Santa Rosa Fire Department

Rincon Valley Fire Protection District

California

CONTRACT FOR SERVICE FEASIBILITY STUDY

Emergency Services Consulting International

May 3, 2016

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California

EXECUTIVE SUMMARY

Emergency Services Consulting International

Executive Summary

Emergency Services Consulting International (ESCI) was engaged by the city of Santa Rosa Fire Department (SRFD) to conduct a Cooperative Services Study involving the Santa Rosa Fire Department and the Rincon Valley Fire Protection District (RVFPD). Both agencies have a long-standing and established integrated working relationship. As a result of the long-standing history and coordination between these agencies, the question was raised regarding the ability and practicality of the City of Santa Rosa Fire Department (SRFD) providing contract for service fire protection to the Rincon Valley Fire Protection District (RVFPD). As a result of this inquiry, this study was commissioned.

Santa Rosa Fire Department (SRFD)

The Santa Rosa Fire Department (SRFD) was established as a full-time fire department in January 1894. The SRFD also serves as the Roseland Fire Protection District Fire Department through contract, along with automatic aid agreements with the County of Sonoma, Rincon Valley, and Bennett Valley Fire Protection Districts. The SRFD has a staff of 146 employees serving a community population of over 174,000 residents. There are ten fire stations strategically located around the City. The SRFD responds to approximately 24,000 calls for service per year to fire, emergency medical, rescue, and hazardous material incidents. The department provides fire suppression, rescue, first response emergency medical services, operations level hazardous materials response, fire prevention, and life-safety services from all ten fire stations, covering 42 square miles within the project area.

Rincon Valley Fire Protection District (RVFPD)

Rincon Valley Fire Protection District (RVFPD) was formed in 1948. Since its inception, the District has provided increasingly higher levels of fire protection and emergency medical services to a rapidly growing population – approximately 30,000 people in a primarily rural area of 98 square miles, including the Windsor Fire Protection District (WFPD) area under a joint powers agreement. In 2014, RVFPD responded to 3,215 fire, emergency medical, rescue, and various other incidents.

RVFPD operates four fire stations. Two stations are fully staffed 24 hours a day/ 365 days a year with 25 full-time state-certified firefighters, and two stations are staffed with volunteer firefighters.

ESCI has conducted a comprehensive analysis of both agencies and has provided this five section report that provides the following report elements: A community and agency overview, service delivery and agency analysis, cooperative service strategies and recommendations, financial impacts, and an implementation plan for a contract for service delivery model.

The report provides the reader with a detailed assessment of current conditions and future options as follows:

- First, ESCI evaluates the current conditions that exist in each agency in terms of programmatic, financial, service level, and infrastructure considerations. Their existing processes are compared independently, from which a baseline is established to evaluate opportunities for future collaboration.
- Next, the report identifies partnership opportunities that are available to the agencies. Options are offered that are considered to be feasible and that offer potential to increase efficiency, eliminate duplication, enhance service delivery capabilities, and provide for future cost avoidance.
- Finally, the most feasible integration options are analyzed and presented in detail, recommending those with the greatest opportunity for success along with a detailed implementation plan.

The report begins with a *community and agency overview*. In this section, the ESCI project team facilitated citizen forums/meetings in RVFPD and the SRFD communities to obtain the general community perspective regarding local Fire/EMS and other ancillary emergency services. These meetings were intended to provide information and to acquire feedback from members of the communities, community organizations, and neighborhood associations. In order to dedicate time, energy, and resources on the functions that were noted as the most desired by the communities, both study agencies and ESCI staff sought to better understand the customers' priorities and expectations. This information has been collected to help assess public sentiment toward potential future system changes. There were approximately 40 participants total, attending both forums.

ESCI then conducted a *service delivery and agency analysis*. The ESCI team completed an analysis of each agency as it operates today autonomously, comparing the organizational and operational components in a side-by-side appraisal. In doing so, the project team considers the relativity of each agency's current practices to those of the other participants to identify duplication and opportunities for greater collaboration, up to and including full integration of agencies.

Using this comparison and service delivery analysis as a baseline, the project team identifies the options and makes recommendations in the *cooperative service strategies and recommendations* section of the report. The discussion and recommendations follow a continuum, beginning with a status-quo approach that maintains full autonomy of the existing entities, as well as identification of various administrative, functional, and operational contractual consolidation initiatives. The report continues to explore the opportunities that exist for a more formal unification of the fire departments in the form of a fully integrated

intergovernmental agreement (contract for service), fire district merger, annexation into an existing fire district, and the formation and consolidation into a new fire district that serves all six participating agencies.

Based on the recommendations, in the *financial impact* section, ESCI provides a comprehensive analysis to set the economic setting in the study area. ESCI provides an overview of the current operating conditions, followed by an analysis of population trends, employment/ unemployment rates, consumer spending (CPI-U) behaviors, and real estate transactions. Following this, ESCI provides an analysis and discussion around the financial structure of each agency to include a five-year review of revenues and expenses. ESCI presents a baseline financial forecast of revenues and expenses through FY 2020-21, utilizing trend data and key assumptions.

Then using the overview of current fiscal conditions, a number of financial and operational models are provided to review the options available to the study area for the presented IGA and integrated contract for service models. Depending on the selected approach, the options presented may result in actual cost reduction (going from two Fire Chiefs to one, for example) or cost avoidance at the very least (eliminating the need to hire a Fire Chief and Chief Officers/Senior Managers in the future), allowing those funds to be redirected toward other agency needs.

ESCI utilizes documentation provided by the study agencies to include financial reports and community level data. Additional data for supporting information sources are included from the US Census Bureau, US Bureau of Labor Statistics, local real estate research data, Sonoma County Tax Assessor's Office, and the California Employment Department. Key assumptions used in the forecasting were facilitated, developed, and customized by ESCI, based on interviews with each agency.

Lastly, ESCI provides a comprehensive *implementation plan* section, which provides a task-by-task road map to an integrated contract for service model. Merging the delivery of Fire/EMS service in any format and scenario is not a simple task. A great deal of work is required to ensure the seamless transition of service from two organizations serving the study area into one. The primary focus of this effort must be to effectively manage the transition so there is no interruption of service to the community.

This Implementation Plan describes the actions that are necessary to accomplish a transfer of operational responsibility, should a contract for service between the SRFD and RVFPD transpire. The Plan is divided into eight functional areas:

1. Organization
2. Capital Assets and Equipment
3. Human Resources
4. Finance
5. Risk Management
6. Legal
7. Technology
8. External Relationships

Each functional area begins with a summary description of the work effort required to ensure all needs of that function have been properly addressed prior to or as an on-going element to transition. Following the summary is a comprehensive and detailed list of tasks to be completed, the outcomes intended by each task, and the person(s) or department(s) responsible for completing each task. The tasks are not listed in chronological order, as many will run concurrently.

ESCI has observed that the combining of fire departments and emergency medical systems has become a popular and effective option in many instances, as elected officials strive to ensure that efficiencies are being captured, operations are optimized, and innovation and technologies are being utilized successfully, as cost effective as possible. In most situations, the motivation to consider cooperative efforts with neighboring jurisdictions is undertaken for reasons including the desire to maintain or enhance current services or service levels, reduce or eliminate future costs, or to avoid duplication.

Having been involved in many consolidation processes in their various forms, ESCI has seen multiple successes. However, we also caution clients that consolidation/integration for the sole purpose of saving money has risk. It is critical that, aside from financial considerations, organizations fit well together, have similar service delivery needs, and share a common vision for how services are to be provided to the citizenry.

In most cases, long-term costs savings through regional cooperation are realized, but not all consolidations ultimately result in saving money. Careful analysis is needed to determine what cost reductions can be gained and whether doing so will maintain or enhance services to the public.

Summary of Key Findings

It is apparent that both the SRFD and RVFPD work very effectively together. Commendably, each has demonstrated the ability to collaborate with its neighbor on various initiatives, notably including a great deal of sharing of operational and administrative efforts. The willingness to work together is not found in all fire departments and presents opportunities to undertake and build additional future cooperative efforts.

Both agencies are committed to the service they provide to their customers and citizens. In brief, ESCI finds:

- Both agencies are interdependent, depending upon each other and other neighbors for mutual aid and automatic aid assistance during emergency incidents.
- Both agencies are already participating in regional IGA's for automatic aid and other administrative services.
- Each agency values customer service and is proud of its community, working hard to care for it.
- Each agency strives to meet the expectations of its customers, to assure that they provide acceptable levels of service to their communities.
- Each agency would benefit from additional regional cooperative measures. Combining efforts in some manner with the other agencies can enhance many of the identified improvements in this report.
- Cultural differences exist; however, these organizations demonstrate more similarities than differences from a cultural standpoint.
- Communication among agencies is effective, largely as a result of the close collaboration on numerous administrative and operational initiatives.
- Multiple cooperative service options and/or models are feasible. These undertakings can be accomplished while the organizations remain separate from a governance standpoint, and even greater opportunities may be realized through a fully integrated contract for service.
- Policymakers should adopt a plan, similar to the one outlined in this report, to evaluate each of the recommendations contained herein, aligning the processes, services, and operations of the agencies where possible.

Findings and Recommendations

Given the analysis in this study and the findings above, ESCI developed the following recommendations:

- Regardless of future efforts to more formally combine the organizations through a comprehensive contract for service, it is recommended that both agencies, at a minimum, evaluate and implement as many of the identified functional strategies as are found to be applicable.
- A two-option process of integration is recommended in succession:
  - Option one, ESCI recommends an enhanced intergovernmental agreement for training, EMS, fire prevention, and battalion coverage between the RVFPD and SRFD.
  - Option two (model B) would be a more formal cooperative service model with the most equitable cost sharing. This model would result in complete administrative and operational integration through a contract for service with the SRFD.
- ESCI recommends the following key performance indicators to be completed prior to pursuing Option two. Upon agreement and implementation of Option one, the SRFD and RVFPD should take the time to address a number of findings and issues prior to pursuing a comprehensive contract for service. While there are potential operational, administrative, and financial benefits to a properly structured contract for service, several foundational and financial elements must be addressed and agreed on prior pursing this option. ESCI recommends the following key performance indicators be in place prior to the pursuit and implementation of Option two (2B) (establishment of a contract for service):

1) Agree on cost of living adjustment (COLA) assumptions to be used in projection modeling to ensure adequate costs and revenue is accounted for in long range financial plans and contract for service costs.

2) Based on a consecutive 24-month expanded cooperative service model (Option one), make adjustments to administrative and overhead staff to ensure adequate management and oversight of personnel upon creation and implementation of a contract for service.

3) Agreement and adoption of capital replacement funding programs by the SRFD and the RVFPD to be used in contract for service administration and cost modeling

4) Creation and adoption of a long range financial plan (LRFP) by the RVFPD. The LRFP should address five-year projected revenue and expenditure needs as a stand-alone agency and the desired contract for service (option 2B). The LRFP should ensure adequate cash flow, reasonable cost controls, and a sustainable 20% operational reserve.

5) Demonstrated financial performance by the RVFPD for a period of three fiscal years with no deficit spending and maintenance of a 20% operational reserve.

6) Standardization of budget categories and framework between the SRFD and RVFPD for creation of future contract for service costs, modeling, and reporting.

7) Conduct a joint other post-employment Benefit (OPEB) actuary for the SRFD and RVFPD, identify side fund amounts for each jurisdiction, and adopt strategies to address current and future unfunded liability for inclusion in the contract for service.

Implementation and Next Steps

ESCI suggests the following next steps to continue the collaboration and consolidation work:

- Conduct a visioning session with policymakers to determine whether the organizations want to move forward and, if so, in what manner.
- Invite external stakeholders into the process to advise the policymakers from a community perspective.
- Establish a Joint Implementation Committee (JIC) that will be given the overall responsibility with leadership and management of the planning and implementation process.
- Develop an implementation strategic plan to align expectations, memorialize the presented implementation plan, and develop actionable goals and objectives that will move the cooperative service project forward.
- Establish specific implementation planning work groups by function (e.g. Support Services and Logistics, Operations, etc.). Once the working groups are established, they will set their meeting schedules and begin their various responsibilities and assignments. Recommended groups are detailed in the report.
- Establish a regularly scheduled briefing process from the chairs of each working group to the Joint Implementation Committee (JIC), and from the JIC to the policymakers.
- Establish a communication strategy to keep internal members informed or to act as a clearinghouse for rumors. Establish a communication strategy to keep the communities and media informed when key milestones have been achieved or a change in direction has occurred. Communication should be positive, transparent, timely, and coordinated.
- Celebrate successes publicly, and build momentum.

Santa Rosa Fire Department
Rincon Valley Fire Protection District

California

COMMUNITY AND AGENCY OVERVIEW

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Community Input Meetings Process and Discussion

ESCI facilitated citizen forums/meetings in RVFPD and SRFD communities to obtain the general community perspective regarding local Fire/EMS, and other ancillary emergency services. These meetings were intended to provide information and to acquire feedback from members of the communities, community organizations, and neighborhood associations. In order to dedicate time, energy, and resources on the functions that were noted as the most desired by the communities, both study agencies and ESCI staff sought to better understand the customers' priorities and expectations. This information has been collected to help assess public sentiment toward potential future system changes. There were approximately 40 participants total attending both forums.

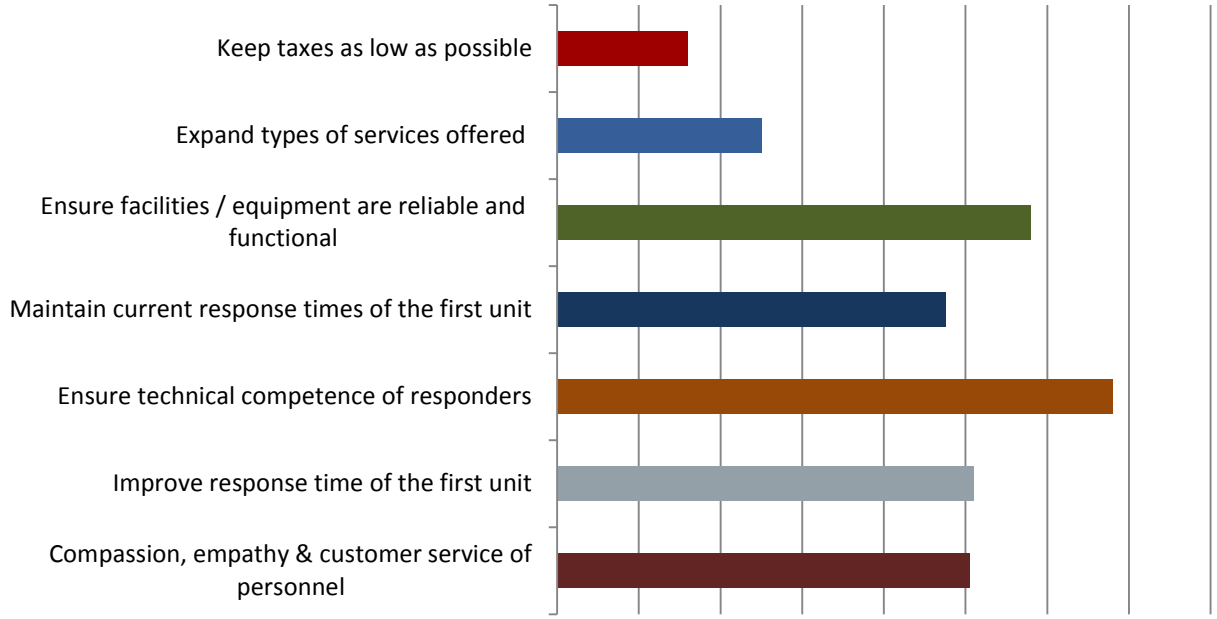
The project team utilized a variety of survey instruments, questionnaires, and forms during the community meetings. Professional graphics and a presentation of study objectives were used to increase the participants' understanding of their role in the process. The data and input gathered from the meetings have been summarized, and are being presented in the following section.

Solicited Feedback Topics:

- The appropriateness of a series of planning priorities
- Expectations, concerns, and organizational strengths
- Prioritization of current services and planning elements were prioritized
- Cost, staffing, and response performance

Participants were provided several survey instruments pertaining to how they believe their agencies should be planning for future needs. The planning priorities, relating to regional cooperative fire services, were presented to the communities as a forced ranking of seven separate dimensions, allowing the participant to list those dimensions by order of what they believed to be most important. Responses have been compiled as a total group to reflect the consensus ranking of planning priorities. Below, "Figure 1: Citizen Service Planning Priorities" notes the identified service planning priorities opinions.

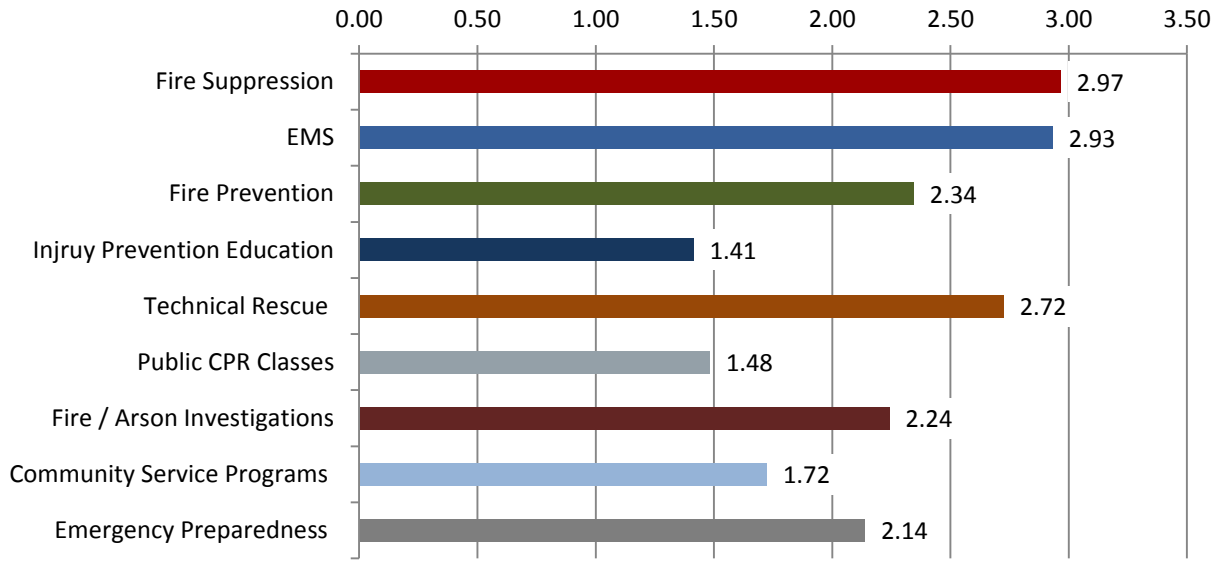
Figure 1: Citizen Service Planning Priorities



The participants felt it was most important to center planning efforts on the technical competence of their fire service provider and their communities served. The next level of planning priorities was to ensure adequate apparatus, maintenance of equipment, facilities, and response times. The group listed as a priority the issue of improving response times for responders.

Next, the participants were asked to identify the most important functions and services their fire department provides, based on the list of services currently provided. These services were then ranked as a critical priority (3 points), an important priority (2 points), or a low priority (1 point). In this study, the participants could elect to assign a single priority to multiple services. Below, "Figure 2: Survey Table – Customer Service Priorities" indicates the forum participants' service priority opinions:

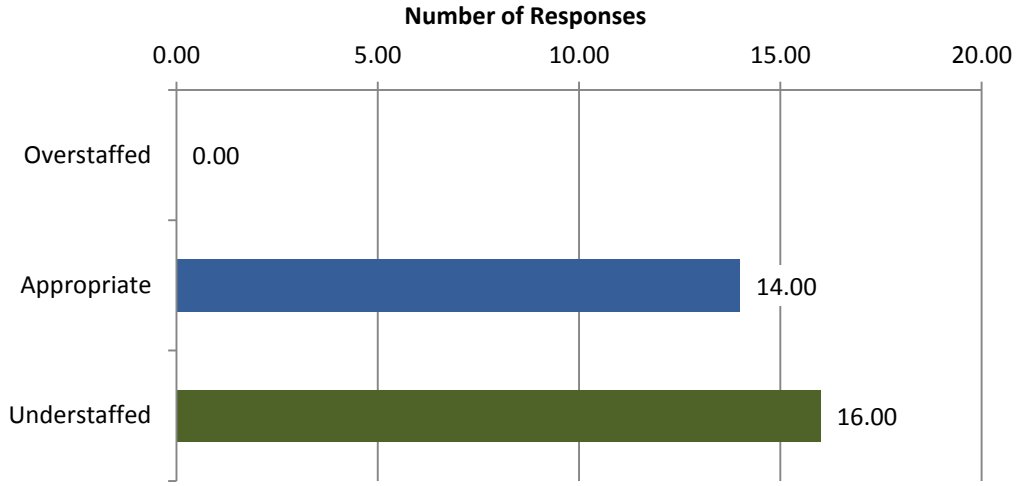
Figure 2: Survey Table – Customer Service Priorities



Participants were consistent in their desire to have the SRFD and RVFPD focus their service efforts on their core mission: Fire, EMS, and specialized technical rescue services. The next tiers of service priorities were focused on fire prevention, fire investigation, and emergency preparedness. The participants believe community education classes are important, though they are given a lower priority, due to limited resources. There was consistent and strong support for a continued presence and interaction with the communities served.

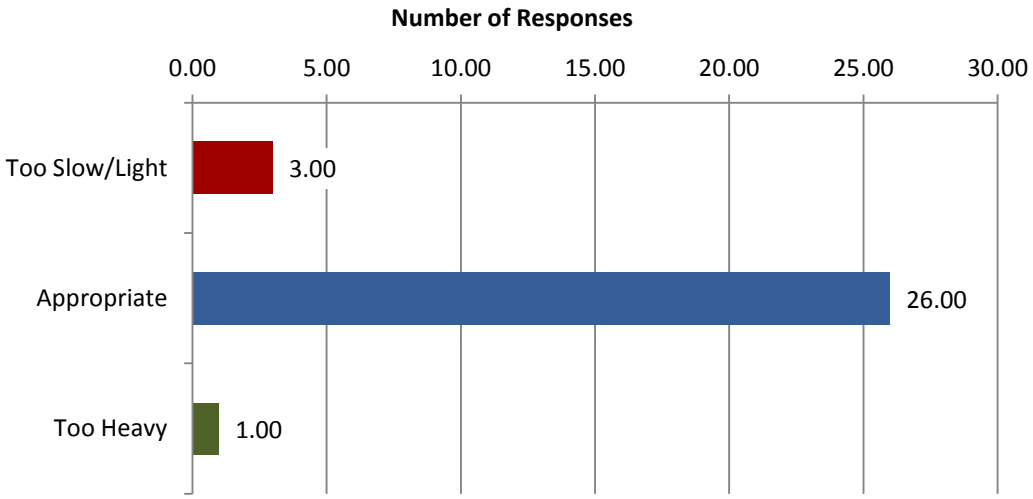
Next, the Participants were asked to rate and compare staffing, response performance, and cost of services. Below, "Figure 3: Citizen Ranking of Staffing Levels" notes the results as indicated by the totaled responses for each.

Figure 3: Citizen Ranking of Staffing Levels



Participants were asked whether they believed current staffing was appropriate to meet existing and the anticipated future service delivery needs, or understaffed. Below "Figure 4: Citizen Ranking of Response Levels" relays the participants' opinions about current response levels.

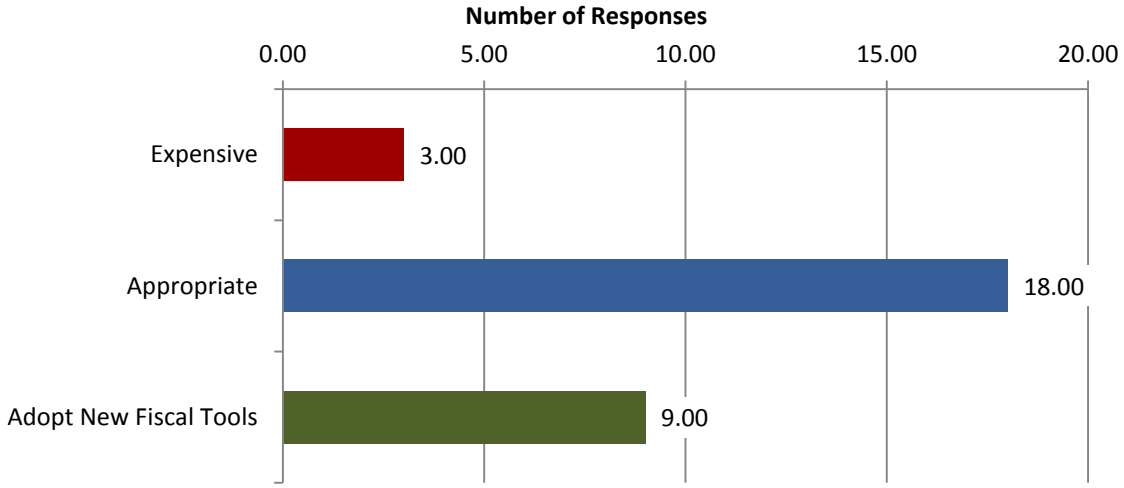
Figure 4: Citizen Ranking of Response Levels



Participants, by a large margin, believed responses by both agencies were appropriate. This is consistent with the staffing level responses.

"Figure 5: Citizen Ranking of Cost of Services" displays the opinions of the cost of services.

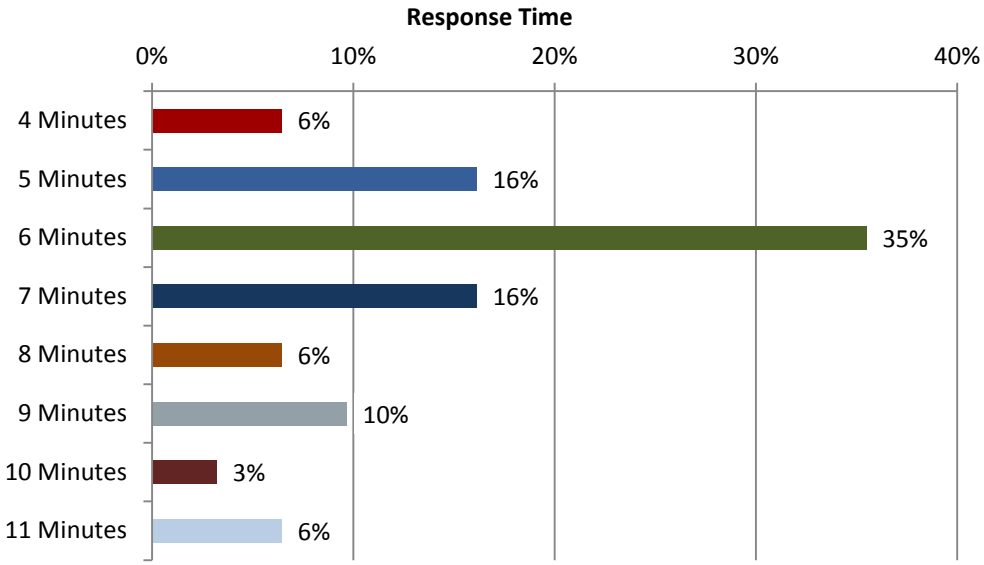
Figure 5: Citizen Ranking of Cost of Services



Cost was a significant issue and concern for the participants. The overwhelming opinion was that the resources allocated to SRFD and RVFPD are to continue to be properly managed and maximized for efficiency and effectiveness. There was some support for adopting new fiscal tools to maximize efficiency, seeking new and alternative revenue streams to ensure adequate service levels, and continue to ensure service capabilities will be adequately maintained.

At the conclusion of the survey, participants were provided the opportunity to share with ESCI what they believe their desired response time would be, given their understanding and observation of response times by the study agencies. The responses collected are based on the personal perceptions and biases of the participants. Past performance data, or comparison to fire service industry best practices/standards, are not factored into the responses. "Figure 6: Citizen Ranking of Preferred Response Time" opinions are noted below.

Figure 6: Citizen Ranking of Preferred Response Time



There was a significant majority response by participants regarding an acceptable response time. The response time target between five- and seven-minutes received the highest number of votes.

There was a consistent desire by attendees and participants for agencies to continue to meet industry and regional "best practices". Overall, current response times were believed to be adequate and where appropriate, there was support to decrease current response times to meet industry "best practices". In addition, there was a desire to ensure appropriate resources respond to calls (based on the urgency of the call, required personnel and services). Overall, the community members verbalized high regard and satisfaction with current services provided by each agency. The reactions and opinions of the participants reflected an opinion that the current services, provided by the agencies, are nearly seamless. Combined training, integrated response, and more developed cooperative services may result in higher community satisfaction.

Customer Strengths

The communities' (i.e., customers') opinions of the strengths and image of emergency service organizations may impact any effective planning. Often needless efforts are put into over-developing areas that are already successful. However, using and promoting community-identified strengths may help the organizations to overcome or offset some of the identified weaknesses. The participants identified the following strengths:

- Resource placement
- Caring, professional firefighters
- Focus on EMS and ALS specifically
- Well trained work force
- Automatic and mutual aid systems
- Optimized fire station locations
- A valued community resource
- Fire prevention services
- Depth of current services
- Specialized services
- Group purchasing
- Economy of scale
- Volunteer recruitment
- ALS services across system
- Increased services
- Standardized services
- Vegetation Management (and other wildland fire programs)
- Fine tune response times
- Local identity

Customer Expectations

Understanding what the community expects of its fire and emergency medical services organization is critical to developing an effective, long-range perspective. Armed with this knowledge, the SRFD and RVFPD internal emphasis can adjust to fulfill the citizens/customers' needs more effectively. The participants identified the following expectations:

- Increased efficiency
- Adopt response time standards
  - Standards should be developed for rural and urban areas
- Resources equipped with Paramedics/ALS level services
- RVFPD area treated with parity within geo-system
- Maintain local identity
- Well-equipped resources and staff

- Correct resource delivered to scene
- Infrastructure remains in place
- Standardized training
- Equal level of services throughout service area where appropriate
- Staff are well trained and knowledgeable
- Transparent data provided to public about fire department activities, stats
- Reasonable allocations of costs in service area
- Sustainable economic model
- No reduction in current service levels or special services

Customer Concerns

The "Customer Centered Planning" process would not be complete without the participants' expression of their concerns about the organizations. Some concerns, in fact, identified weaknesses within the delivery system. However, other perceptions may be a result of limited customer knowledge. The participants identified the following concerns:

- Implementation of recommendations in report
- Lack of response consistency throughout the service area
- Future service model blends into regional service already in place
- Roles of volunteer staff
- Adequate resources overall
- Parity of EMS service level through system, Paramedics on all staffed apparatus
- Maintain local control and influence over services and costs
- Economic Impact
- Liability
- Ensure Volunteer role stays in tact
- Local control/determination/influence
- Consistent salaries
- Customer perception of emergency services
- Desired level of service
- Support for a consolidated/integrated emergency services system

Evaluation of Current Conditions

To fully appreciate how the participating agencies currently provide emergency services to their communities, ESCI initiated the project with an analysis of the current conditions existing in each agency. All of the organizational elements were evaluated and reviewed. There are two primary reasons: **first**, to verify that ESCI's information collection is complete and accurate; **second**, to provide the reader that does not have direct involvement within the fire and EMS service delivery with an understanding of how the agencies operate.

Organizational Overview

Fire departments and other emergency services providers are actively involved in a variety of activities within their respective communities. The primary needs of the community dictate the priorities for the agencies. The study area for this project is no different. This section provides a general description of the history, area served, population, infrastructure, and financial element of each agency. The following figures provide a number of charts and a service area map that displays service delivery, organizational elements, community population and fire station locations. .

The study area demographics are summarized in the following figure.

Figure 7: Study Area Demographics

Study Area Demographics		
Agency	Square Miles[1]	Service Area Population
Santa Rosa Fire Department	42	174,170[2]
Rincon Valley Fire Protection District	98	30,000[3]
Combined Study Area	**140**	**204,170**

Santa Rosa Fire Department (SRFD)

The Santa Rosa Fire Department (SRFD) was established as a full-time fire department in January 1894. The SRFD also serves as the Roseland Fire Protection District Fire Department through contract along with automatic aid agreements with the County of Sonoma, Rincon Valley, and Bennett Valley Fire Protection Districts. The SRFD has a staff of 146.75 employees serving a community population of over 174,000 residents. There are ten fire stations strategically located around the City. The SRFD responds to approximately 24,000 calls for service per year to; fire, emergency medical, rescue and hazardous material incidents. The

[1] Calculated based on GIS data. Square mileage may vary from client estimates.
[2] US Census Bureau, 2014 estimate for City of Santa Rosa.
[3] Client estimate, GIS analysis confirms a population of approximately 30,000.

department provides fire suppression, rescue, first response emergency medical services, operations level hazardous materials response, fire prevention, and life-safety services from all ten fire stations covering 42 square miles within the project area.

Rincon Valley Fire Protection District (RVFPD)

The RVFPD was formed in 1948. Since its inception, the District has provided increasingly higher levels of fire protection and emergency medical services to a rapidly growing population approximately 30,000 people in a primarily rural area of 98 square miles, including the Windsor Fire Protection District (WFPD) area under a joint powers agreement. In 2014, RVFPD responded to 3,215 fire, emergency medical, rescue, various other incidents.

RVFPD operates four fire stations, two of which are fully staffed 24 hours a day/ 365 days a year with 25 full-time state-certified firefighters. Two stations are staffed with volunteer firefighters.

Organizational Governance Configuration

The following figure summarizes the general descriptions of the study agencies as well as governance and lines of authority elements.

