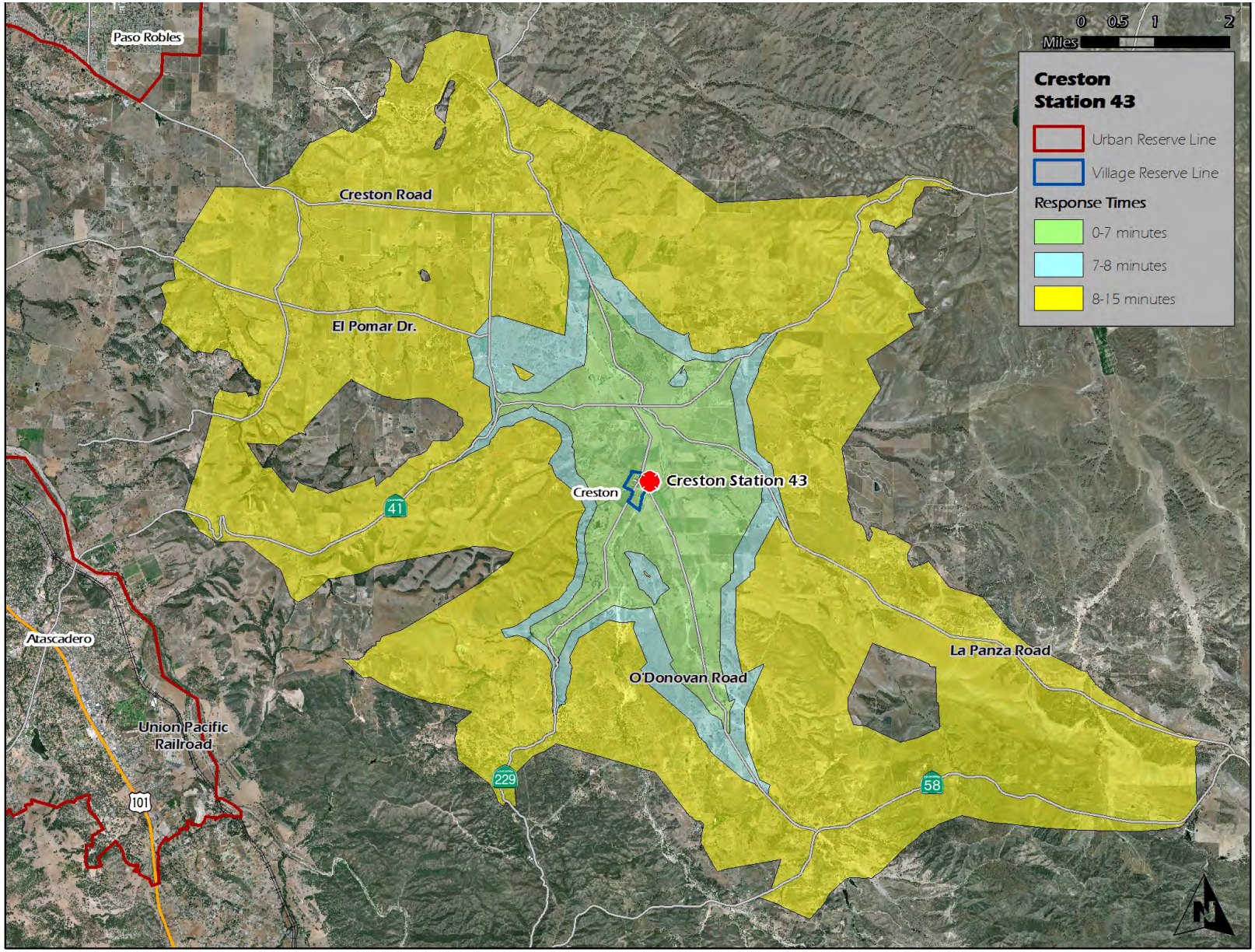
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	257	7.2%	$113,999,500	11.6%
7–8 minutes	210	5.9%	$116,478,800	11.8%
8–15+ minutes	3,085	86.9%	$755,346,000	76.6%

3,552 TOTAL PARCELS • $985,824,300 TOTAL ASSESSED VALUATION

Station 43
CRESTON



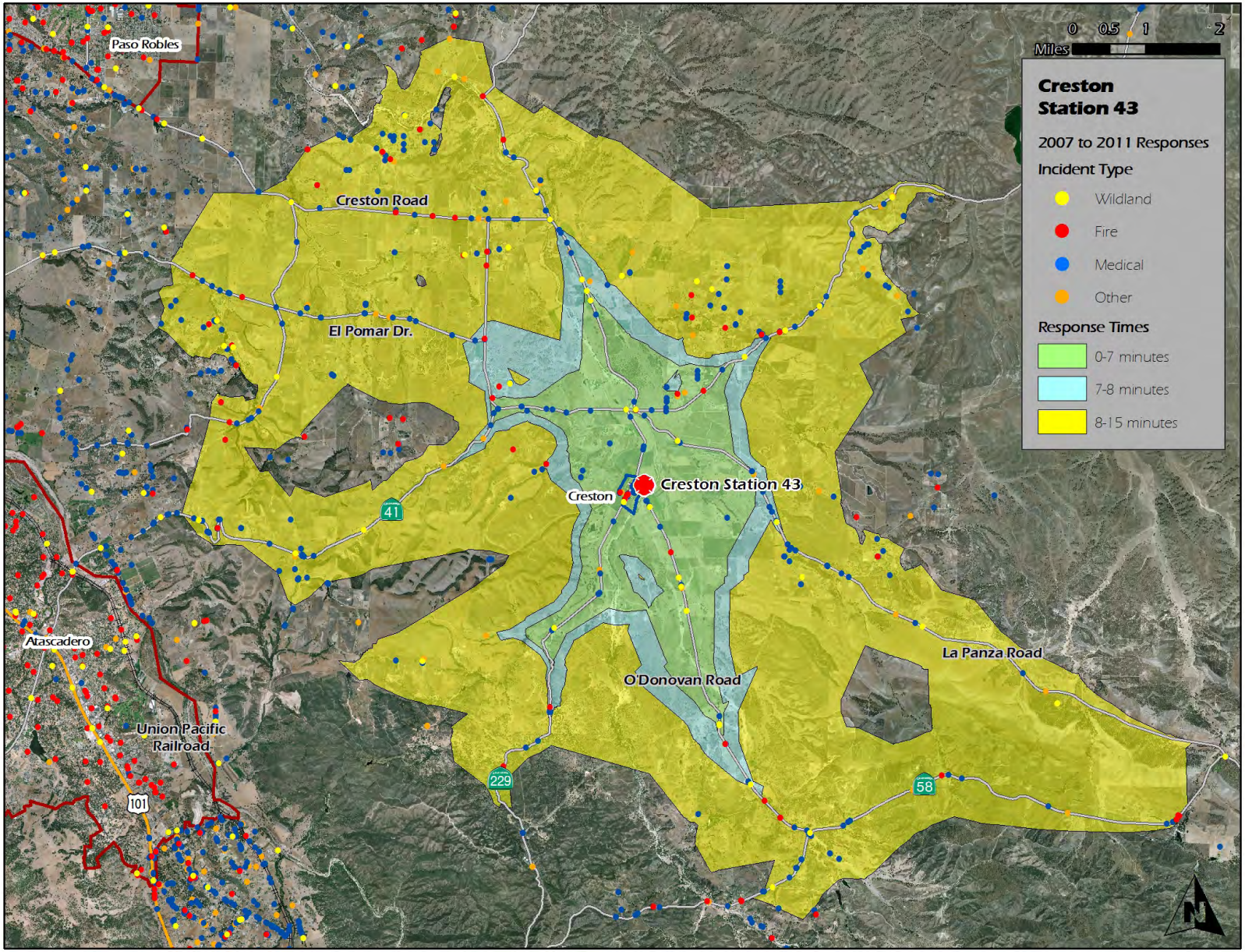
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 6,994

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	1,005	12.4%	50.8%
7–8 minutes	3,110	38.4%	
8–15+ minutes	3,985	49.2%	

Station 43
CRESTON



INCIDENTS WITHIN RESPONSE TIME ZONES

797 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	168	21.1%	**27.1%**
7–8 minutes	48	6.0%	
8–15+ minutes	581	72.9%	

Station 62:

AVILA VALLEY FIRE STATION

1551 Sparrow Rd., Avila Beach, CA

STATION 62 is a county-funded facility built in 1993.

The area served by Avila Valley Fire Station 62 is primarily in the Avila Urban Reserve Line and is a combination of urban, suburban and rural character. In 2000, Avila Beach CSD contracted with the County to take over fire protection, closing its fire station in Avila Beach and jointly funding staffing at Station 62 in Avila Valley. This is the closest off-site fire station to the Diablo Canyon Power Plant and works closely with plant operations. The Avila Beach and Port San Luis Obispo areas experience large scale fluctuations in visitor population including hotel guests and day use beachgoers. Local Agency Formation Commission (LAFCO) municipal services studies estimate visitor populations exceed 5,000 people on a routine busy day.

Funding for staffing is a combination of 2/3 County and 1/3 Avila Beach CSD. Daily on duty staffing is a fire captain and fire apparatus engineer with a PCF company. The battalion chief position is funded by CAL FIRE.

Station 62 is in close proximity to CAL FIRE/Shell Beach Fire Station 63 and enjoys reciprocal automatic aid response. Consideration should be given to including a ladder truck response from San Luis Obispo to all structure fires in Avila Beach. Paramedic response exceeds the time frames for an urban demographic. The closet ambulance responds from San Luis Obispo or Arroyo Grande; citizens are interested in upgrading this service level.

Hazards include three large piers; a sport and industrial fishing harbor; Diablo Canyon Power Plant; beach and cliff rescues; dense urban development in downtown Avila Beach; multiple multi-story, multi-family apartment and condominiums projects; and a high mobile population.

DEFICIENCY: *Ambulance and paramedic response times are too long and community is seeking a resolution.*

MITIGATION: *Consider forming a County Service Area (CSA) to provide funding necessary to provide fire based paramedics at Station 62. Strengthen/harden automatic aid agreements through cost sharing other resources such as fire dispatch.*

EQUIPMENT: STATION 62

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 62	Strucure engine	County Fire
Breathing Support 62	Self contained breathing apparatus (SCBA) mobile refill unit	County Fire
Boat 62	11' Yamaha Rescue Water Craft	County Fire
Utility 62	Utility vehicle	Avila Beach CSD
Engine 262	Structure Engine	Avila Beach CSD

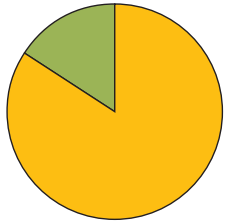
CLOSEST ADDITIONAL RESOURCES: STATION 62

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 63-Shell Beach	10 mins	structure engine	Pismo Beach
Sta 63-Shell Beach	10 mins	wildland engine	CAL FIRE
Sta 64-Pismo Beach	15 mins	structure engine	Pismo Beach
Sta 21-Airport	16 min	structure engine	County
Sta 21-Airport	16 min	water tender	County
SLO Sta 4	17 mins	structure engine	SLO City
SLO Sta 1	20 mins	ladder truck	SLO City