Figure 8: Survey Data – Governance

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Governance and Lines of Authority			
A. Governing body	City Council Seven members	Board of Directors Five Members	
i. Head of governing body	Mayor	President of Board	
ii. Key employee of governing body	City Manager	Fire Chief	
iii. Meetings	Every Tuesday of the month	Monthly	Third Tuesday with WFPD Board
B. Elected official authority defined		Yes	
C. Fire Chief position		Yes	
i. Hired by contract	Yes	No	
ii. Term of contract	Perpetual	No	
iii. Periodic performance evaluation	Performed annually	First one scheduled	
iv. Fire Chief/authority defined	In the City Charter and Policies	Yes	
D. Policy and administrative roles defined	City Policy Manual	District adopted policies	
Attributes of Successful Organizations			
A. Policy, rules, guiding documents	Standard Operating Procedures (SOPs), Company Standards and special notice directives	Yes Department policies, Board adopted Directive (Purchasing policy)	RVFPD converting to Lexipol with Santa Rosa
i. Process for revision provided	Periodically, as needed. No defined interval.	Revised as needed	Thorough defined process coming with Lexipol
B. Legal counsel maintained	Internal, City Attorney	Contract with a private firm for general	
i. Consultation available	Yes	Yes	
ii. Labor counsel	Internal, City Attorney	Separate private contract	
C. Financial controls	Defined by city finance department	Yes	
i. Financial control system	Per city finance policy	Internal accounting with policies adopted by the board	
ii. Financial review	Bi-monthly review, based on pay periods	Quarterly Review	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
iii. Auditor	Included in city annual audit	Yes Garenson And Associates	
iv. Frequency of review	Annual	Annual	
D. Governing body minutes maintained	Yes	Yes	
i. Availability of minutes	Available on line	Yes	On website

Discussion

Should future integration occur, local governance should be carefully examined and vetted using this report, as well as the client seeking current information in order to bring the entities together in a legal, functional entity to maintain a high caliber of service. The structure of SRFD is a typical city government model with seven (7) elected Council members, Mayor, City Manager and a Fire Chief. The RVFPD is comprised of five (5) Board of Director members and a Fire Chief to provide established leadership.

Both SRFD and RVFPD possess and maintain appropriate baseline foundational, policy, and operational documents that are critical to a successful organization. Documents are reviewed regularly for accuracy and are maintained for full access to all staff members. Policy manuals, standard operating procedures, and requisite financial controls exist at each agency. If Operations and Administration were combined, a single set of the above stated policies would need to be developed and maintained.

A City Attorney provides legal services, representation and various legal resources for the SRFD, whereas RVFPD maintains legal services via outside contracts. This will be one area of discussion to bring both entities under the same legal service discipline.

Considerations:

- Structure governance and authority under one elected body and one top management.
- Bring all polices, standard operating procedures, financial controls, and all administrative/operational manuals into one single domain.
- Combine all legal services under a single provider.

Organizational Design

Most fire departments and emergency services agencies are structured in a "top down" hierarchy where the Fire Chief reports to a Board of Commissioners, City Administrator/Manager, or City Council; and the remainder of the fire department is under his/her direction, usually consisting of several assistant or Deputy Chiefs, line officers, and operational Firefighters. Often span of control becomes an issue as departments grow and the ability of supervisory personnel becomes overextended. In historical military literature, the origin of modern span of control theory, an individual in a stressful situation should have no more than six to eight personnel under his/her command. ESCI reviewed the organizational structure of both study agencies as illustrated in the following figure.

Figure 9: Survey Data – Organizational Design

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Organizational Structure			
A. Structure type	Traditional top down hierarchy	Top down hierarchical	
B. Descriptions of all jobs maintained	In place for all positions	Yes	SRFD working with HR firm
i. Job descriptions updated	Updated on an as needed basis. Reviewed with each promotional test process.	As needed	
C. Employment agreements	IAFF represents captain and full-time staff. Chief officers under Police Managers Association. Teamsters for administrative personnel	MOUs for safety staff agreements except for Fire Chief	
Chain of Command			
A. Defined Chain of command	Yes	Yes	
B. Span of control	Appropriate except excessive at the Battalion Chief level at 12:1	4: 1 ratio	
C. Hiring/Firing authority	Fire Chief	Fire Chief	
Formation and History			
A. Organization formed	1894	1948	
B. History maintained	Generally	Yes	
i. Individual or group responsible	Responsibility varies by interest	Multiple people and Fire Chief	

Discussion

Both organizations have in place traditional top-down hierarchies. Job description documents are in place and appear to be reviewed and updated as necessary. There is no MOU for the Fire Chief position in RVFPD. Because of the assistance of a variety of individuals, both agencies are maintaining departmental histories.

There are clearly defined chain of command documents in place and a culture of hierarchy in both organizations. The current SRFD Battalion Chief level appears to have an excessive span of control at approximately 12:1, beyond the industry-accepted practice of a range of six or eight personnel to one supervisor.

Considerations:

- Evaluate staffing with respect to supervisor to subordinate ratios in the Battalion Chief rank. Span of control ratio should be considered for more effective leadership, command, and control in both administrative and operational ranks.
- Consider expanding one Battalion Chief FTE position for suppression duty.

Organizational Structure

The following figures depict organizational charts for SRFD and RVFPD.

Figure 10: City of Santa Rosa Fire Department Organizational Chart

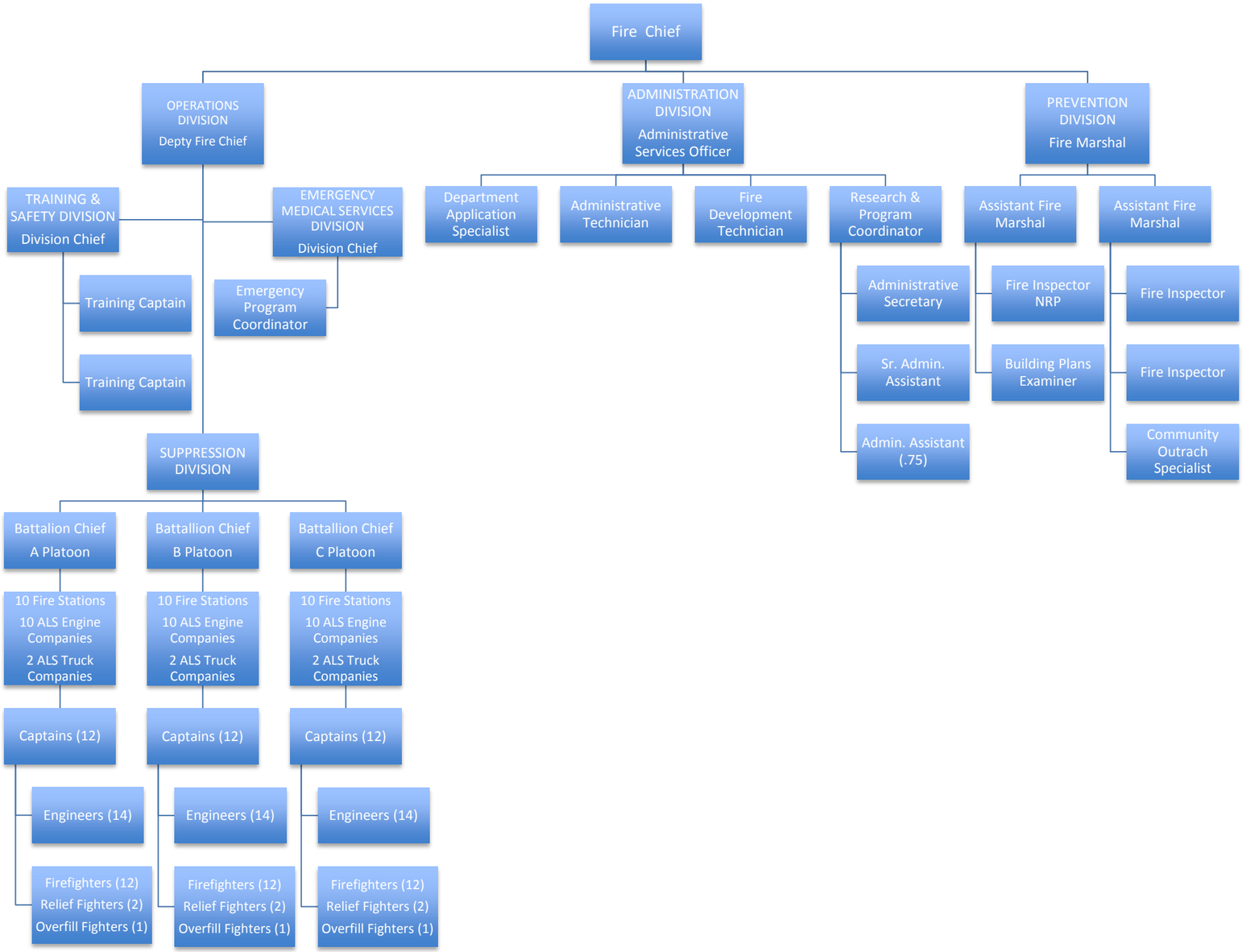


Figure 11: Rincon Valley Fire Protection District Organizational Chart[4]

[4] RVFPD JPA administrative services are provided out of Windsor FD. The Windsor FD staff provides 45 percent coverage, and RVFPD provides 55 percent, currently utilizing move up personnel to that position.

Discussion

Depending on the level and timing of cooperative efforts between agencies, an extensive evaluation of current versus a future overhead management structure should be conducted beyond what is provided by this report. Potentially, there may be a reduction of redundant overhead to increase efficiency while still maintaining an effective level of administrative command and control.

Considerations:

- Should a contract for service approach be taken, leaders should carefully study the overhead management structure and design to be efficient and effective.

Service Area and Infrastructure

The study agencies' description and summary of infrastructure and response resources are detailed in the next figure.

Figure 12: Survey Data – Service Area and Infrastructure

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
General Description of Agency			
A. Agency type	Municipal subdivision	Fire District	
B. Area, square miles	42	98	
C. Headquarters	Administrative offices located at Station 10	In Windsor, shared	
D. Fire stations	10	4	
E. Other facilities	Training facility	Invested in SRJC Facility	
F. Population served	178,000	30,000	
Service Delivery Infrastructure			
A. Emergency vehicles			
i. Engines	10	2 type I, 2 type III	
ii. Engine, reserve	5	2	
iii. Ladder truck	2	NA	
iv. Ladder truck, reserve	1	NA	
v. Hazmat	1	NA	
vi. Water tender	1	3	
vii. Brush	2	2	
viii. Rescue	1 heavy rescue	1 medical rescue	
B. ISO rating	3	4/8	RVFPD Currently under review
i. Date of most recent rating	2009	1990	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
C. Total fire department personnel, uniformed and civilian	146.75	18 full time	
i. Administrative and support personnel, full-time (RVFPD part time)	8	3.75 FTE	
ii. Administrative and support personnel, volunteer	Approximately 25 "Fire Corps" volunteers are for public events, community outreach	NA	
iii. Operational personnel, full-time	125	18	
iv. Operational personnel, volunteer	N/A	18	

Discussion

The SRFD area of response is primarily urban/suburban type area. SRFD is a municipal fire department with all logistics and support one would expect in a city environment. The department has administrative offices, a training center, and a staff of 146.75 members operating 23 large fire apparatus and other equipment.

The RVFPD is more rural and is an organized fire district servicing 98 square miles, utilizing 12 apparatus. The RVFPD serves a population of just over 30,000.

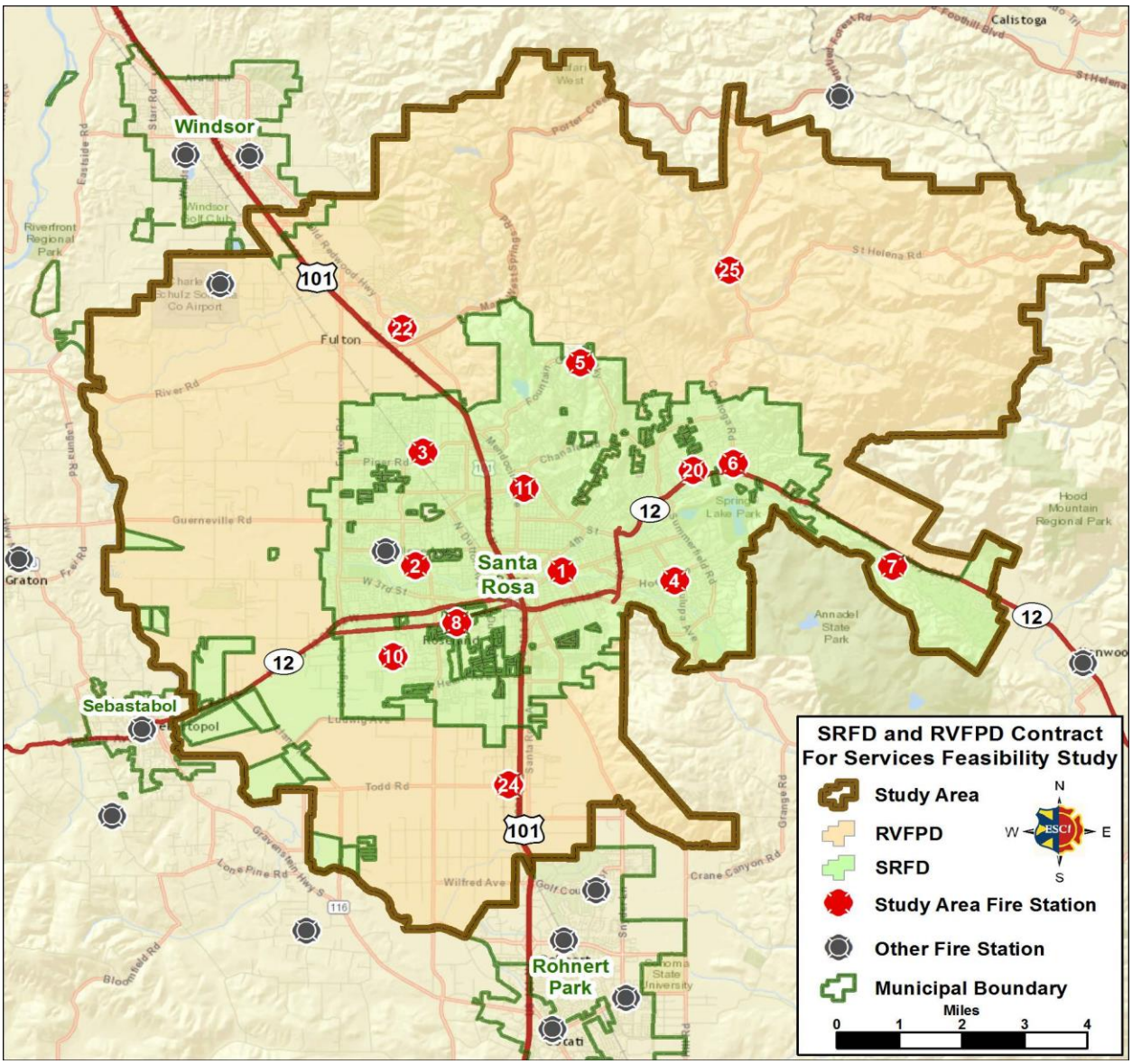
The Insurance Services Organization (ISO) is a national insurance industry organization that evaluates fire protection for communities across the country. A jurisdiction's ISO rating is an important factor when considering fire station and apparatus distribution since it can affect the cost of fire insurance for individuals and businesses.

In 2012, SRFD received an ISO rating of Class 3. In the case of RVFPD, the ISO rating is a Class 4 in some areas, and Class 8 in the remainder of the district. It should be noted the RVFPD protects large rural areas that typically are greater than five miles from the nearest fire station. RVFPD has recently received a new ISO review with the rating pending.

Discussion

The next two of figures summarize the capital resources within the study agencies compared to National Fire Protection Association (NFPA) benchmarks for departments serving similar populations within the region. The capital resources include fire stations, pumpers/engines, and aerials/ladder trucks. These benchmarks do not fully consider land area and are population based only. Numbers, distribution, and deployment of response resources will be addressed later in this report.

Figure 13: Service Area Base Map



Service Area Fire Stations	
Santa Rosa Fire Station 1	955 Sonoma Avenue
Santa Rosa Fire Station 2	65 Stony Point Road
Santa Rosa Fire Station 3	3311 Coffey Lane
Santa Rosa Fire Station 4	1775 Yulupa Avenue
Santa Rosa Fire Station 5	2201 Newgate Court
Santa Rosa Fire Station 6	205 Calistoga Road
Santa Rosa Fire Station 7	6590 Stone Bridge Road
Santa Rosa Fire Station 8	830 Burbank Avenue
Santa Rosa Fire Station 10	1345 Corporate Center Parkway
Santa Rosa Fire Station 11	550 Lewis Road
Rincon Valley Fire Protection District 20	91 Middle Rincon Road
Rincon Valley Fire Protection District 22	45 Lark Center Drive
Rincon Valley Fire Protection District 24	207 Todd Road
Rincon Valley Fire Protection District 25	2601 Calistoga Road

Local Economic Profile

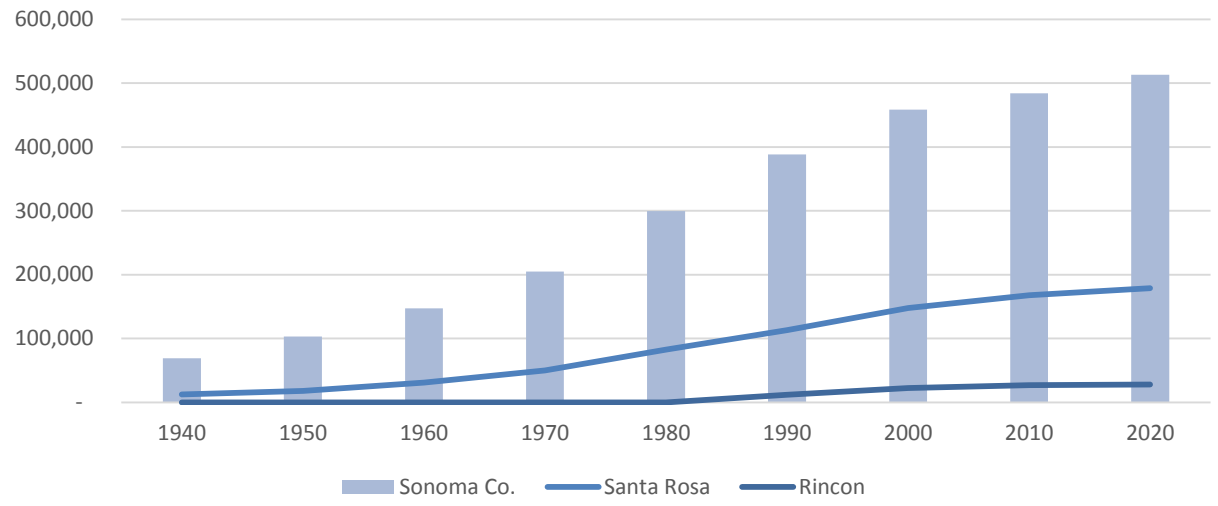
Community level data for the study area suggest the local economy has yet to fully recover from the 2008-2009 recession. Despite the economic challenges of the recent national recession, current data presents a more optimistic outlook on the local economy with increased population growth, rising employment levels, increased real estate transactions and values, and modest inflation trends.

Population Trends

Populations in Sonoma County have increased nearly 20 percent since 2000. The population of Santa Rosa was 171,453 and Sonoma County with 493,218. According to data presented by the Environmental Systems Research Institute (ESRI) to Sonoma County[5], California projections, population in Rincon Valley is expected to rise about 2.9 percent (27,954 by 2019). This is less than the projected population increase of 3.3 percent for Sonoma County (509,621 by 2019) and Santa Rosa at 3.47 percent (177,409 by 2019). From 2000 to 2014, Rincon Valley's population grew 18 percent, while Santa Rosa experienced a 13.4 percent growth rate as seen in the figure below.

[5] edb.sonoma-county.org.

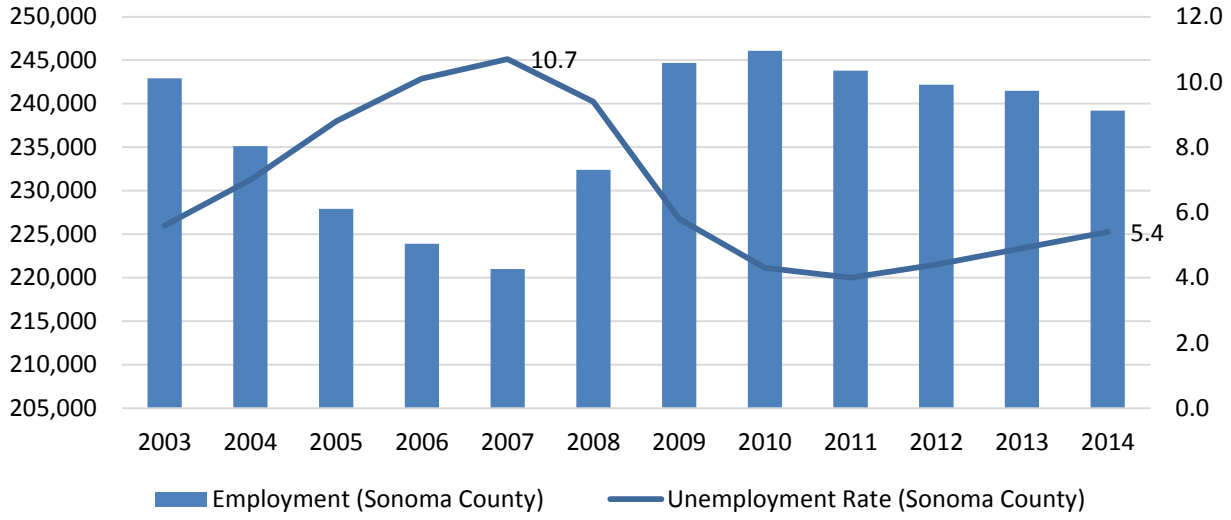
Figure 14: Population Trends



Employment Trends

Unemployment rates are on the decline in Sonoma County, which shows promise of a recovering economy. According to Sonoma County, the seasonally unadjusted unemployment rate was 5.8 percent in July 2014 for Sonoma County. Compared to July of the previous year, Sonoma County's unemployment rate decreased 1.3 points from 7.1 percent. Additionally, unemployment remains significantly lower in Sonoma County compared to its peak of 11.2 percent in January of 2010. Sonoma County's unemployment rate is below the state's (7.8 percent), and above the nation's (6.2 percent). Total employment in Sonoma County was 246,700 in July 2014, which is up 2.5 percent from a year earlier. Although it is following an increasing trend, there is a pattern of seasonal employment spikes in the numbers noted in the figure below.

Figure 15: Employment and Unemployment Rates in Sonoma County

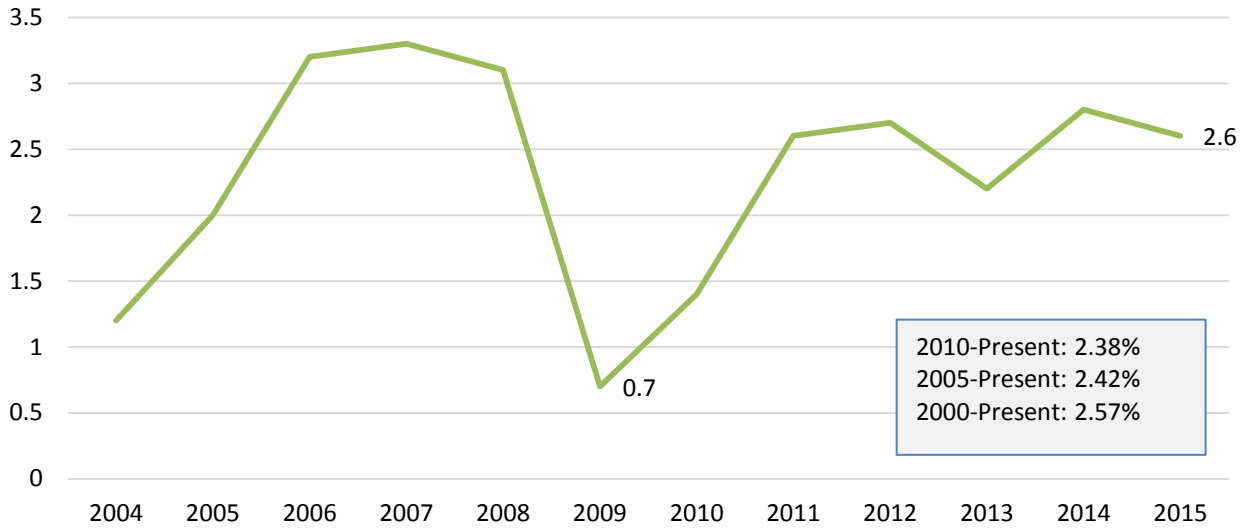


Consumer Spending

Consumer Price Index (CPI) is a strong measure of the average change in all goods and services prices over a period of time. However, an inflation measurement particular to Sonoma County, California, was not available; instead, ESCI utilized the San Francisco Area service area, which is relevant in this situation.

The following figure analyzes trends in the San Francisco Area for All Urban Consumers (CPI-U). As shown, the annual inflation index increased 0.7 percent in 2009 to 2.6 percent in 2015. From 2000 to present the CPI-U average percent increase was 2.38 percent, while from 2005-Present indicate a 2.42 percent increase and from 2010-Present with a 2.57 percent increase. An increase in CPI-U percentages is a strong indicator of positive economic growth and a good measure for forecasting future materials and services cost (for the most part discretionary expenditures) displayed in the next figure.

Figure 16: San Francisco Area Inflation Trends: CPI-U



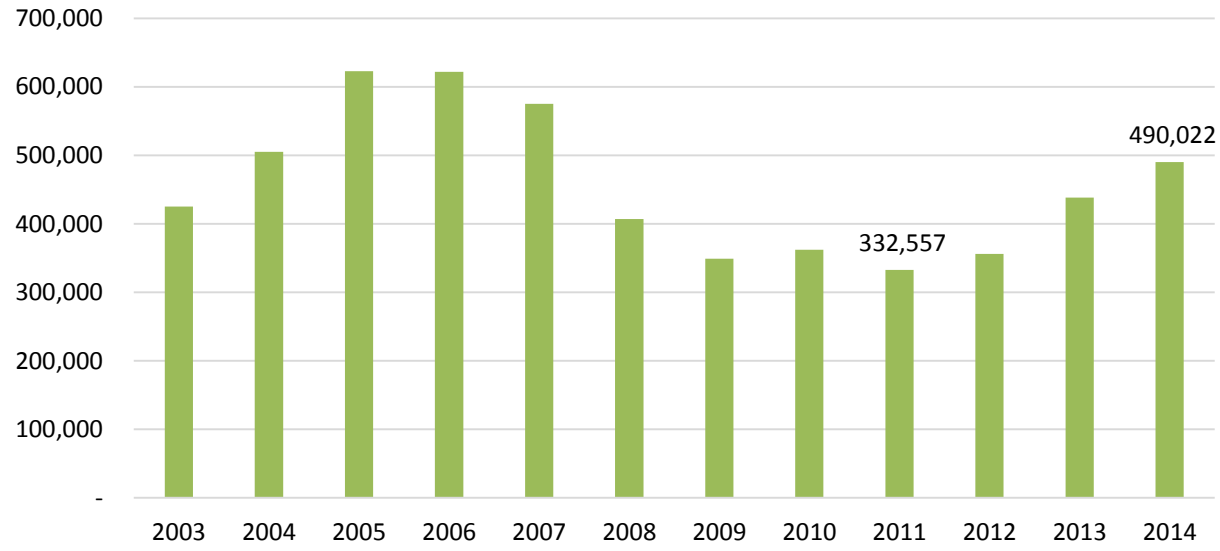
The 2015 local economic report[6] suggests that total taxable sales in Sonoma County showed signs of a rebound in 2012 with a gain of about 6 percent. However, Sonoma County slightly drifted in 2011, which reported an increase of 9.1 percent in sales. This is in contrast to 2008-2009 economic collapse in which Sonoma County still performed better than the state, declining 15 percent versus the state average decrease of 16.2 percent.

[6] edb.sonoma-county.org

Housing and Property Value Trends

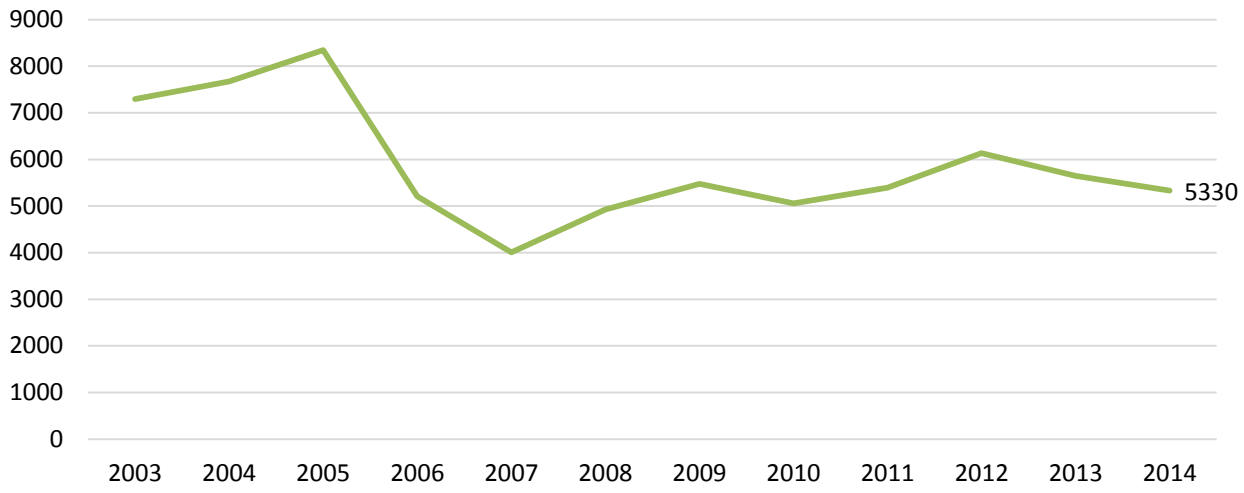
The median price of existing homes in Sonoma County is increasing after prices rose 23 percent from 2012 to 2013. This was a strong reversal from the loss over 2010 to 2011. Overall, median home prices ranged from a low of $332,557 to $490,022 between 2009 and 2014. The home prices post-recession are much lower than prices pre-recession, which is good news for homebuyers. Regardless, prices are back on the rise, which could potentially be a disadvantage for the County if they increase to pre-recession levels shown below.

Figure 17: Median Price of Existing Homes in Sonoma



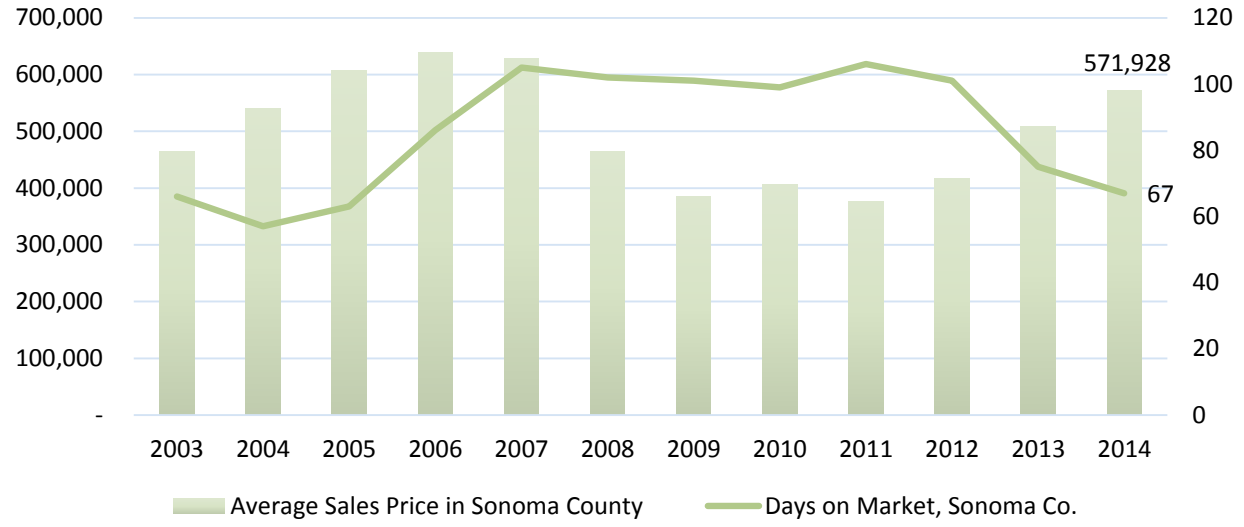
The number of homes sold in Sonoma County decreased by 143 to 5,330, which is a 3 percent decrease from 2009 to 2014. This is partly because the increased buying power due to lower home prices from 2009-2011 in combination with job growth. This is encouraging because more individuals and families are able to live and work in Sonoma County.

Figure 18: Number of Homes Sold in Sonoma County



The figure below shows average sales price for a home in Sonoma County in 2014 was $571,928 with an average 'Days on Market' of 67 days. As the homes prices are starting to increase, citizens are likely purchasing quicker to lock a reasonable sales price before housing becomes costly.

Figure 19: Average Sales Price and Days on Market



The *Total Assessed Value (TAV)* figures display certified total assessed property values (secured and unsecured totals) for both stakeholders.[7] As shown in the following figures, certified

[7] http://www.sonoma-county.org/auditor/pdf/tax_reports.

Assessed Values for Santa Rosa have increased 17 percent from 2010 to 2015 while Rincon Valley indicates a much lower increase of 8 percent during the same time.