DAILY STAFFING: STATION 62

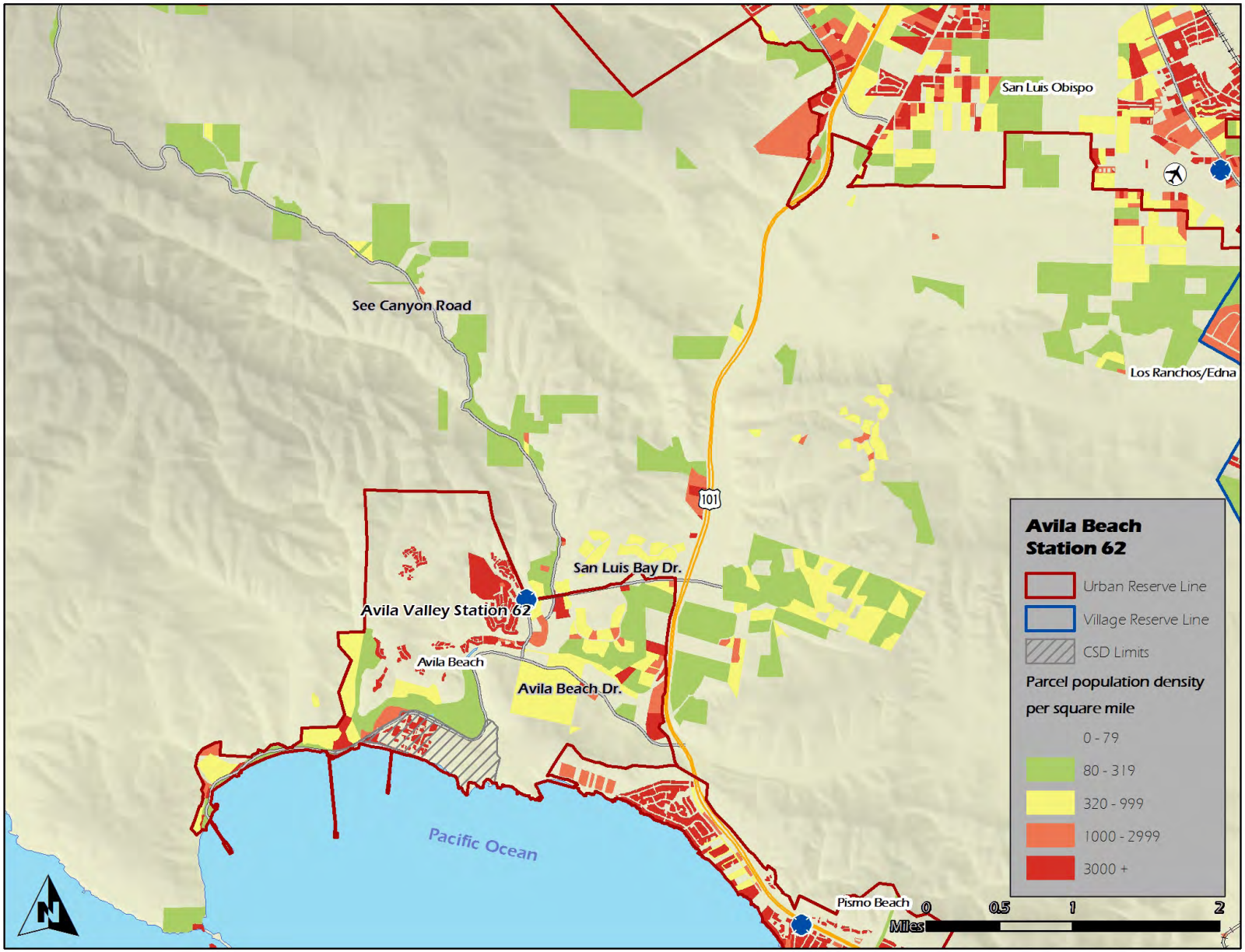
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	AVILA BEACH CSD
Fire Season	Company Officer		.66	.33
	Firefighter			
	Battalion Chief		1	
Non-Fire Season	Company Officer		1.66	.33
	Firefighter			
	Battalion Chief		1	
PCF/Reserve FF	PCF		15	

FUNDING: STATION 62



TOTAL STATION BUDGET = $1,100,343		
Avila Beach CSD	$173,757	15.8%
County of San Luis Obispo	$926,586	84.2%

Station 62
AVILA VALLEY



PARCEL COUNT AND RESPONSE AREA

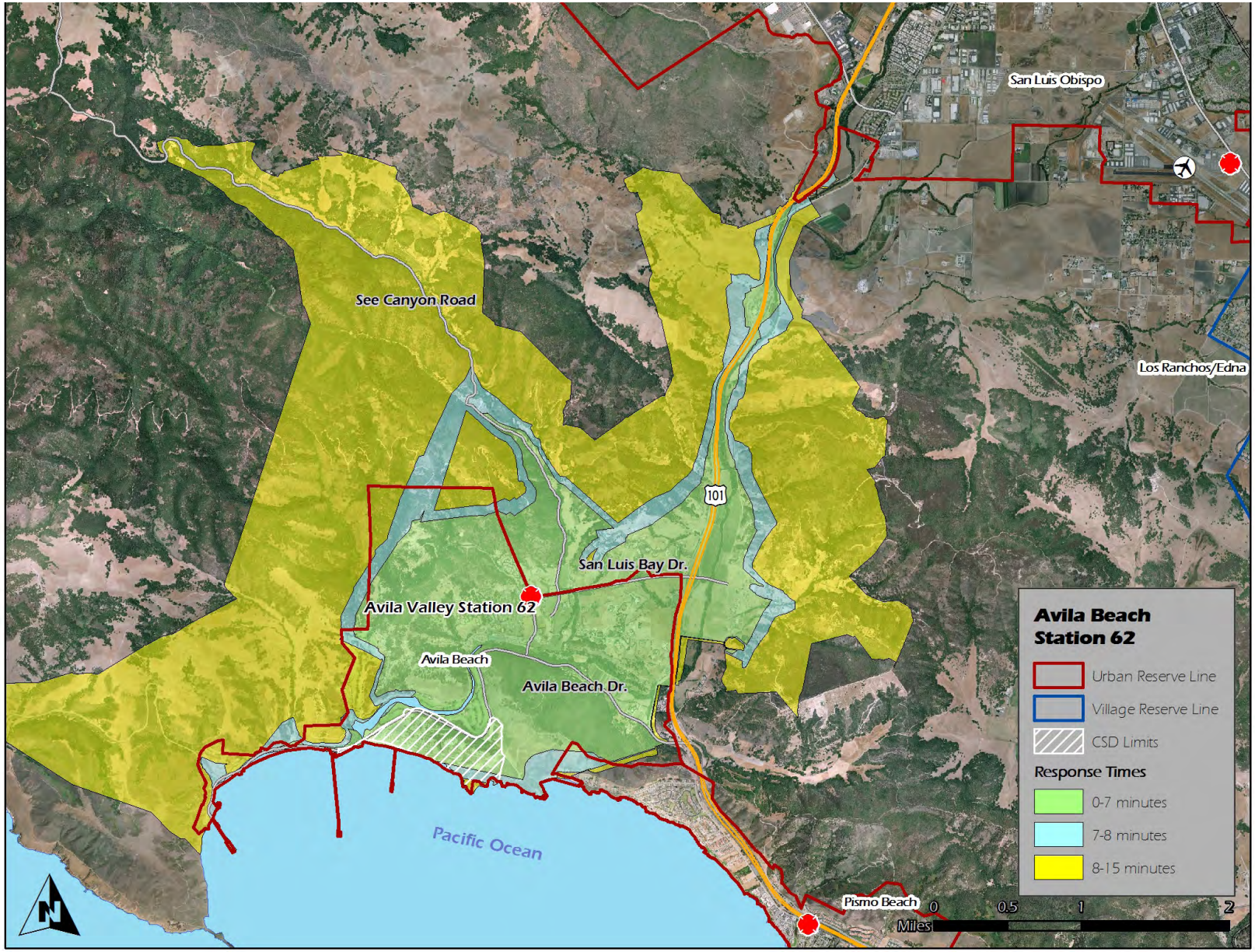
The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	1,192	50.1%	$612,473,000	60.8%
7–8 minutes	155	6.5	$111,240,700	11.0%
8–15+ minutes	523	43.6%	$283,254,000	28.1%

2,379 TOTAL PARCELS • $1,006,967,700 TOTAL ASSESSED VALUATION

Station 62

AVILA VALLEY



POPULATION SERVED WITHIN RESPONSE TIME ZONES

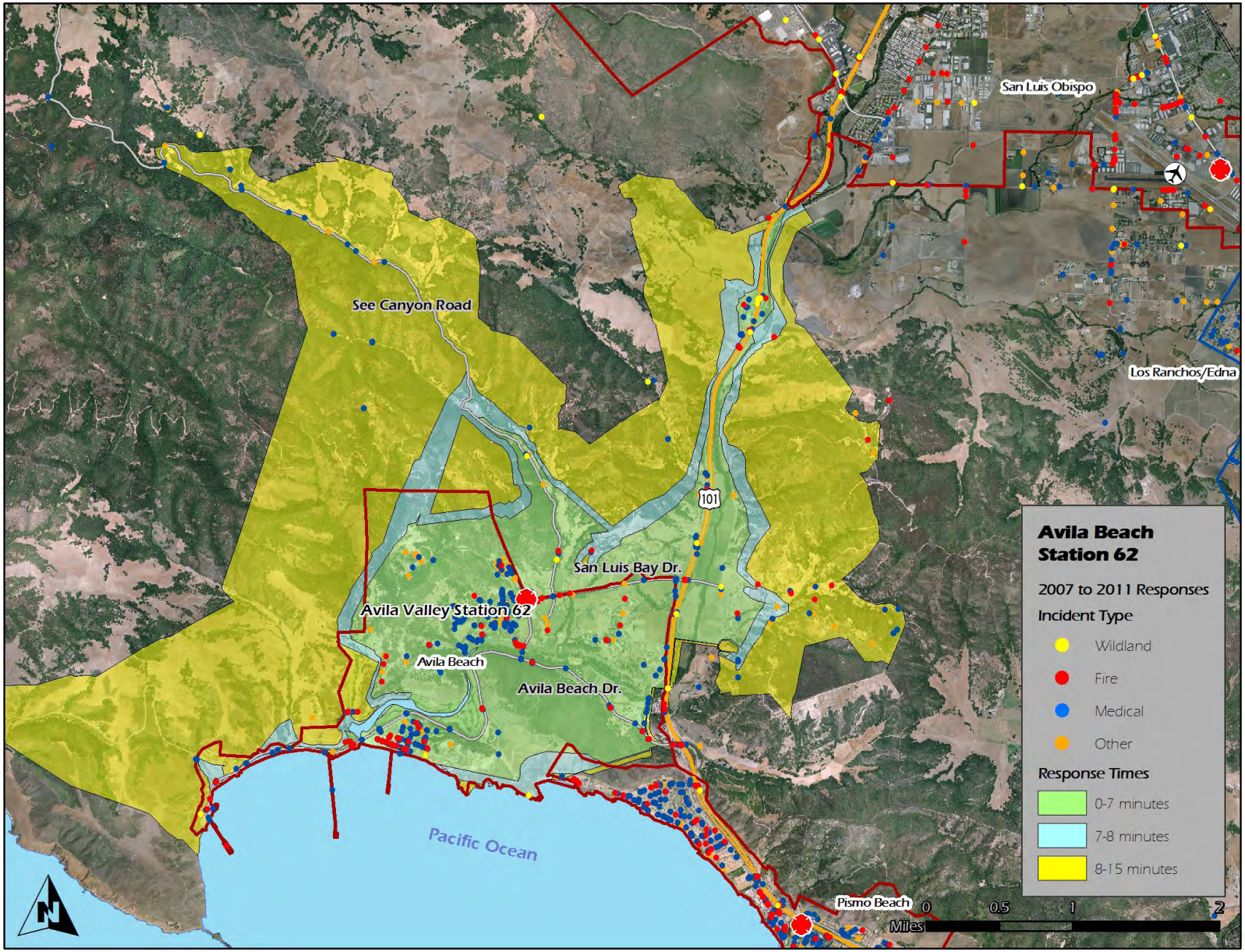
BASED ON TOTAL CALCULATED POPULATION OF 8,184

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	5,248	64.1%	76%
7–8 minutes	974	11.9%	
8–15+ minutes	1,962	24.6%	

Station 62

AVILA VALLEY



INCIDENTS WITHIN RESPONSE TIME ZONES

978 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	792	81.0%	87.6%
7–8 minutes	65	6.6%	
8–15+ minutes	121	12.4%	

Station 63:
SHELL BEACH FIRE STATION

2555 Shell Beach Rd.
Shell Beach, CA

STATION 63 is a City of Pismo Beach facility and had a major remodel in 2006.

The area served by Shell Beach Fire Station 63 is urban consisting of residential neighborhoods, hotels, commercial districts and oceanfront areas. The fire station staff is jointly funded by CAL FIRE and the city. During fire season CAL FIRE staffs a wildland engine with one company officer and two firefighters every day. Station 63 personnel and apparatus will respond out of the area for wildland fire responses during the fire season; the station is then covered by off-duty callback or a move up and cover engine. During the non-fire season, the City of Pismo Beach funds a cooperative Amador agreement with CAL FIRE to provide one company officer and one firefighter 24 hours a day. There is a reserve firefighter company shared with Station 64. The battalion chief position is funded by the County of San Luis Obispo. Consideration should be given to increasing non-fire season daily staffing to a total of three on duty, utilizing a reserve firefighter similar to station 64. Station 62 (Avila) and Station 64 (Pismo Beach) are close enough to provide very good first alarm support.

Hazards include a dense population base; light commercial buildings; large motels; several multi-story,multi-family complexes; large mobile populations; Diablo Canyon Power Plant; and ocean and cliff rescues.

DEFICIENCY: *Shell Beach is an urban community with widely fluctuating visitor population. Summer staffing is three. Winter staffing should be increased to three. Ambulance and paramedic response times are too long.*

MITIGATION: *Consider adding a reserve ff'er to daily staffing in winter similar to Station 64.*

EQUIPMENT: STATION 63

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 63	Structure engine	Pismo Beach
Engine 3470	Wildland engine	CAL FIRE
Utility 63	Utility vehicle 4X4	Pismo Beach

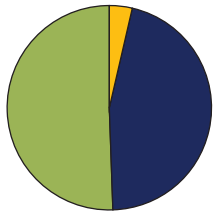
CLOSEST ADDITIONAL RESOURCES: STATION 63

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 64-Pismo	6 mins	structure engine	PismoBeach
Sta 62-Avila	6 mins	structure engine	County
Arroyo Grande	14 mins	structure engine	Five Cities FA
Arroyo Grande	14 mins	ladder truck	Five Cities FA
Sta 21-Airport	16 mins	structure engine	County
Sta 21-Airport	16 mins	water tender	County

DAILY STAFFING: STATION 63

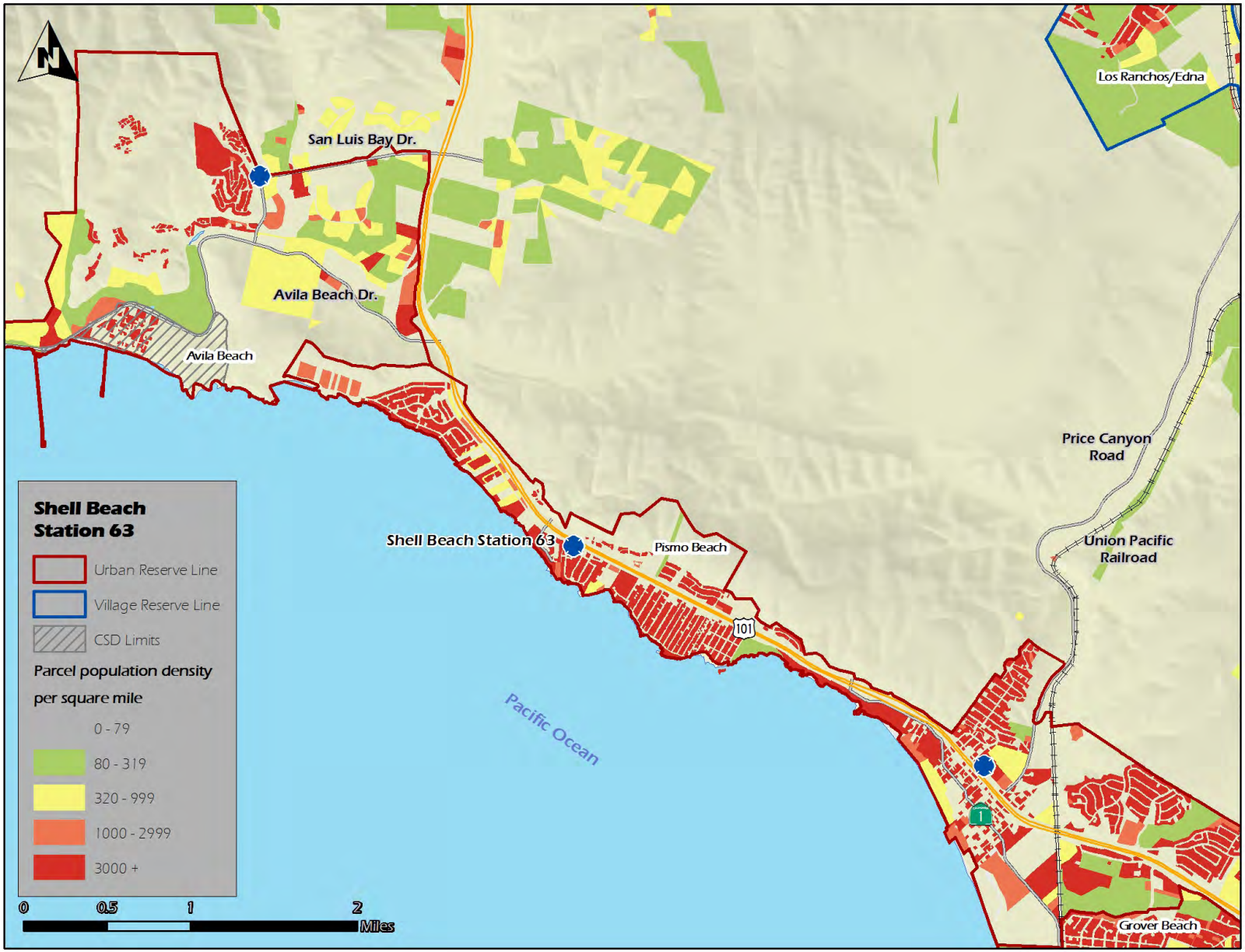
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	PISMO BEACH
Fire Season	Company Officer	1		
	Firefighter	2		
	Battalion Chief		1	
Non-Fire Season	Company Officer	1- Amador		
	Firefighter			1
	Battalion Chief		1	
PCF/Reserve FF	PCF			10

FUNDING: STATION 63



TOTAL STATION BUDGET = $822,057		
CAL FIRE	$375,930	45.7%
Pismo Beach	$415,167	50.5%
County of San Luis Obispo	$30,961	3.8%

Station 63
SHELL BEACH



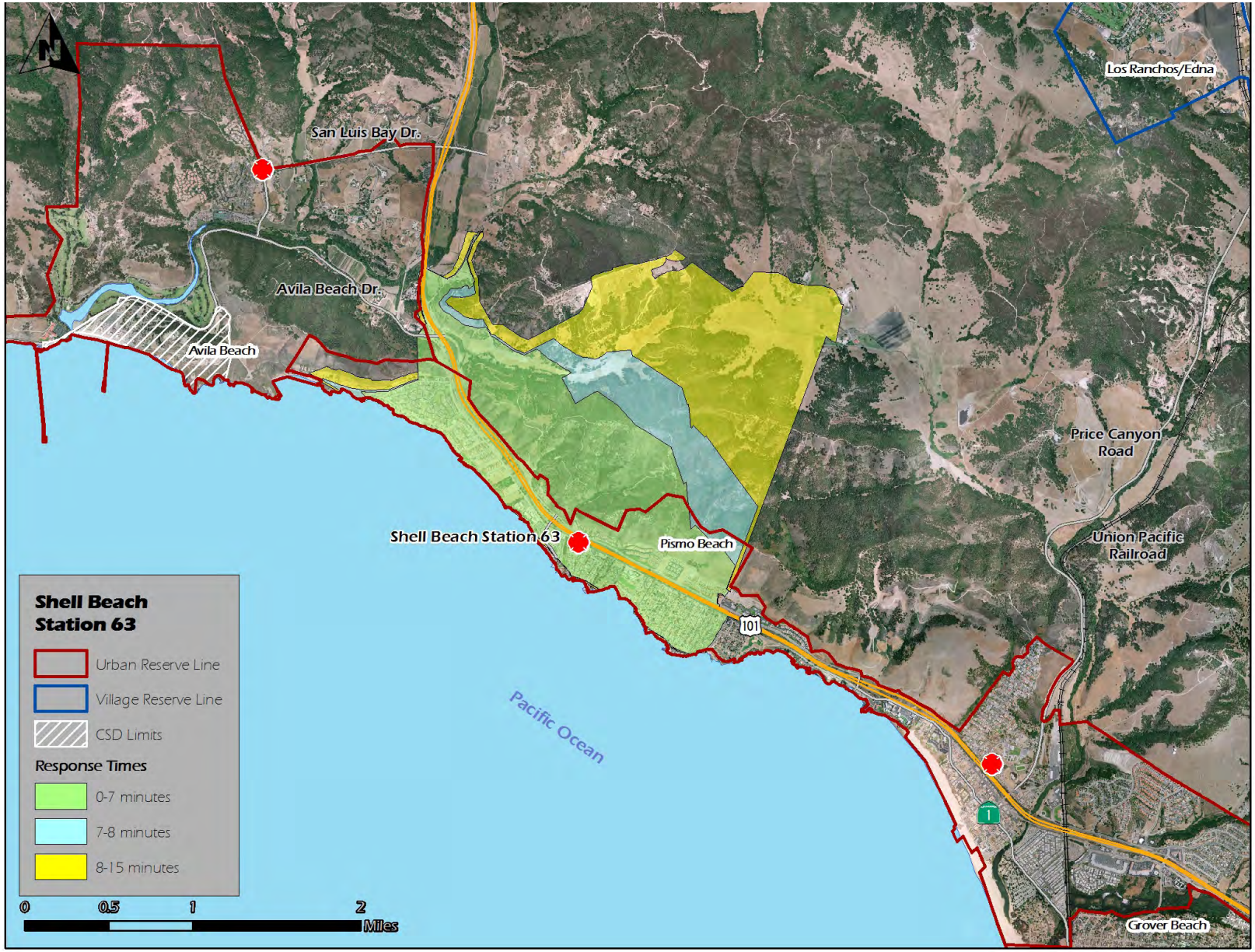
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	1945	95.2%	$939,937,000	89.5%
7–8 minutes	98	4.8%	$109,814,000	10.5%
8–15+ minutes	0	0%	$0	0.0%

2,043 TOTAL PARCELS • $1,049,751,000 TOTAL ASSESSED VALUATION

Station 63
SHELL BEACH



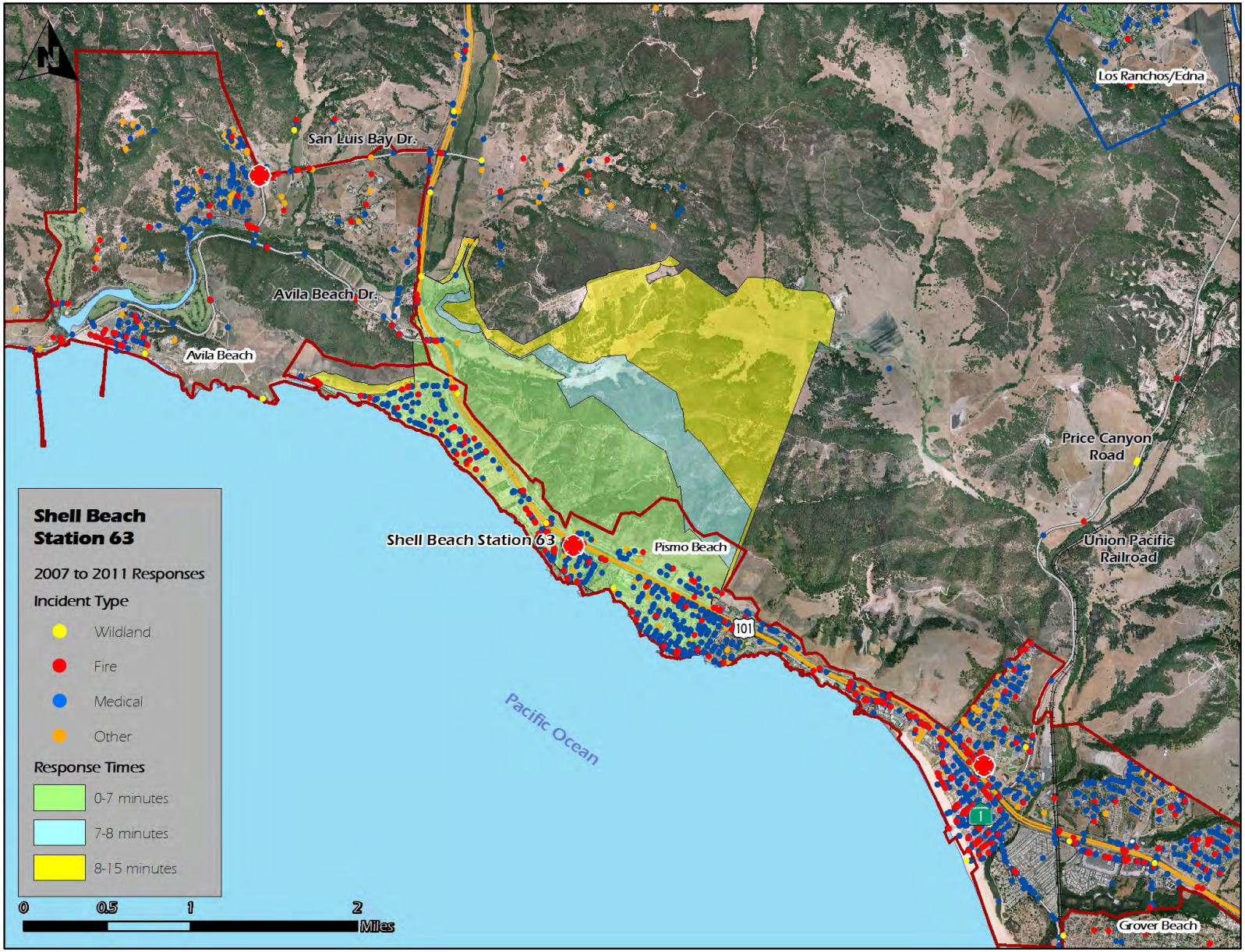
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 6,861

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	6,070	88.5%	100%
7–8 minutes	791	11.5%	
8–15+ minutes	0	0.0%	

Station 63
SHELL BEACH



INCIDENTS WITHIN RESPONSE TIME ZONES

1,268 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	1,260	99.4%	99.7%
7–8 minutes	4	0.3%	
8–15+ minutes	4	0.3%	

Station 64:
PISMO BEACH FIRE STATION

940 Bello St.
Pismo Beach, CA

STATION 64 is a city-owned facility built in the 1950s and 2004.

The area served by Pismo Beach Fire Station 64 is urban with unique hazards and circumstances. Pismo Beach has a widely fluctuating population; there are many developed neighborhoods that show minimal census population because they are vacation homes. Pismo Beach has small census population (approximately 6,800) and a very large mobile population of vacation/second home, hotel guests and day use beachgoers. Daily population in Pismo Beach during an average beach day can exceed 25,000 people; during special events such as car shows or 4th of July, population can exceed 50,000. Staff at this station also manage the seasonal ocean lifeguard and Junior Lifeguard programs of Pismo Beach. Ocean lifeguards respond to hundreds of ocean water safety incidents yearly.

The Station 64 facilities need improvement. The on-duty crew quarters are at a considerable distance from the apparatus building, necessitating a longer response reflex time. Plans are in place to construct a new fire station on Ventana Drive in south Pismo Beach and relocate this staffing to that station, which still serve the downtown area and the expanding southern area of the city. The current apparatus building would be retained for reserve apparatus, city Emergency Operations Center/training and meeting room.