Figure 20: City of Santa Rosa Proposition 13, Total Assessed Value (TAV)

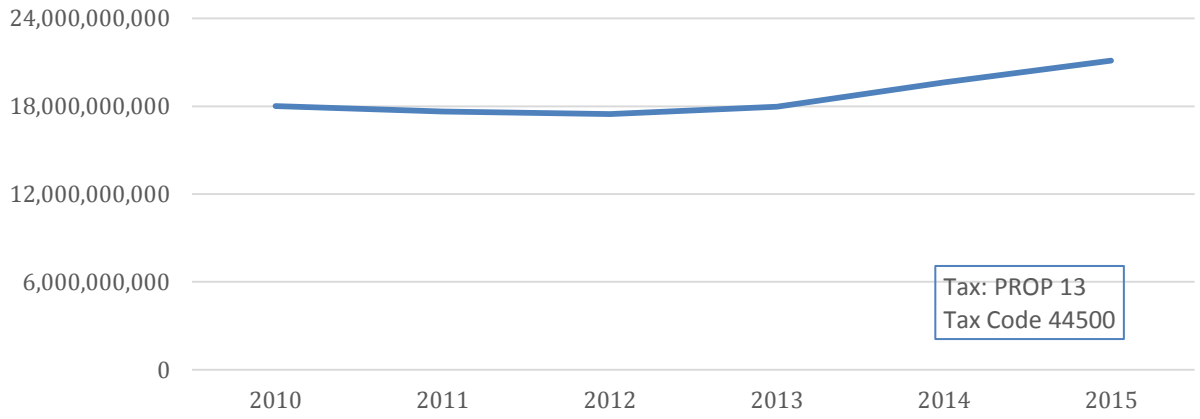
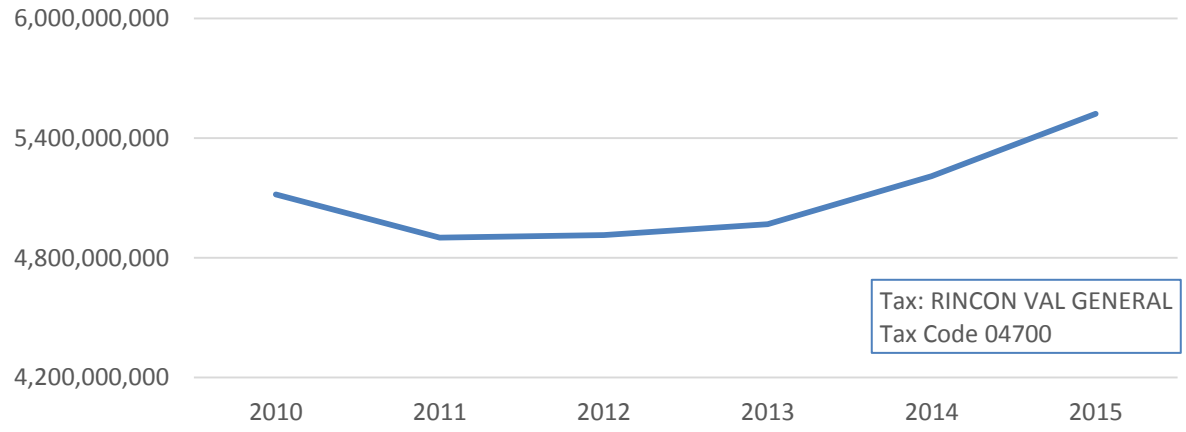


Figure 21: RVFPD General, Total Assessed Value (TAV)



Capital Assets and Assessment of Current Infrastructure

Three basic resources are required to successfully carry out the mission of a fire department — trained personnel, firefighting equipment, and fire stations. No matter how competent or numerous the firefighters, if appropriate capital equipment is not available for use by responders, it is impossible for a fire department to deliver services effectively. The capital assets that are most essential to the provision of emergency response are facilities and apparatus (response vehicles). The following description and figures describe the types and number of fire stations, engines, and aerial ladder trucks operated by the agencies participating in the study.

Facilities

Fire stations play an integral role in the delivery of emergency services for a number of reasons. A station's location will dictate, to a large degree, response times to emergencies. Fire stations also need to be designed to adequately house equipment and apparatus, as well as meet the needs of the organization, its workers, and/or its members.

Consideration should be given to a fire station's ability to support the organizational mission, as it exists today and into the future. The activities that take place within the fire station should be closely examined to ensure the structure is adequate in both size and function. Examples of these functions may include:

- The housing and cleaning of apparatus and equipment
- Residential living space for on-duty crew members (male and female)
- Administrative or management offices
- Training, classroom, and library areas
- Firefighter fitness area
- Public meeting space
- Joint public safety (fire/law) use areas

ESCI toured each of the stations operated by the agencies involved in this study, resulting in the observations listed in the following figures.

Figure 22: Santa Rosa Fire Department Station 1

955 Sonoma Avenue

Santa Rosa Fire Department's Station 1 formerly served as the agency's main station and administrative offices. Today it continues to be used as a fire station and houses the offices of the Santa Rosa Police Department.

The station consists of four back-in apparatus bays that are single depth, housing one engine, a ladder truck, a reserve ladder truck, a water tender and one heavy rescue vehicle.

The station dates back to 1980 and is in fair condition but showing signs of aging.

Structure	
Construction type	Mixed masonry and wood frame walls. Steel clad, wood frame roof structure.
Date Built	1980
Seismic protection/energy audits	None known
Auxiliary power	Automatic starting generator is in place
Condition	Fair
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Building is ADA compliant, storage is maximized and apparatus bays are fully occupied
Facilities Available	
Exercise/workout	A large exercise room is in the police department portion of the station
Kitchen/dormitory	A good-sized kitchen and day room area is present. Sleeping for up to 12 is available in a large dormitory room with separate quarters for a captain and Battalion Chief.
Lockers/showers	Lockers are provided as are showers in on large bath/shower room and one smaller, single room
Training/meetings	There is no classroom. Kitchen table is available for training and meetings.
Washer/dryer	Provided in the apparatus area
Protection Systems	
Sprinkler system	The station is fully protected by a fire sprinkler system
Smoke detection	The station is fully protected by a smoke detection system
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided on all front line apparatus

Figure 23: Santa Rosa Fire Department Station 2

65 Stony Point Road

Station 2 houses an engine, a ladder truck and a wildland unit in two double depth back-in, apparatus bays. The building was constructed in 1983 and underwent a substantial remodelling in 2003.

The station is in good condition overall and no significant repair or maintenance concerns were reported.

Structure	
Construction type	A combination of steel frame and wood frame with metal siding
Date Built	1983, remodeled in 2003
Seismic protection/energy audits	None known
Auxiliary power	An automatically starting generator is present
Condition	Good
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Station is ADA compliant. Dual gender appropriate accommodations are in place.
Facilities Available	
Exercise/workout	Space is provided in a large exercise room
Kitchen/dormitory	A good-sized kitchen is adjacent to a day room area. Sleeping accommodations are provided in 7 individual rooms.
Lockers/showers	5 showers and some separate restrooms
Training/meetings	A large training/meeting room is present
Washer/dryer	Present
Protection Systems	
Sprinkler system	Station is protected by a fire sprinkler system
Smoke detection	Appropriate smoke detection is installed
Security	Combination and key locks on all doors
Apparatus exhaust system	On all apparatus

Figure 24: Santa Rosa Fire Department Station 3

3311 Coffey Lane

Station 3 is a somewhat older facility, dating from 1982 but is in generally good condition and has maintained positive appearance, but is aging.

The two apparatus bays, one of which is configured for drive-through access, provide storage for one engine and a reserve engine and residential quarters for crews are adequate for current use. In considering future needs, Station 3 is one that should be considered due for replacement or remodelling in future planning.

Structure	
Construction type	Wood frame walls with steel and stucco siding
Date Built	1982
Seismic protection/energy audits	None known
Auxiliary power	Automatic starting generator is in place
Condition	Good to Fair, but aging
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Building is generally ADA compliant, available storage is limited
Facilities Available	
Exercise/workout	No exercise room present. Some workout equipment is in apparatus bays.
Kitchen/dormitory	A small kitchen and day room are being present. Sleeping is available in one, shared, dorm room a separate quarters for the station captain.
Lockers/showers	Three, individual bathrooms each have a single shower
Training/meetings	There is no classroom. Kitchen table is available for training and meetings.
Washer/dryer	Provided in the apparatus area
Protection Systems	
Sprinkler system	The station is not protected by a fire sprinkler system
Smoke detection	Individual smoke detectors only
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided on all apparatus

Figure 25: Santa Rosa Fire Department Station 4

1775 Yulupa Avenue

Santa Rosa's Station 4 is an older facility, constructed in 1975, consisting of two apparatus bays and sleeping quarters for the crews that staff one structural fire engine. In addition, the station houses an engine owned by the Office of Emergency Services (OES), which the crew may cross-staff when requested for wildland fire responses.

The station is in fair condition but is aging and will be due for replacement or reconditioning if its use is to be continued in the long term.

Structure	
Construction type	Mixed masonry and wood frame walls. Steel clad, wood frame roof structure.
Date Built	1975
Seismic protection/energy audits	None known
Auxiliary power	Automatic starting generator is in place
Condition	Fair, but aging
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Building is ADA compliant. There is little available storage or space to add additional apparatus or personnel. Station is marginally dual gender appropriate.
Facilities Available	
Exercise/workout	Exercise equipment is in the apparatus bays
Kitchen/dormitory	An adequate kitchen is present along with a day room. There is a dormitory room that sleeps up to 7 along with a separate captain's quarters.
Lockers/showers	Lockers are in the living area. There are two, single, bath/shower rooms.
Training/meetings	There is no classroom. Only the kitchen table is available for training and meetings.
Washer/dryer	Provided in the apparatus area
Protection Systems	
Sprinkler system	The station is not protected by a fire sprinkler system
Smoke detection	The station is protected by a smoke detection system
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided on all front line apparatus

Figure 26: Santa Rosa Fire Department Station 5 (Old Station)

2201 Newgate Court

Station 5 is an aging facility that is currently being replaced by a new building (described in the following table) The station was constructed in 1975 and has reached its reasonable expected service life.

Two back-in style apparatus bays are double in depth, holding one structural fire engine and another Type 3 wildland engine. A crew of three staffs the station, responding on one engine or the other as needed under a cross-staffing model.

Structure	
Construction type	Wood frame structure with wood frame, composition shingled roof structure
Date Built	1975
Seismic protection/energy audits	None known
Auxiliary power	Automatic starting generator is in place
Condition	Poor, due for replacement
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Building is ADA compliant. There is little available storage no room for additional apparatus or personnel
Facilities Available	
Exercise/workout	A small exercise room is adequately equipped
Kitchen/dormitory	A small kitchen and day room area is present and three, single, bedrooms are provided for crews
Lockers/showers	Lockers are in the sleeping area, as are two, small, single bath/shower rooms
Training/meetings	There is no classroom. Only the kitchen table is available for training and meetings.
Washer/dryer	Provided in the apparatus area
Protection Systems	
Sprinkler system	The station is not protected by a fire sprinkler system
Smoke detection	The station is protected by a smoke detection system
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided on all front line apparatus

Figure 27: Santa Rosa Fire Department Station 5 (New Station)

2201 Newgate Court

Station 5, described in the previous table, is to be replaced by the facility reviewed here. The station is new and awaiting occupancy.

However, design issues have been raised involving Americans with Disabilities Act (ADA) that are preventing the fire department from using the facility. Once resolved the firefighters will be able to work from a well designed, attractive, and functional fire station.

Structure	
Construction type	Masonry structure with wood frame, composition shingled roof structure
Date Built	2014
Seismic protection/energy audits	Completed when designed
Auxiliary power	Automatic starting generator is in place
Condition	Excellent, new
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Building is not fully ADA compliant. ADA modifications are currently being completed. There is adequate storage space but limited room for additional apparatus and crews, assuming current staffing at Station 5.
Facilities Available	
Exercise/workout	A good sized exercise room is present, but not yet equipped
Kitchen/dormitory	A large kitchen and day room area is in place and three, single, bedrooms provide accommodations for crew members
Lockers/showers	Lockers are in the dormitory area, along with two, single, bath/shower rooms
Training/meetings	There is no classroom but room for a large table in the kitchen/day room area that will likely be used for training.
Washer/dryer	Provided in the apparatus area
Protection Systems	
Sprinkler system	The station is fully protected by a fire sprinkler system
Smoke detection	The station is protected by a smoke detection system
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided for the apparatus

Figure 28: Santa Rosa Fire Department Station 6

205 Calistoga Road

Station 6 is of the same design as Station 4. It is also an older facility of 1975 vintage, staffed by one engine company crew, and housing an engine and a rescue unit. There are two single depth apparatus bays and sleeping quarters are available with a one-bed dorm room and another dorm room with three beds.

The facility is in fair condition but is aging and will be due for replacement or reconditioning to sustain long-term use.

The station is situated on a very busy street, with a short front apron for maneuvering of apparatus, which can present safety concerns.

Structure	
Construction type	Poured concrete and wood frame walls. Wood frame roof structure with composition covering.
Date Built	1975
Seismic protection/energy audits	Asbestos abatement only
Auxiliary power	Automatic starting generator is in place
Condition	Fair, but aging
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Building is undergoing an ADA compliance upgrade at this time. There is not available space for expanded future use.
Facilities Available	
Exercise/workout	None
Kitchen/dormitory	An adequate kitchen is present along with a day room. A dormitory room sleeps up to 6 along with a separate captain's quarters.
Lockers/showers	Lockers are in the dorm area. There is a single, bath/shower room.
Training/meetings	There is no classroom. Only the kitchen table is available for training and meetings.
Washer/dryer	Present
Protection Systems	
Sprinkler system	The station is not protected by a fire sprinkler system
Smoke detection	The station is protected by a smoke detection system
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided on all front line apparatus

Figure 29: Santa Rosa Fire Department Station 7

6590 Stone Bridge Road

Station 7 is a smaller facility, constructed in 1976 and consists of a wood frame structure with two back-in apparatus bays.

It is also an older facility, of 1975 vintage, staffed by one engine company crew and housing one engine, consisting of two apparatus bays and sleeping quarters. In addition, the station houses an engine owned by the Office of Emergency Services (OES), which the crew may cross-staff when requested for wildland fire responses.

Like Station 4, the facility is in fair condition but is aging and will be due for replacement or reconditioning if its use is to be continued in the long term.

Structure	
Construction type	Wood frame structure with plywood siding and a wood frame, composition roof.
Date Built	1976
Seismic protection/energy audits	None known
Auxiliary power	Automatic starting generator is in place
Condition	Fair, but aging
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Building has undergone an ADA upgrade. It is dual gender appropriate and has limited storage or space to add additional apparatus or personnel.
Facilities Available	
Exercise/workout	Exercise area is present
Kitchen/dormitory	A very small kitchen is present along with a day room. There is a dormitory room that sleeps 5 along with a separate captain's quarters.
Lockers/showers	There are lockers are in the dorm rooms and two, single, bath/shower rooms.
Training/meetings	There is no classroom. Only the kitchen table is available for training and meetings.
Washer/dryer	Present
Protection Systems	
Sprinkler system	The station is not protected by a fire sprinkler system
Smoke detection	The station is protected by a smoke detection system
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided on all front line apparatus

Figure 30: Santa Rosa Fire Department Station 8

830 Burbank Avenue

Station 8 is an older, masonry block constructed building that served the Roseland Fire District and is currently operated by Santa Rosa Fire Department via contract with the district, which still owns the building. The station is aging and will need to be replaced in the near future.

Two very small apparatus bays are present, and barely able to accommodate the size of today's fire apparatus. Crew accommodations are limited.

Structure	
Construction type	Masonry block and wood frame roof structure.
Date Built	Unknown
Seismic protection/energy audits	None known
Auxiliary power	Automatic starting generator is in place
Condition	Fair to poor and aging
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Building is marginally ADA compliant. There is little available storage or space and no room for additional apparatus or personnel.
Facilities Available	
Exercise/workout	And exercise area is present
Kitchen/dormitory	A small kitchen is present, along with a small sleeping room with 3 beds and a separate captain's quarters.
Lockers/showers	Lockers are in the dorm area. There is a single, bath/shower room.
Training/meetings	There is no classroom. Only the kitchen table is available for training and meetings.
Washer/dryer	Provided in the apparatus area
Protection Systems	
Sprinkler system	The station is not protected by a fire sprinkler system
Smoke detection	The station is protected by a smoke detection system
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided on all front line apparatus

Figure 31: Santa Rosa Fire Department Station 10

1345 Corporate Center Parkway

Station 10 occupies a portion of the same building that holds the Santa Rosa Fire Department administrative offices. The building previously served as commercial office space and was modified for use as a fire station in 2006. Today it consists of three back in apparatus bays, which hold an engine, the department's hazardous materials response vehicle, and a command post vehicle belonging to the police department.

Currently one engine crew is stationed in the facility.

Structure	
Construction type	Mixed masonry and steel frame walls with a wood frame roof structure.
Date Built	Extensively remodeled from a former office space in 2006
Seismic protection/energy audits	None known
Auxiliary power	Automatic starting generator is in place
Condition	Good
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Building is ADA compliant. There is adequate storage. Station is dual gender appropriate.
Facilities Available	
Exercise/workout	Exercise equipment is in a large, dedicated, workout room
Kitchen/dormitory	A good-sized kitchen is present along with a day room. Sleeping accommodations consist of four, individual, bedrooms.
Lockers/showers	There are five individual restrooms, as well as three, single, shower rooms.
Training/meetings	There is no classroom. Training is held in the day room.
Washer/dryer	Present
Protection Systems	
Sprinkler system	The station is fully protected by a fire sprinkler system
Smoke detection	The station is protected by a smoke detection system
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided on all front line apparatus

Figure 32: Santa Rosa Fire Department Station 11

550 Lewis Road

Station 11 was originally constructed as a temporary station, consisting of two buildings. One is a steel frame; steel clad, apparatus building with two bays. The other is a manufactured home that provides residential quarters for the single engine company assigned to this station.

The station was constructed in 2009 and is in good condition overall, with no significant maintenance concerns reported.

Structure	
Construction type	Steel frame, steel clad apparatus building. Wood frame manufactured home.
Date Built	2009
Seismic protection/energy audits	When original constructed
Auxiliary power	Automatic starting generator is in place
Condition	Good
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	The residential building is ADA compliant. There is adequate storage. Station is dual gender appropriate.
Facilities Available	
Exercise/workout	Exercise equipment is present in the back of the apparatus bays
Kitchen/dormitory	A good-sized kitchen is present along with a day room area. Sleeping accommodations consist of three bedrooms, two with two beds and the other with a single bed.
Lockers/showers	There are two individual restrooms, as well as three, single, shower rooms.
Training/meetings	There is no classroom. Training is held in the kitchen.
Washer/dryer	Present
Protection Systems	
Sprinkler system	The station is fully protected by a fire sprinkler system
Smoke detection	The station is protected by a smoke detection system
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided on all front line apparatus

Figure 33: Rincon Valley Fire Protection District Station 20

91 Middle Rincon Road

Rincon Valley Fire Protection District's Station 20 is a paid call facility located on Middle Rincon Road. It is an aging wood frame structure originally constructed in 1947.

The station consists of four back-in style apparatus bays that are single depth. Housed in the facility are a type 1 engine, a brush engine, a water tender and a utility vehicle.

Structure	
Construction type	Wood frame
Date Built	1947
Seismic protection/energy audits	None
Auxiliary power	None
Condition	Poor
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Building is not fully ADA compliant. There is little available storage and no space to add additional apparatus or personnel. However, it is placed on a large lot, which provides room to expand on in the future.
Square Footage	
Exercise/workout	Exercise equipment is in apparatus bays
Kitchen/dormitory	No adequate kitchen. Day room has couch and table
Lockers/showers	A single shower is in one of 3 bathrooms
Training/meetings	There is no training/meeting room. Kitchen table only.
Washer/dryer	None
Protection Systems	
Sprinkler system	The station is not protected by a fire sprinkler system
Smoke detection	The station is protected by a smoke detection system
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided in all four apparatus bays

Figure 34: Rincon Valley Fire Protection District Station 22

45 Lark Center Drive

RVFPD's Station 22 is a staffed facility on Lark Center Drive with full-time firefighter staffing. Though older, having been constructed in 1967, it is in generally good condition.

There are four single, back-in apparatus bays that hold a type 1 and at type 3 engine, along with a water tender and a rescue vehicle.

Structure	
Construction type	Reinforced masonry and wood frame, stucco covered
Date Built	1967
Seismic protection/energy audits	Some seismic reinforcement has been installed
Auxiliary power	Automatic starting generator is in place
Condition	Good
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Building is ADA compliant with the exception of the shower. There is no room to add additional personnel or apparatus.
Square Footage	
Exercise/workout	Exercise equipment is in apparatus bays
Kitchen/dormitory	Kitchen space is adequate. Sleeping is accommodated in four individual dorm rooms.
Lockers/showers	A single shower is in one of 3 bathrooms
Training/meetings	There is no training/meeting room. Kitchen table only.
Washer/dryer	Located in a separate utility room
Protection Systems	
Sprinkler system	The station is not protected by a fire sprinkler system
Smoke detection	The station is protected by a smoke detection system
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided in all four apparatus bays

Figure 35: Rincon Valley Fire Protection District Station 24

207 Todd Road

Rincon Valley Fire Protection District's other staffed facility is Station 24 on Todd Road, which is occupied by a crew of three responders on duty at the station. Like some of the other RVFPD stations, this one is older, built in 1962, but the district indicates that it does not present significant maintenance concerns and is in generally good condition.

Two apparatus bays are present, including one single depth bay and one double depth, providing space for three pieces of apparatus.

Structure	
Construction type	Wood frame structure with stucco siding
Date Built	1962
Seismic protection/energy audits	None
Auxiliary power	Automatic starting generator is in place
Condition	Good
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	Building is ADA compliant. Storage space is limited and there is no room to add additional personnel or apparatus.
Square Footage	
Exercise/workout	Exercise equipment is in apparatus bays
Kitchen/dormitory	An adequately sized kitchen and day room is present. Sleeping is accommodated in three, individual, bedrooms.
Lockers/showers	A single shower is in the only bathroom
Training/meetings	There is no training/meeting room. Kitchen table only.
Washer/dryer	Located in the apparatus bays
Protection Systems	
Sprinkler system	The station is not protected by a fire sprinkler system
Smoke detection	The station is protected by smoke detectors
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	Exhaust removal is provided on all apparatus

Figure 36: Rincon Valley Fire Protection District Station 25

2601 Calistoga Road

A paid call staffed facility, Station 25 on Calistoga Road is currently used only for storage. The building is configured with two back-in apparatus bays and was constructed in 1993. It does not include any quarters or other staff accommodations. Only one reserve fire engine is stored in the building.

Structure	
Construction type	Wood frame, stucco covered
Date Built	1993
Seismic protection/energy audits	None known
Auxiliary power	None
Condition	Good
Special considerations (American with Disabilities Act of 1990 (ADA), mixed gender appropriate, storage, etc.)	This building is used for storage only
Square Footage	
Exercise/workout	None
Kitchen/dormitory	None
Lockers/showers	None
Training/meetings	None
Washer/dryer	None
Protection Systems	
Sprinkler system	The station is not protected by a fire sprinkler system
Smoke detection	Smoke detection is in place
Security	Facility is secured from entry with combination door locks
Apparatus exhaust system	None

Discussion

The fire stations found in the study area vary broadly from some that are relatively new and in excellent condition to others that are aging and will soon be due for replacement. Some of the stations observed are nearing or have already reached their maximum capacity in terms of room for future expansion as workload and service demand increases.

In consideration of opportunities for future shared service delivery initiatives, fire stations and their long-term viability need to be carefully considered. When agencies combine, one with comparatively new and adequate fixed facilities may find that it inherits a financial liability that comes with another fire department that has aging facilities or unrecognized future financial liabilities as a result of deferred maintenance, abandoned fuel storage tanks, and a host of other possibilities.

Apparatus

Other than the emergency responders, response vehicles are the next most important resource of the emergency response system. If emergency personnel cannot arrive quickly due to unreliable transportation, or if the equipment does not function properly, then the delivery of emergency service is likely compromised.

Fire apparatus are unique and specialized pieces of equipment, customized to operate efficiently for a narrowly defined mission. For this reason, they are very expensive and offer little flexibility in use and reassignment. As a result, communities always seek to achieve the longest life span possible for these vehicles.

A summary of the participating agency's emergency response vehicle fleet is provided in the following tables.

Santa Rosa Fire Department Apparatus Inventory

Santa Rosa operates a fleet of 14 structural fire engines, 3 aerial ladder trucks, 1 water tender, 2 wildland engines, a rescue, a hazardous materials vehicle and number of utility and staff vehicles. All appear to be well maintained and serviceable, as detailed in the following figure.

Figure 37: Santa Rosa Fire Department Major Apparatus Inventory

Station 1							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 1	Type 1 Engine	2015	Ferrara	Excellent	5	1500	500
Truck 1	Truck	2002	Freightliner ALF	Good	5	N/A	N/A
Truck 31	Truck	1988	KME/Excel	Fair	5	N/A	N/A
Rescue 1	Rescue	2005	Spartan Ferrara	Good	5	N/A	N/A
Water Tender 1	Tender	2001	HME Central	Good	5	750	1500
Reserve BC	SUV	2007	Chevy Tahoe	Good	5	N/A	N/A
Utility 7140	Pickup	2011	Ford F150	Good	2	N/A	N/A
Utility 7141	SUV	2004	Ford Expedition	Good	4	N/A	N/A

Station 2							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 2	Type 1 Engine	2015	Ferrara	Excellent	5	1500	500
Truck 2	Truck	1999	KME Excel	Good	5	N/A	N/A
Engine 22	Type 6 Wild land	2010	Ford F550	Good	3	300	350
Engine 32	Type 1 Engine	2001	Spartan/Ferrara	Good	5	1500	500
Utility 7142	Pickup	2009	Ford 250	Good	4	N/A	N/A

Station 3							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 3	Type 1 Engine	2015	Ferrara	Excellent	5	1500	500
Engine 33	Type 1 Engine	2002	Spartan/Ferrara	Good	5	1500	500

Station 4							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 4	Type 1 Engine	2006	Spartan/Ferrara	Good	5	1500	500
OES 363[8]	Type 1 Engine	2010	HME/Ahrens	Good	4	1250	850

Station 5							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 5	Type 1 Engine	2006	Spartan/Ferrara	Good	5	1500	500
Engine 25	Type 3 Wild land	2009	Rosenbauer/ International	Good	5	500	500

Station 6							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 6	Type 1 Engine	2006	Spartan/Ferrara	Good	5	1500	500
Engine 34	Type 1 Engine	1996	Spartan/Ferrara	Good	5	1500	500

Station 7							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 7	Type 1 Engine	2002	Spartan/ Ferrara	Good	5	1500	500

[8] Not a Santa Rosa owned asset.

Station 8							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 8	Type 1 Engine	2006	Spartan/ Ferrara	Good	5	1500	500

Station 10							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 10	Type 1 Engine	2006	Spartan/Ferrara	Good	5	1500	500
Hazmat 1	Hazmat	2002	Peterbilt SVI	Good	2	N/A	N/A

Station 11							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 11	Type 1 Engine	2015	Ferrara/ Ferrara	Excellent	5	1500	500
Engine 31	Type 1 Engine	1996	Spartan/ Ferrara	Good	5	1500	500

Rincon Valley Fire Protection District Apparatus Inventory

Listed below are the RVFPD major apparatus. There are five engines, one of which is in reserve, three water tenders and two wildland engines. The RVFPD units are detailed in the following figure.

Figure 38: Rincon Valley Fire Protection District Major Apparatus Inventory

Station 20							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 7584	Type 1 Engine	1992	Pierce/ Dash	Fair	5	1250	500
Engine 7572	Type 3 Engine	1998	International / Master body	Good	5	500	500
Water Tender 7590	Tender	2014	Pierce/ Freightliner	Excellent	2	500	1500
Utility 7540	Pickup	2001	Dodge/ Ram 1500	Fair	5	N/A	N/A

Station 22							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 7581	Type 1 Engine	2009	Pierce/ Arrow XT	Excellent	6	1250	500
Engine 7562	Type 3 Engine	2002	International/ Master body	Good	5	500	500
Rescue 7535	Rescue	2004	Ferrara/ International	Excellent	3	N/A	N/A
Water Tender 7592	Type 3	1997	Pierce/ International	Good	3	750	1500
Utility 7542	Pickup	2003	Dodge/ Ram 1500	Fair	4	N/A	N/A

Station 24							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 7582 (Reserve)	Type 1 Engine	1973	Mack	Fair	3		

Station 25							
Apparatus Designation	Type	Year	Make/Model	Condition	Seating Capacity	Pump Capacity	Tank Capacity
Engine 7580	Type 1 Engine	2015	Ferrara/ Igniter	Excellent	6	1500	500
Engine 7588	Type 1 Engine	2003	Pierce/ Saber	Good	6	1250	600
Tender 7591	Water Tender	1987	Beck/ Ford C8000	Fair	3	500	1500

Santa Rosa Fire Department

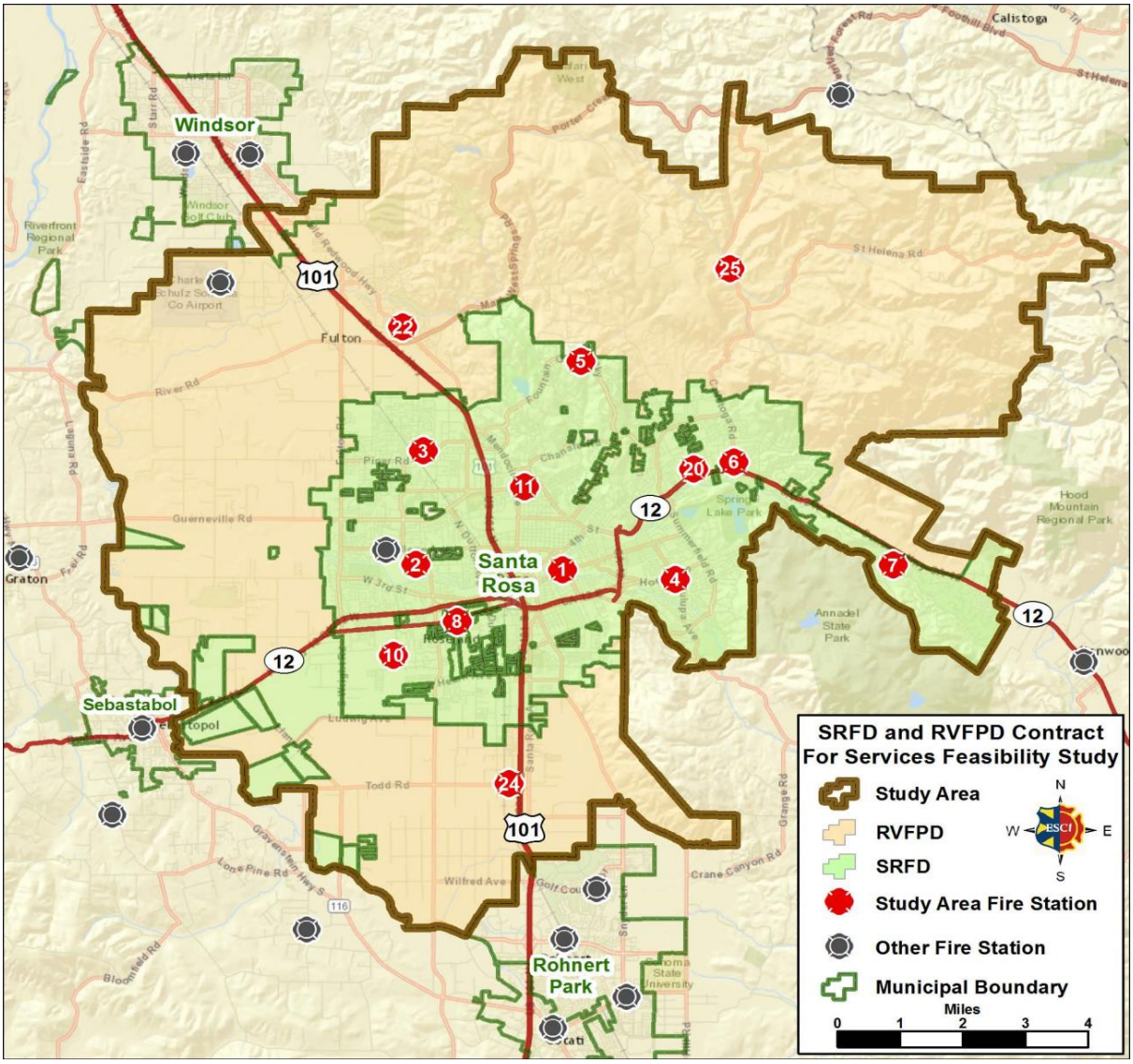
Rincon Valley Fire Protection District

California

SERVICE DELIVERY AND AGENCY OVERVIEW

Emergency Services Consulting International

Figure 39: Service Area Base Map



Service Area Fire Stations	
Santa Rosa Fire Station 1	955 Sonoma Avenue
Santa Rosa Fire Station 2	65 Stony Point Road
Santa Rosa Fire Station 3	3311 Coffey Lane
Santa Rosa Fire Station 4	1775 Yulupa Avenue
Santa Rosa Fire Station 5	2201 Newgate Court
Santa Rosa Fire Station 6	205 Calistoga Road
Santa Rosa Fire Station 7	6590 Stone Bridge Road
Santa Rosa Fire Station 8	830 Burbank Avenue
Santa Rosa Fire Station 10	1345 Corporate Center Parkway
Santa Rosa Fire Station 11	550 Lewis Road
Rincon Valley Fire Protection District 20	91 Middle Rincon Road
Rincon Valley Fire Protection District 22	45 Lark Center Drive
Rincon Valley Fire Protection District 24	207 Todd Road
Rincon Valley Fire Protection District 25	2601 Calistoga Road

Figure 40: Comparison of Physical Resources to National Benchmarks, SRFD

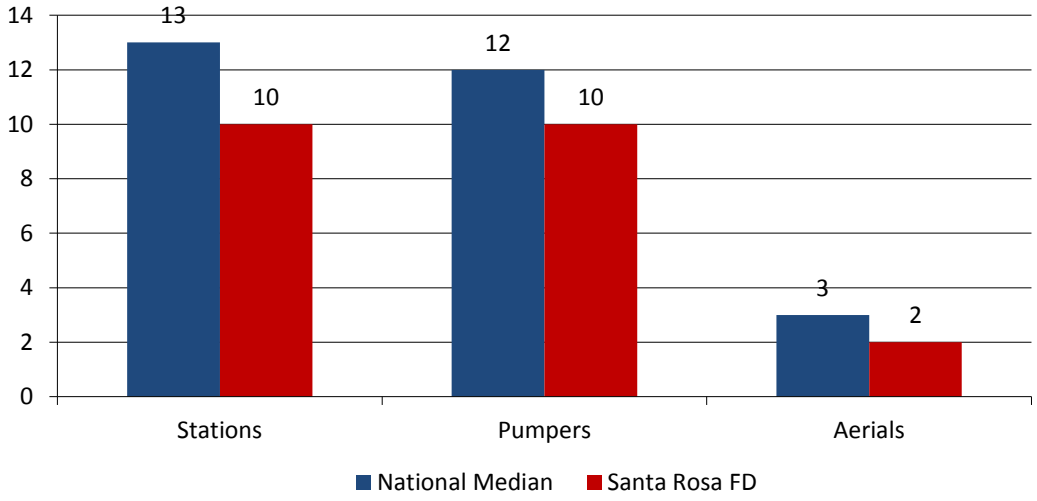
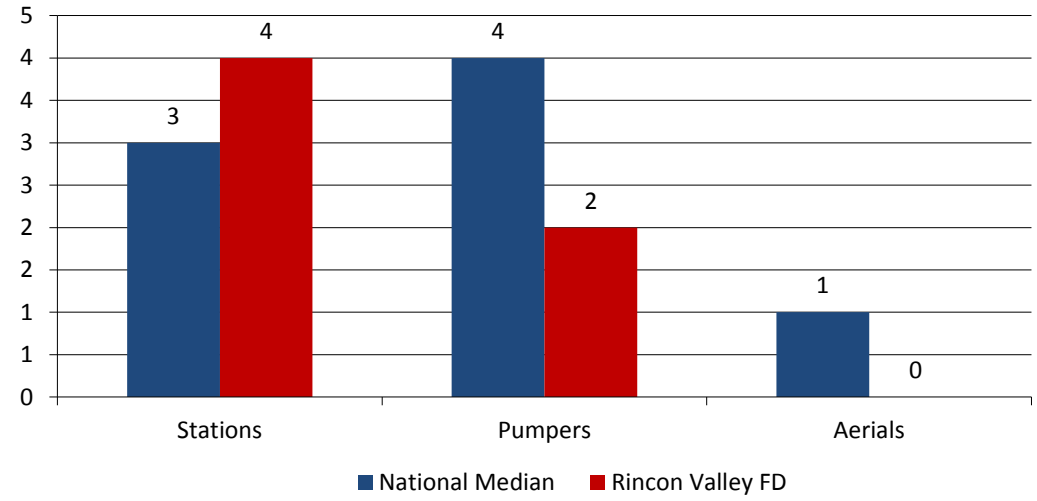


Figure 41: Comparison of Physical Resources to National Benchmarks, RVFPD



When compared to national medians, SRFD is serving the city with fewer resources than the national median. RVFPD delivers service via four fire stations, two of which are fully staffed 24 hours per day, and two stations with paid-per-call members. RVFPD operates two fire engines and no aerial ladder trucks (note below the national median for similar communities.

Emergency Response Data

The following figure displays emergency response numbers and frequency for the study agencies.

Figure 42: Survey Data – Emergency Response Type and Frequency

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Incidents (2014 Calendar Year)			
A. Fire	611	110	
i. Value of property exposed to fire, most recent full year	$15,375,535	Data Unavailable	
ii. Value of property lost to fire, most recent full year	$3,436,205	$774,604	
B. Rupture or explosion	6	5	
C. EMS/rescue	16,029	2,123	
D. Number of EMS transports	NA	NA	
E. Hazardous condition	426	145	
F. Service call	2,021	257	
G. Good intent call	3,592	432	
H. False call	1,234	141	
I. Severe weather	3	0	
J. Other	9	2	
Total	**23,931**	**3,215**	

Discussion

Based on the above data, ESCI compared the number of incidents both departments responded to in the 2014 calendar year against a series of national and regional data. The following figures describe incident data from RVFPD and SRFD.

Figure 43: Number of SRFD Incidents per 1,000 Population

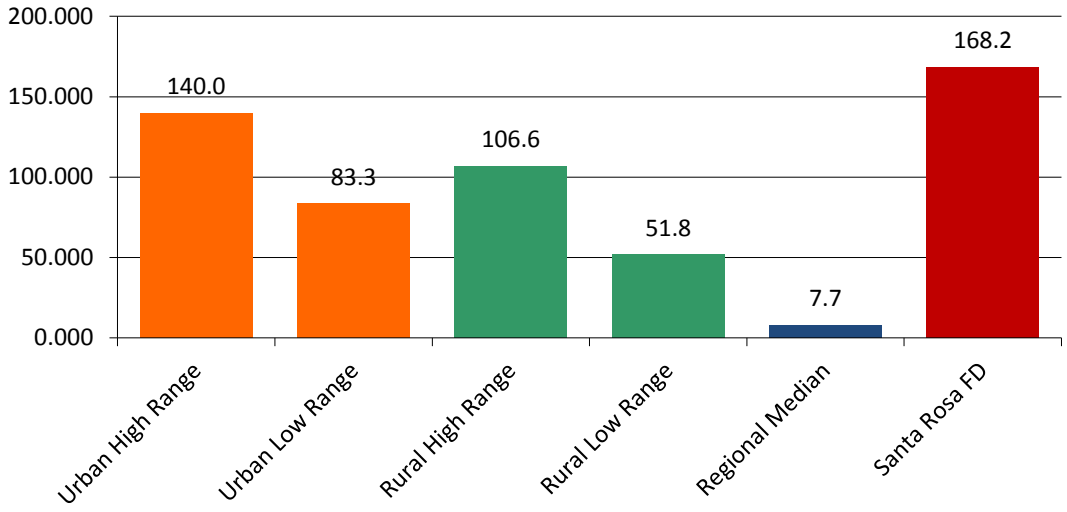


Figure 44: Number of SRFD Fires per 1,000 Population

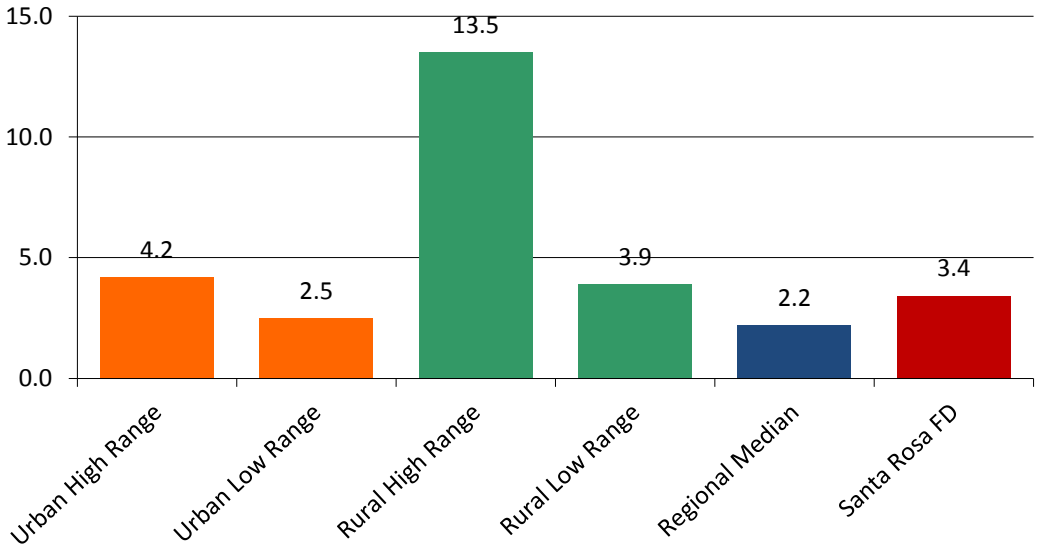


Figure 45: Number of RVFPD Incidents per 1,000 Population

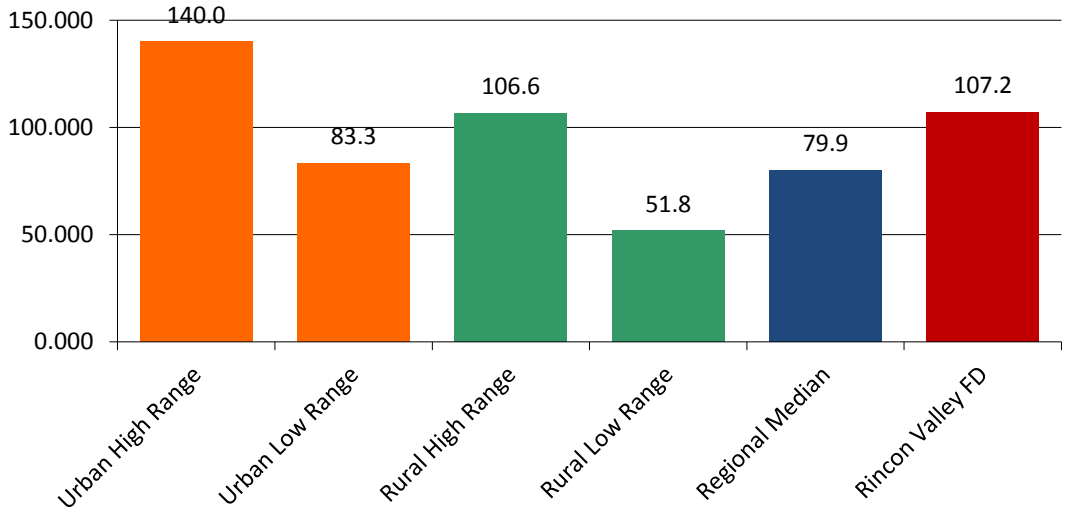
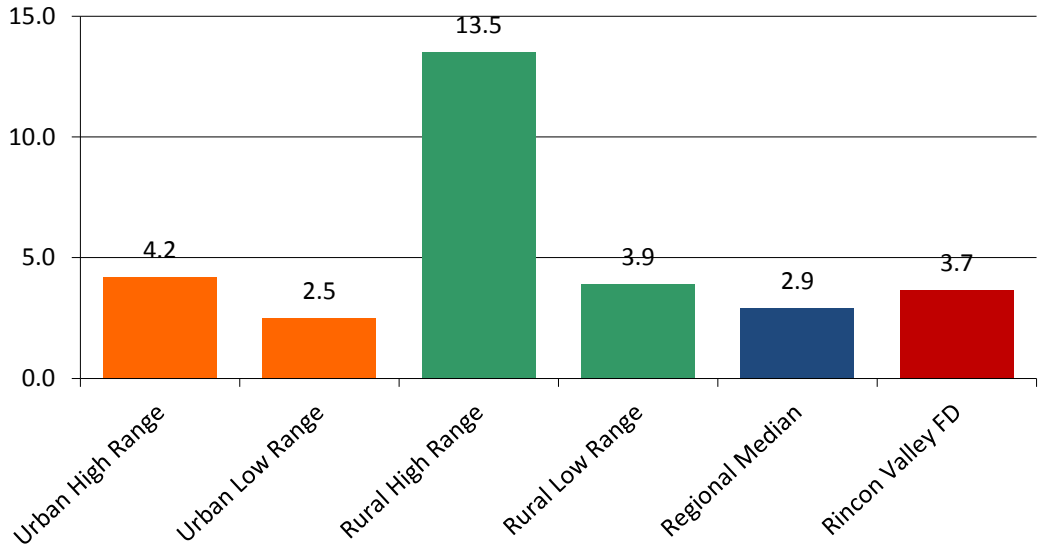


Figure 46: Number of RVFPD Fires per 1,000 Population



The study agencies compare in a similar manner in most cases to the listed national and regional medians. An exception is seen with the SRFD which reflects a higher number of incidents on a per 1,000 population basis than the other comparators. The reason for the difference is the result of increased population in a primarily urban setting. Fires per 1,000 population are similar between the study agencies.

Management Components

Fire districts and municipal fire departments have always faced challenges to organizational growth and management. In addition to the operational challenges of emergency response, the management of the business of a fire agency presents unique issues involving the administration of financial resources, the setting of goals and objectives, internal and external communications, information management, and security.

Foundational Management Components

The development of baseline management components in an organization enables it to move forward in an organized and effective manner. In the absence of foundational management elements, the organizations will tend to operate in a random and generally ineffective manner. The following figure reviews the agencies' foundational management components.

Figure 47: Survey Data – Foundational Elements

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Mission, Vision, Strategic Planning, Goals and Objectives			
A. Mission statement adopted	Yes	Yes	
i. Displayed	At training tower, various documents	Not displayed	
ii. Periodic review	Not reviewed since 2007, to be reviewed in 2016	NA	Santa Rosa in process
B. Vision established and communicated	Yes	Yes	
C. Values of staff established	Yes	Yes	
D. Strategic or master plan	Strategic Plan in 2007. No Fire Department Master Plan.	NA	
i. Adopted by elected officials	No	NA	
ii. Published and available	Yes	NA	
iii. Periodic review	Undefined, as needed	NA	
E. Agency goals and objectives established	In the Strategic Plan	NA	
i. Date developed	2007	NA	
ii. Periodic review	As needed	NA	
iii. Tied to division/personnel performance statements/plans	Yes	NA	
iv. Objectives linked to programs	Yes	NA	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
v. Performance objectives established	Yes	NA	
F. Code of ethics established	City level only. Being developed in the fire department currently.	NA	County Fire Chiefs have a set

Discussion

SRFD foundational documents are in place and well developed although in some cases need to be updated and reviewed. Each organization has a written mission, vision statement and set of core organizational values. These are cornerstones to an effective strategic plan. Ultimately, the agencies should establish specific strategic plans, or work toward combining agencies into a single, regional service provider.

Both SRFD and RVFPD have mission and values statements; however, a periodic review of said documents should be established. These documents should be reviewed and updated every two years. This will ensure the organizations' activities and outputs are connected to the intended mission.

A strategic planning process for both agencies will identify specific goals and performance objectives whereby they intend to meet their visions. Currently, the RVFPD does not have associated performance objectives/statements or a code of ethics established. These types of goals and objectives provide guidance in decision-making and focus the agency's efforts on the most critical issues that will impact its success in the future. In addition, the plan will provide the members with direction on the future and how they each fit in.

It appears the SRFD strategic plan was developed at least eight years ago. This is an area that should be set as an organizational goal to complete.

The RVFPD should develop a master plan including organizational objectives, performance statements and indicators, and a code of ethics; once the plan is complete, the district should seek board approval and formal adoption.

Development of a joint strategic plan with all the participating agencies would strengthen each agency's foundational structure and create cohesiveness between the agencies. Goals and objectives would flow from a strategic plan, which could include partnership and/or integration between the agencies.

Considerations:

- Both agencies have mission and value statements; in some cases, not recently updated, publicized, or complete.
- SRFD is in process of conducting a strategic plan review and standards of cover evaluation. The current strategic plan was developed in 2007 including a fire department specific set of code of ethics.
- SRFD and RVFPD should consider developing joint a fire department master plan that blends with the Santa Rosa current City plan and affords both agencies quality future planning.

Management Documents and Processes

Similarly, an organization should establish appropriate documentation, policies, procedures, and identification of internal and external issues that affect the agency. Processes must also be established to address the flow of information and communication within the agency as well as with its constituents. The following figure displays the processes in place in both organizations.

Figure 48: Survey Data – Management Documents and Processes

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Availability of SOPs, Rules and Regulations, Policies			
A. Copies of rules provided	Yes	Handbooks; some posted on the intranet	
i. Last date reviewed	As needed	Under review with Lexipol	
B. Copies of SOPs or guidelines available	Being evolved via Lexipol contract currently. Also Company Standards are in place.	Same as previous	Santa Rosa and RVFPD both working with Lexipol on policy development and updates
i. Regular update	Lexipol to update policies, Company Standards are being developed in concert with policies	NA	
ii. Process for development of new SOPs	Internal to align with Lexipol policy development	NA	
C. SOPs used in training evolutions	Yes	Yes	Utilize Santa Rosa company standards
D. Policy manual available	Yes	Under review with Lexipol	
i. Reviewed for consistency	Via Lexipol process	NA	
ii. Reviewed for legal mandates	Via Lexipol process	NA	
iii. Training on policies provided	Yes	NA	
Critical Issues			
A. Critical issues identified			
i. First critical issue	Sun setting sales tax measures. (O and P)	Funding/sustainability	
ii. Second critical issue	Sustainability	Potential changing of jurisdictions/annexations	
iii. Third critical issue	Station 9 construction	Sonoma County Airport. Future delivery needs and should district provide?	
iv. Fourth critical issue	Training and succession planning with departing Battalion Chiefs	Indian Casino, service demands vs. what they are paying for	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
B. Internal evaluation of critical issues process defined	Currently being developed as a part of team building	NA	
Challenges of the Future			
A. Challenges are identified			
i. First challenge	Meeting NFPA response targets	Urban Interface problem	
ii. Second challenge	Public/private partnerships (201) Ambulance Transportation options	Largest industrial park north of SF, diverse risk profile	
iii. Third challenge	Deteriorating fire stations, plus need for a new one	Rural residential and commercial marijuana growing operations	
iv. Fourth challenge	NA	Increasing aging and homeless population. Law enforcement incidents	
Internal and External Communications			
A. Internal communications			
i. Regularly scheduled staff meetings (fire department)	Monthly executive and command staff, emergency management and administrative service officer	Yes, monthly	
ii. Written staff meeting minutes	No	No	Both agencies keep individual notes
iii. Memos	Yes	Yes	Special notice system similar to Santa Rosa
iv. Member newsletter	Bi-monthly department update	Not recently	
v. Member forums	Annual meeting of all captains. To be expanded	No	RVFPD trying to promote shift based meetings
vi. Open door policy	Yes	Yes	
vii. Bulletin board	Yes	Yes	SRFD and RVFPD both have a designated location for posted mandates
viii. Vertical communication path clearly identified	Yes, via organizational chart	Yes, but confusing because of actors and two agencies	
ix. E-mail	Yes	Yes	
v. Employee mail boxes	Yes	Yes	
x. Voice mail	Management and stations	Yes, every employee	
xi. Issues taskforce	No	After action reviews	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
B. External communications			
i. Community newsletter	No	NA	SRFD and RVFPD conduct outreach with brochures. Weed abatement etc.
ii. Website	Yes	Yes shared with WFPD	
iii. Advisory committee(s)	A community advisory board is appointed at the city level	NA	SRFD does participate with COC and Rotary
iv. Complaint process	Defined process in place	NA	Will be with Lexipol
v. Social media (Facebook/twitter)	Yes	Yes	RVFPD Needs to refine
vi. Community survey	None	NA	
vii. Focus Groups	Wild land/urban interface group in place	Not regularly	SRFD and RVFPD reach out to HOAs and communities

Discussion

SRFD and RVFPD have a variety of robust and effective SOPs, policy and procedure manuals, and other regulatory documents. Both agencies are involved in migrating polices into Lexipol that should provide a quality document control and revision system. RVFPD appears to be utilizing the SRFD evolution standards, which is a positive step toward cohesive operational activity on an incident.

There are many common challenges facing these two organizations. Critical issues and challenges include funding stability, staffing/service level decisions (Sonoma County Airport), and facility issues/needs (SRFD Station 9). These critical needs compel the agencies to work and support each other to achieve what could be difficult as independent operating isolated agencies. Regardless of the outcome of this study, the agencies must continue to work collaboratively and expand their collaboration for the services they provide to their constituents in a spectrum between a full level merge/cooperative efforts to lower level service contracts for various services between agencies.

Each of the Fire Chiefs have been described as being approachable by their employees and understand the distinction between an open door policy and breaches in the chain of command. This lends itself well to integration between the agencies, as both styles appear similar in nature.

Quality communications is an always sought after but seldom fully achieved goal for most organizations. Organizations with wise leadership are never satisfied with the level of communication their organization achieves, recognizing the importance of thorough

communication up and down the organization internally and outward by the organization to its customers or constituents. Each agency has developed various communication processes internally and to some degree externally with their constituents. External communication processes, such as community surveys and newsletters, with the communities served could be improved for both agencies.

Both agencies are providing communication systems via regular command to/from the subordinate level at meetings conducted on a monthly basis. SRFD and RVFPD currently distribute staff meeting information via the chain of command.

Considerations:

- Both agencies are in planning stages to utilize Lexipol for records and policies.
- SRFD and RVFPD should work together to mount coordinated efforts to manage the various challenges and issues both agencies face. In many cases, each agency is facing the same issues. Going forward, working together as partners will benefit both agencies.
- Although well developed on most fronts, internal and external communications can be improved by both agencies in a variety of channels.

Record Keeping and Documentation

It is essential that organizations maintain appropriate records and documentation of their practices, as summarized in the following figure.

Figure 49: Survey Data – Record Keeping and Documentation

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Document Control			
A. Process for public access established	Process in place	Yes	
B. Hard copy files protected	Secured	Yes for HR	
C. Computer files backed up	Back up via IT	Yes cloud and hard drive	
Security			
A. Building security	Electronic security	Punch locks	
B. Office security	Office not secured	Yes	
C. Computer security	Password protection in place	Yes	
D. Vehicle security	No policy in place, one person to remain with engines	NA	
E. Capital inventory maintained	Yes, annually for items valued at $5,000 or higher	$5,000 threshold, the RVFPD maintains a log	
F. Asset security system used	Yes	Log	
G. Inventory interval	Annual	Log	
H. Monetary controls used			
I. Cash access controls	In place	Yes controlled in office	Requires a receipt
J. Credit card controls	In place	Cal Cards for all personnel	Monthly report with receipts
K. Purchasing controls	In place	Yes	Process tied to purchase amounts
Reporting and Records			
A. Records kept by computer			
i. Type of platform	PC based	PC and Mac	
ii. Operating system	Microsoft Windows based	Microsoft and Apple	
B. Periodic report to elected officials			
i. Financial report	Annual and mid-year budget adjustment	Yes quarterly	
ii. Management report	Weekly critical issues report to city manager	Monthly Chiefs Report to BOD	
iii. Operational report	None, except for as a part of the annual budget process	Monthly Chiefs report to BOD	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
iv. Distributed to others	In budget documents only	Public document	
C. Annual report produced	No	NA	
i. Distributed to others	NA	NA	
ii. Analysis of data provided	Yes	Yes, responses and response times	
D. Required records maintained			
i. Incident reports	Tracked in RMS	RMS	
ii. Patient care reports	ALS patient care report via American Medical Response records system	RMS	RVFPD BLS only
iii. Exposure records	Recorded via state system	Yes, workers comp and CPF system	
iv. SCBA testing	Annually	Yes, annually	
v. Hose	Annually	Yes	
vi. Ladder	Annually	Yes	
vii. Pump	Annually	Yes	
viii. Breathing air	Completed with compressor maintenance	Yes, test samples	
Information Technology			
A. Computer platform	Windows based	PC and Mac	
B. Maintenance/IT support provided by	Via city IT department	Use third party company	

Discussion

Document control and security for finances, buildings, and computer records appear to be in place and are within industry best practices. Purchasing functions and monetary controls have clear financial controls and are nearly identical in each agency.

Information technology and various forms of computers and servers are in place and used across the Macintosh and PC platforms. This is an area that will require more study as to integration onto a single software and hardware backbone. An integrated system can offer better data collection and enhanced technology capabilities.

Financial records, management records, and operational records and reports are adequately maintained by both agencies. A standardized and combined annual report of these activities, with analysis, would bolster communication and information about their respective organizations to employees, elected officials, and citizens served.

Both agencies are providing critical equipment testing in accordance with best practices and mandates. Both agencies should develop a single set of standardized mandatory equipment testing if joined.

Considerations:

- Integration of computer hard and software systems into one single system can come at a high cost. However, it is important for both agencies to collect, maintain, and utilize data to track and improve efficiencies
- Combining computer systems onto one platform serving both agencies can be an expensive and time consuming effort without proper planning and expertise

Staffing and Personnel Management

An analysis of staffing is a review of personnel levels and distribution of those levels among primary, support, and administrative functions. Such an analysis also includes a review of staff allocation, scheduling, standards of cover, and career firefighter/EMS distribution. By the term staffing and personnel management, we mean those systems by which the human resource functions is implemented and managed throughout each organization.

Administrative and Support Staffing

One of the primary responsibilities of a fire organization's administration and support staff is to ensure that the operational entities of the organization have the ability and means to accomplish their responsibilities on an emergency incident. Efficient and effective administration and support are critical to the success of a fire agency.

One of the key factors to an organization's overall strength and success is to identify and place administrative and operationally competent, experienced personnel into organizational positions. It is not enough to be operationally sound or administratively gifted, public safety fire administration services must be both. It is imperative appropriate training, education and hands on experience is provided to members of fire administration and overhead teams.

Like any other part of a fire department, administration and support require appropriate resources to function properly. Analyzing the administrative and support positions of a fire department facilitates an understanding of the relative number of resources committed to this important function. The appropriate balance of the administration and support components to the operational component is critical to the success of the department's mission and responsibilities.

In the next figure, ESCI reviews the agencies' administrative and support staffing configurations.

Figure 50: Survey Data – Administrative and Support Staffing

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Administration and Other Support Staff			
A. Fire Chief	1	1 Shared FTE between RVFPD (55%) and Windsor (45%)	
B. Deputy Chief	1	NA	
C. Deputy Chief/Fire Marshal	1	NA	
D. Assistant Fire Marshal	2	NA	
E. Administrative Services Officer	1	NA	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
F. Research and Program Coordinator	1	NA	
G. Administrative Secretary	1	NA	
H. Administrative Assistant		1 Shared FTE between RVFPD (55%) and Windsor (45%)	
I. Sr. Administrative Assistant	1	NA	
J. Community Development Technician	1	NA	
K. Emergency Preparedness Coordinator	1	NA	
L. Administrative Tech	1	NA	
M. Finance	Performed by Administrative Services Officer	1.8 FTE Shared between RVFPD (55%) and Windsor (45%)	
N. Battalion Chiefs – Admin	2 Training, EMS	1 Shared FTE between RVFPD (55%) and Windsor (45%)	
O. Building Plans Checker	1	NA	
P. Dept. Application Specialist	1	NA	
Q. Training Captain	2	Works with SRFD Training	
R. EMS Coordinator		NA	
S. Fire Prevention/ Inspection	3	1 Shared FTE between RVFPD (55%) and Windsor (45%)	
T. Administrative Assistant – Part time @ 30hr/week	0.75	1 Shared FTE between Windsor (45%) and RVFPD (55%)	
U. Total administrative & support staff	21.75 FTE	3.76 FTE	
V. Percent administrative & support to total department personnel	14.82%	16%	

Discussion

The administrative structures for these two organizations differ primarily as a result of the number of personnel. SRFD employs a staff of 146.75, where RVFPD employs 25. SRFD has a large administrative staff of over 20 members supporting command and control, administrative functions and other non-combat functions such as logistics, communications, and support. RVPFD relies on a single Fire Chief to accomplish all duties or on contract services for various administrative needs. The RVFPD also utilizes a SRFD training captain to administer and deliver training to staff.

In a cooperative merge or contract agreement consolidating these agencies, the above positions and associated functions should be fully examined and potentially modified to reduce duplication of effort and afford a quality administrative and logistical support base, while offering that larger organization economies of scale.

Considerations:

- Should a joint effort proceed on any level, administrative functions and the overhead structure of support should be closely studied to ensure adequate command and control, and no duplication of positions or function.

Emergency Response Staffing

It takes an adequate and properly trained staff of emergency responders to put the appropriate emergency apparatus and equipment to its best use in mitigating incidents. Insufficient staffing at an operational scene decreases the effectiveness of the response and increases the risk of injury to all individuals involved.

Tasks that must be performed at a fire can be broken down into three key components – life safety, staffing and fire flow. Life safety tasks are based on the number of building occupants, their location, status, and ability to take self-preservation action. Life safety related tasks involve search, rescue, and evacuation of victims. Staffing is defined as the personnel available and assigned to mitigate an incident in a timely manner. The fire flow component involves delivering sufficient water to extinguish the fire and create an environment within the building that allows entry by firefighters.

The number and types of tasks needing simultaneous action will dictate the minimum number of firefighters required to combat different types of fires. In the absence of adequate personnel to perform concurrent action, the command officer must prioritize the tasks and complete some in chronological order, rather than concurrently. These tasks include:

- Command
- Scene safety
- Search and rescue
- Fire attack
- Water supply
- Pump operation
- Ventilation
- Back-up/rapid intervention

The first 15 minutes is the most crucial period in the suppression of a fire. How effectively and efficiently firefighters perform during this period has a significant impact on the overall outcome of the event. This general concept is applicable to fire, rescue, and medical situations. Critical tasks must be conducted in a timely manner in order to control a fire or to treat a patient. All agencies are responsible for assuring that responding companies are capable of performing all of the described tasks in a prompt, efficient, and safe manner. The following figure lists emergency response-staffing configuration for each agency.

Figure 51: Survey Data – Emergency Response Staffing

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Emergency Service Staff			
A. Shift Battalion Chief	3	RVFPD shares 3 FTE Battalion Chief positions out of WFPD 55% RVFPD staff 45% WFPD staff	
B. Shift Captain	36	6	
C. Shift Engineers	42	12	
D. Shift Firefighters	45	NA	
E. Total operational staff	126	21	
i. Fire department total	146.75	21	
ii. Percent of operational officers to firefighters	44%	75%	
Use of Career and Volunteer Personnel			
A. Career scheduling methodology			
i. Length of normal duty period	48/96	48/96	
ii. FLSA period	24 day	Paid fix percentage	
iii. Residency requirements	No	No	
iv. Operational career services	NA	NA	
v. Fire suppression	Yes	Yes	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
vi. EMS/rescue, first response	Yes	Yes	
vii. EMS, advanced life support	Yes	No	
viii. Specialized rescue	Yes	NA	
ix. Fire prevention inspections	Yes	Yes	
x. Emergency management	Yes	County	Host EOC
xi. Public education	Yes	Yes	
xii. Hazardous materials response (level)	Level A, Type III team	County	
B. Volunteer services			
i. Chaplain	None, accessed via police department	Yes	
ii. Civilian administrative volunteer	Volunteer oversees the Fire Corps program, .25 FTE	NA	
Responsibilities and Activity Levels of Personnel			
A. Assignment of routine duties:			
i. By position		No	
ii. By areas of personal interest	Generally by area of interests/expertise	Yes	
B. Special duties assigned by:			
i. Duty assignment	Generally by area of interests/expertise	No	
ii. Work groups/Committees	Generally by area of interests/expertise	NA	
iii. EMS quality management	Yes	No	
iv. Chaplain	Via police department	Not paid, is a voluntary position	
v. Training	Not specifically	Yes	
vi. Safety	Yes	Yes	
vii. Building development	As needed	Ad hoc	
viii. Standards/SOPs	None	Operations Committee	

Discussion

Staffing comes down to the number of firefighters that are assembled at the scene of an incident in conjunction with the scope and magnitude of the critical job tasks expected of them. It is important to understand that the assembly of firefighters on an incident, also called an "Effective Firefighting Force" or "Effective Response Force," (EFF or ERF) is a determination that

is made by local fire administrators and is based on various risks, capability, and community expectations. There is not a mandated requirement though there are standards that are discussed in detail later in this report. The Service Delivery section provides information about resource concentration, and assembling an effective firefighting force is evaluated in detail. Each agency is encouraged to continue work on joint operations and response standardization to maximize response capacities.

ESCI recommends each organization work together to develop a functional, community acceptable EFF/ERF level-staffing component. A joint response staffing level across the entire region will enhance both agencies' ability to more efficiently manage incidents large and small. Furthermore, ESCI recommends development of a Standards of Cover document to clearly decide and understand service demands, community expectations, and develop appropriate staffing and performance objectives for response.

Looking at the region and scope of a joint cooperative effort, it is recognized that more positions in the Battalion Chief rank will be needed.

Considerations:

- Agencies will be engaging in the Sonoma County based Standards of Cover study to clearly understand staffing, EFF/ERF requirements, and community expectations.

Personnel Management

A review of personnel management will consider polices and handbooks, job descriptions, reports, and record-keeping, compensation systems, disciplinary processes, counseling services, new hire recruitment and processing, testing, and promotion processes, and member retention efforts and programs. The next figure presents human resource functions as implemented and managed throughout both SRFD and RVFPD.

Figure 52: Survey Data – Personnel Management

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Disciplinary Process			
A. Disciplinary policy established	Yes, in conjunction with city policy	Yes and in MOU	
B. Disciplinary process communicated	Yes	Through policy and MOU	
C. Appeal process provided	Included in the process	Yes	
i. Pending litigation	Two pending	No	
Counseling Services			
A. Critical incident stress debriefing	Yes	Yes through county program	
B. Employee assistance program	Yes	Yes	
C. Intervention program	Included in Employee Assistance Program	Yes	
Application Process			
A. Recruitment program	Program in place	Volunteer continuous, No full-time firefighters have been appointed since March 2007	
B. Application process			
i. Qualification check	Checked	Yes	
ii. Reference check	Checked	Yes	
iii. Background check	Checked	Yes	
iv. Physical standards established	CPAT	CPAT	
v. Knowledge testing	Yes	National testing network	
vi. Interview	Yes	Yes	
vii. Medical exam require	Yes	Yes	
viii. Psychological exam required	Yes	Yes	
ix. Medical psychological	Yes	Yes	
Testing, Measuring and Promotion Process			
A. Periodic competence testing	Included in probationary period and for captains. Evolution standards completed annually.	For EMT and CERTS	
B. Periodic physical competence testing	Made available but not required	No	
C. Periodic performance review	As a part of annual evolution performance testing	Annually	
D. Promotional testing	Yes	Yes	
Health and Safety			

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
A. Medical standards established		NFPA 1584 for Rehab on incidents	
i. Periodic medical exam	Only upon hire or return to duty. Annual exam made available to employees but not required.	Just for driver license	
B. Safety committee established	Committee is in place, but not meeting regularly. In process.	Yes	
i. Membership	Yes	Yes	
ii. Meetings	Quarterly	Periodic	
iii. Function	Yes	Yes	
iv. Meeting minutes	Yes	Yes	Quarterly reports

Discussion

Both agencies have well developed, industry standard disciplinary policies with all requisite legal and member rights elements. Discipline policies and processes are contained in current Memorandum of Understanding documents in both SRFD and RVFPD.

Counseling services for members in both agencies are offered, including incident stress debriefing and employee assistance programs. These services are publicized and accessible.

In the area of recruitment and testing, ESCI once again notes a compliant, well-established managed set of systems. Both agencies have ascribed to mandated and auxiliary testing for new recruits and for newly promoted members.

Human resource functions, administration, and documentation are very similar between the agencies. This area is an easy opportunity to standardize administration of human resource services and allow for an easier transition to an integrated regional service delivery model in the future.

Safety committee activation and ongoing meetings are areas for improvement in both agencies. Committees should meet on regular timelines, and publish and disseminate meeting minutes, including findings, and other teachable documentation.

Considerations:

- Bringing the subject agencies together in a standardized human resource functionality may be a relatively easy transition given the similarities of these particular services.
- Safety committees should be formally established, meet regularly, and publish minutes and findings to improve safety in the organizations.