City-funded daily staffing includes one fire captain, one fire apparatus engineer and one reserve firefighter with a reserve firefighter company for support. The battalion chief position is funded by San Luis Obispo County.

Station 64 is in close proximity to other CAL FIRE-managed fire stations (Stations 63, 62, and 21) and other agencies for full first alarm support. Automatic aid agreements exist with the Five Cities Fire Authority.

Hazards include Pismo Pier, a large, dense elderly population within mobile home parks, railroad, the PXP oil producing facility, and a large tourist-oriented mobile population.

EQUIPMENT: STATION 64

UNIT ID	APPARATUS TYPE	OWNERSHIP
Engine 64	Structure engine	Pismo Beach
Engine 264	Structure engine	Pismo Beach
Rescue 64	Rescue Unit 4X4	Pismo Beach
Patrol 64	Lifeguard support vehicle	Pismo Beach

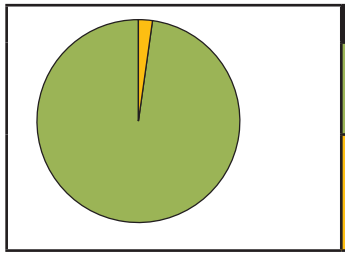
CLOSEST ADDITIONAL RESOURCES: STATION 64

STATION NAME	DISTANCE	APPARATUS TYPE	OWNERSHIP
Sta 63-Shell Beach	6 mins	structure engine	Pismo Beach
Sta 63-Shell Beach	6 mins	wildland engine	CAL FIRE
Arroyo Grande	10 mins	structure engine	Five Cities FA
Arroyo Grande	10 mins	ladder truck	Five Cities FA
Sta 62-Avila	12 mins	structure engine	County
Grover Beach	12 mins	structure engine	Five Cities FA

DAILY STAFFING: STATION 64

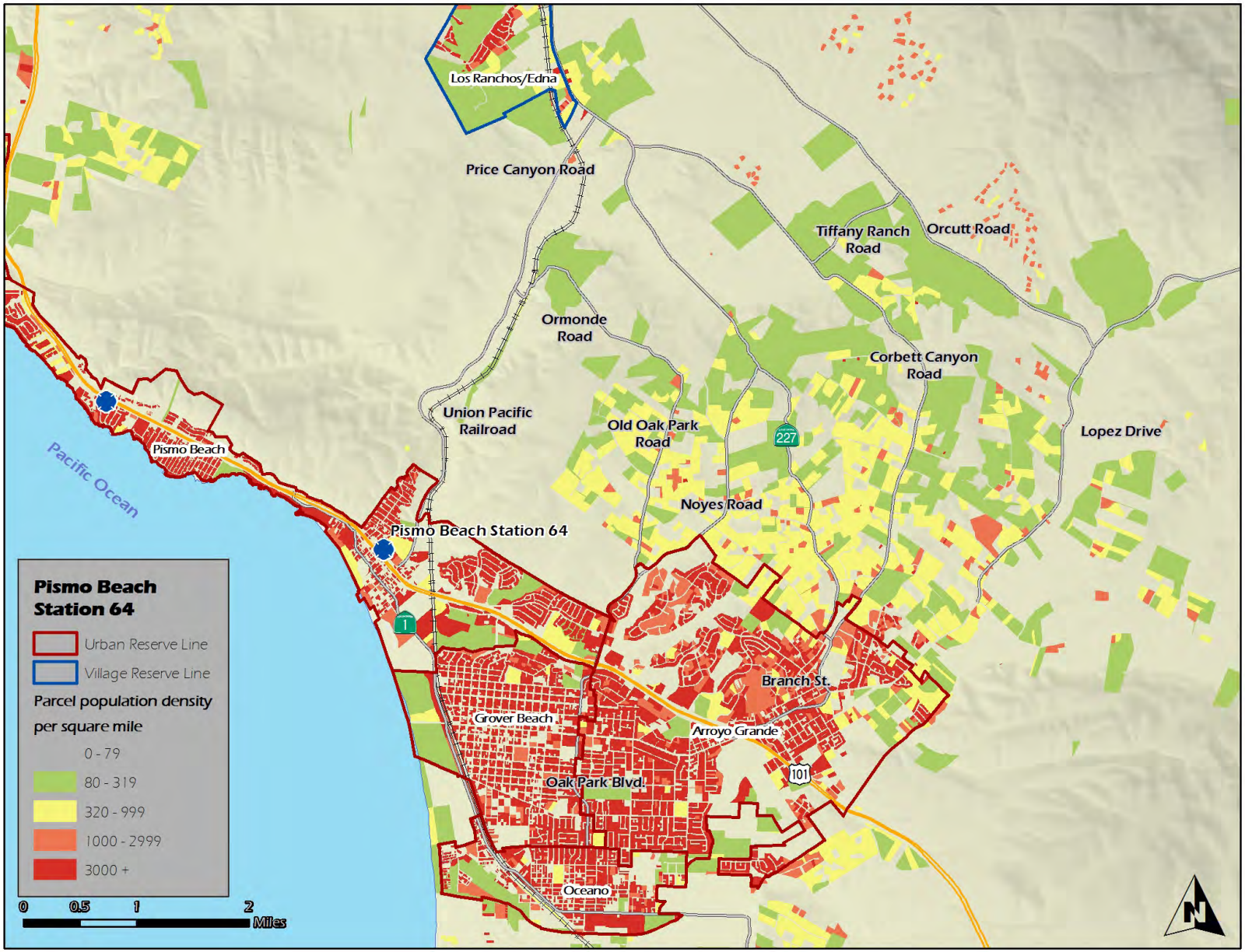
SEASON	POSITION	CAL FIRE FUNDED	OTHER FUNDING	
			COUNTY	PISMO BEACH
Fire Season	Company Officer			2
	Firefighter			1 Reserve FF
	Battalion Chief		1	
Non-Fire Season	Company Officer			2
	Firefighter			1 Reserve FF
	Battalion Chief		1	
PCF/Reserve FF	PCF			25

FUNDING: STATION 64



TOTAL STATION BUDGET = $1,352,403		
Pismo Beach	$1,321,442	97.7%
County of San Luis Obispo	$30,961	2.3%

Station 64
PISMO BEACH



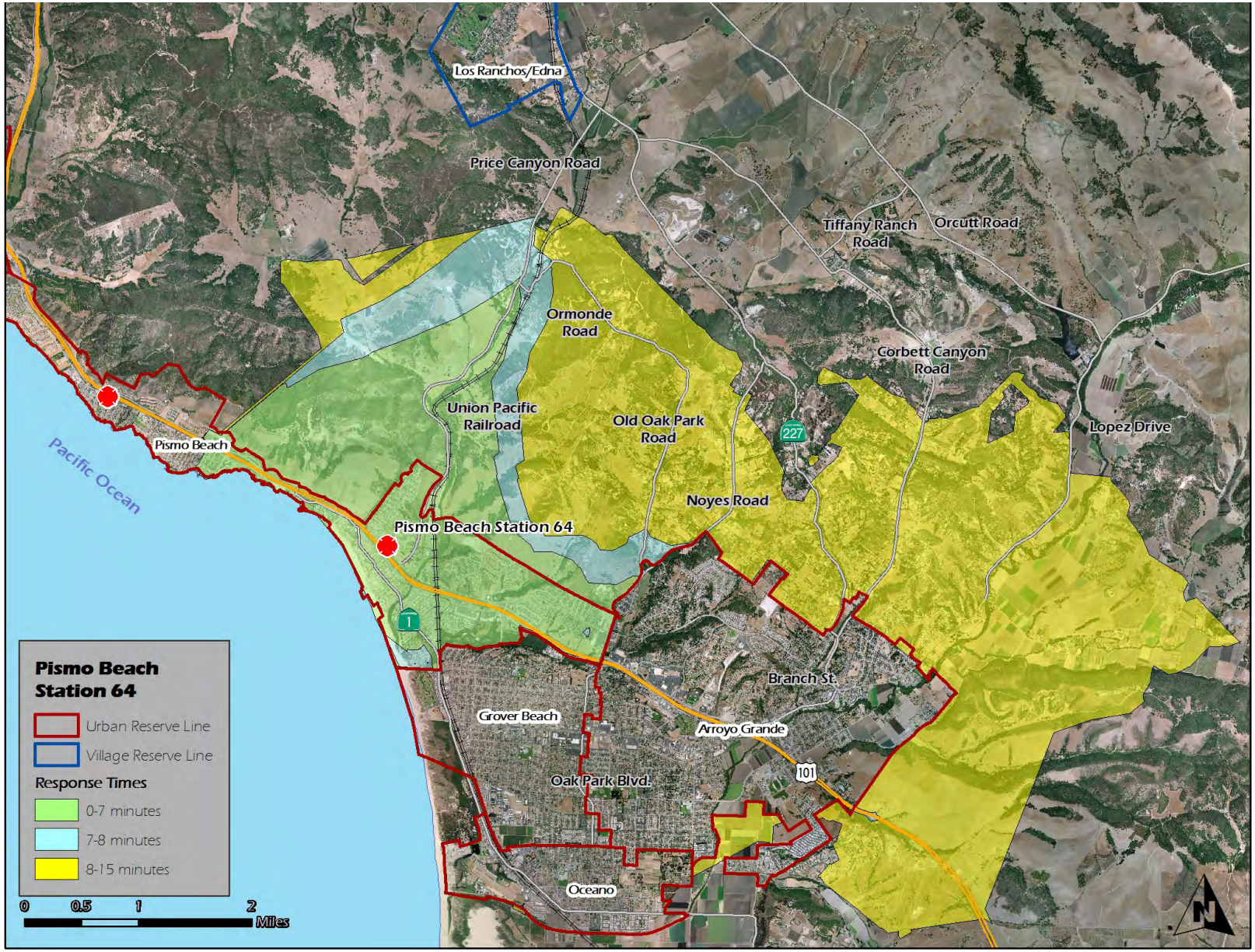
PARCEL COUNT AND RESPONSE AREA

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	PARCEL COUNT	PERCENTAGE	ASSESSED VALUATION	PERCENTAGE
0–7 minutes	3,011	48.9%	$1,397,014,000	59.8%
7–8 minutes	107	1.7%	$51,987,600	2.2%
8–15+ minutes	3,044	49.4%	$889,091,000	38.0%

6,162 TOTAL PARCELS • $2,338,092,600 TOTAL ASSESSED VALUATION

Station 64
PISMO BEACH



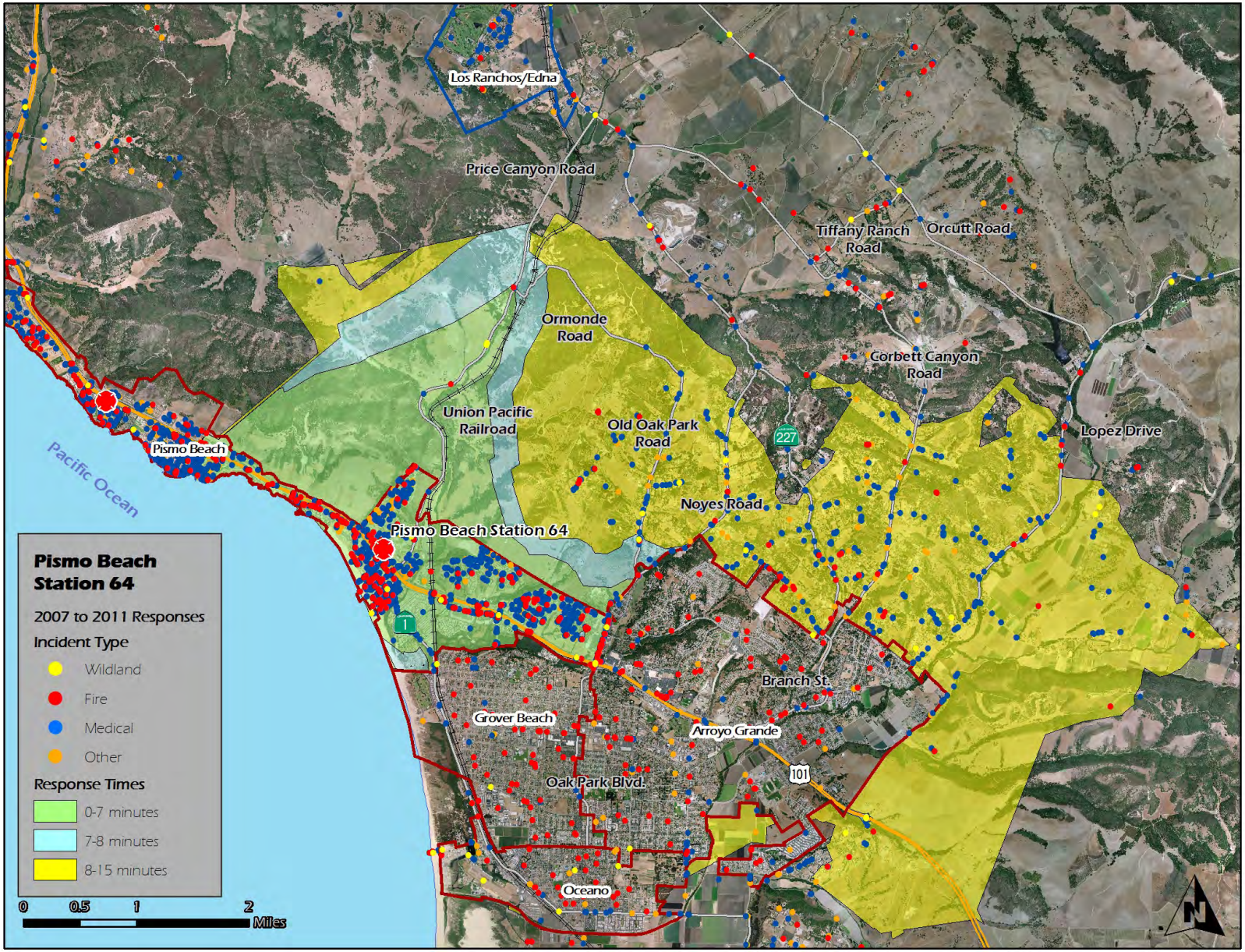
POPULATION SERVED WITHIN RESPONSE TIME ZONES

BASED ON TOTAL CALCULATED POPULATION OF 14,410

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	CITIZENS SERVED	PERCENTAGE OF POPULATION	8 MINUTE EFFECTIVE ZONE
0–7 minutes	6,581	45.7%	64.1%
7–8 minutes	2,647	18.4%	
8–15+ minutes	5,182	36.0%	

Station 64
PISMO BEACH



INCIDENTS WITHIN RESPONSE TIME ZONES

4,671 TOTAL INCIDENTS

The data shown does not include areas protected by other fire agencies (Cities, CSD or fire districts).