Personnel Policies, Systems, and Processes

Figure 53: Survey Data – Personnel Policies, Systems, and Processes

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Policies, Rules & Regulations, SOPs			
A. Human resource manager	Responsibility of the Administrative Services Officer	Through Department Admin	
B. Personnel policy manual maintained	City personnel policy	No	
i. Manual provided at initial hiring	Yes	No	
ii. Training provided	Included in new employee orientation	No	
iii. Periodic review & update	Reviewed and updated on an as needed basis	No	
C. Employee/Volunteer retention program established	Longevity incentive program is in place	Yes	
Compensation, Point System, and Benefits			
A. Uniformed employee compensation, FT annual			
i. Fire Chief	Yes	Yes	
ii. Deputy/asst. Chief, ops	Yes	NA	
iii. Deputy/asst. Chief, support	No	NA	
iv. Deputy Chief/Fire Marshal	Yes	No	
v. Training captain, nonexempt	Yes	NA	
vi. Field training officer, captain – nonexempt		NA	
vii. EMS coordinator, nonexempt	Yes	NA	
viii. Captain	Yes	Yes	
ix. Fire Investigator	Yes	No	
x. Firefighter II	No	No	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
B. Additional compensation			
i. Clothing allowance	Yes	Yes	
ii. Longevity pay	Yes 1-2% after 20 yrs	Yes 5, 14 and 21 years	
iii. Other specialty pay	Paramedic, EMT, Hazmat, Education	EMT, Education	
C. Non-uniformed employee compensation, FT annual	Yes		
i. Administrative assistant	Yes	No	
D. Career employee benefits			
i. Social security	No	Yes	
ii. Workers' compensation	Yes	Yes	
iii. Pension	Yes, CALPERS 3 tiers for safety 3@50, 3@55 and 2.7@57 and three tiers for non-safety 3@60, 2.5 @55 and 2@62	Yes, CALPERS, for full-time employees various tiers based on years of service	
iv. Deferred compensation	Yes	Yes	
v. Medical insurance	Yes	Yes	
vi. Dental insurance	Yes	Yes	
vii. Short and long term disability insurance	Yes	No	
viii. Life insurance	Yes	Yes	Voluntary, and can buy up
ix. Vision insurance	Yes	Yes	
x. Survivor income benefit	Yes	Yes	
xi. Additional life insurance	Yes	Yes	Can be purchased
E. Volunteer compensation	No	Per call stipend	
i. Other benefits/incentives		Sleeper program $25 dollar a 12-hour shift, CSFA membership,	
Reports and Records			
A. Personnel records maintained	Yes, at city hall and at the fire department	Yes	
i. Application retained	Yes	Yes	
ii. Historical records archived	Yes	All on site	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
iii. Performance evaluations retained	Yes	Personnel File	
iv. Injury and accident records retained	Yes	Yes	
v. Health and exposure records maintained	Yes	Workers comp file	
Disciplinary Process			
A. Disciplinary policy established	Via city policy	Progressive discipline in handbook, in accordance with FFBOR	
B. Disciplinary process communicated	Yes	Access to the employee handbook	
C. Appeal process provided	Yes	FFBOR	
i. Recent litigation	No	No	
ii. Pending litigation	No	No	
Counseling Services			
A. Critical incident stress debriefing	Process is in place	Yes	
B. Employee assistance program	Yes	Yes	
C. Intervention program	Yes	Yes	

Discussion

Appropriate human resource policies and manuals vary between the agencies. SRFD has a developed set of policy manuals and required training for newly appointed members. The process is consistent with industry standards including annual policy review procedures to ensure documents are up to date. Responsibilities of this area fall under the management of the Administrator Services Officer position.

SRFD and RVFPD employees have CALPERS retirement benefits and each agency has specific details contained in current memorandum of understanding documents (MOU).

Study agency CALPERS benefits range depending on details within MOU documents. In a cooperative or contractual joint agency effort, decision makers will need a clear understanding of all CALPERS impacts and issues.

Both agencies provide a variety of different individual insurance plans and deferred compensation programs. RVFPD employees are not offered short (STD) or long-term disability (LTD) benefits. Again, a transition to one organization will require careful study as to what financial impact may be seen to blend member benefit packages. A detailed discussion and plan of transitional steps are provided later in this report.

All personnel files, including performance evaluations, injury and accident records and other records such as exposure documents are kept secure in two administrative locations. Disciplinary procedures and policies are what would be expected in a modern fire organization. Both agencies educate members on benefit packages that are contained in handbooks provided by the agency.

Considerations:

- Most policy and personnel systems are in place in both organizations and would require minor effort to congeal if there is one regional entity.
- SRFD and RVFPD full-time employees are offered a variety of benefit levels within the CALPERS system depending on years as employee and safety versus non-safety employment status.

Fire and EMS Training Delivery

Although the delivery of fire suppression and emergency medical services lies at the core of each department's mission, it is necessary for every emergency services agency to be supported by other activities. These activities provide the basis for employee training and education, career development, public safety education, fire prevention, and code enforcement.

Training is the acquisition of knowledge, skills, and competencies as a result of teaching new information or practicing existing abilities that come together to form a useful proficiency. One of the most cost effective, critical investments a fire agency can make is in the training and development of its personnel. The three physical resources that a fire department brings to bear in responding to an emergency are properly located training facilities, the right kind of equipment in proper working order, and skilled responders to perform the tasks required. In order to ensure that the firefighters are skilled, a comprehensive training program must be in place. These newly acquired skills or enhanced competencies provide firefighters with the ability to adaptively problem solve during a compressed time frame under significant pressure. This section evaluates the training program for each agency.

General Training Competencies

For training to be fully effective, it should be based on established standards. There are various sources for training standards. The following figure displays that the study agencies use the National Fire Protection Association (NFPA) and International Fire Service Training Association (IFSTA) and California State established standards as the basis for its fire suppression training practices.

Figure 54: Survey Data – General Training Competencies

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
General Training Competency			
A. Incident command system	Yes	Yes	
B. Accountability procedures	Yes	Yes	SRFD and RVFPD utilize a Velcro Passport and electronic system
C. Policy and procedures	Computer based yes, company standards	Yes, computer based	
D. Safety procedures	Yes	Yes	
E. Recruit training	Yes	Volunteer academy	7 to 9 weeks, Santa Rosa curriculum.
F. Special rescue (high angle, confined space, etc.)	Yes	Yes	SRFD creates local curriculum, Rubble pile, confine space props, Trucks are medium to heavy
G. Hazardous materials	Yes	Yes, awareness FRO	SRFD Type III heading to II
H. Wild land firefighting	Yes	Yes	
I. Vehicle extrication	Yes	Yes	
J. Defensive driving	Yes	Yes	SRFD and RVFPD conduct through JC and defensive driving
K. Use and care of small tools	Yes	Yes	SRFD and RVFPD utilize target solutions
L. Radio communications & dispatch protocol?	Yes	Yes	
M. EMS skills and protocol	Yes	Yes	

Discussion

Both agencies place a high priority on training. In terms of general competencies, both SRFD and RVFPD have placed an emphasis on establishing mandatory and non-mandatory training scheduled and available to all members. Both agencies possess all requisite industry standard competencies and controls for training in all areas as noted above.

Training Program Management and Administration

To be able to deliver effective training to fire and EMS personnel, tools, and resources are needed, and effective methodologies must be employed if delivery is to sufficiently meet needs. Planning and scheduling is necessary to assure that training delivery is effective.

Figure 55: Survey Data – Training Program Administration and Management

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Training Administration			
A. Director of training program	Yes	Assigned to an Engineer	BC
B. Education or background	Yes	No	
C. Program goals and objectives identified	Yes	No Work with Santa Rosa	SRFD and RVFPD create annually
D. Annual training plan in place	Yes	Utilizes Santa Rosa FD training plan	
E. Governing body support and concurrence	Yes	Yes good Board support	
Recordkeeping			
A. Individual training files maintained	Yes	Yes	SRFD and RVFPD utilize Target Solutions, RMS and Individual training files on intranet
B. Records and files computerized	Yes	Yes RMS	
C. Daily training records	Yes	No	SRFD RMS
D. Company training records	Yes	Look at it occasionally	SRFD and RVFPD RMS
E. Lesson plans used	No	Through Santa Rosa	Developed by instructor
F. Pre-fire planning included in training	Yes	Some not exhaustive	
Administrative Priority			
A. Budget allocated to training	Yes	Yes	
B. Using certified instructors	Yes	Yes when required	
C. Annual training report produced	Yes	No	Annual by department
D. Adequate training space/facilities and equipment	Yes	Yes based on use of Santa Rosa facilities and local resources	
E. Maintenance of training facilities	Yes	No	City does a good job
Training Program Clerical Support			
A. Support Staff support	Yes	No	Two training Captains
B. Records computerized, software used	Yes	Yes	
C. Adequate office space, equipment, and supplies	Yes	Yes	
D. Records computerized, software used	Yes	Yes	

Discussion

Administrative leadership and adequate staffing are in place in SRFD. Goals and objectives for the RVFPD training program are not established. The RVFPD relies heavily on SRFD training leadership, scheduling, and overall management to carry out most of the training delivered to staff.

Both agencies have backing and support from elected officials and board members.

As the study agencies continue to work more closely together, RVFPD will obviously continue to utilize SRFD for training guidance and management. However, the RVFPD can improve efforts in some key areas of training, such as having chief officers regularly review company-training records and strengthening the pre-fire planning efforts of fire crews. The byproducts are a better trained work force and improved Insurance Services Office (ISO) ratings.

Considerations:

- Moving forward, training administration, guidance, and support will likely continue to be managed by SRFD staff. The RVFPD does not have the staff capacity.

Training Resources, Scheduling, and Methodology

Figure 56: Survey Data – Training Resources, Scheduling and Methodology

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Training Facilities and Resources			
A. Training facilities (tower, props, pits)	Tower, confined space, Hazmat props, two live burn facilities, SCBA maze, forcible entry, two above ground tanks, drafting pits, wild land training burns, fire ground safety survival props, ventilation props, extrication pit	Utilizes and has financial interest in Santa Rosa resources (tower, drafting pit, skid course). Also utilizes local and adjacent resources	
i. Live fire prop	Yes	No	
ii. Fire and driving grounds	Yes	No	5 acres paved, tiller and drivers training
A. Classroom facilities	Three	Yes as HQ	
B. DVD, projectors, computer simulations	Yes	Yes	
C. Books, magazines, instructional materials	Stations and tower	Stations and HQ	
Training Procedures Manual			
A. Manual developed and used	Yes	Santa Rosa documents	
B. IFSTA manuals used	Yes	Yes	
Training Scheduling			
A. Career training schedule	Yes monthly	Monthly with Santa Rosa	
B. Minimum training hours, competencies	Yes, competencies through company standards annually and target solutions	Yes for career and volunteer	
Methodology Used for Training			
A. Manipulative	Yes	Yes	
B. Task performances	Yes	Yes	
C. Annual training hours defined	(List) 20 hours per month per person minimum	S/A Santa Rosa	
D. Use of lesson plans	Yes	Yes	
E. Night drills	Yes annually	Yes	
F. Multi-agency drills	Yes	Yes	
G. Inter-station drills	Self-initiated, assigned hose drills	Yes on occasion infrequently due to remote locations	SRFD Monthly multi company drills
H. Physical standards or requirements	No. Academy only	No	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
I. Annual performance evaluations conducted	Yes	No inconsistently administered	
J. Employee Development program	Task Books	Task Books	
Operations and Performance			
A. Disaster drills conducted	Yes, airport drill, every three years	Infrequently with the County	
B. Attention to safety	Assigned to drill ground	As needed	NFPA 1403 safety plans produced for all applicable live fire training
C. After Action Review	Yes BC request	Yes crew or BC request	
D. Priority by management toward training	Yes	Depends significantly on other agencies.	

Discussion

SRFD operates a fully functional and equipped training tower and facility. The facility is equipped with all adjunct training resources to ensure a high quality of field and classroom training. Items include live fire props, hazmat and wildland training apparatus, and confined space props. SRFD has placed study materials for employee development, e.g. task books, and information at all stations.

RVFPD utilizes the SRFD training tower and equipment for training purposes. There are limited areas in which the RVFPD can train outdoors and limited classroom facilities at headquarters.

Both agencies place a high emphasis and priority on quality programmed training. Given the regional geography and similar organizational objectives, shared training with SRFD including training facilities, administrative support, training manuals and calendar, and instructors, both departments should continue to strengthen this relationship to ensure a well-trained workforce.

Considerations:

- SRFD and RVFPD should continue to work together to provide a high level of training for both work forces.
- RVFPD does not appear to have adequate training facilities and will need to continue utilizing SRFD sites or consider assuming all training, including the capitalizing and building of a new training facility.

Fire Prevention and Public Education Programs

An aggressive risk management program through active fire and life safety education and prevention services is a fire department's best opportunity to minimize the losses and human trauma associated with fires and other community risks.

The National Fire Protection Association recommends a multifaceted, coordinated risk reduction process at the community level to address local risks. This requires engaging all segments of the community, identifying the highest priority risks, and then developing and implementing strategies designed to mitigate the risks. The fundamental components of an effective fire prevention program are listed and compared in the following figures.

Figure 57: Survey Data - Fire Prevention Program Components

Fire Prevention Program Components	Elements Needed to Address Program Components
Fire Code Enforcement	Proposed construction and plans review. New construction inspections. Existing structure/occupancy inspections. Internal protection systems design review. Storage and handling of hazardous materials.
Public Fire and Life Safety Education	Public education. Specialized education. Juvenile fire setter intervention. Prevention information dissemination.
Fire Cause Investigation	Fire cause and origin determination. Fire death investigation. Arson investigation and prosecution.

Fire and Life Safety Code Enforcement

Agencies that demonstrate an understanding and priority for the importance of fire prevention and public education will see a reduction in life and property loss. They also understand that, through effective code enforcement, a fire department can actively promote the use of fire resistive construction, built-in warning and fire suppression systems, and maintenance of fire safe buildings to minimize risk to fire and health challenges. Doing so protects an individual property owner's interests, community safety, and economic viability overall. In the following tables, fire and life safety codes and enforcement provided by both agencies are summarized.

Figure 58: Survey Data - Fire Prevention Code Enforcement

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Code Enforcement			
A. Fire codes adopted			
i. Code used – year/version	2013	2013	
ii. Local codes or ordinances adopted, amendments	Yes	Yes BOS adopted	SRFD and RVFPD consistent with the rest of the county
iii. Sprinkler ordinance in place	Square footage increase, change in hazard, types of building	Yes, same as Santa Rosa	
New Construction Inspections and Involvement			
A. Consulted in proposed new construction	Yes,	Meet with County	
B. Perform fire and life safety plan review	Full time plan review FTE on staff	No in unincorporated	
C. Sign-off on new construction	Required	County	
D. Charges for inspections or reviews	Included in plan review fees, based on number of site visits and then hourly	County	RVFPD will inspect upon county request and collect fees

Discussion

The subject agencies have adopted the same fire codes and have both adopted local ordinances and code amendments that are in line with the County of Sonoma. Local sprinkler ordinances as it relates to building size and type of use are also parallel in nature.

In Santa Rosa, construction plan reviews, safety plan reviews, and life safety inspections and control of new construction are handled and managed by full-time SRFD staff. The RVFPD interfaces with Sonoma County officials for new construction reviews and plans checks. In addition, RVFPD provides the Windsor Fire Protection District with part-time staffing to manage code enforcement, construction plans review, and fire and life safety reviews.

Considerations:

- Merging all code enforcement, plan reviews, and new construction inspection into one life safety division serving the region will likely require more FTEs to adequately handle the new demand of both SRFD and RVFPD.
- The use of engine companies can be a solution to administer and provide necessary field fire prevention inspections.

Existing Occupancy Inspection Program

Existing property inspections to find and eliminate potential life hazards are an essential part of the overall fire protection system. These efforts are most effective when completed by individuals having the proper combination of training and experience and when completed with appropriate frequency. Inspection data collected is noted in the next figure.

Figure 59: Survey Data - Existing Occupancy Inspection Program

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
General Inspection Program			
A. Perform existing occupancy inspections	All state mandated, fire code permitted, Certified Unified Program Agencies (CUPA) inspections (six elements) Engine company inspections	Yes, Engine company inspections.	
B. Special risk inspections	CUPA, annual special large buildings and uses	Higher risk and hazard occupancies	
C. Storage tank inspections	Yes, Annually	No	
D. Key-box entry program in place	Knox and Supra	Knox	
E. Hydrant flow records maintained	Through the City data base and water department	No	Water purveyors
F. Self-inspection program in place	None	Pre inspection check list to prepare for inspection	
G. Frequency of inspections	Annual and tri annual with CUPA sites, underground tanks annually	Some complaint driven, engine co. not regular, new business driven, annually for high risk and schools	
H. Citation process in place and formally documented/adopted	Yes	Town of Windsor fee ordinance with escalating scale, county handles all unincorporated	
I. Inspections computerized	Yes, RMS	No	
i. Community feedback system in place	No	No	In process with city (Santa Rosa) community development
J. Number of personnel devoted to program	1 FM 2 AF 3 FI 1Plan Checker 0.25 Community Outreach 2.5 Admin support	1 FM, FP Specialist both part time	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
K. Fees for specialty inspections	Fee schedule in place and adopted in ordinance	Central Fire fee schedule for inspections, do not do permitting	

Discussion

The SRFD operates a full-time staffed fire prevention unit. This is a well-managed system that delivers all the components expected in a modern fire department in the area of life safety inspections. ESCI commends SRFD for the service level currently being provided.

The SRFD utilizes fire engine companies to perform annual inspections utilizing appropriate frequencies to assure that existing buildings are maintained in a fire safe manner. RVFPD does not have an annual inspections program and only serves complaint driven issues or, in some cases, new businesses on request.

RVFPD is making commendable efforts to address fire code enforcement and inspection needs but is operating with a much smaller staff of two part-time staff positions to manage and deliver complex life safety services across a vast geographical area. ESCI considers this area understaffed.

RVFPD records systems are not computerized; this is an area of needed improvement to safely maintain the integrity of records as well as improve the management of inspection workloads. Another important area of concern is hydrant flow records. In the RVFPD area, there are few hydrant flow records.

Considerations:

- SRFD has a fully functioning fire prevention bureau. Prevention staff inspects occupancies within the adopted annual inspection program. Staff also inspects Hazmat (CUPA) facilities tri-annually.
- SRFD has 9.75 FTE devoted the life safety division.
- RVFPD provides a minimal system in the area fire inspections. Inspections are generally done at the request of new businesses, through the County requests, or via an individual complaint.
- RVFPD has no formal annual inspection program in place.
- RVFPD staff includes one part-time Fire Marshal and one part-time Inspector.

Fire and Life Safety Public Education Program

One of the most effective ways to prevent the occurrence of fires is by effectively educating the public so they can minimize their exposure to fire and health issues and so they can respond effectively when faced with an emergency.

The SRFD and RVFPD efforts to provide community outreach in public education areas are summarized in the next figure.

Figure 60: Survey Data - Fire Safety and Public Education

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Fire Safety and Public Education			
A. Public education/ information officer	Yes 0.25 FTE	FPS part time	SRFD other FP staff assist
B. Feedback instrument	Not formally	No	Speak to the group
C. Public education:			
i. Calling 9-1-1	Incorporated in subjects	Yes	
ii. EDITH (exit drills in the home)	Yes	Yes	
iii. Smoke alarm program	Yes	Yes	
iv. Fire safety (heating, chimney, electrical, kitchen, etc.)	Yes	Yes	
v. Injury prevention (falls, burns, bike helmets, etc.)	Yes	Yes, Railroad Safety	Senior Program
vi. Fire extinguisher	Provide instruction and sizing/type	Yes	No classes
vii. Fire brigade	No	Large business presentations	
viii. Senior care	Yes designated program	Designated program	
ix. Curriculum in schools	Yes Locally developed	Yes Locally developed using national standards	
x. Baby-sitting classes	No	No	Brochures
xi. CPR courses, blood pressure checks	Yes	Yes	Provided by operations
D. Publications available to public	Yes	Yes	Fire wise and countywide brochures
E. Bilingual information available	Yes	Yes	
F. Annual report distributed to community	No	No	
G. Juvenile fire setter program offered	Unofficially	Yes	Trained and available but not a formalized program

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
H. Wild land interface education offered	Yes	Yes	Fire Wise and other materials through FEMA grants

Discussion

Both agencies have similar systems with respect to fire safety, public education, and education outreach programs. Staffing for each agency is similar as well, with part-time management and administration. Engine company crews and other staff member deliver education efforts to various target populations in the communities including junior fire setter programs and wildland interface education.

Fire Cause and Origin Investigation

A sometimes under-appreciated component of fire prevention programs overall is that of assuring that the cause of a fire is effectively identified so that public education and code enforcement efforts can be targeted toward identified causes. Fire cause determination is not limited to intentionally caused incidents but also includes all forms of accidental fires.

The results of fire investigations, if used accordingly, directly reflect public education focus areas, the need for code changes, and modification of fire department deployment and training emphasis. Definition of the community's fire problem can be achieved via effective fire cause determination. The following figure is a review of fire investigation efforts in the study agencies.

Figure 61: Survey Data - Fire Investigation

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Fire Investigation			
A. Fire origin and cause determination	Yes, Company Officer level	Company Officers	
B. Arson investigation and prosecution	Duty investigator on call,	On call FP staff	Work with PD
i. Arson investigation training provided	Yes, certified to level 1 with most have SFM level 2 without certification	FP staff trained and certified	
C. Person responsible for investigations	All Safety staff, FM, AFM, FI	FP staff Work collective with SO, designated person	
D. Local FIT membership (fire investigation team)	Sonoma County Task Force	Yes Sonoma County Task Force	Actively participate
E. Process for handling juvenile suspects	Yes work with PD	Yes	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
F. Liaison with law enforcement	On call investigator	Yes designated person with the SO	
G. Scene control practices in place	Yes Officers and FP staff trained to maintain control	Yes	
H. Photographer available	Investigator or PD evidence technicians	Conducted by FP staff and can use evidence technicians	
I. Adequate and appropriate equipment issued/supplied	Yes	Yes	
J. Evidence collection process in place	Yes work with PD with multiple evidence storage sites	Yes, on site storage, chain of evidence addressed	
K. Reports and records of all incidents made	Yes, RMS and supplemental, photo log and diagram	Yes, RMS and a supplemental hard copy photo log and diagram	
L. File, record, and evidence security	Yes	Yes	
Pre-Incident Planning			
A. Pre-plans completed	Through operations, program in place high hazard building and high fire risk	Some mapping on high hazard buildings and severe fire areas.	
B. Frequency of review	Annually or when changes occur	Reviewed as needed	
C. Accessibility of plans	Department Intranet and hard copies at stations	Historically in binders moving to electronic storage, with CAD notes	
Statistical Collection and Analysis			
A. Records kept by computer	PC	PC	
i. Type of operating platform	PC	PC on the server	
ii. Software used	Microsoft	Microsoft	
B. Information collected in the following areas:			
i. Fire incidents	Yes	Yes	
ii. Time of day and day of week	Yes	Yes	
iii. Method of alarm (how received)	Yes	Yes	
iv. Dispatch times	Yes	Yes	
v. Response times	Yes	Yes	
C. Information analyzed & used for planning	Yes	Yes use for SOC processes	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
D. Reports made & distributed	Operations does produce report	No, Chief discusses in monthly board report	

Discussion

The study agencies have established sound practices for the determination of fire cause and origin and investigation of suspicious fires. Initial evaluation of a fire is performed by the responding company officer. Should a fire appear to be suspicious in nature or of an undetermined or questionable origin, further analysis is requested and referred to a fire investigator. Higher-level investigative staff is available to conduct more detailed analysis, connect with law enforcement, conduct proper evidence documentation, collection and storage, and file all necessary records.

Data collection and processing with regard to fire cause determination consists of obtaining and documenting an enormous amount of data. Both agencies are doing very similar investigative activities in accordance with industry practices and should be commended in this area.

Pre incident planning is a key safety element to first responders. It is advised both agencies ensure a quality set of pre plans is developed, maintained, trained to, and quickly available to field crews during response. These plans are a key component to safety of staff members and the community members.

Considerations:

- Fire investigation services are robust in both study agencies.
- The SRFD and RVFPD should examine current pre plans management and seek to improve those systems.

Emergency Management

Emergency Management (EM) is the discipline of preparing for, responding to, recovering from, and mitigating natural and man-made disasters. The organization and management of resources is the responsibility of the EM director and includes dealing with all aspects of emergencies. The intent of EM programs is four-fold: preparedness, response, recovery, and mitigation and these components of the program are cyclical in nature. The intent of this section of the report is to provide an overview of the EM functions as they relate to compliance, planning, documentation, coordination, communications, and facilities and equipment.

National Incident Management System (NIMS) Compliance and Planning

Compliance with NIMS requirements begins by adopting the Incident Command System (ICS) and NIMS principles and policies. In accordance with Homeland Security Presidential Directive (HSPD)-5, the adoption of NIMS is a requirement to receive federal preparedness funding. The following figure summarizes current emergency planning efforts:

Figure 62: Survey Data – Emergency Management Planning

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Preparedness and response (EOP, EAP, RMP, radiological preparedness)			
A. Plans/documents	EOP	County Plan	SRFD waiting for adoption
B. Date developed	2005	NA	
C. Adopted by elected officials	Pending	No	
D. Published and available	Yes	Yes	SRFD and RVFPD using their respective plans
E. Periodic review	Yes	Continually	
Recovery and mitigation (HMP)			
A. Plans/documents	ABAG Plan	County	SRFD and RVFPD need to consider development of a local plan
B. Date developed	No	NA	
C. Published and available	No	NA	
D. Periodic review	No	NA	
E. Hazards identified	Yes	NA	
F. Plans exercised	Yes	NA	SRFD and RVFPD conduct periodic exercises at a very basic EOC level

Discussion

The SRFD and RVFPD use either local emergency operational plans (EOP) or the Sonoma County plan and provide for coordinated preparedness, response, recovery and mitigation. The SRFD

EOP has not been reviewed since 2005; this document should be reviewed, modified if needed, and eventually adopted formally by Council.

Considerations:

- SRFD should review the current EOP, modify if necessary, and eventually seek Council adoption.

Emergency Management Resources

Figure 63: Survey Data – Emergency Management Resources

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Resources			
A. Internal personnel resources	1 FTE Civilian	NA	
B. External personnel resources	County OES Cooperation	County OES	
C. Professional organizations	Yes county, state, feds	County EM is involved at state and fed level	
D. Community notification system	Facebook and TENS System	County uses reverse 911 system	RVFPD will utilize automated telephone notification system the County is adding
Emergency Management Critical Issues			
A. Critical issues are identified			
i. First critical issue	Update and adopt EOP		
ii. Second critical issue	Location of EM in city organization	NA	Works for SRFD but has a lot of reporting elements with City, slows things down
iii. Third critical issue	Buy in from the city of EM	NA	
Emergency Management Challenges of the Future			
B. Challenges are identified			
i. First challenge	Keeping up with citywide training with city turnover	Rural and vast geography	Santa Rosa Hiring lots of people as a result of turnover
ii. Second challenge	Finance Section needs to photograph assets for FEMA recovery	Reduction in land lines makes it harder to find and notify people	
iii. Third challenge			

Discussion

Emergency management includes planning for possible emergencies, providing resources to execute the plan, practicing and continuously improving the plan, training or informing the community, first responder staff, and local authorities on what to do in a wide scale emergency.

Both agencies rely on the County to provide plans and support for ongoing EM efforts. SRFD has internal staff managing a city specific plan that blends with the County plan and devotes one FTE civilian to EM.

There are a series of critical issues facing SRFD, the first being the need to update documents. In addition, the plans need to be formally adopted by council. SRFD staff has historically faced an uphill battle for city support for the EM processes; as a result, the program suffers to some degree.

Consideration:

- SRFD should review the current EOP, modify if necessary, and eventually seek Council adoption.
- SRFD leadership need to work with city staff to determine how EM efforts should be executed going forward. There is a disconnect between fire department expectations and city priorities balancing resources and supporting EM initiatives.

Emergency Medical Services and Systems Oversight

EMS incidents constitute 66.3 percent of all responses for the study area. SRFD serves as the primary first responding providing advanced life support (ALS) to the City of Santa Rosa while the RVFPD provides basic life support (BLS) into the surrounding areas including WFPD.

Control and Quality

Figure 64: Survey Data – EMS Medical Control and Quality Assurance

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Medical Control			
A. EMS Service Delivery Level	12 FRALS Units	2 BLS companies with defibrillation	SRFD provides minimum of 1 paramedic with EMT D, respond as FRALS for AMR and stop the clock, Paying for 7 units.
B. Written protocols adopted	Coastal Valley EMS	Coastal Valley EMS	SRFD utilizes some local policies
C. Case reviews conducted regularly	FTO's review all PCR's	Participate in Coastal Valley	SRFD 1 FTO per shift Countywide CQI Program quarterly review
D. EMS Officer conducts in service training	Yes	Case by case basis, some qualified in defibrillator and CPR,	
Q.A./Q.I. – (Quality Assurance/Quality Improvement)			
A. Internal committee	FTOs	No	SRFD committee with AMR FTOs also
B. Lessons learned are shared?	Forward record of great call, lessons learned sent out by EMS Chief	Yes	
C. Medical Program Director participates?	Through AMR	No	Helps put together infrequently used skills for SRFD paramedics
D. Charts spot evaluated for accuracy?	Check 100% FTO	Yes, Chief looks at reports	

Discussion

In SRFD, a full-time staff member is assigned to EMS supervision and coordinates the responsibility for EMS quality assurance/improvement. ESCI recommends that a formal job description be created for this position. The EMS division is led by a Battalion Chief, an EMS officer who is responsible for ongoing training, and a medical director sourced from American Medical Response (AMR).

SRFD provides a full advanced life support level (ALS) of service throughout the city with ALS staffed and equipped units responding from each station.

SRFD has in place a complete quality assurance system involving the checks and balances to maintain high quality of service, including reviewing all patient care reports.

RVFPD provides BLS with defibrillation level of service delivered from four stations located in the region. American Medical Response provides ALS services as a private entity. While some quality/assurance reviews are taking place, a structured program that includes skill performance tracking, patient outcomes, and data collection/documentation accuracy is needed.

A joint effort/system or contract for service could have a major impact on improving the level of service in the RVFPD area. Today, communities expect ALS as a minimum level to be provided. Understanding this is partially a rural setting, ALS service throughout the area should still be a high priority for RVFPD.

Considerations:

- RVFPD should expand the current quality assurance systems to maintain a higher level of quality verification and ultimately better training for first responders.
- RVFPD should make necessary long-range plans in order to provide ALS services into entire response area.
- Any contract for service or regional model should include ALS on all staffed first responder units.

Integrity and Logistical Support Services

Figure 65: Survey Data – EMS System Integrity and Logistical Support Services

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Certification/Recertification			
A. Ongoing Training & Evaluation system in place?	BLS and ALS Target solutions and quarterly hands on training	Yes for EMT utilize target solutions	SRFD Provide CEs on duty for BLS and ALS
B. Skills Assessment performed by qualified evaluators?	ALS/BLS	Yes, quarterly BLS	
C. Recertification exams administered by qualified testing center?	Yes bi-annually	Yes conduct testing on-site	RVFPD and SRFD utilize Coastal Valley EMT Certs
Medical Supplies			

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
A. Inventory controls in place	Contract with AMR for disposable re supplied on scene, monthly ordering, EMS cabinets, hard equipment purchased by dept. with AMR pricing	Mostly resupplied through AMR	
B. Controlled meds security	Through AMR, go AMR deployment and disposal	NA	
C. Replenishment system in place	Swap six months out for expiring drugs	Conduct their own station cabinet resupply, par level established	
D. Temperature controlled environment for liquids	No	NA	

Discussion

SRFD maintains a robust system for tracking, training, and certifying all BLS and ALS members utilizing various educational and hands on training tools such as Target Solutions software. Qualified trainers proctor all skills assessment testing done both on an annual and bi-annual basis.

RVFPD maintains BLS certifications for all members and uses Target Solutions and other various testing and assessment procedures within the agency. Both agencies have necessary components in place to test, certify, and maintain skills levels for both BLS and ALS certified members.

Medical supplies and inventory controls such as supplies and medication handling, cabinet lockers, monthly ordering systems, and disposal methods are all in place. American Medical Response is contracted by both agencies to provide supplies when needed. RVFPD purchases a minimal amount of supplies through other channels, but most supplies come via AMR.

Considerations:

- Both agencies use similar EMS systems and processes to maintain skills and maintain certifications in current status.

Hazardous Materials Response Services

Figure 66: Survey Data – Hazardous Materials Response Services

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Physical Resources			
A. Apparatus	Full Hazmat Response Vehicle	NA	SRFD Haz Mat unit equipped as a Type II
B. Equipment for Level B	Yes	NA	
C. Equipment for Level A	Yes	NA	
D. Equipment for decontamination	Yes	NA, FRO level	
E. Equipment for plume modeling/spot weather analysis	Yes	NA	Rincon Valley uses County HAZ MAT Team
F. Equipment for plugging/diking/spill containment	Yes	NA	
G. Gas monitoring for concurrent red zone and perimeter analysis	Yes	Gas monitors	SRFD and County Hazmat teams
Staff Resources			
A. Awareness certified personnel	Yes	Yes, FRO level	SRFD Haz Mat Technicians minimum staffing 8 in place at specified stations
B. Operations certified personnel			
C. Technician certified personnel	Technician and specialist combination	No	
D. WMD certified personnel	Some	No	
E. Hazmat IC certified personnel	Yes	No	
F. Hazmat Safety Officer certified personnel	Use tech or specialist	No	Some SRFD Battalion Chiefs trained as ISO
Miscellaneous			
A. Mutual aid partners	County Type 2 Team	No	
B. Team assembly time for offensive Level A entry	First in response time	No	
C. Team certified to which level?	Type 3 currently	No	SRFD Type 2 team status pending

Discussion

Hazardous materials incident response is handled differently by each agency. SRFD operates fully operational and staffed Type 3 hazardous materials response team/unit. This resource in Santa Rosa is staffed with various technician and specialist level personnel that can quickly

respond first in to any incident. SRFD and RVFPD can also request a County Type 2 team to respond to any incident.

RVFPD does not staff a hazardous materials unit, but RVFPD firefighters are trained for initial response and staff is certified to the awareness and first responder operations levels. As needed, RVFPD can request county hazardous materials resources when incidents occur.

Consideration:

- The SRFD response capacity and staffing for hazardous materials incidents may need to expand if continued in a regional or larger contracted service area with RVFPD.

Service Delivery and Performance

The delivery of fire suppression, rescue, and emergency medical services is no more effective than the sum of its parts. It requires efficient notification of an emergency and rapid response from well-located facilities in appropriate apparatus with a sufficient number of well-trained personnel following a well-practiced plan of action.

In this section of the study, ESCI reviews current service delivery and performance within the study area. Observations are made concerning service delivery for the study area as a whole and for the individual agencies where appropriate and depending on the available data.

The data used in this section of the report is derived from incident and apparatus response records provided by SRFD and RVFPD. The data is entered electronically into a single database that is maintained by SRFD. The figure below displays service delivery data.

Figure 67: Survey Data – Service Delivery and Performance

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
Demand			
A. Current service demand			
i. Tracked by incident type and temporal variation	Yes, quarterly	Track actuals do not report as a goal or variation	
ii. Geographical call distribution	No routine	Emergency Service zones in CAD	
iii. Demand zones based on population	For EMS only	No	
Distribution			
A. Facilities			
i. Total area protected	42	125	
B. Number of fire stations	10	4	
i. Number of stations staffed	10	2	
ii. Number of stations unstaffed		2	
C. Apparatus			
i. Apparatus appropriate to risk (fire, medical, special)	19 engines 2 trucks	Yes, 3 type I, 2 Type III and 1 squad, 3 water tenders	
D. Staffing	42	7	

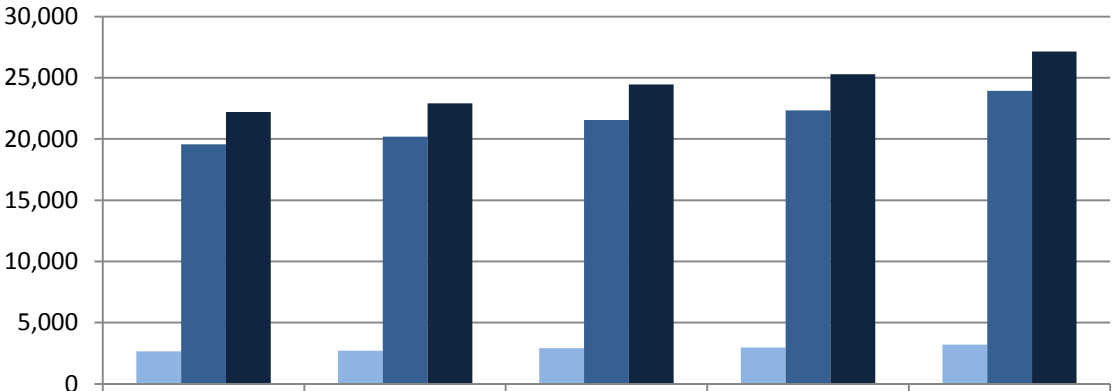
Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
i. Adequate for initial attack of predominant risk	3-0 engines 4-0 Trucks 14 on first alarm	No utilizes automatic aid with Santa Rosa and adjacent agencies	
Concentration			
A. Effective response force			
i. Defined by call type	Yes/Klaussen for EMD	Yes will respond code 2	
ii. Actual performance monitored	Yes	No, case by case	
Reliability			
A. Workload Analysis			
i. Unit hour utilization	No	No	
ii. Failure rate by station area or response zone	Yes	No	
iii. Concurrent calls	Yes	No	
Performance			
A. Response performance			
i. Call processing time	90 seconds	90 seconds	
ii. Turnout time	60 seconds	No	
iii. Travel time	MDC	MDC	
iv. Total response time	Yes	Yes	
B. Response time goals			
i. By response zone	Yes 5 from dispatch minute 90%	No	
ii. By incident type	Yes separate single unit vs. full alarm	No	
iii. Actual response performance documented and published	Documented not published	NO	
Mutual/Auto Aid			
C. Given/Received balance			
i. Automatic aid incorporated in run cards/dispatch procedures	Yes	Yes track minute with Santa Rosa	
ii. Inter-agency training and SOP's	Yes	Yes	

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations	Comments and Recommendations
iii. Signed mutual aid agreements and county plan	Yes	Yes, Five party	
Incident Control and Management			
A. Incident Command System			
i. Incorporated in all emergency operations	Yes	Yes	
ii. Addressed in SOP or SOG	Yes	Yes	
iii. Addressed in training	Yes	Yes	

Service Demand Analysis

In the demand analysis, ESCI reviews historical and current service demand by incident type and temporal variation within the study area. The figure below displays historical service demand in the study area from 2010 through 2014.

Figure 68: Study Area Historical Service Demand, 2010-2014



	2010	2011	2012	2013	2014
RVFPD	2,647	2,711	2,919	2,962	3,215
SRFD	19,555	20,191	21,539	22,320	23,931
Study Area	22,202	22,902	24,458	25,282	27,146

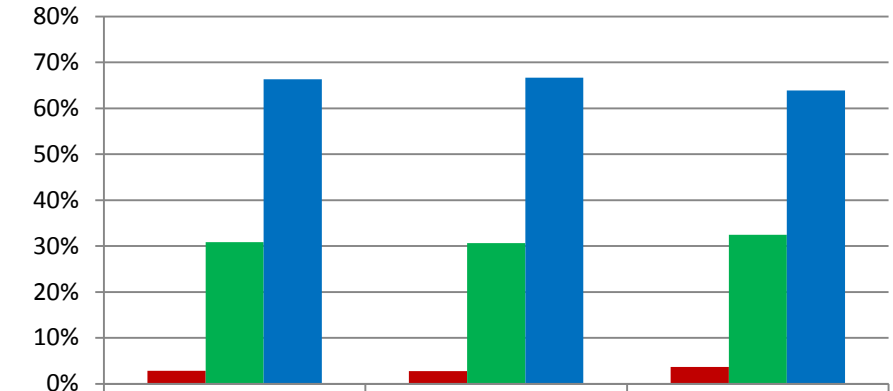
During the time period displayed, demand for fire department services increased for both RVFPD and SRFD and the overall study area. During the time period, RVFPD service demand increased by 21.5 percent while SRFD service demand grew by 22.4 percent. Overall, service demand within the study area increased by 22.3 percent between 2010 and 2014.

In the following two figures, ESCI examines service demand by incident category. The National Fire Incident Reporting System (NFIRS) categorizes incidents into nine classifications. ESCI summarizes these nine incident classifications into three categories of Fires, EMS/Rescue, and Other. The first figure displays the NFIRS classifications in each category second figure summarizes study area service demand by category.

Figure 69: NFIRS Classification and Incident Category

NFIRS Classification	Description	Incident Category
1	Fire	Fire
2	Rupture or Explosion	Other
3	EMS/Rescue	EMS
4	Hazardous Condition	Other
5	Service Call	Other
6	Good Intent Call	Other
7	False Call	Other
8	Severe Weather	Other
9	Other	Other

Figure 70: Study Area Total Service Demand by Incident Category, 2010-2014



	Study Area	SRFD	RVFPD
Fire	2.8%	2.7%	3.6%
Other	30.8%	30.6%	32.5%
EMS	66.3%	66.7%	63.9%

Not surprisingly, EMS comprises the majority of service demand within the study area. Both SRFD and RVFPD provide EMS first responder service within their jurisdictions. SRFD first out apparatus are equipped and staffed to provide advanced life support (ALS). RVFPD provides basic life support (BLS) care with defibrillation capabilities. Fires comprise the smallest portion of service demand within the study area. Incidents classified as Other (false alarms, service

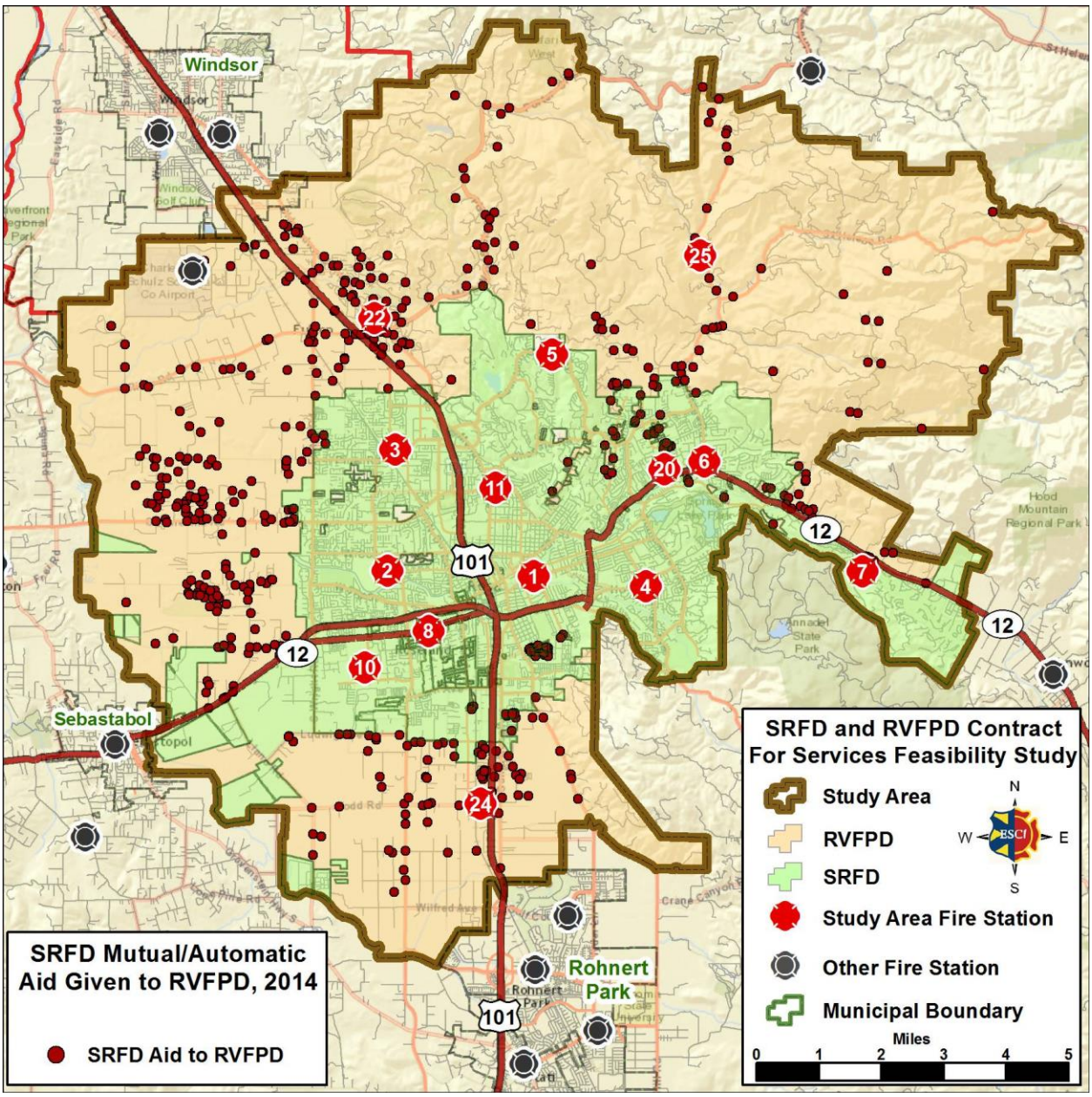
calls, hazardous conditions, etc.) make up over 30 percent of the service demand displayed above. The percentages for all three categories are similar to that of other fire jurisdictions in the region and nationally.

The next figures display automatic and mutual aid rendered between the study agencies represented as all incident types from 2014 data. The data shows that SRFD units are dispatched on automatic and mutual aid requests into RVFPD area two times more than receiving RVFPD service.

Figure 71: Study Area Mutual/Automatic Aid Given (unit responses)

Study Area Mutual/Automatic Aid	Total Dispatched	Cancelled	Arrived
SRFD Given to RVFPD	1787	498	1289
RVFPD Given to SRFD	864	272	592

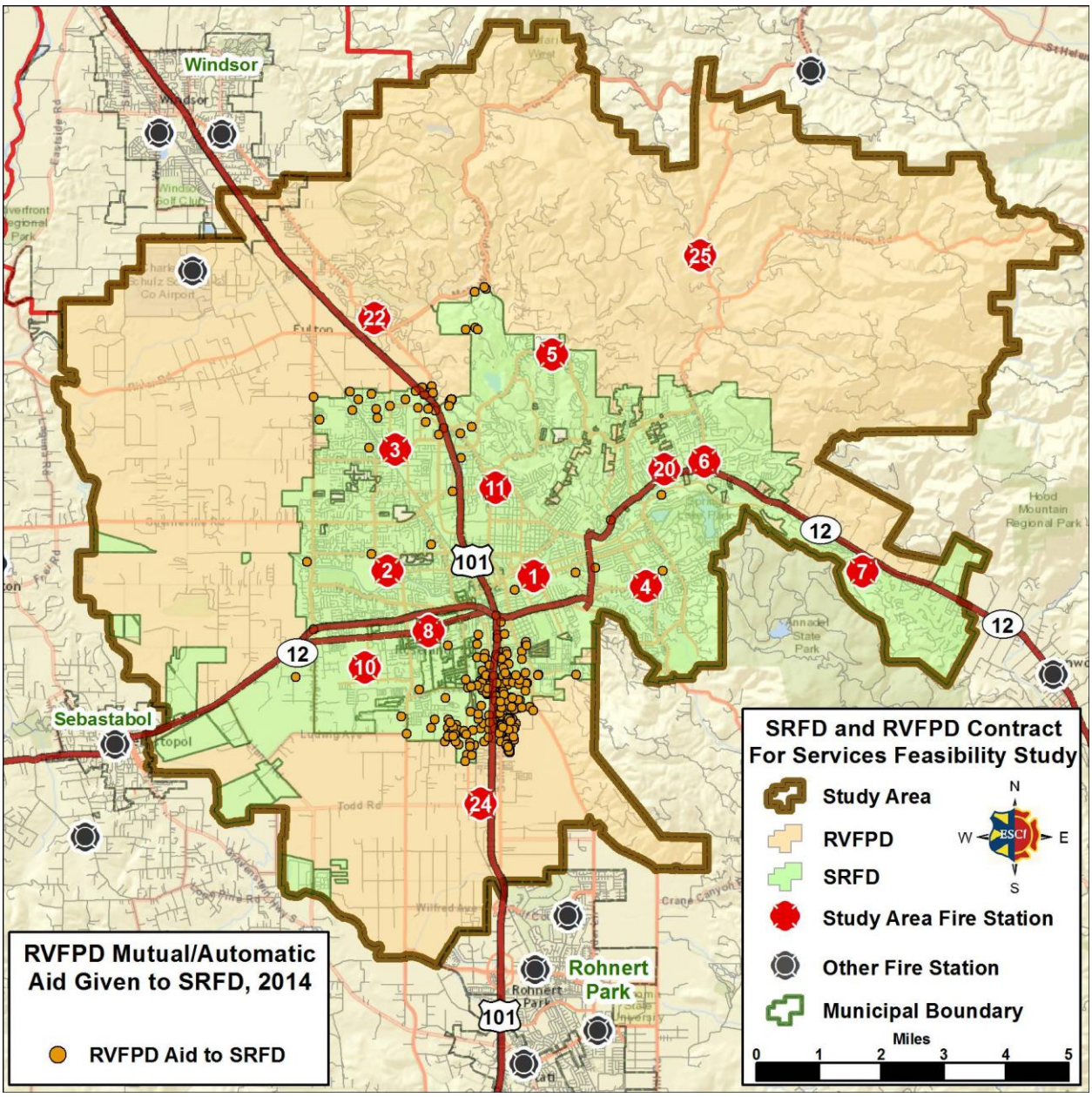
Figure 72: SRFD Mutual/Automatic Aid Given to RVFPD, 2014



Approximately 80 percent of the incidents displayed above represent EMS incidents; the remaining 20 percent are categorized as Fires or Other incidents.

Approximately 13 percent of the incidents displayed occurred in the unincorporated areas within the City of Santa Rosa.

Figure 73: RVFPD Mutual/Automatic Aid Given to SRFD, 2014

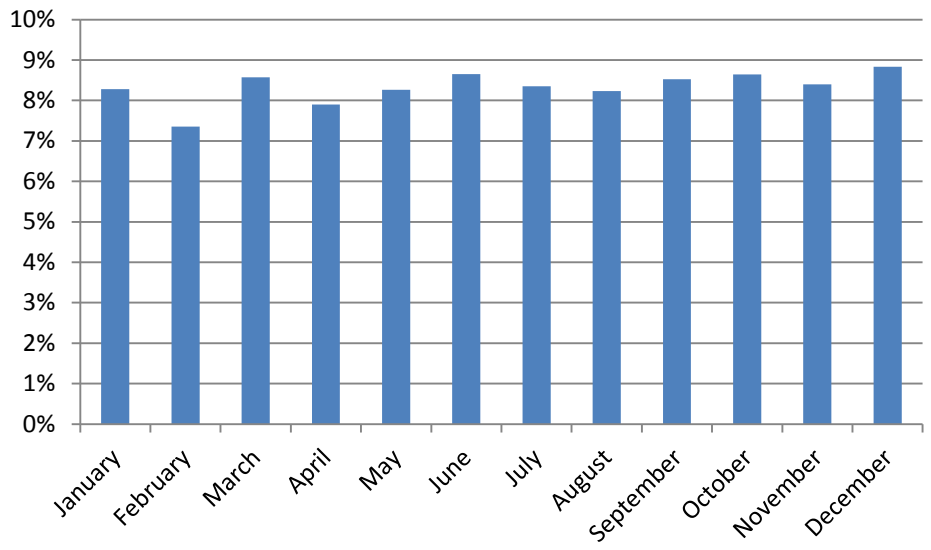


Approximately 71 percent of the incidents displayed above represent EMS incidents; the remaining incidents are categorized as Fires or Other incident categories.

Temporal Variation

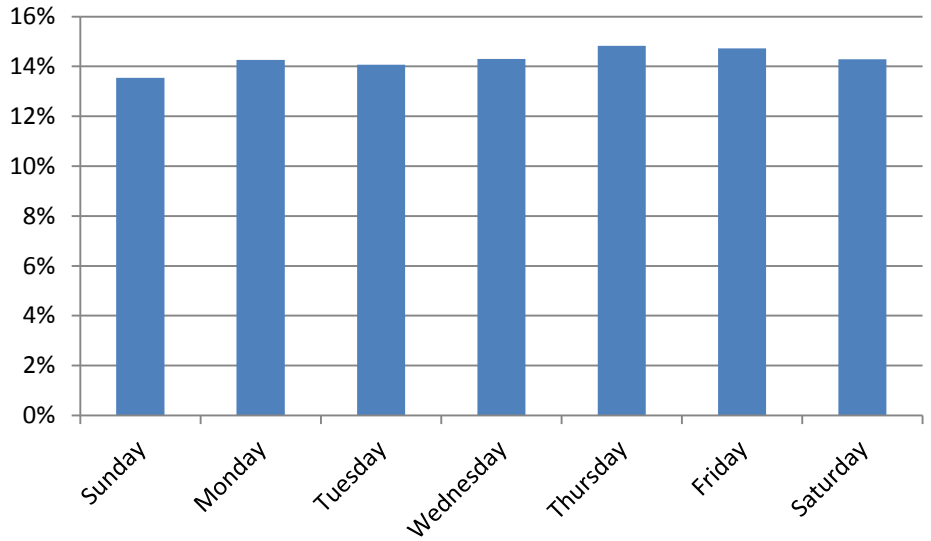
Service demand is not static, and workload within the study area varies by time of the year, day of the week, and time of day. The following figures illustrate how service demand varied by month, day of week, and hour of day during 2014. This analysis begins by evaluating service demand by month.

Figure 74: Study Area Service Demand by Month, 2014



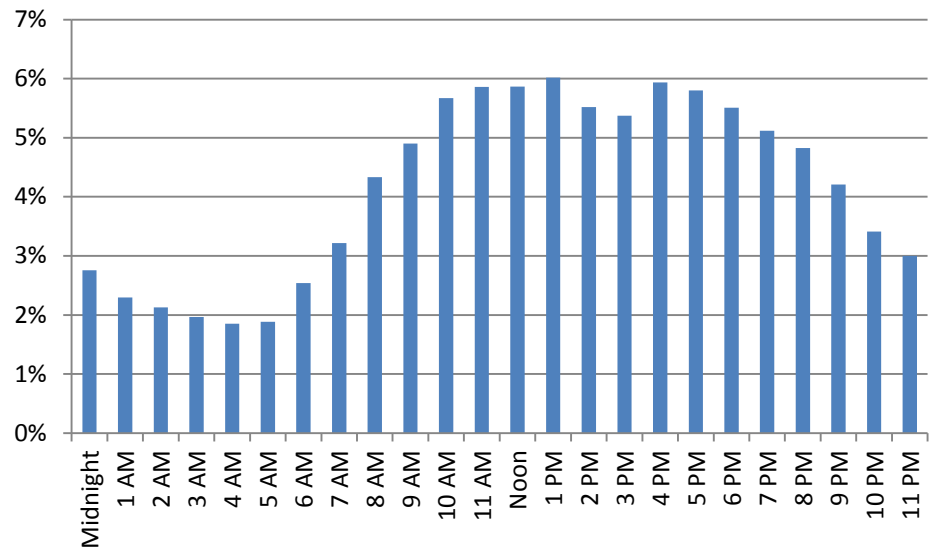
In 2014, service demand varied month to month in the study area, but not widely. Overall, service demand varies from a low of 7.4 percent in February (contributed to by fewer days in the month) to a high of nearly 9 percent (8.8 percent) in December. The next figure looks at service demand by day of the week.

Figure 75: Study Area Service Demand by Day of the Week, 2014



As with monthly service demand, service demand varies throughout the week. Again, the range is relatively narrow (slightly over 1 percent) between the lowest demand on Sundays and the highest demand on Fridays for the study area. The last analysis of temporal variation demonstrates workload by hour of the day noted in the next figure.

Figure 76: Study Area Service Demand by Hour of the Day, 2014

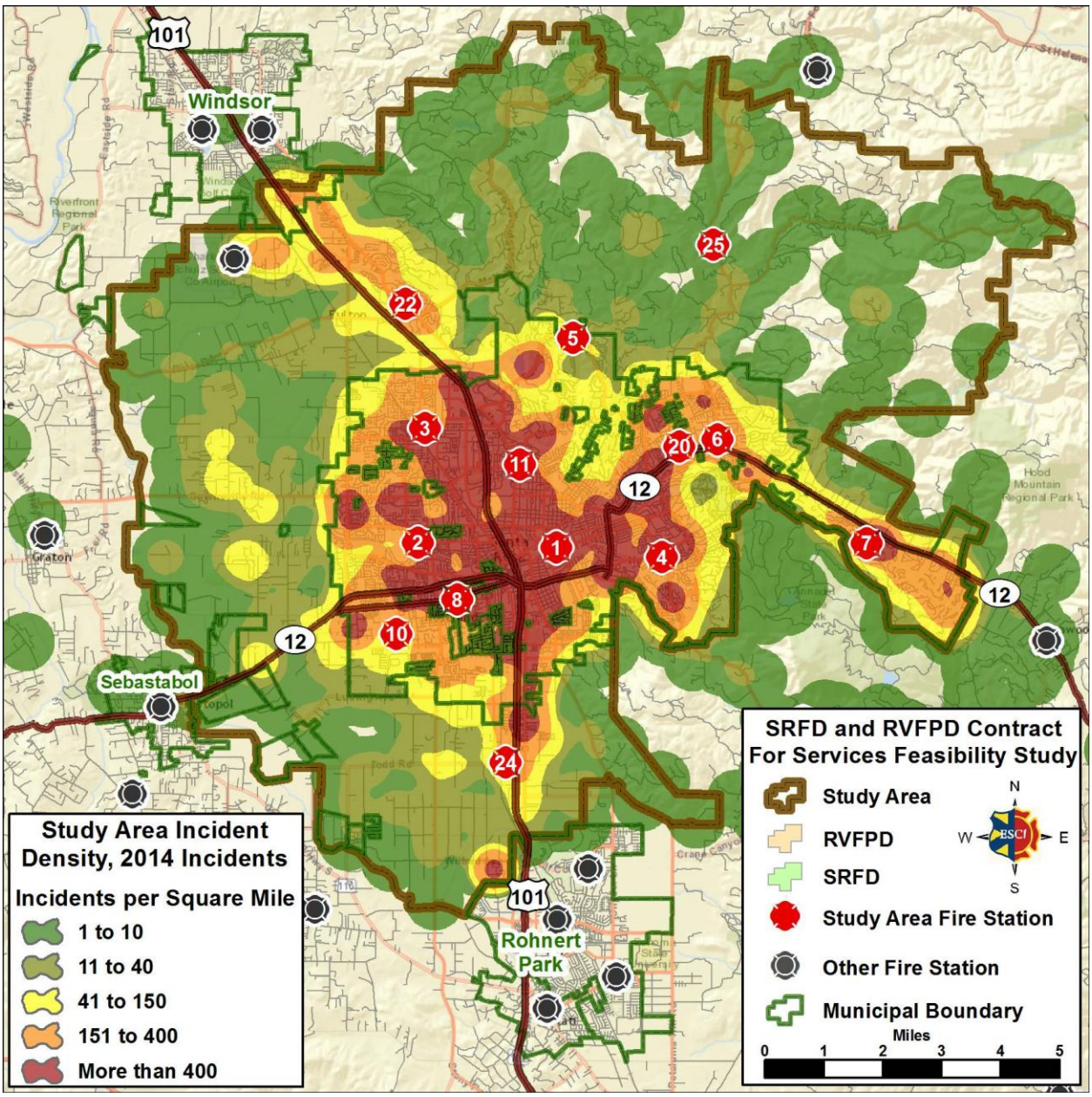


Service demand directly correlates with the activity of people, with workload increasing during daytime hours and decreasing during nighttime hours as shown in the preceding figure. Over 66 percent of the 2014 service demand in the study area occurred between 9:00 AM and 9:00 PM. The increase in service demand during the day is significant and predictable.

Geographic Service Demand

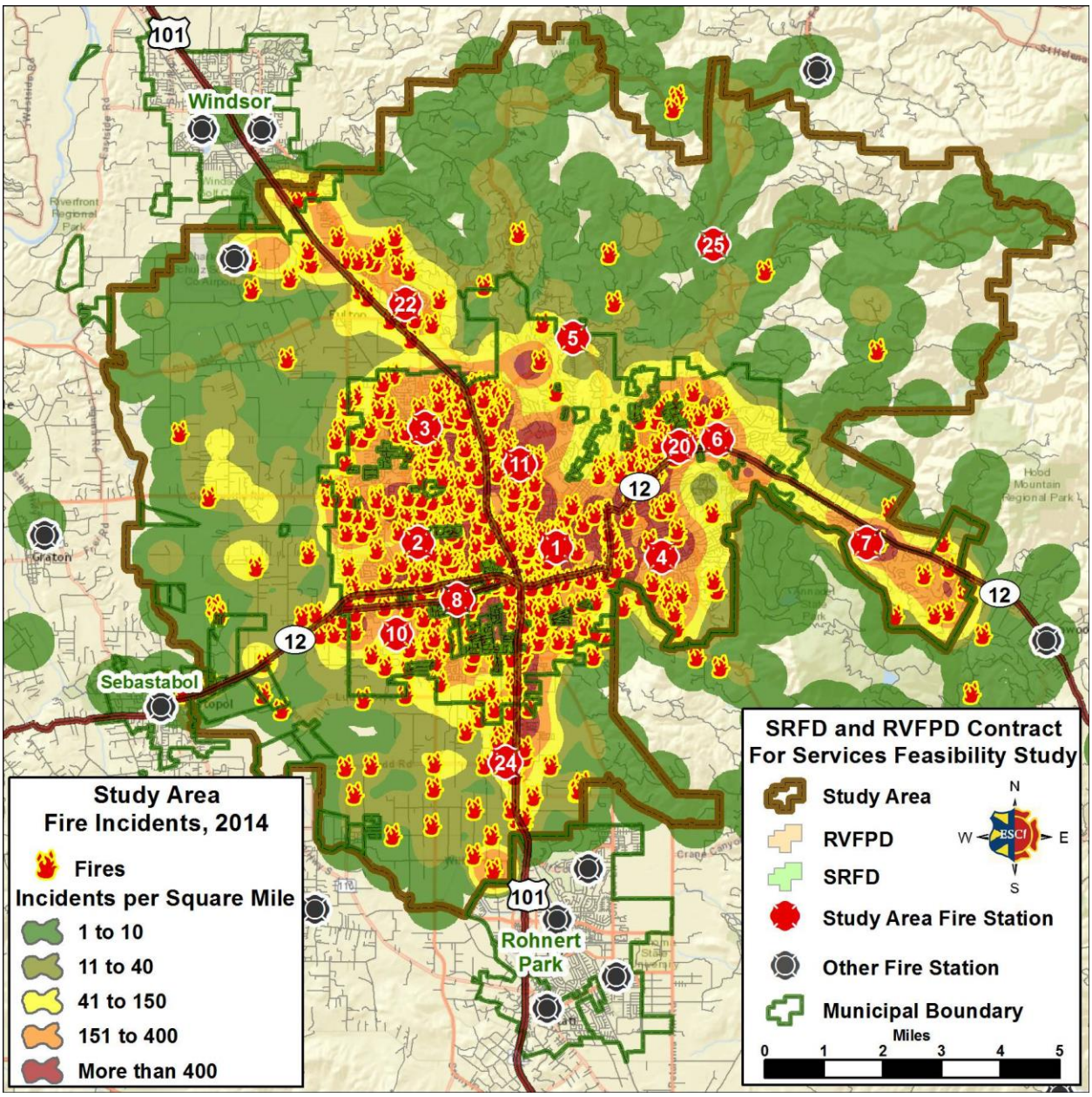
In addition to the temporal analysis of service demand, it is useful to examine the geographic distribution of service demand. In the figure below, ESCI plots incident locations and calculates the mathematical density of 2014 service demand in the SRFD/RVFPD study area.

Figure 77: Study Area Incident Density, 2014 Incidents



Service demand is distributed throughout the study area. The highest concentration of incidents in 2014 occurred inside the City of Santa Rosa; in the downtown core area and residential areas spread throughout the city. Incident density in the RVFPD service area is lighter with areas of higher incident density between Station 22 and Windsor Fire Protection District along Old Redwood Highway, and in the Station 24 area on either side of Highway 101. A majority of the incidents displayed in the preceding figure are EMS incidents. The following figure identifies incidents categorized as fires in the NFIRS data.

Figure 78: Study Area Fire Incidents, 2014

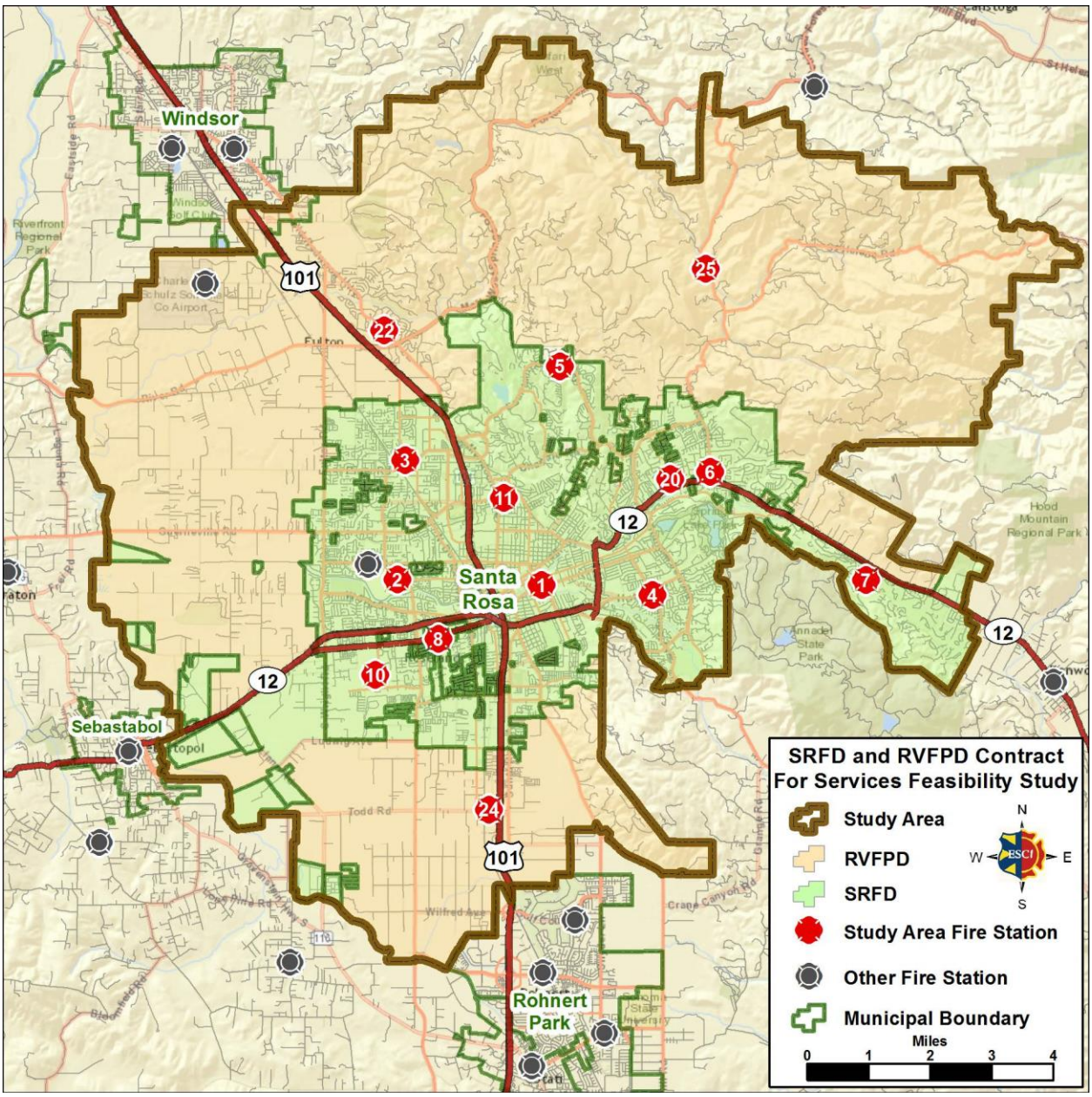


Fire incidents are the least frequent incident type in the data set. However, the figure above demonstrates that actual fires are distributed throughout the study area in a pattern similar to the overall incident density. The previous two figures demonstrate that SRFD and RVFPD stations are generally well located to serve the majority of current service demand in the study area.

Distribution Analysis

In the distribution analysis, ESCI presents an overview of the current distribution of fire district resources within the SRFD and RVFPD service area. The figure below displays the study area and the boundaries of the two jurisdictions.