RESPONSE TIME	TOTAL # OF INCIDENTS	PERCENTAGE OF INCIDENTS	8 MINUTE EFFECTIVE ZONE
0–7 minutes	3,868	82.8%	85.8%
7–8 minutes	142	3.0%	
8–15+ minutes	661	14.2%	

8.3 Performance and Compliance

Overview

Fire/rescue system design takes into account community demographics, hazards and risks to determine the ideal location and distribution of fire stations, staffing and apparatus. The system design places the resources in the best location to serve the public when a call for help is received. System performance and compliance measures how well the design and resources are functioning.

In a perfect world, the system will perform as designed and expected response times and outcomes are achieved. Service levels set the time-frame benchmarks within which emergencies should be handled (e.g. first unit has a seven-minute response 90% of the time for urban service level calls). If that goal is being met, the system is compliant. However, managers should examine the outliers closely to determine why they are not being served in time. These outliers can be indicators of system problems that may be short- or long-term problems. Depending on the cause, solutions may range from small easily corrected issues to requiring additional fire stations and personnel. Determining these causes will provide earlier warning for system changes.

Systems should be established to capture and analyze emergency incident data from time of initial 9-1-1 call, the dispatch system, turnout and response time to understand the complete dynamic. Different problem areas result in different impacts. Each component should be analyzed separately and combined. A dispatch system problem multiplies itself across thousands of incidents a year and affects every fire station. A thirty-second improvement in dispatch results in a thirty-second improvement for every response; whereas, a local traffic issue may only affect one fire station.

Community Service Level Designation and Demand Zones

Standards for performance can be framed using community demographics and resultant service levels. However, CAL FIRE stations cover very large geographic areas that do not share homogenous demographics. Fire stations can be used as the center for analysis of system performance, but may not be ideally located in the center of the demographic region they serve. Some of these stations were established more than fifty years ago and the communities they serve have changed dramatically. South Atascadero and Nipomo, for example, have expanded significantly over the last fifty years, yet the fire stations have not been moved since they were built in the 1950s.

Computer aided dispatch (CAD) system response areas subdivide the county into small geographic zones that are used to predetermine which resources to dispatch to a call in that area. These same response area boundaries can be matched with demographic standards and used to designate urban, suburban, rural, remote and undeveloped for service level demand zone analysis. Using readily available CAD data, routine analysis of these demand zones can be achieved separately or in the aggregate.

Incident Activity

Historical incident activity is an important factor in determining the appropriate service level for an area and measurement of system performance and compliance. The patterns of number, location and nature of actual emergencies may be used to evaluate the appropriateness of current fire station location and service level. Ideally, fire stations are located where the responding units can reach the scene of the vast majority of emergencies within the desired response time. Analysis of actual incidents can determine performance compliance. A GIS analysis of actual performance using CAD data compared to demand zones is relatively simple (e.g. to determine if the seven-minute response time to 90% of emergencies in an urban area is met). Performance is within design when incidents are plotted by location and response time and the calls are reached within service level response time design parameters. Staff should routinely investigate outliers that exceed the response time design to determine the cause of the delay on that event. Outliers may be caused by an inadvertent computer entry or could signal a system problem. A system problem may be indicated when responses times are too slow where one would expect easy compliance.

System Performance and Compliance

Measuring system performance through computer aided dispatch data and GIS mapping analysis allows staff to determine specific incident response issues and understand trends. Specific incident response outliers help determine situations for a certain emergency response. Monitoring trends over a longer period of time helps managers project when system changes may be required. Note: There is a known dispatch system challenge caused by the fact that clocks at the various dispatch centers are unsynchronized, so when data is transferred electronically from CAD to CAD, time errors may be introduced.

Staff should monitor performance and compliance against service level standards regularly in order to gauge system effectiveness. System corrections or adjustments to expectations are necessary if outliers become too frequent. Routine periodic performance monitoring may identify a short-term problem such as a traffic issue or other response system obstacle. Long-term performance can be used as an indicator of reaching system capacity or other issues. Trends are good indicators for predicting when a fire station will reach capacity and additional resources are required. Usual indications of fire stations reaching capacity include too many calls outside of the response time zones or calls that are within the design response time but take too long to reach. Circumstances that cause system failures may include development outside the response time zone, road network issues or infill development that causes simultaneous incidents to occur.

Most CAL FIRE stations have a mixture of urban, suburban and rural demographic areas to cover. Measurements should be appropriate for the service level for each demographic. Periodic analysis should be performed that examines response compliance for each fire station in the urban, suburban, rural and remote zones they protect. Response times by zone and emergency type are analyzed separately and in the aggregate.

The table below provides an example of response time compliance analysis for fire/rescue units serving urban, suburban and rural areas. It is important to separate responses to different service levels to accurately reflect system performance. If all calls were compiled into a single analysis it would represent misleading trends. Satisfactory performance in one service level zone may mask poor performance in another service level zone. Staff can analyze by emergency types, locations, time of day, day of week and month of year to determine compliance or specifics about incidents or trends.

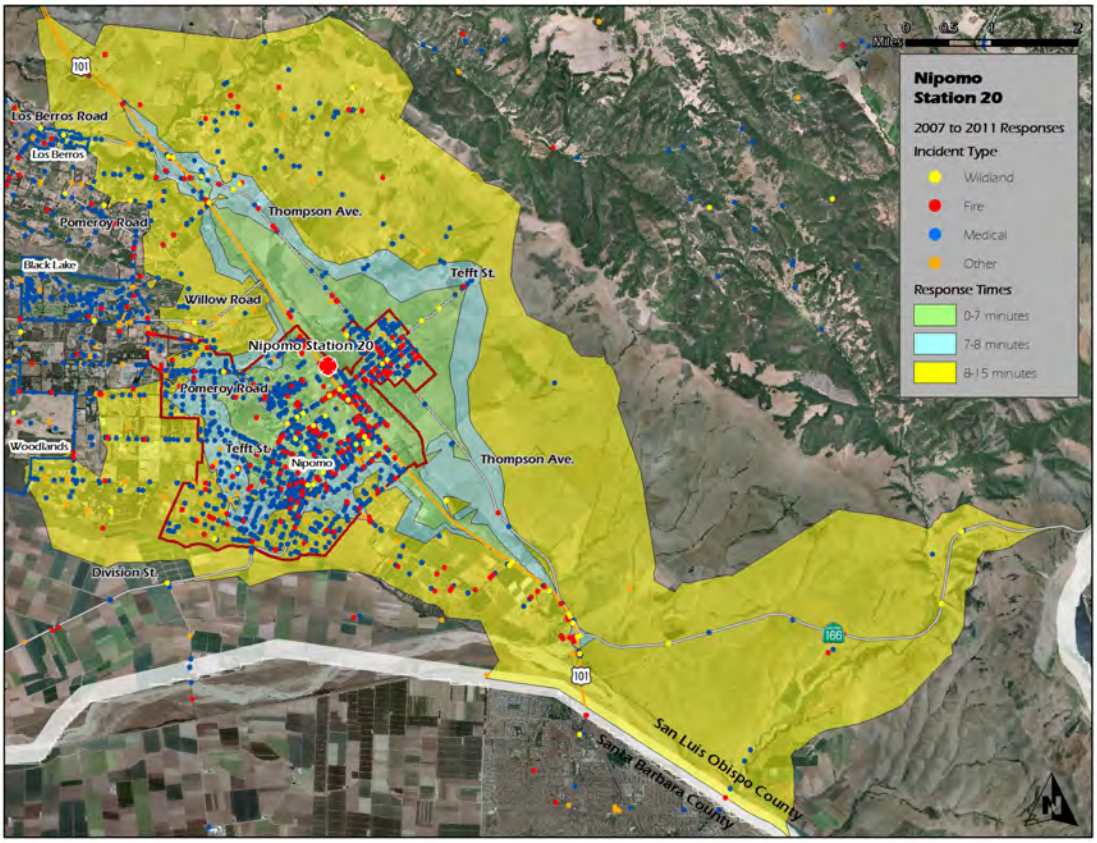
Risk Type	Total Number of incidents	Urban area 90 % < 7 minutes	Suburban area 90 % < 8 minutes	Rural area 85 % < 15 minutes	Remote area 80 % < 20 minutes	Undeveloped area 75 % < 30 minutes
Structure fire						
– Per time zone						
– % compliance						
Medical Aid						
– Per time zone						
– % compliance						
Wildland fire						
– Per time zone						
– % compliance						
Other Types						
– Per time zone						
– % compliance						

First Unit at Scene: Response Times

Multi-Year Average and Trends

In the example below, Fire Station 20's responses to emergencies is compared to the performance standards for the area they protect. Since the station has urban, suburban and rural protection areas with different compliance standards; analysis by emergency type and service level must be done.

Example: Fire Station 20



Map shows incident locations plotted in comparison to Urban/Village Reserve Lines and 7, 8, and 15 minute response time polygons

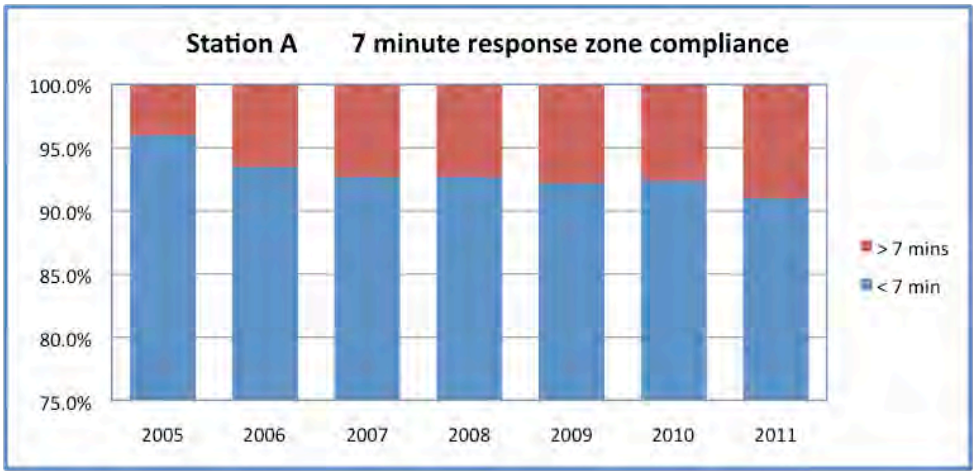
The map above reflects the locations of emergencies that have occurred over time. The colored dots represent locations of emergencies; the 7, 8, and 15 minute response time zones for the fire station are shown; and the urban and village reserve lines are displayed. In this image a significant number of emergencies occur inside the urban reserve line (seven minute response service level) but outside the seven minute response zone for this station. The station cannot serve this area within the seven minutes requirement due to location.

Long- and short-term trend analysis may produce different results and indicate the need for extended analysis. The following hypothetical example reflects a long-term and short-term analysis for a fire station that shows two different trends: Long-term trends suggest that the station is currently in compliance with 90% response time standards but that in two years the fire station may fall below its compliance standard. More detailed short-term analysis, however, shows that the failure is already occurring during several months of the year.

The sample multi-year response time analysis below reflects compliance with seven minute response time for 90% of emergencies over a seven-year period. The trend is reflecting a downward percentage of compliance of about one percent per year. Staff can project that at this rate, unless a change occurs, the station may fall below compliance in two years. Policy makers can use this information to project a system modification to correct the deficiency before the performance falls below acceptable standards.