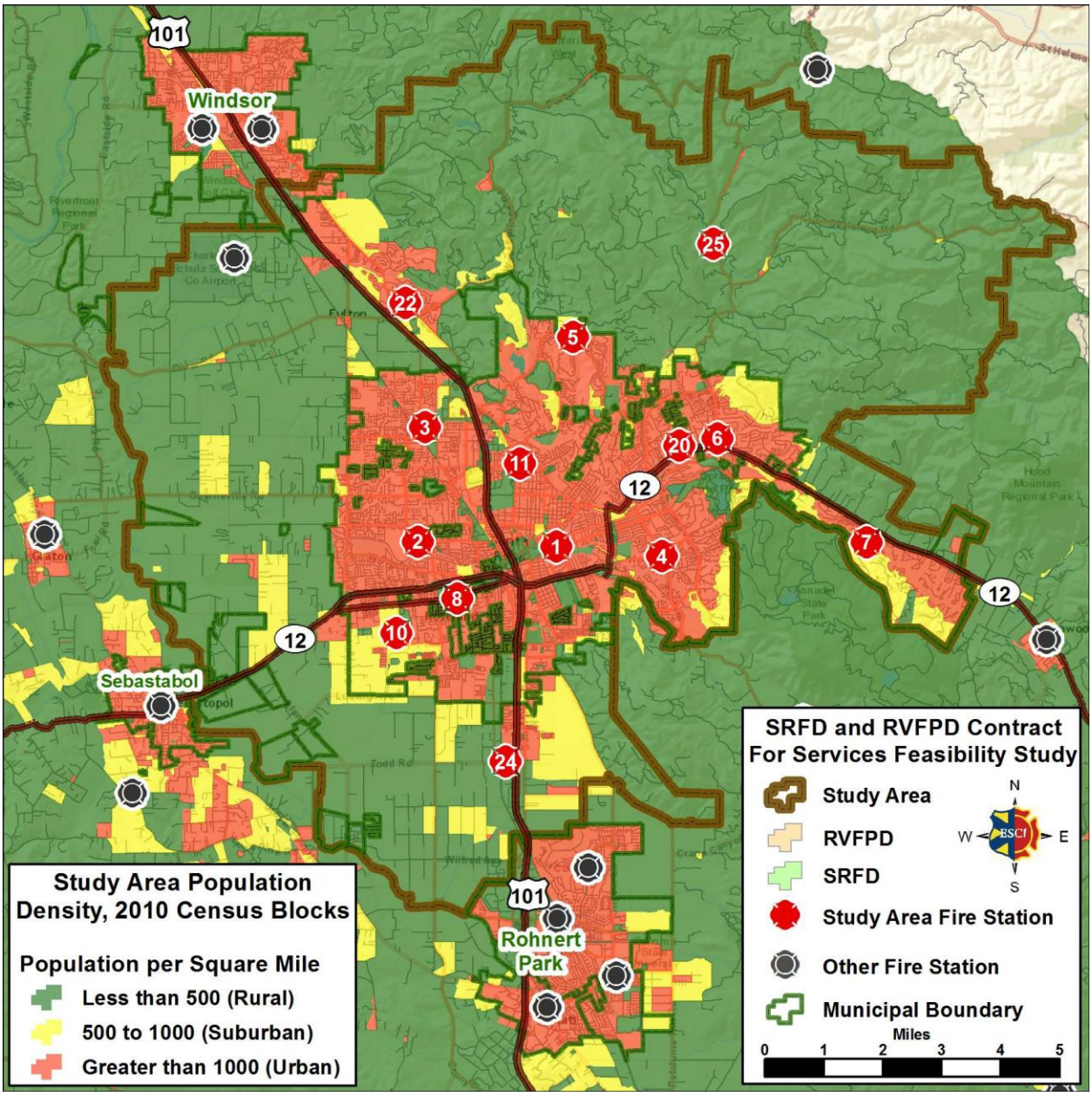
Figure 79: SRFD and RVFPD Study Area



The study area encompasses approximately 140 square miles. Using GIS data provided by SRFD and RVFPD, ESCI calculates the size of the SRFD service area as approximately 42 square miles. The RVFPD service area consists of approximately 98 square miles.

In the following figure, ESCI uses 2010 census data to illustrate population density throughout the study area.

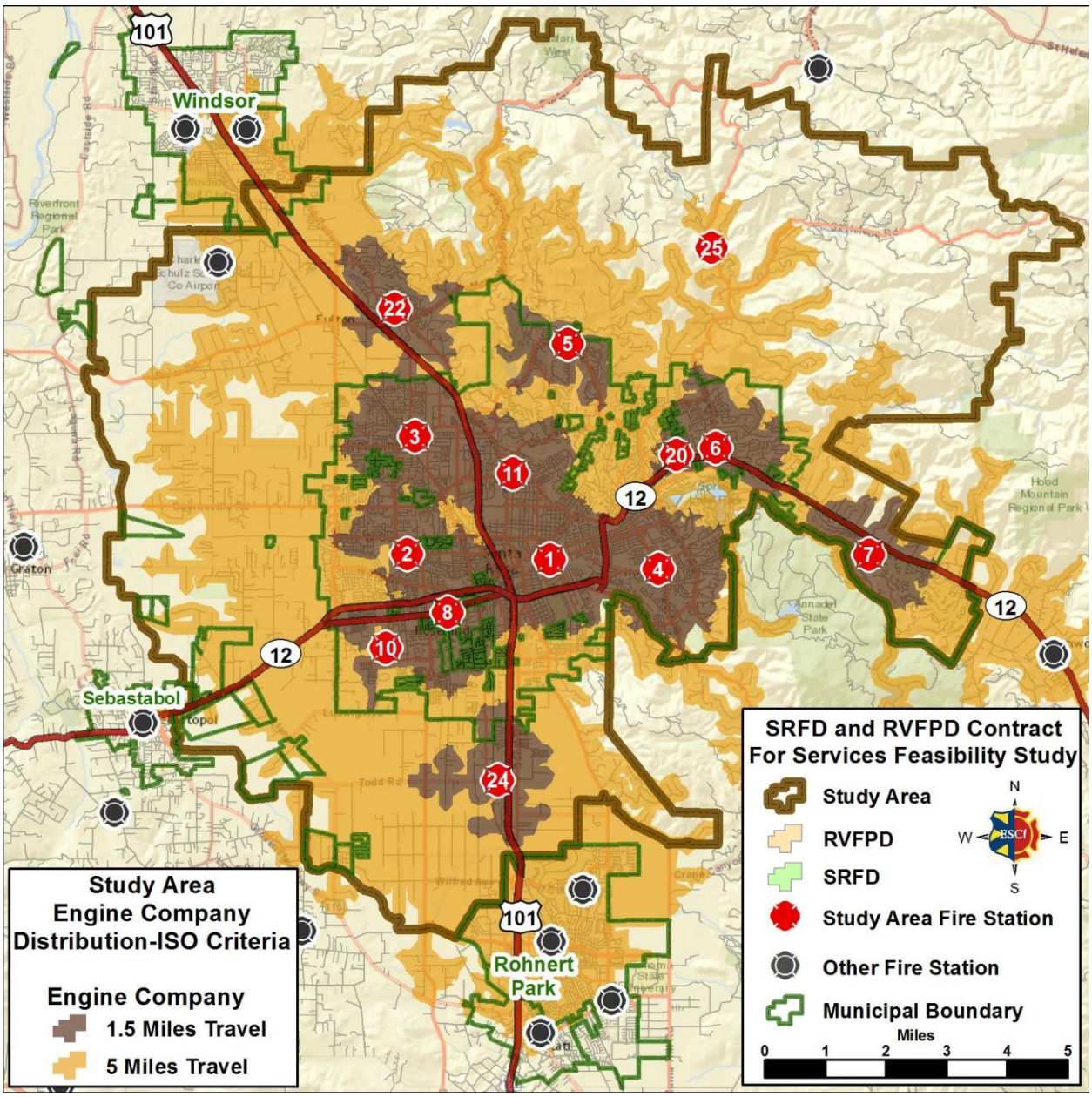
Figure 80: Study Area Population Density, 2010



The SRFD service area is primarily urban with a population of near 174,000 including some areas in the city of lesser population density. The overall population density within Santa Rosa exceeds 4,000 per square mile. The RVFPD service area is primarily rural with higher population density areas along Highway 101 north of Santa Rosa and Highway 101 south of Santa Rosa. With an estimated population of approximately 30,000, the overall population density is approximately 300 per square mile.

The Insurance Services Organization (ISO) is a national insurance industry organization that evaluates fire protection for communities across the country. A jurisdiction's ISO rating is an important factor when considering fire station and apparatus distribution since it can affect the cost of fire insurance for individuals and businesses. For ISO purposes, response areas are measured at 1.5 miles of travel distance on the existing road network for each engine company; and 2.5 miles for a ladder company (aerial apparatus) on existing roadways. For a structure to be in a protected rating for insurance purposes, it must be within five miles of an engine company. The next figure examines current apparatus distribution in the study area based on ISO criteria.

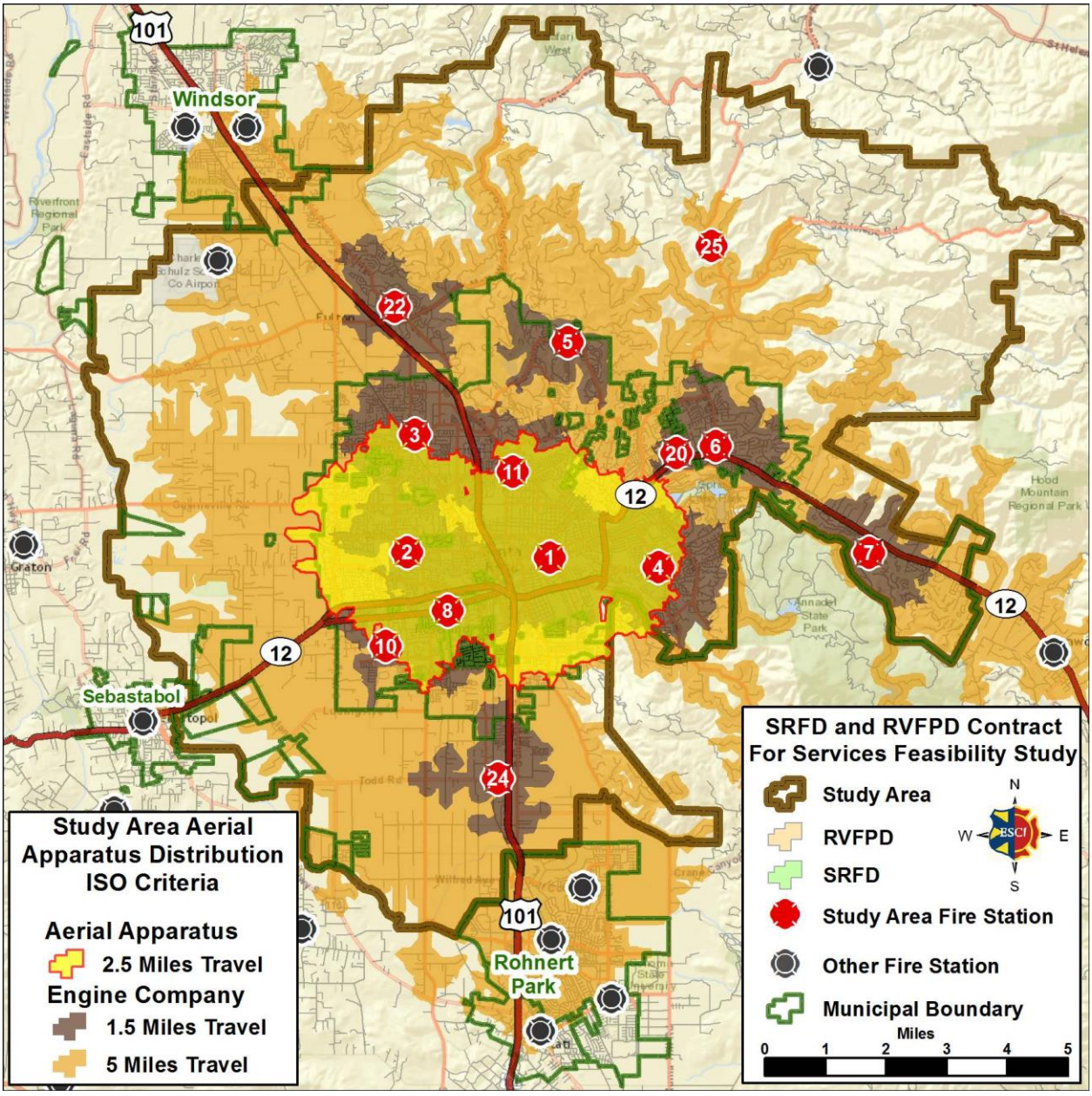
Figure 81: Study Area Engine Company Distribution, ISO Criteria



Note that in this figure, travel distance is not calculated or displayed for RVFPD Station 20 and Station 25. These two stations are not staffed full time or routinely assigned to emergency incidents. Approximately 89 percent of the road network in the study area is within five miles travel of a staffed SRFD or RVFPD fire station. Approximately 46 percent of the study area road network is within 1.5 miles of an engine company. Examination of the GIS data reveals that approximately 70 percent of the road network inside Santa Rosa is within 1.5 miles travel of a fire station. Nearly 77 percent of the road network in the more rural RVFPD service area is within five miles travel of a study area staffed station.

Similar to the engine company criteria, ISO recommends that truck companies (aerial apparatus) be placed at 2.5-mile intervals in areas with a certain number of buildings over three stories. Figure 82 demonstrates the distribution of aerial apparatus throughout the study area.

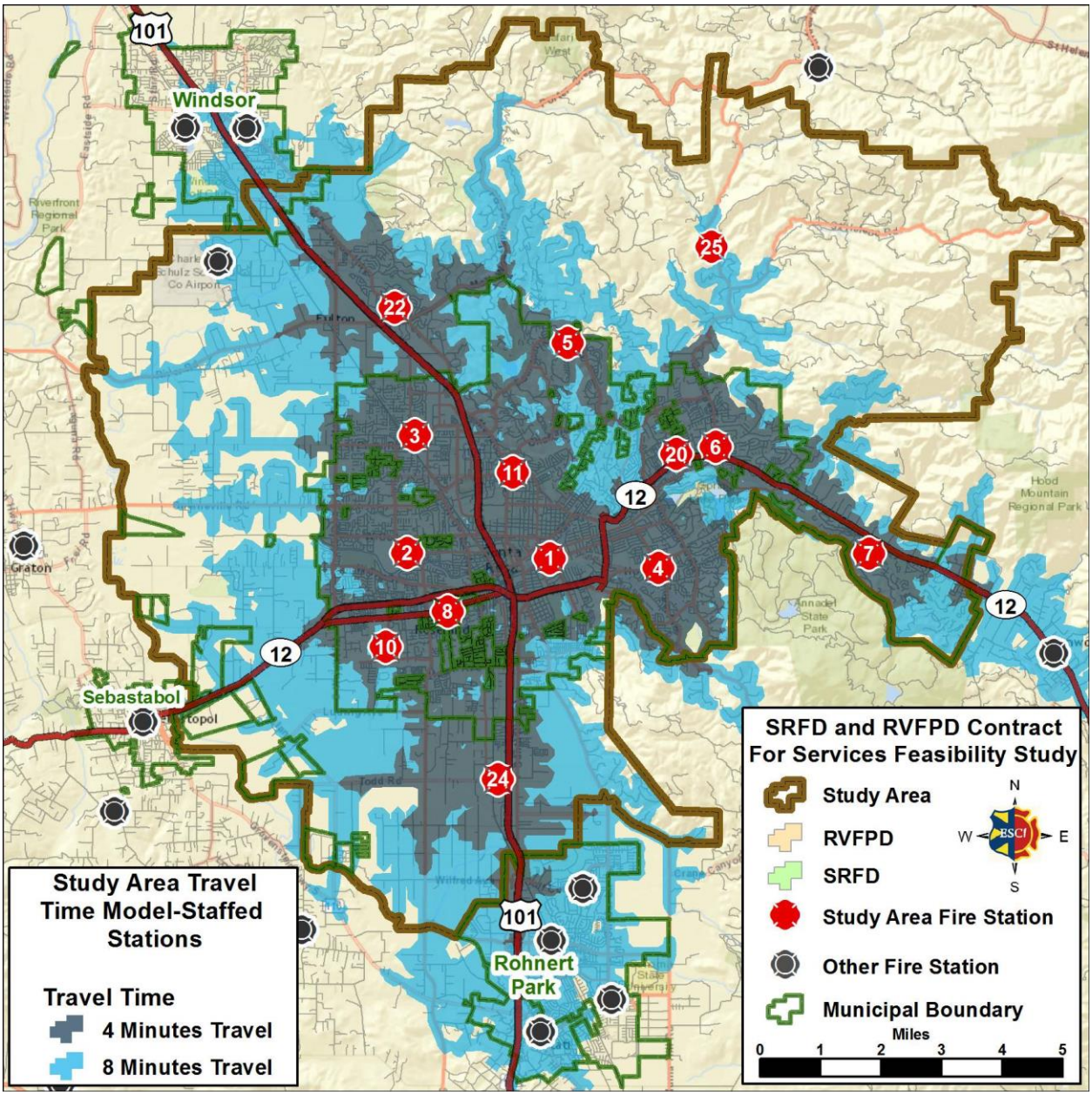
Figure 82: Study Area Aerial Apparatus Distribution



SRFD staff's aerial apparatus at Station 1 and Station 2. Based on the ISO criteria, these two ladder companies are well located to provide aerial apparatus coverage in the core area of Santa Rosa.

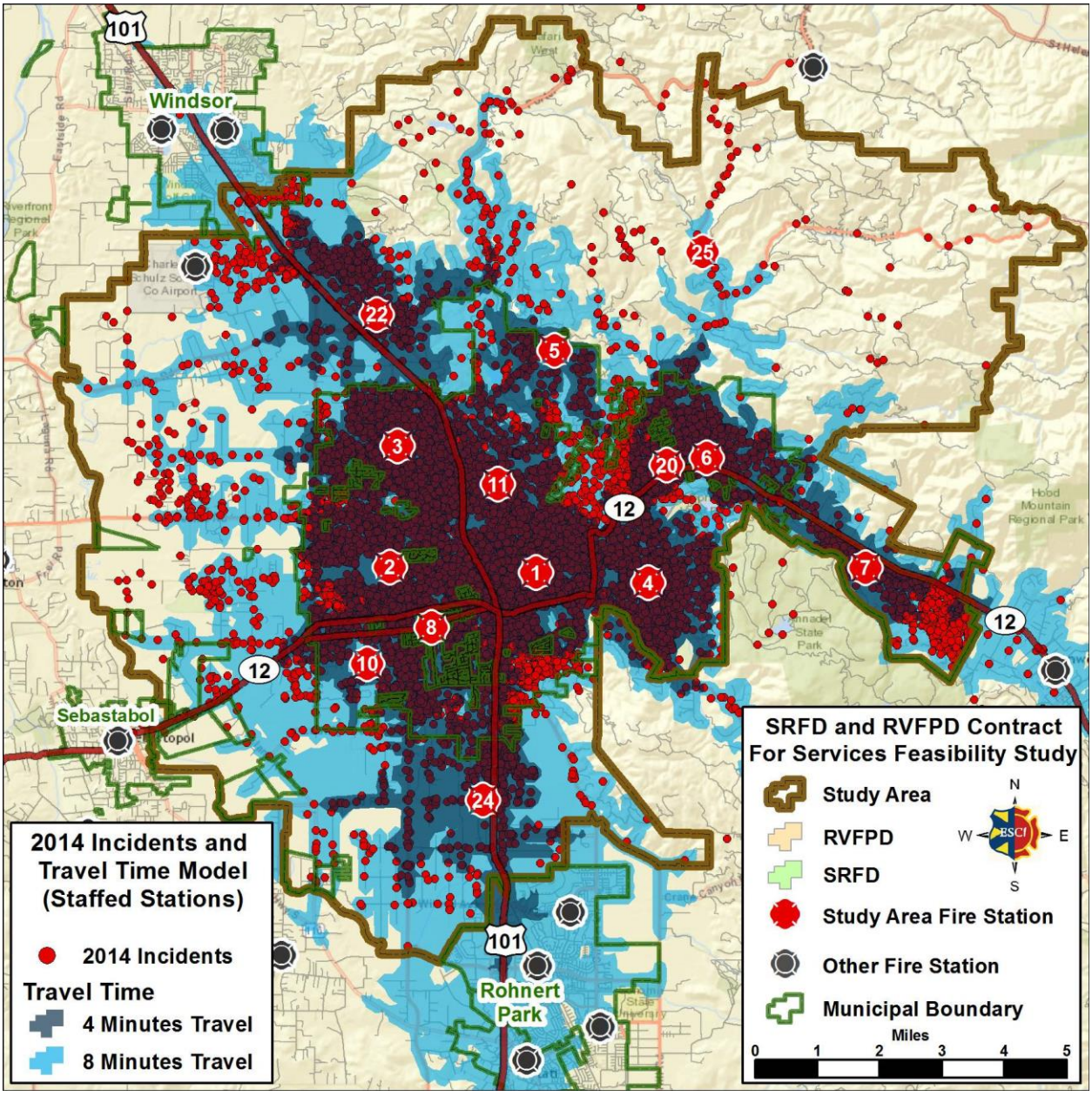
The ISO Public Protection Classification program only addresses fire suppression activities and are primarily concerned with the protection of property. Of equal importance to all hazard fire jurisdictions such as SRFD and RVFPD, is the travel time required to respond from a fire station to any emergency call for service. The following figure demonstrates travel time over the existing road network. Travel time is calculated using the posted speed limit and adjusted for negotiating one-way streets, turns, and intersections. As with the previous figures, travel time is only modeled from SRFD or RVFPD full-time staffed fire stations within the study area.

Figure 83: Study Area Travel Time Model (Staffed Stations)



The preceding figure illustrates that the majority of the urban area within the study area are within four minutes' travel (or less) of a SRFD or RVFPD fire station. All of the City of Santa Rosa and some of the rural areas in the RVFPD service area are within eight minutes' travel (or less) of a study area fire station. The following figure demonstrates the percentage of emergency service demand (2014) that is within four minutes' travel of a SRFD or RVFPD fire station.

Figure 84: Study Area Travel Time Model and 2014 Emergency Incidents



National consensus standards, such as *NFPA 1710,*[9] specify that career staffed, urban fire departments should deploy resources such that 90 percent of emergency service demand can be reached in four minutes travel or less. Examination of the data presented in the figure above reveals the following:

- 92 percent of 2014 SRFD emergency incidents occurred within four minutes' travel (or less) of a study area staffed fire station.
- 54 percent of 2014 RVFPD emergency incidents occurred within four minutes' travel (or less) of a study area staffed fire station.
- 88 percent of 2014 emergency incidents within the overall study area occurred within four minutes' travel (or less) of a study area staffed fire station.

Note that the travel time model presented above only represents potential travel time from a fire station and does not model actual travel time or total response time performance. Response performance is discussed in the Response Performance analysis.

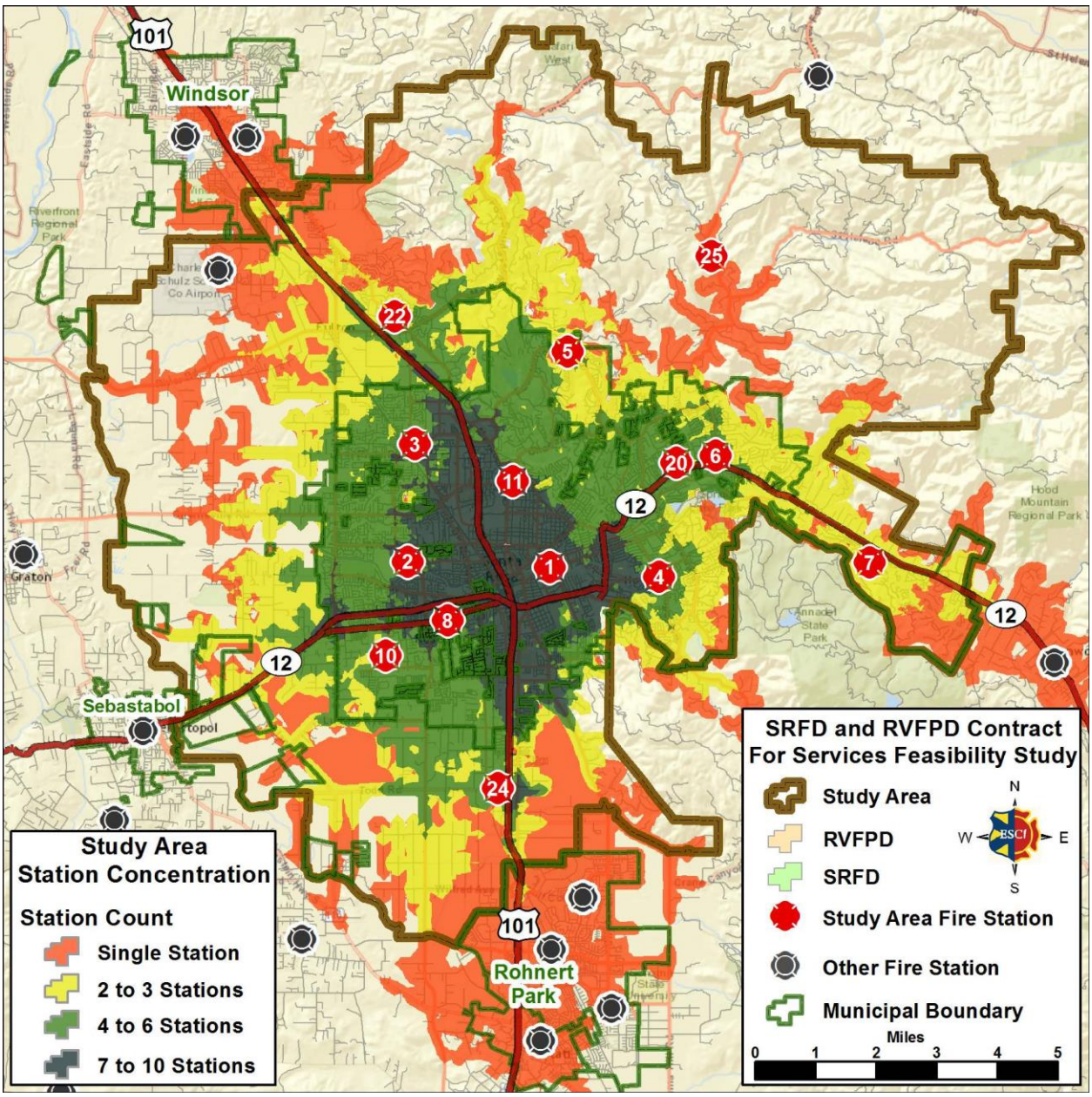
Concentration Analysis

The concentration analysis examines the ability of SRFD and RVFPD to assemble multiple resources (both apparatus and personnel) such that sufficient resources are available to safely and effectively mitigate an emergency incident. Standard fire service procedures call for the entire initial assignment to arrive in a reasonable amount of time after the first apparatus arrives on the scene of an emergency. This is to ensure that sufficient apparatus and personnel arrive soon enough to mitigate the incident before substantial damage occurs or the incident becomes uncontrollable.

The first figure in the concentration analysis demonstrates the portions of the study area within eight minutes travel of more than one study area fire station. The eight-minute travel time criteria used for this analysis is based on the *National Fire Protection Association (NFPA) 1710 Standard*. The 1710 standard states that the full first alarm assignment for a moderate risk structure fire (single story residential structure) should arrive within eight minutes' travel.

[9] *NFPA 1710*, *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments* (National Fire Protection Association 2010).

Figure 85: Study Area Station Concentration, 8 Minutes Travel

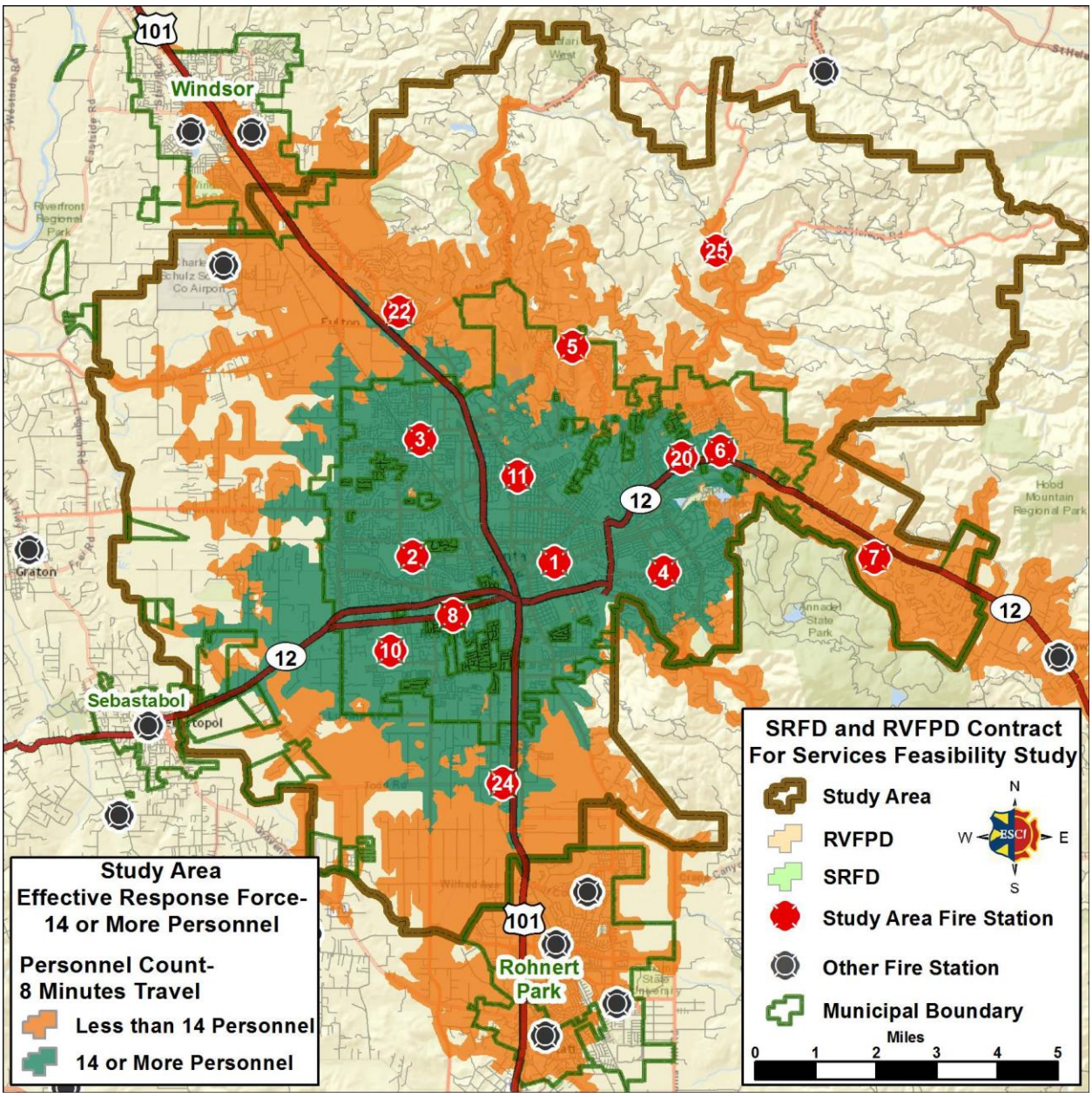


The highest concentration of stations occurs within Santa Rosa. This corresponds to the portions of the study area with the greatest population density, highest service demand, and a greater level of risk. The number of stations available in eight minutes' travel decreases in the peripheral portions of Santa Rosa and into the RVFPD service area.

Fire service best practices documents recommend 14 to 16 personnel to safely and effectively mitigate a moderate risk residential structure fire[10]. This is referred to as an effective response force (ERF). The SRFD full first alarm assignment for a structure fire calls for three engines, one ladder truck, and a Command Officer (Battalion or Duty Chief). The RVFPD first alarm assignment varies depending on location within the service area. The first alarm assignments for both agencies bring 14 or more personnel to the scene of a moderate risk residential fire. Using the current minimum staffing levels for both agencies, ESCI models the portions of the study area within eight minutes' travel (or less) of an effective response force of 14 or more personnel in the following figure.

[10] Center for Public Safety Excellence/Commission on Fire Accreditation (CPSE/CFAI) *Standards of Cover, 5th Edition*.

Figure 86: Study Area Effective Response Force - 14 Personnel



Note that in this figure the Command Officer is considered a roving resource and is included in the personnel count for the entire study area. With the exception of the SRFD Station 7 response area, along Sonoma Highway (Highway 12) and the portions of the Station 5 area (Fountain Grove Parkway), most of Santa Rosa is within eight minutes travel of an ERF of 14 personnel within eight minutes travel or less. Limited portions of the RVFPD service area can be reached by an ERF of 14 personnel in eight minutes travel or less.

Again, only SRFD and RVFPD personnel are included in this analysis. As with the travel time model the concentration maps demonstrate potential travel time, assuming that all resources are in quarters and available.

Reliability Analysis

The workload of emergency response units can be a factor in response time performance. The busier a given unit, the less available it is for the next emergency. If a response unit is unavailable, then a unit from a more distant station must respond, increasing overall response time. Although fire stations and response units may be distributed to provide quick response, that level of performance can only be obtained when the response unit is available in its primary service area.

Unit hour utilization (UHU) describes the amount of time that a unit is not available for response because it is already committed to another incident. The larger the number, the greater its utilization and the less available it is for assignment to subsequent calls for service. The following figure displays the amount of time SRFD or RVFPD apparatus were committed to an incident in 2014 and expresses this as a percentage of the total hours in the year. The average time committed per apparatus is calculated by dividing the total time an apparatus was committed to incidents by the number of incidents for each apparatus.

Figure 87: SRFD Unit Hour Utilization, 2014

SRFD Unit Hour Utilization (UHU) 2014		
Apparatus	**Average Time Committed**	**UHU**
Battalion Chief	16:26	2.43%
Duty Chief	14:41	0.17%
Engine 1	13:41	11.76%
Engine 2	16:06	8.69%
Engine 3	17:32	8.54%
Engine 4	15:38	7.07%
Engine 5	18:32	4.43%
Engine 6	19:01	7.70%
Engine 7	18:32	4.87%
Engine 8	15:59	7.32%
Engine 10	17:27	3.92%
Engine 11	15:15	11.16%
Truck 1	11:17	4.34%
Truck 2	12:53	2.63%

Figure 88: RVFPD Unit Hour Utilization, 2014

RVFPD Unit Hour Utilization (UHU) 2014		
Apparatus	**Average Time Committed**	**UHU**
BC7	25:03	1.83%
Engine 7562	15:20	1.32%
Engine 7572	16:57	0.63%
Engine 7580	18:32	6.29%
Engine 7581	21:08	5.85%
Engine 7584	45:10	0.41%
Rescue 7535	27:10	1.01%
Water Tender 7591	13:28	0.11%
Water Tender 7592	22:44	0.29%

Unit hour utilization varies by apparatus and agency throughout the study area. Not surprisingly, SRFD apparatus demonstrate the highest UHU rates in the study area. SRFD Engine 1 and Engine 11 experienced the highest unit hour utilization rates in the study area. The UHU for the staffed RVFPD engines (7580 and 7581) is slightly lower, but similar to that of several of the SRFD engine companies. The average time committed to an incident is similar for both agencies. Note that the time committed to an incident is calculated from the time dispatched until the apparatus cleared the incident. Staff vehicles, utility vehicles, and reserve apparatus are not included in the figures.