Long Term Analysis

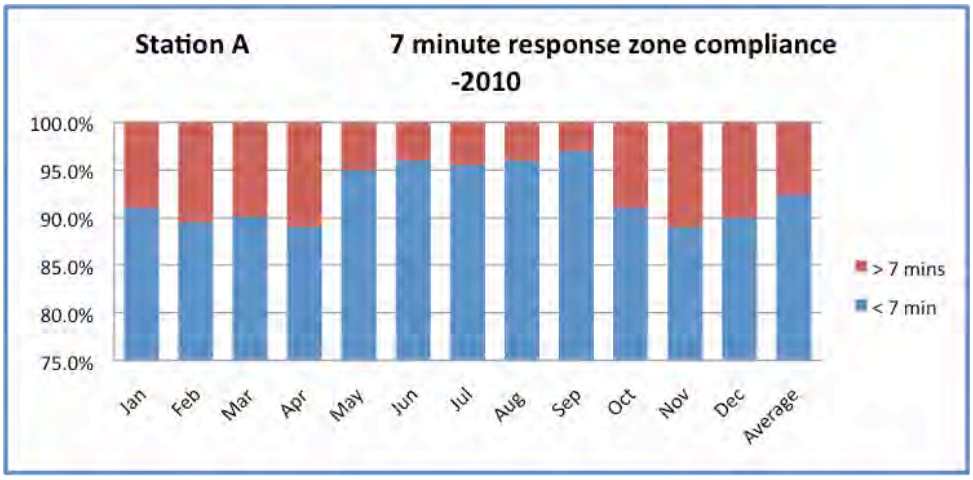
Shows downward annualized response time compliance trend, 1% per year decrease in compliance would indicate consistent non-compliance in two years if the trend continues.



Further analysis of the cause for the performance decrease shown above is necessary. Perhaps a demographic change in the community, such as additional development, has generated more incidents in this zone, or a road network system change is slowing response, or other factors.

Short–Term Analysis

The chart below reflects a single year analysis of Station A. The response times reflect compliance on the average annually, but shortfalls during certain months. During the fire season when there is an additional CAL FIRE wildland engine staffed at the station, staff is able to meet the seven-minute/90% response time goal. However, during the non-fire season when there is no second engine, they do not meet the standard. Further detailed analysis may reveal that there are simultaneous calls occurring. During the fire season, the two engines can respond to different simultaneous calls, but in the winter, a fire engine from a more distant station must cover the second call. Additional analysis can view call patterns for time of day and day of week. It may be determined that the simultaneous calls occur during a certain time of the day, such as morning commute hours. Placing additional resources on duty during that narrow time window will resolve the problem in the short term.



Shows month by month response time compliance, compliance during summer months may be due to second engine staffed during wildland fire season that can handle a simultaneous call.

If additional analysis shows that response time failures are occurring outside the seven-minute zone as well; the station may have reached response capacity and additional resources are necessary to meet system performance expectations.

Findings and Recommendations: 8.4 Performance and Compliance

Findings

1. Outliers can be indicators of short- or long-term system problems. Depending on the cause, solutions may range from small, easily corrected issues to requiring additional fire stations and personnel. Determining these causes will provide earlier warning for system changes. Different problem areas result in different impacts.
2. CAD response area boundaries can be used to designate urban, suburban, rural, remote and undeveloped for service level demand zone analysis.
3. Routine periodic performance monitoring may identify a short-term problem such as a traffic issue or other response system obstacle. Long-term performance can be used as an indicator of reaching system capacity or other issues.
4. There is a dispatch system challenge due to unsynchronized clocks at the various dispatch centers. When data is transferred electronically, from CAD to CAD, time errors may be introduced.

Recommendations

1. Undertake periodic performance analysis on incident specific and annualized trends. This analysis should be reported to staff and used as performance measures in annual reporting.
2. Systems should be established to capture and analyze emergency incident data from time of initial 9-1-1 call, the dispatch system, turnout and response time to understand the complete dynamic.

APPENDIX

Appendix

Appendix A – Recommendations

Short Term Recommendations

A. Establish policy for community standards, service level standards, and response time standards. (Sections 7.0, 7.1, 7.2)

B. Resolve the Emergency Command Center (ECC) facility and backup facility issue. This issue is essential because the ECC is mission-critical for the delivery of daily public safety services and should meet current Essential Services Act construction standards. A designated backup center with full countywide dispatch capability should be identified and established as soon as possible. (Section 4.5, 6.0)

C. Create a consolidated regional fire/emergency medical system (EMS) dispatch system. This is an important goal. Fire chiefs, law enforcement chiefs and ambulance providers should empanel a committee to explore the cost benefit and feasibility of establishing a regional consolidated fire/EMS dispatch center. (Section 3.5, 4.5)

D. CAL FIRE/ San Luis Obispo County Fire should work closely with EMSA to evaluate the ambulance deployment plan. (Section 4.1)

E. Members of the Heritage Ranch and Avila Beach communities desire a higher level of paramedic service than they are currently receiving and may be willing to fund the cost. A mechanism to fund the service should be established. (Section 3.5, 4.1)

F. Restore the Coastal Division chief position for better field battalion chief supervision, duty chief depth and emergency and disaster planning. Consider use of Nuclear Power Planning (NPP) and excess EMPG funds. (Section 3.0, 3.1, 3.5, 3.7, 4.0, 4.4)

G. Study potential impacts or system changes necessary to prevent a disaster similar to that which occurred at Japan's Fukishima Nuclear Power Plant. (Section 4.4)

H. CAL FIRE/San Luis Obispo County Fire should play an active role in the analysis of the Countywide Hazardous Materials Response Team and reevaluate their commitments to the team. (Section 4.2)

I. Clarify agreements between the County and Cal Poly, US Forest Service, US Bureau of Land Management, Oceano Dunes and the California National Guard (Camp San Luis Obispo). (Section 2, 4.3)

J. Staffing plans for fire stations should be evaluated for compliance with community demographics, service levels, response times and performance standards. Creston (FS 43) and Shandon (FS 31) should be evaluated for change. (Section 7.0, 7.1,7.2,8.2)

K. Due to lack of paid call firefighters, some areas do not have adequate personnel response strength to perform a timely OSHA-compliant interior attack on a structure fire (2-in/2-out), including Cambria FS 10and Shandon FS 31. Resolve these situations. (Section 7.3, 8.2)

L. Establish a recruitment and retention plan for paid call firefighters and explore the creation of countywide reserve firefighter program. (Section 5.0)

M. The fire department drill grounds at Camp San Luis Obispo should be developed as a regional training facility for CAL FIRE/ San Luis Obispo County Fire and other public safety agencies and for learning partnerships with Cal Poly and Cuesta and Alan Hancock Community Colleges. (Section 4.7)

N. Greater use of online delivery of fire/rescue classroom training should be explored. (Section 4.7)

O. Plans to reorganize administrative support services at CAL FIRE should be implemented, balanced with review of field battalion chief workload. (Section 3.1, 3.6, 4.0)

P. Explore expanding or creating sources of sustainable funding, including grants, fees for service, exchange of services and the establishment of county services areas, benefit assessment districts and Mello-Roos districts. (Section 3.5,4.1)

Q. Develop performance and compliance monitoring processes and tools. (Section 8.4)

Short-term recommendations in addition to those cited in the Executive Summery include the following:

A. Governing bodies should be encouraged to continue the Automatic Aid approach to service delivery in order to enhance services and reduce costs. (Section 2)

B. Reevaluate the current configuration of battalion boundaries and programs to distribute the workload, including the impact of the loss of the support services battalion chief position. (Section 3.1, 3.6, 4.0)

C. Routing protocols (direct to CAL FIRE or through another agency) should be developed to guide current and any future contracts. (Section 3.2, 3.3)

D. County should review its current dispatch contract template to ensure that it correctly reflects today's services and costs. (Section 3.3)

E. Develop an IT support plan with the consolidation partners that addresses all computer systems. (Section 3.6)

F. Develop effective inventory control and fleet management systems. (Section 3.6)

G. Ensure administration costs are fairly distributed; explore development of a county administrative fee for county contracts and grants. (Section 3.6)

H. Maximize the capture of reimbursement revenues. (Section 3.6, 3.7)

I. Develop a records management and retention program for both county and state records. (Section 3.6)

J. Inspection tracking: Develop a GIS-based tracking and notification system of properties requiring fire safety inspections to more efficiently assign inspections. (Section 3.7)

K. CAL FIRE should develop a training needs assessment/planning tool to ensure current and future USAR training needs are met. The tool should establish the daily minimum number of qualified personnel (from combination of full-time, PCF, reserve and other agency personnel) and equipment resources are available for USAR. (Section 4.3)

L. CAL FIRE should review whether fire station personnel at stations with rescue boats should receive both Surf Rescue-Operational and River and Flood Rescue certification. (Section 4.3)

M. Consider assigning a lightweight four-wheel drive patrol vehicle to Mesa fire station (FS 22) to meet jurisdictional responsibilities to the area in and around the Oceano Off-Highway Vehicle Recreational Area. (Section 4.3)

N. Loss of funding for the Calstar-funded dispatcher FTE should be analyzed to determine if loss of an FTE is equally offset by the workload reduction. If not, a source of replacement funding must be explored which could include exchange of dispatch services for boundary drop response. (Section 4.5)

O. CAL FIRE management and training staff should work closely with San Luis Obispo County Fire Training Officers Association to implement training goals established by the Fire Chiefs Association of San Luis Obispo County 2010 Strategic Plan. (Section 4.7)

P. Obtain designation of the South Bay Training Center as a regional training site to improve outside student attendance and fee generation through tuition. (Section 4.7)

Q. In accordance with CAL FIRE Standard Operating Guidelines, establish timelines to ensure all new and current employees are trained to mandated levels and a mentorship program is initiated for future leaders. (Section 4.7)

R. Monthly training and physical fitness records should be collected and audited to ensure accurate accounting of employee preparedness efforts. (Section 4.7)

S. CAL FIRE, Diablo Canyon Power Plant, Office of Emergency Services and other local jurisdictions should continue planning effective responses and continue to participate in on- and off-site training drills relating to natural and human hazards concerning Diablo Canyon Power Plant. (Section 4.7)

T. Continue to provide support to VIP and student intern programs. Explore internship opportunities with Cal Poly's Fire Protection Engineering Program. (Section 5.2)

Long-Term Recommendations

A. Mergers and consolidations should be encouraged where they enhance level of service, streamline delivery and reduce system costs while retaining local control of service levels. CAL FIRE/San Luis Obispo County Fire should continue to support consolidation opportunities if the outcome is mutually beneficial. (Section 2.0, 3.3)

B. Land for future fire station sites in the Nipomo, Los Berros, Garden Farms, El Pomar, Wellsona and East Arroyo Grande areas should be acquired. (Section 6.0)

C. Current fire station replacement project planners should re-examine proposed locations based on study parameters, especially state-funded projects at Paso Robles (FS 30), Parkhill (FS 40), Cambria (FS 10), Las Tablas (FS 35), La Panza (FS 41) and San Luis Obispo (FS 12). (Section 6.0)

D. The Nipomo area is approaching a service level change benchmark. Prior to the economic downturn, the community was growing at a rapid pace and was expanding beyond the reach of existing fire stations. When the development pace returns, additional resources will be necessary. (Section 7.0, 7.1, 7.2, 8.2)

E. Work with EMSA, County Communications and ambulance providers to migrate ambulances to the same radio frequency band as fire agencies. (Section 4.1, 4.5)

F. Establish a management oversight body comprised of the County Administrative Officer, Pismo Beach City Manager and Los Osos and Avila Beach CSD managers to coordinate and balance consolidated fire/rescue resources. (Section 3.1, 3.2)

G. Reclassify Fire Inspector positions from Prevention Specialists to Deputy Fire Marshal positions. (Section 3.6)

H. CAL FIRE should complete required infrastructure improvements at the new drill grounds and obtain technical training prop equipment improvements to achieve USAR Site Certification through the State Fire Marshal. These improvements would increase outside student attendance and tuition revenue and reduce local firefighter travel costs. (Section 4.7)

I. Long-term recommendations in addition to those cited in the Executive Summery include the following:

J. If other agencies choose to join the CAL FIRE/San Luis Obispo County consolidated fire organization, consideration should be given to formation of a single model of governance (JPA, CSA, or FPD). (Section 3.2)

K. Review of staff numbers in the Fire Marshal's Office should be continual; staffing levels should adjust with project workload. (Section 3.7)

L. Determine if the public education program in areas not covered by current hazard reduction laws is adequate or whether a countywide weed abatement ordinance should be instituted. (Section 3.7)

M. CAL FIRE/San Luis Obispo County Fire partners should consider equitable cost sharing to provide additional investigator or support staff to provide 24/7 coverage and non-state mission investigations. (Section 3.7)

N. Evaluation of Urban Search & Rescue and water rescue training for first- through fourth-year employees should be completed. Determine if employee should complete awareness and operational or specialist training in the specific technical rescue disciplines (i.e. River, Flood and Surf Rescue). (Section 4.3)

O. Full expansion of MDC and AVL systems should include all emergency response units including ambulances and other fire agency resources. AVL information should be sharable between dispatch centers to display location and availability of automatic aid resources. (Section 4.5)

P. Even though ECC Dispatch call handling times are exemplary, ECC staff should continue to strive to reduce time delays for calls being transferred to them from other PSAPs. Additional methods to speed call information transfer should be identified and instituted. (Section 4.5)

Q. Add two microwave-linked countywide command channels to augment the localized command channels in order to provide ideal communications capability and eliminate unsafe failed communications in areas where terrain blocks localized command channel signals. Grants may be available to fund this project. (Section 4.5)

R. CAL FIRE should continue to pursue partnerships with Cal Poly's new Fire Protection

Engineering and Natural Resources and Environmental Science Programs. Federal Assistance to Firefighters grants for research and safety are available to Cal Poly to help fund improvements. (Section 4.7)

S. Explore options to increase training bureau staffing. (Section 4.7)

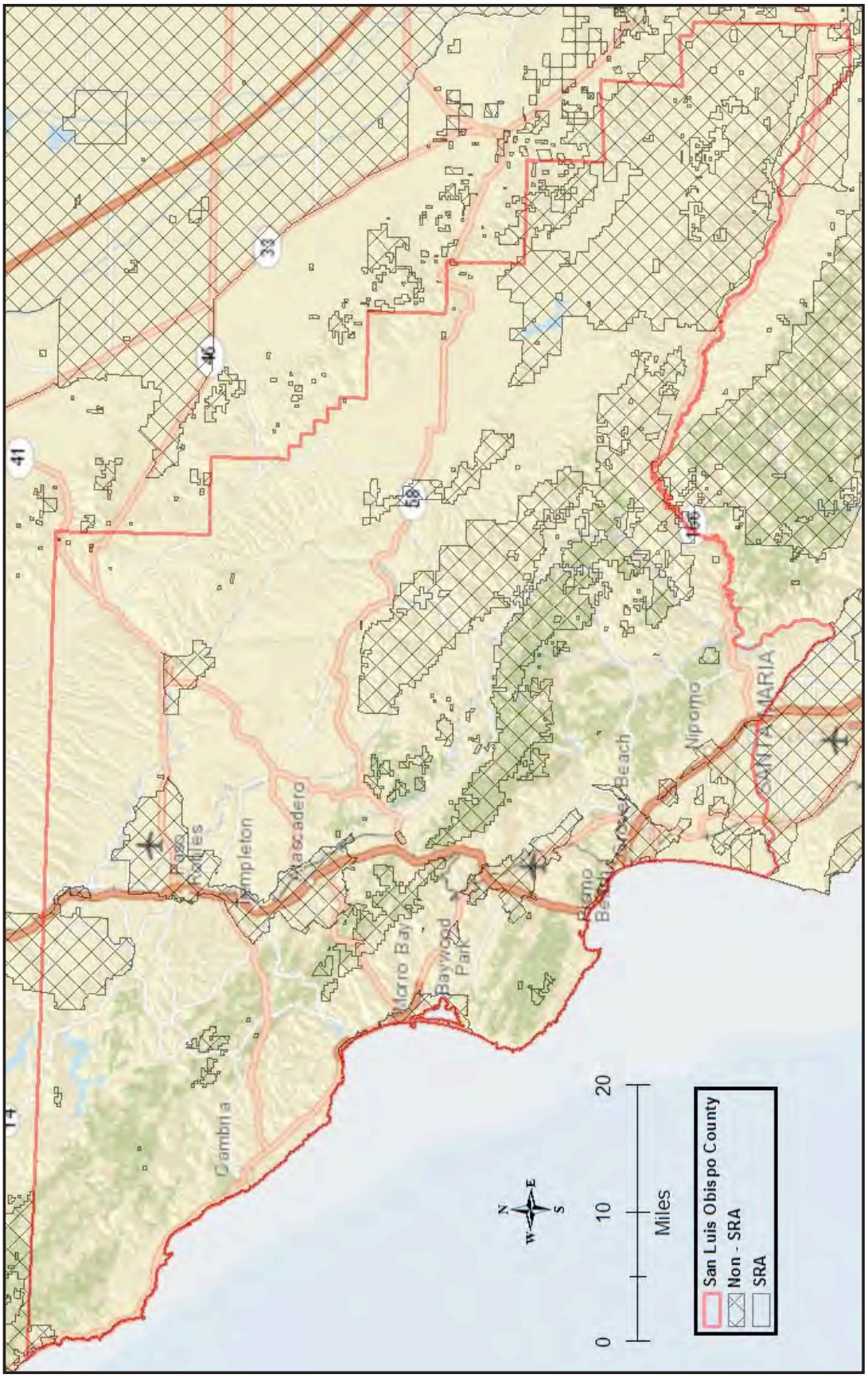
T. All CAL FIRE San Luis Obispo company officers should be required to meet certified Fire Officer Series, and all chief officers should be required to complete the certified Chief Officer Series to meet state-level training standards. (Section 4.7)

U. Cuesta Conservation Camp should be replaced and converted to a standard configured CAL FIRE camp that has inmate firefighters housed on-site. (Section 6.0)

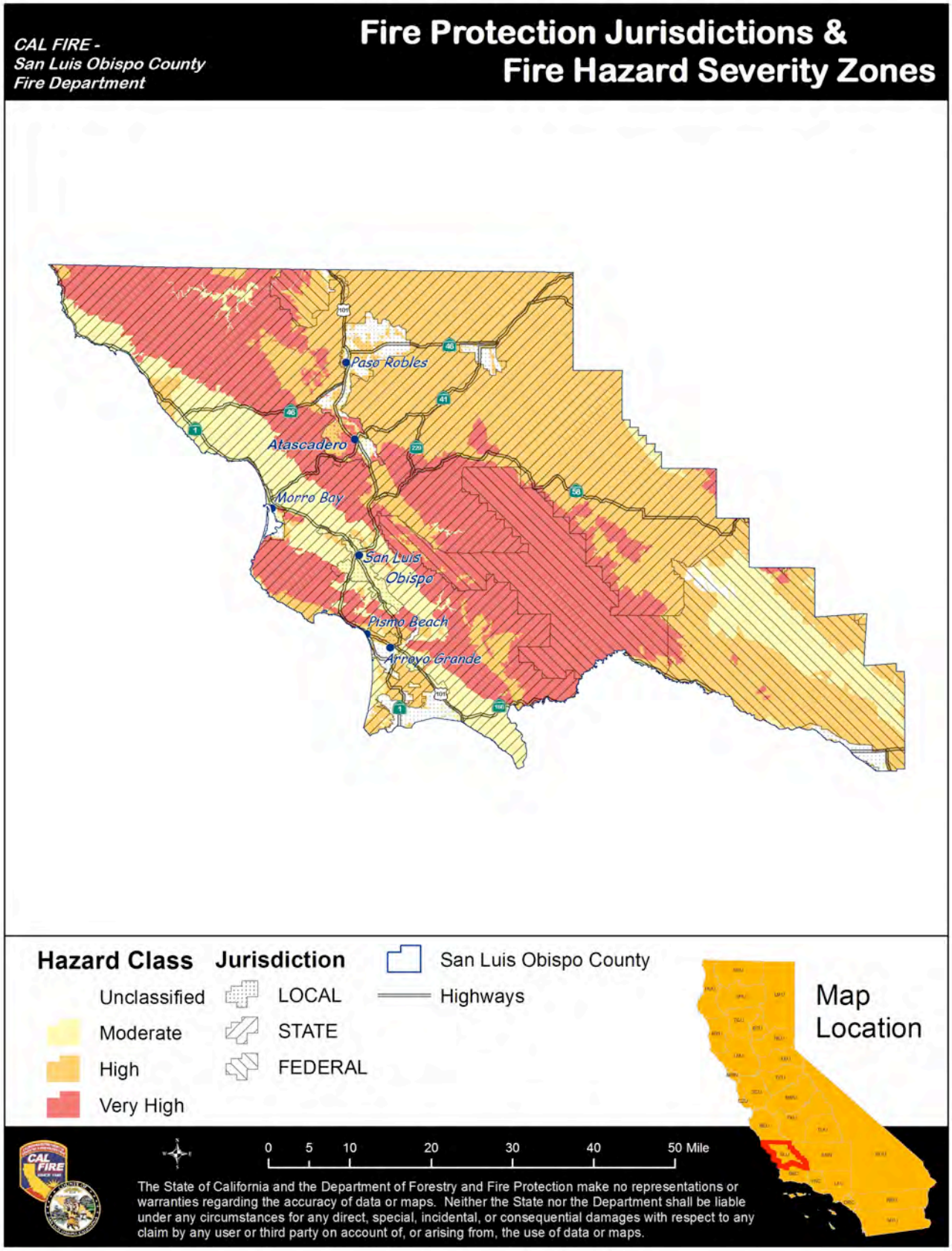
V. Pismo Beach should build the new fire station on Ventana Drive and retain the existing fire apparatus garage for use as a training center and city Emergency Operations Center (EOC). (Section 6.0)

W. A new location for Oak Shores Fire Station should be secured and a new facility constructed. (Section 6.0)

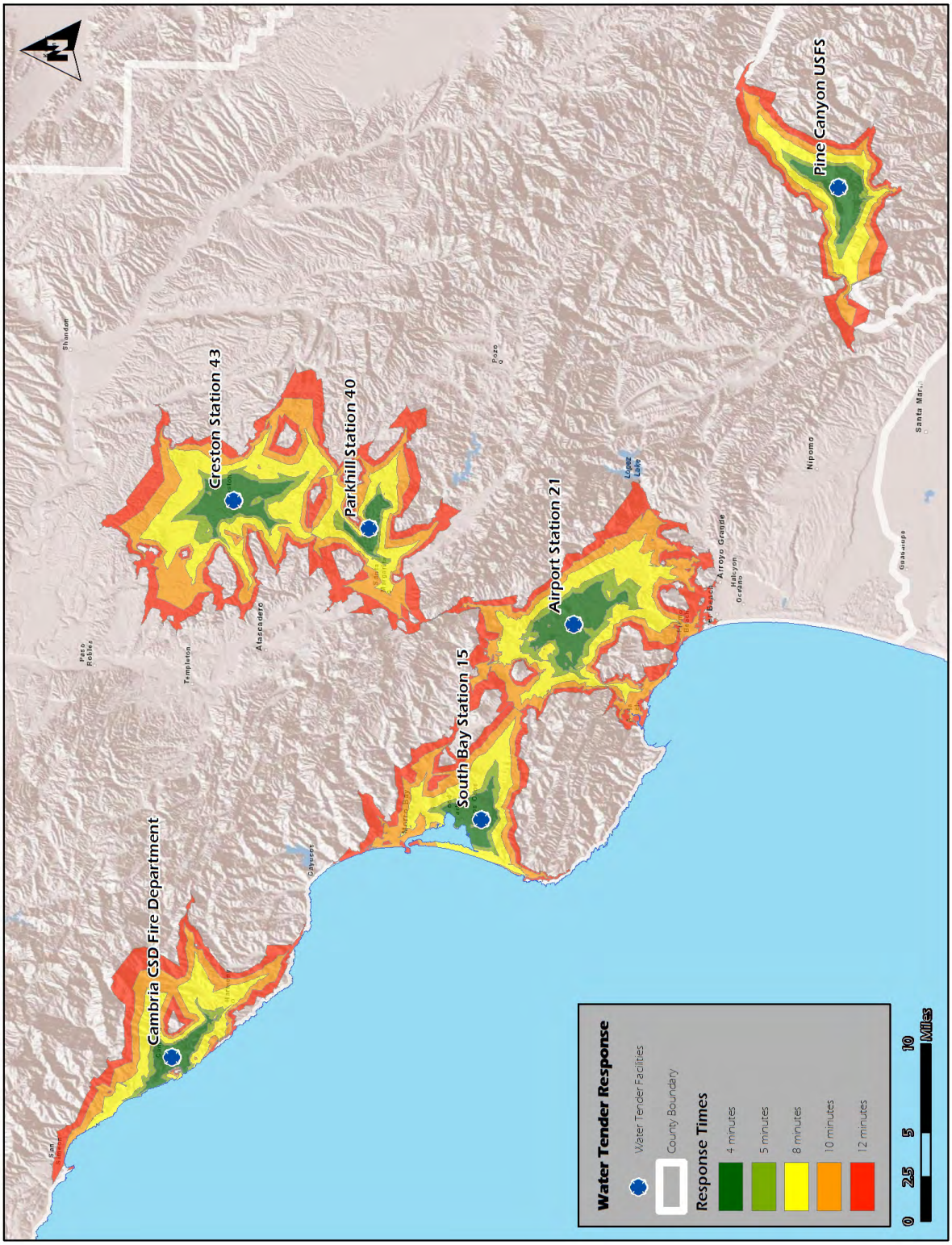
STATE RESPONSIBILITY MAP



FIRE HAZARD SEVERITY ZONE MAP

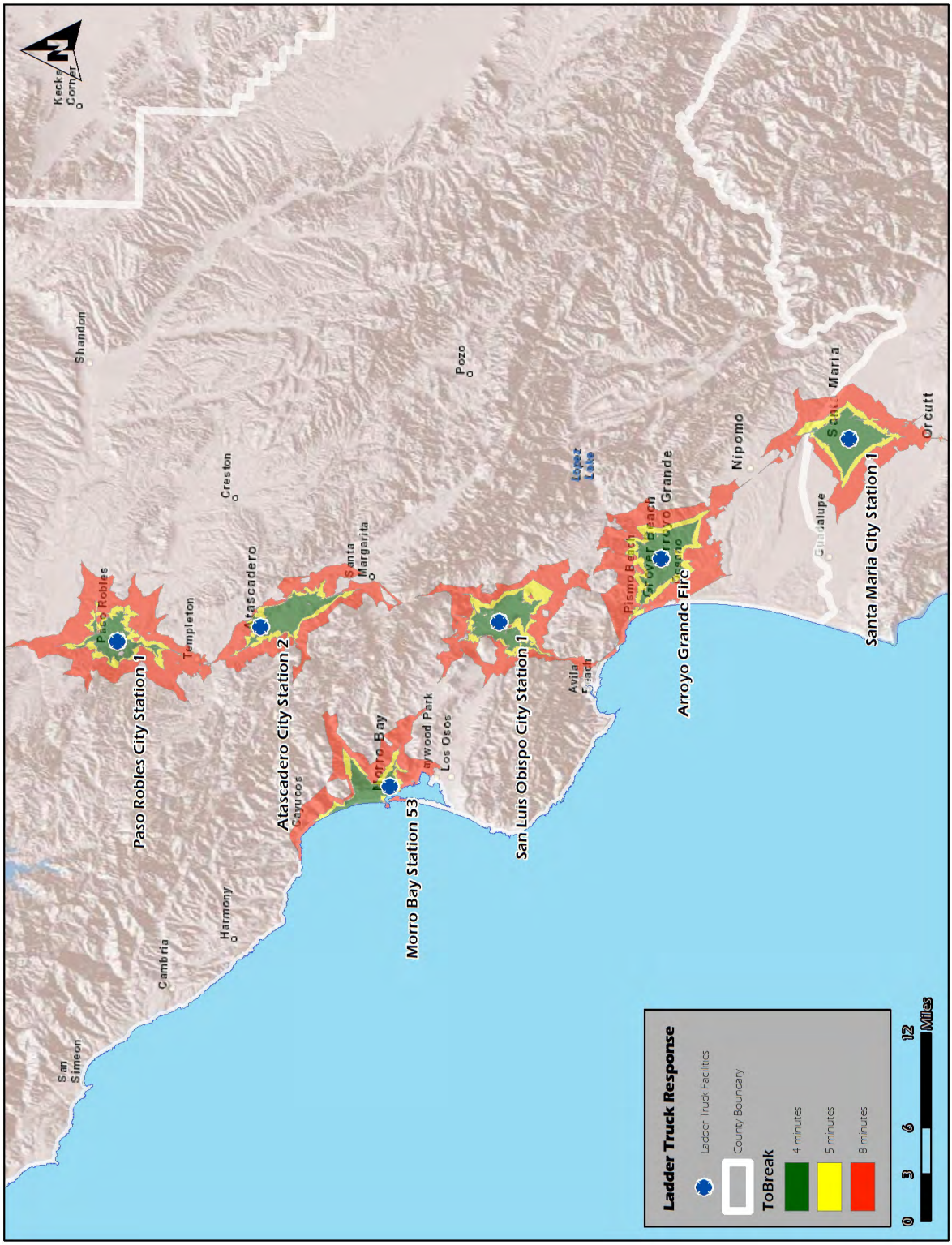


WATER TENDER RESPONSE MAP



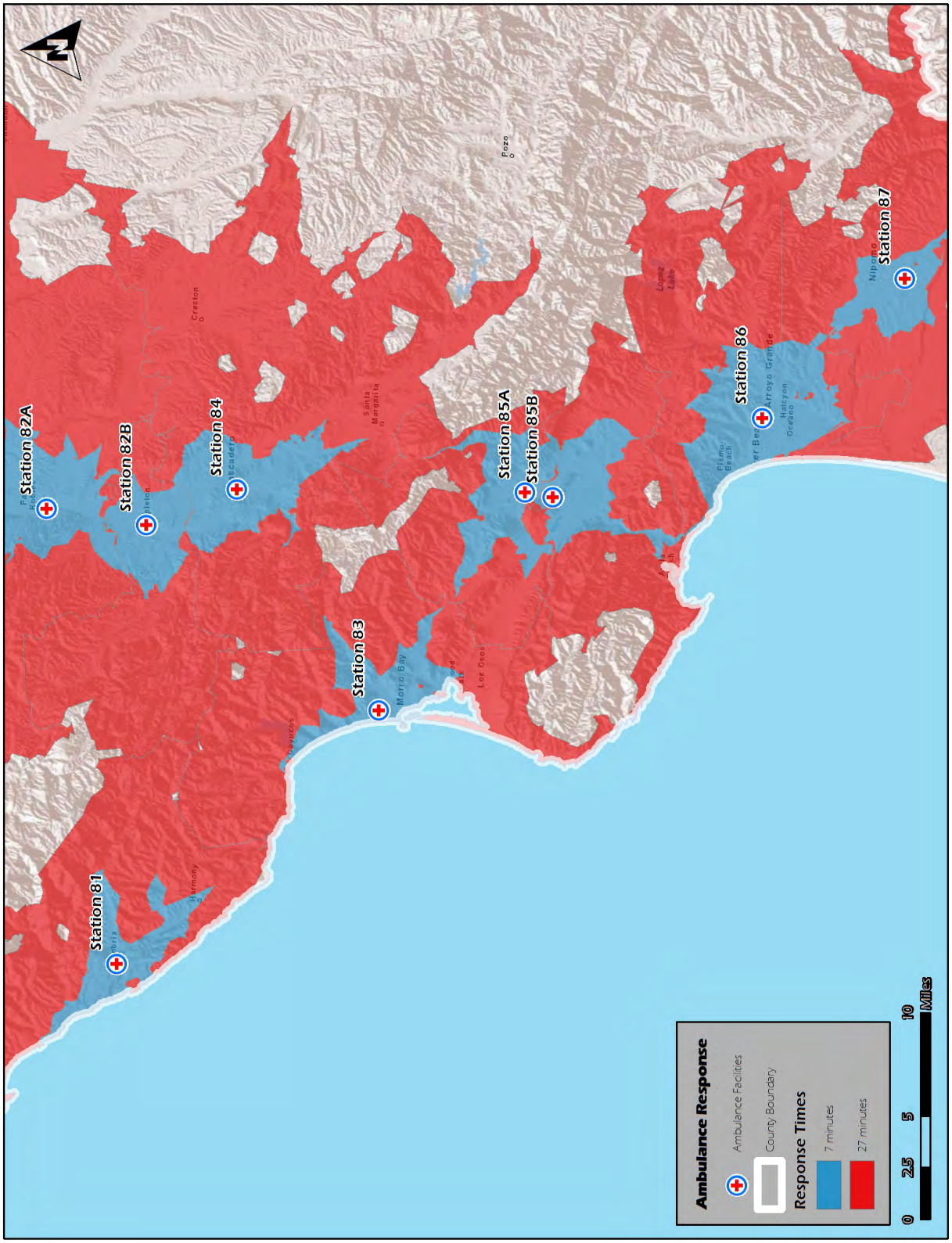
The map depicts the response coverage area for water tenders operated by all fire agencies in San Luis Obispo County. Water tenders are typically deployed in rural and remote service level areas only.

LADDER TRUCK RESPONSE MAP



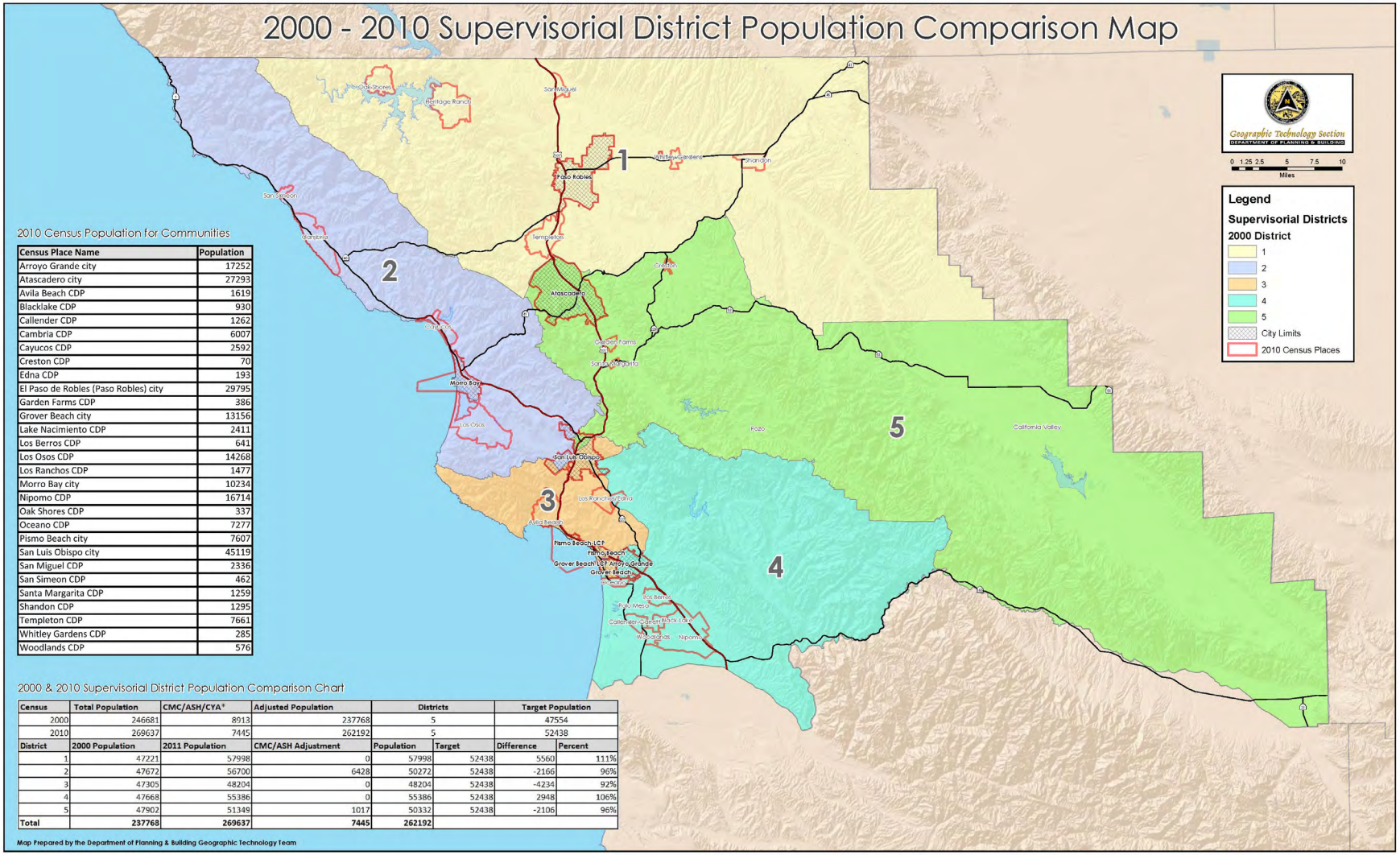
The map depicts the 11 minute response time coverage area for ladder trucks operated by all fire agencies in San Luis Obispo County. Ladder trucks are typically deployed in urban service level areas only and should arrive within the first alarm time criteria of 11 minutes.

AMBULANCE RESPONSE MAP



Map depicts coverage areas from ambulance stations in San Luis Obispo County. There are only three ambulance service zones,urban, rural and remote.

CENSUS PLACE NAMES FROM 2010 U.S. CENSUS



2010 Census Population for Communities

Census Place Name	Population
Arroyo Grande city	17252
Atascadero city	27293
Avila Beach CDP	1619
Blacklake CDP	930
Callender CDP	1262
Cambria CDP	6007
Cayucos CDP	2592
Creston CDP	70
Edna CDP	193
El Paso de Robles (Paso Robles) city	29795
Garden Farms CDP	386
Grover Beach city	13156
Lake Nacimiento CDP	2411
Los Berros CDP	641
Los Osos CDP	14268
Los Ranchos CDP	1477
Morro Bay city	10234
Nipomo CDP	16714
Oak Shores CDP	337
Oceano CDP	7277
Pismo Beach city	7607
San Luis Obispo city	45119
San Miguel CDP	2336
San Simeon CDP	462
Santa Margarita CDP	1259
Shandon CDP	1295
Templeton CDP	7661
Whitley Gardens CDP	285
Woodlands CDP	576

2000 & 2010 Supervisorial District Population Comparison Chart

Census	Total Population	CMC/ASH/CYA*	Adjusted Population	Districts		Target Population	
2000	246681	8913	237768	5		47554	
2010	269637	7445	262192	5		52438	
District	**2000 Population**	**2011 Population**	**CMC/ASH Adjustment**	**Population**	**Target**	**Difference**	**Percent**
1	47221	57998	0	57998	52438	5560	111%
2	47672	56700	6428	50272	52438	-2166	96%
3	47305	48204	0	48204	52438	-4234	92%
4	47668	55386	0	55386	52438	2948	106%
5	47902	51349	1017	50332	52438	-2106	96%
Total	**237768**	**269637**	**7445**	**262192**			

Map Prepared by the Department of Planning & Building Geographic Technology Team