Fire service publications such as the CFAI *Standards of Cover, 5th Edition*, suggest that UHU rates in the range of 25 to 30 percent can negatively affect response performance and lead to personnel burnout issues. Unit hour utilization for study area apparatus does not appear excessive for any single apparatus; and is not approaching a level that would cause concern. Note that as the unit hour utilization rate for an apparatus increases, the amount of time for other duties such as training, inspections, public education, and station/apparatus maintenance decreases.

Simultaneous or concurrent incidents can affect a fire department's ability to muster sufficient resources to respond to additional emergencies. The following figures demonstrate the percentage of the time that two or more incidents were in progress within the study area in 2014.

Figure 89: Study Area Concurrent Incidents, 2014

Study Area Concurrent Incidents 2014	
Concurrent Incidents	Percentage
Single Incident	8.69%
2	17.21%
3	20.85%
4	19.50%
5	14.51%
6	9.35%
7	5.55%
8 or More	4.33%

Figure 90: SRFD Concurrent Incidents, 2014

SRFD Concurrent Incidents 2014	
Concurrent Incidents	Percentage
Single Incident	11.34%
2	20.74%
3	22.80%
4	19.26%
5	12.51%
6	7.01%
7	3.80%
8 or More	2.54%

Figure 91: RVFPD Concurrent Incidents, 2014

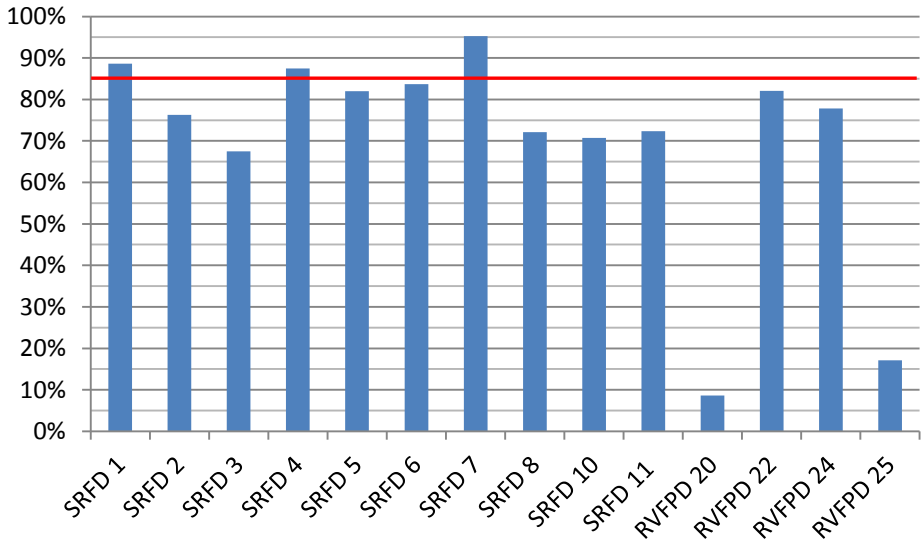
RVFPD Concurrent Incidents 2014	
Concurrent Incidents	Percentage
Single Incident	67.77%
2	26.49%
3 or More	5.74%

SRFD and RVFPD responded to over 27,000 incidents in 2014. This number represents all responses, including auto aid responses. In the study area, only 8.69 percent of these incidents occurred singly. Over 91 percent of response activity occurred while two or more incidents were in progress somewhere within the study area. The percentage of concurrent incidents in the SRFD service area mirrors the percentages seen in the study area, since this is where the

majority of service demand occurs. While the frequency of concurrent incidents in the RVFPD service area is lower than that experienced in SRFD, concurrent incidents represent over 32 percent of RVFPD service demand. This lower concurrent incident rate is related to less stations and a lower call volume and unit utilization rate by the RVFPD.

The ability of a fire station's first-due unit(s) to respond to an emergency incident within its assigned response area is known as unit or station reliability. The following figure demonstrates the percentage of incidents that a first-due SRFD and RVFPD apparatus was on scene of an emergency incident in their assigned station area.

Figure 92: Study Area First Due Station Reliability



Response performance can be negatively affected by apparatus from a more distant station responding into another station response zone, due to the commitment of assigned apparatus to a different incident. To meet a 90th percentile response goal, the optimum station reliability rate should be 90 percent. As seen in the previous figure, station reliability within the SRFD service area varies between approximately 67 percent in the SRFD 3 response zone, to 95 percent in the SRFD 7 response zone. Data shows that the two RVFPD full-time staffed stations report between 77 percent and 82 percent reliability.

Although apparatus workload and the percentage of simultaneous incidents within the study area is high, the distribution and number of resources in the study area appear adequate to handle multiple different requests for fire department resources. Regional operational guidelines, dispatch protocols, and mutual/automatic aid agreements mitigate the impact of workload factors on response performance in the study area and the surrounding region.

Response Performance

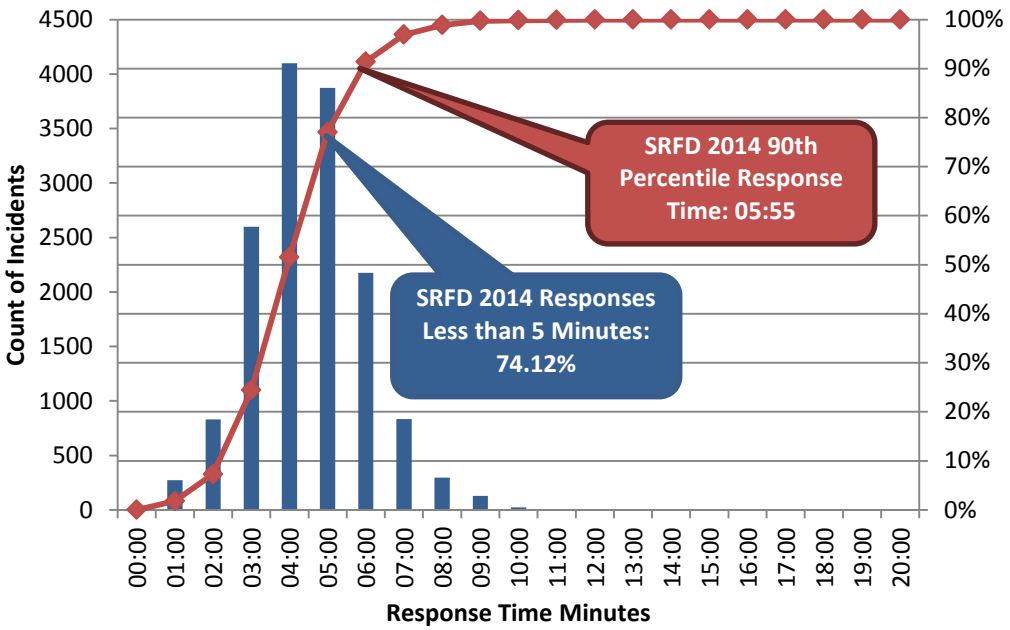
In the performance analysis, ESCI examines emergency response performance during 2014 in the SRFD and RVFPD study area. The data used for this analysis is 2014 emergency responses extracted from records management software (RMS) of both participating jurisdictions. Non-emergent incidents, mutual/automatic aid incidents outside the study area, incidents cancelled prior to arrival, data outliers, and invalid data points are removed from the data set.

For this analysis, response time is measured from the time units are dispatched to when the first unit arrives on scene. Industry best practices[11] recommend that jurisdictions measure and record response performance from the receipt of the call at the 911 center to when the first apparatus arrives at the scene of the emergency incident. Both SRFD and RVFPD are dispatched by the Redwood Empire Dispatch Communications Authority (REDCOM). ESCI recommends that both jurisdictions work cooperatively with REDCOM to track call processing time performance (elapsed time from call received at 911 center to when fire department is dispatched) to ensure that the dispatch center is meeting relevant national and regional guidelines for emergency dispatch centers.

The first two figures in this analysis illustrate overall emergency response time frequency for SRFD and RVFPD in 2014. Response performance is calculated using "percentile" measurement. The use of percentile calculations for response performance follows industry best practices and is considered a more accurate measure of performance than "average" calculations.

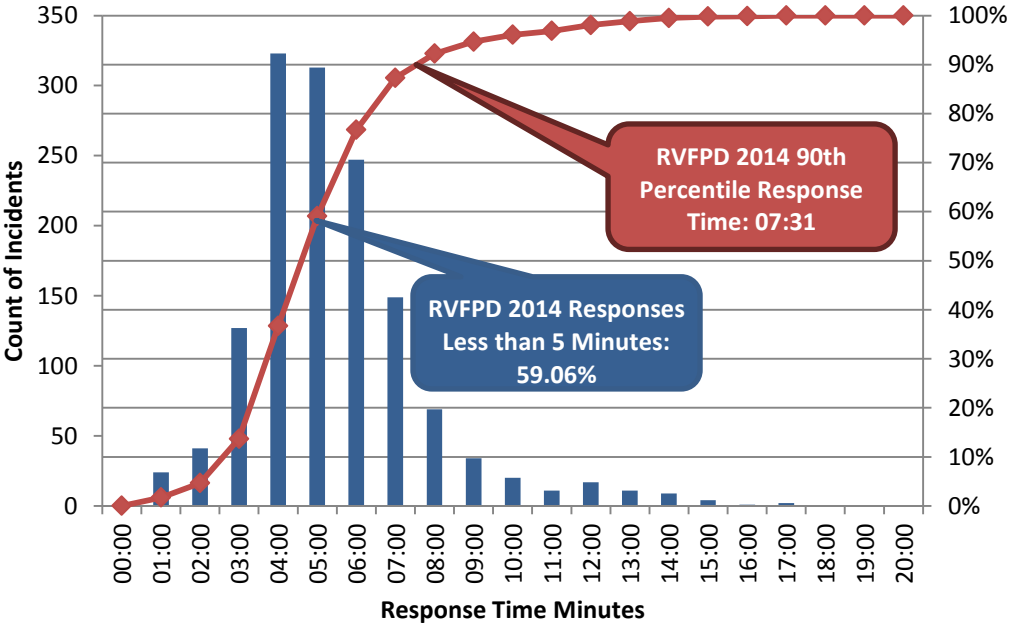
[11] *NFPA 1710*, *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments* (National Fire Protection Association 2010), Center for Public Safety Excellence/Commission on Fire Accreditation (CPSE/CFAI) *Standards of Cover, 5th Edition*.

Figure 93: SRFD Emergency Response Time Frequency, 2014



The most frequently recorded response time in the SRFD data displayed above is in the fourth minute (three to four minutes). In 2014, SRFD apparatus arrived on the scene of over 78 percent of emergency incidents in five minutes or less. For 90 percent (90th percentile) of emergency incidents, the first apparatus arrived in 5 minutes 55 seconds or less.

Figure 94: RVFPD Emergency Response Time Frequency, 2014



The RVFPD data reveals that again the most frequently recorded response time occurred in the fourth minute (three to four minutes). The first apparatus on scene of emergencies in the RVFPD service area arrived in less than 5 minutes approximately 59 percent of the time; 90 percent (90th percentile) of RVFPD emergency incidents were answered in 7 minutes 31 seconds in 2014.

The emergency response time performance displayed in the previous figures is comprised of several components:

- Turnout Time – The time interval between when units are notified of the incident and when the apparatus are enroute.
- Travel Time – The amount of time the responding unit actually spends travelling to the incident.
- Response Time – Response Time equals the combination of "Turnout Time," and "Travel Time."

Tracking the individual pieces of response time performance and establishing performance goals for the various components of response time performance; provides the information necessary to identify deficiencies and areas for improvement. RVFPD has not established performance goals for any component of response time. SRFD has performance goals in place for Turnout Time and Response Time. However, the SRFD performance goals do not include Call Processing Time and are not in-line with national consensus standards, such as the *NFPA 1710 Standard for Career Fire Departments*, or industry best practice documents such as the CPSE/CFAI Standards of Cover document. The following figure displays the performance goals from the NFPA 1710 standard.

Figure 95: NFPA 1710 Standard

Response Element	NFPA Recommendation
Call Processing[12]	60 seconds- 90th Percentile
Turnout Time	60 seconds- 90th Percentile for Medical 80 seconds- 90th Percentile for Fire
Travel Time	4 minutes travel for first unit on scene (Emergency Incidents)

Note that all of the recommendations in the figure above only address emergency (priority) incidents. The NFPA 1710 standard provides performance goals for each of the components of total response time; and provides a point of reference against which performance can be

[12] *NFPA 1221: Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*.

measured. The NFPA standard is not a mandate. However, it represents industry best practices and should be viewed as a desirable goal. The following figure demonstrates SRFD and RVFPD 2014 emergency performance for the various components of response time, measured at the 90th percentile.

Figure 96: SRFD and RVFPD Components of Response Time Performance, 2014

Components of Total Response Time-90th Percentile				
Agency	Call Processing	Turnout Time	Travel Time	Response Time
SRFD	Not Recorded	01:34	04:34	05:55
RVFPD	Not Recorded	01:41	06:15	07:31

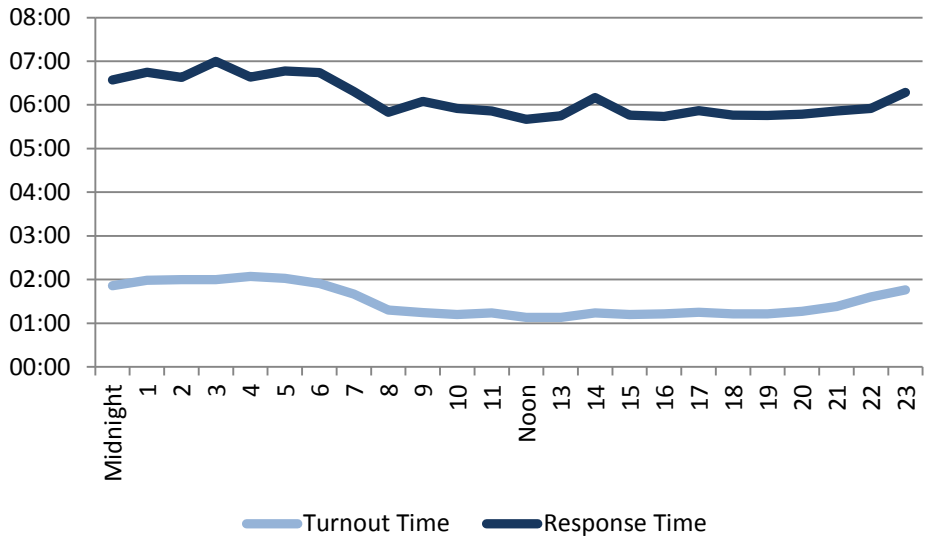
Call Processing Time

As discussed, neither agency includes call processing time as part of their measurement of response performance. However, REDCOM has an internal goal of 90 seconds call processing time in place. Industry best practices recommend that call processing time be included as a component of total response time performance. ESCI recommends that SRFD and RVFPD develop a methodology to track and monitor call processing time; and include this parameter as part of the measurement of total response time performance.

Turnout Time

Turnout time is the time it takes personnel to receive the dispatch information, don personal protective equipment as appropriate, move to the appropriate apparatus and proceed to the incident. SRFD has a departmental turnout time goal of 60 seconds for all emergent responses, measured at the 90th percentile. As displayed in Figure 96, neither SRFD nor RVFPD meet the SRFD or NFPA 1710 performance goal for turnout time. The following figure displays study area turnout time performance summarized by hour of the day.

Figure 97: Turnout Time and Response Performance (90th Percentile) by Hour of the Day, 2014

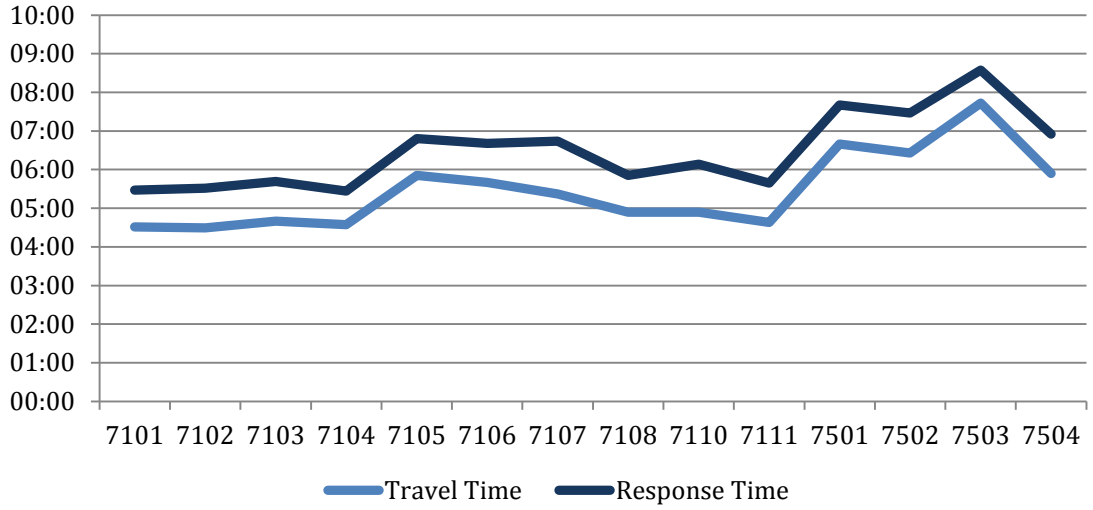


The rise in turnout time at night is a nationwide phenomenon and is reflected in the increase in total response time during the same period. Turnout time is one component of total response time that fire department personnel have some ability to control, given training, information, and proper facilities that allow for the rapid and efficient movement of responders. Turnout time performance in the study area is similar for both jurisdictions and in ESCI's experience is comparable to similarly configured fire jurisdictions. However, any reduction is turnout time is likely to yield improved overall response time performance.

Travel Time

Travel time is typically the longest component of total response time. The distance between fire stations and the location of the emergency influences total response time. The quality and connectivity of streets, traffic congestion, and geography all play crucial roles in travel time. The following figure displays study area travel time performance, summarized by response districts (station areas).

Figure 98: Travel Time Performance and Response Performance (90th Percentile) by Response District, 2014

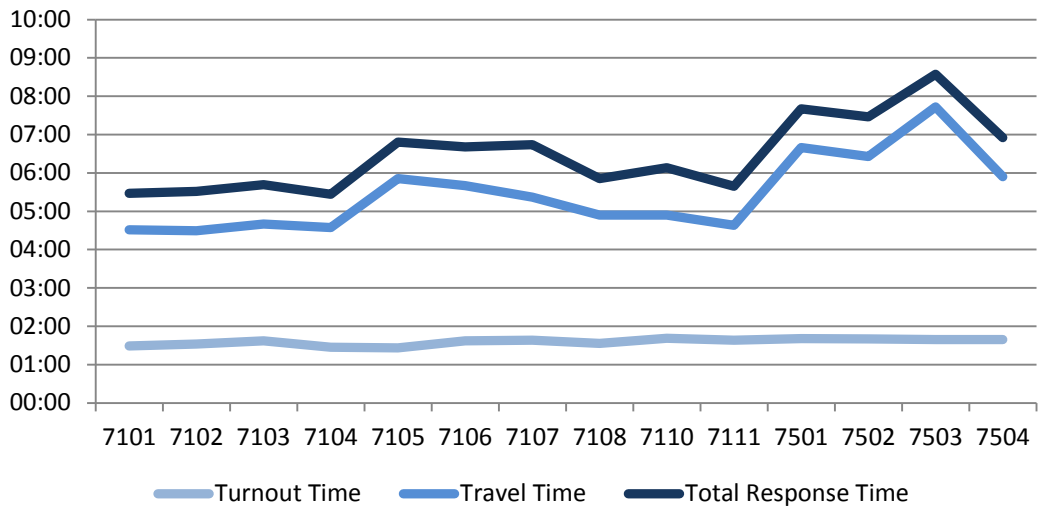


Neither study area fire jurisdiction meets the NFPA 1710 standard of four minutes travel time measured at the 90th percentile. The figure above displays the difference in travel time performance between SRFD and RVFPD. With ten stations and a service area of approximately 42 miles, travel times in SRFD range from approximately 4 minutes 30 seconds in the Station 1 response zone (7101) to just less than 6 minutes in the Station 5 response zone (7105). Note that SRFD Station 5 has been relocated in 2015. SRFD should monitor travel time and overall response performance in the Station 5 response area; and be prepared to adjust response zone boundaries to maximize coverage in the new Station 5 response area. Travel time performance in the approximately 100 square mile RVFPD service area ranges from 5 minutes 54 seconds in the Station 24 response area (7504) to 7 minutes 43 seconds in the Station 25 area (7503), measured at the 90th percentile. This figure also demonstrates the direct effect of travel time on response performance.

Total Response Time

For the purposes of this analysis, total response time is the combination of turnout time plus travel time. The following figure displays turnout time, travel time, and total response time performance measured at the 90th percentile and summarized by response district.

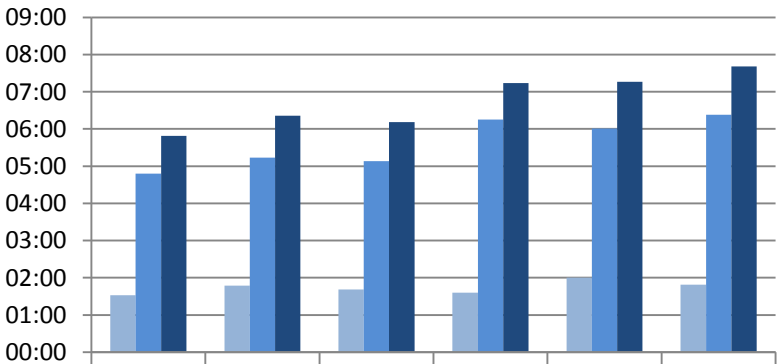
Figure 99: Study Area Total Response Time Performance (90th Percentile), 2014



Turnout time performance for both SRFD and RVFPD is consistent within a range of 15 seconds for both agencies. As discussed, RVFPD experiences the longest travel times. Total response time closely mirrors travel time performance. Overall, as displayed in Figure 96, the first SRFD apparatus arrived at 90 percent of 2014 emergency incidents in 5 minutes 55 seconds or less. In the RVFPD service area the first apparatus arrived at 90 percent of emergencies in 7 minutes 31 seconds.

The last figure in the Response Performance Analysis examines SRFD and RVFPD response performance summarized by incident category. Incidents are summarized as EMS, Fire, or Other using the criteria displayed in Figure 69.

Figure 100: SRFD and RVFPD Response Time Performance (90th Percentile) by Incident Category, 2014



	SRFD-EMS	SRFD-Fire	SRFD-Other	RVFPD-EMS	RVFPD-Fire	RVFPD-Other
Turnout Time	01:32	01:47	01:41	01:36	02:00	01:49
Travel Time	04:48	05:13	05:08	06:15	06:01	06:23
Response Time	05:49	06:21	06:11	07:14	07:16	07:41

Response performance for each jurisdiction varies within a range of approximately 30 seconds, depending on the incident category. Overall there is an approximately 60-second to 90-second difference between SRFD and RVFPD response performance by incident category.

Santa Rosa Fire Department

Rincon Valley Fire Protection District

California

PARTNERING STRATEGIES AND RECOMMENDATIONS

Emergency Services Consulting International

Future Opportunities for Cooperative Efforts

The concept of regional cooperation and service delivery in the California fire service has significantly developed since the 1970's. While the scope and manner in which these partnerships are formed and managed has evolved and changed, the fundamental desired outcomes have stayed consistent. The Oakland/Berkeley Hills Firestorm, Loma Prieta and Northridge earthquakes as well as California's unique and on-going urban interface and wildland fire problem continue to point to the need for integrated and seamless regional service delivery models.

In addition, a consistent rise in the cost of personnel, benefits, post retirement liabilities and supplies and services has resulted in significant and sometimes unmanageable cost increases. These cost increases have been combined with post proposition 13 property tax reductions and significant economic downturns that have negatively impacted other government funding mechanisms. These significant cost increases and revenue reductions have created an environment where government and public safety agencies must create greater efficiencies while finding ways to provide effective and adequate public safety services.

Having completed the evaluation of current conditions process, ESCI is now armed with the information necessary to effectively evaluate the opportunities that exist in the region for shared service delivery opportunities between the participating agencies. There are many ways that fire departments can work together. These can include fundamental sharing of resources and programs, or legal assimilation of multiple agencies into one, in the form of a merger or consolidation. The balance of this report examines multiple options that are available to the study agencies and provides insight and guidance where appropriate.

ESCI's experience is that any of these options must have general alignment and agreement between the communities, elected officials, city and district leadership, fire administration and labor groups to be successful. Any recommended regional model that does not have basic support and reasonable alignment of expectations from the aforementioned stakeholders, stands a high likelihood of not succeeding. ESCI has attempted to create recommendations and system modeling around the concepts and system design that have a reasonable chance for support and success.

This report provides a clear and understandable analysis of the current fire service delivery system. This current condition analysis was utilized to develop possible contract for service models and analyze their potential for operational enhancements and financial and administrative effectiveness and efficiencies. ESCI views these regional cooperative models through the lens of conducting and participating in many cooperative service studies and

provides answers and recommendations that address the common concerns of regional service delivery models.

ESCI has attempted to address questions and concerns identified during our data collection, site visits, and interviews. The general themes identified and addressed in this report center around contracting for services, redundancy, local identity, cost allocation, financial and operational sustainability, governance, and oversight and implementation. While no report can address every issue, question, and perspective completely, ESCI has presented a significant amount of detail and recommendations to present a path forward for the SRFD and RVFPD.

General Partnering Strategies

The following discussion identifies and explains multiple approaches that may be accessed in the state of California for sharing services or partnering in the delivery of services with neighboring agencies. The presented approaches fall in a range from limited levels of partnering, many of which are already in place in the Santa Rosa/Rincon Valley study area, up to complete integration of participating agencies into a single entity. While we will briefly discuss a number of options, in accordance with the project scope, ESCI has focused the report analysis and recommendations on the contract for service model.

It is ESCI's understanding based on data review, on-site interviews and stakeholder input, that other legal integration "consolidation," "merger," and "JPA" models have been explored in previous studies and do not have the administrative, operational, and political or community support necessary to pursue such an endeavor. While other legal integration regional fire service delivery models are reviewed in this report, these delivery systems are included to ensure a basic understanding of available partnering strategies. These strategies are not recommended or modeled as part of this report. ESCI feels the contract for service partnering strategy offers the best and most practical and realistic solution for a fully integrated and consolidated fire service delivery system for the study area.

To adequately discuss the partnering continuum, the terminology and statutory provisions that are available to decision makers must be understood. The following partner strategies, while not necessarily described by statute, differentiate between various approaches to partnering:

Intergovernmental Agreement (IGA) Contract for Service[13] – In the state of California, authorization for an intergovernmental agreement (contract for service) for the provision of fire services between agencies as provided for by California Statute and Government Code (CGC) Section 55613-55614, and the California Public Contracting Code (CPCC) Section 20811 are commonly referred to as a "Contract For Service".

The California Government Code and Public Contracting Code is written with the intent of being liberally construed relating to contracting for public safety services by cities and fire districts and states, in part, that:

> *CGC "55631. As used in this article, "**local agency**" means a neighboring city, county, fire protection district, joint powers authority that provides fire protection services, police protection district, federal government or any federal department or agency."*
>
> *CGC "55632. The legislative body of any "**local agency**" may contract with any other local agency for the furnishing of fire or police protection to such other local agency."*

[13] California Government Code and California Public Contracting Code, Sections 55513-55614, 55631,55632,20811.

> *CPCC "20811. When a district board determines that it is in the public interest, a district may contract with any other public agency for fire protection services, rescue services, emergency medical services, hazardous material emergency response services, ambulance services, and any other emergency services for the protection of lives and property."*

This permissive statute allows for a local agency, which includes Cities and Districts to enter into a written agreement with any other unit or units of a local agency for the performance of any or all fire services and activities that a party to the agreement, its officers or agencies, have authority to perform. The agreement may provide for the performance of a function or activity:

(1) By a consolidated and fully integrated department;

(2) By jointly providing for administrative officers and services;

(3) By means of facilities or equipment jointly constructed, owned, leased or operated;

(4) By services and or functions provided by one of the parties for any other party;

Collaborative approaches under the CGC can include shared or contracted programmatic services, often referred to as *functional unification* or *functional consolidation*. Approaches may include shared administrative service, training programs, fire prevention outreach, or numerous other functional collaborative strategies. This approach can also include a fully integrated/consolidated fire department with services contracted to another local agency.

This functional integrated approach is already partially in place between the SRFD and RVFPD. Under a series of cooperative service arrangements, the SRFD and RVFPD provide responses, training, and special operation services to each other through automatic aid and or mutual aid request. Essentially the SRFD and the RVFPD operate as one fire department in designated mutual response areas and conduct extensive training, mutual aid, and standardization programs for both organizations. Both organizations are dispatched from the same 911 communication center with standardized call taking, prioritization, and dispatch protocols.

When two or more agencies enter a collaborative relationship, typically through a contract for service, no permanent organizational commitment is made and all decision-making power remains with each individual organization. Interagency collaboration can take many forms and may include shared administrative and support functions, combined operational practices, participation of fire agencies in activities such as local fire management bodies (such as fire defense boards), mutual aid agreements, and interagency disaster planning exercises. It can

also provide for complete service delivery as an integrated/consolidated fire agency from one local agency to another.

California law, regulations, and policy directives declares intergovernmental cooperation as a matter of statewide concern and grants cities and special districts broad power to contract with other governmental entities for any function or activity the agencies have authority to perform.

Legal Integration – The concept of legal integration means combining two or more existing organizations into a single, unified, agency. Doing so includes all aspects of the organization's policies, administration, governance, financing, functions, and operations. Legal integration of fire services in California can be achieved in a number of ways, the three most common forms are: merger, annexation or formation of a Joint Powers Agency.

> **Merger** – (Cortese-Knox-Hertzberg Act AB 2838)
> A merger happens when a special district loses its autonomy and a city takes over its service operations. A city may establish a separate department to maintain the former special district's services, or the district's services may be absorbed into a current agency or department.
>
> **Annexation** – (Cortese-Knox-Hertzberg Act AB 2838)
> An annexation occurs when a city or district attaches additional territory to its boundary.
>
> **Joint Powers Authority-** (Joint Exercise of Powers Act SB 1350)
> Joint powers are exercised when the public officials of two or more agencies agree to create another legal entity or establish a joint approach to work on a common problem, fund a project, or act as a representative body for a specific activity.

These general partnership strategies and how they relate to the SRFD and the RVFPD are discussed in detail in the following section, beginning with a status quo approach and progressing incrementally to complete legal integration of the agencies. The following alternatives are discussed:

- Status Quo (continuation of cooperative agreements and systems)
- Expansion of existing cooperative agreements (increase scope of current agreements and cooperative service initiatives).
- Operational unification through a comprehensive contract for service
  (contract for all administrative and operational services with the City of Santa Rosa)

- Legal Integration (change of governance)
  - Merger
  - Annexation
  - Joint Powers Authority

Cooperative Service Strategies

Status Quo (continuation of current practices and Intergovernmental Agreements)
This option continues the current status of SRFD and RVFPD organizations without change. Both agencies continue to do business as they are today, including service provision to the two respective jurisdictions and joint response areas. There is no change to governance, staffing, or deployment of resources beyond the level of cooperation that is already in place. The current collaborative practices, through the existing cooperative service arrangements and agreements, would remain in effect.

The SRFD and RVFPD can continue to operate independently under this initiative, as they do at this writing. Each retains its own governance structure, under the direction of its existing City Council and Fire District Board of Directors, and administration of each agency continues to operate individually. While existing cooperative efforts between all of the participating agencies continue, the advantages that can be gained through increased levels of collaboration will not be realized.

Modification or Enhancement of Existing IGAs and Cooperative Service Elements (Option one)
The existing cooperative service programs between the SRFD and the RVFPD are effective and beneficial to the city and fire district in multiple regards. As a result, the city fire department and fire district essentially function as one in designated mutual response zones and limited coordinated programmatic elements. These limited and established partnerships have proven to be successful.

As an expanded form of cooperative efforts, the existing IGA and cooperative service elements can be expanded. Those approaches may be limited to administrative and support functions and other functional unification strategies, or may be inclusive of most, or all, operational elements, based on the needs and desires of the city and fire district.

The SRFD and RVFPD collaborate today in varying ways and degrees of cooperative interaction. Additional areas of functional and operational unification could include:

- Shared rules, regulations and operating procedures (functional unification)
- Joint/Entry-level testing (functional unification)
- Human Resources management/Administrative services (functional unification)

- Collaborative Battalion Chief coverage "With the option to include the Windsor Fire Protection District" (operational unification)
- Joint Fire Prevention services (functional unification)
- Shared Emergency Management services (functional unification)
- GIS mapping; Pre-planning services; Mobile Data Computer program (functional unification)
- Joint logistics supply services (functional unification)

These potential IGA enhancements will more closely unify the SRFD and the RVFPD while still maintaining the independence of the organizations. The factor of autonomy is often viewed positively by agencies because it retains the ability of the governmental entity to retain local control and decision-making. The methodology also includes the ability to withdraw from the arrangement in the future if a party is dissatisfied with the result. However, the disadvantage of the autonomous approach is that it lacks long-term organizational commitment as well as the advantages that could be gained in terms of increased efficiency and capabilities that are realized in a fully integrated long-term service delivery environment

Operational and administrative unification with a fully integrated workforce under the SRFD through the establishment of a contract for service with Santa Rosa (Option two)

The operational and administrative unification strategy takes the next step in the continuum of increased collaboration. Functional and operational collaboration move beyond the shared service delivery initiatives discussed above in that the participating agencies respond to emergencies as one, under a single host agency. Dispatch protocols are modified, equipment and personnel may be deployed differently, and city/district boundaries are erased to achieve the fastest and most efficient incident response from the closest station, without regard to jurisdictional boundaries.

In this instance, operational response is largely unified under a single organizational structure. The RVFPD remains independent, in terms of governance and funding mechanisms, but from a service delivery perspective under a contract for service with the City of Santa Rosa they operate as one.

At a later date, this service delivery model could be studied for expansion to include the WFPD, again via Intergovernmental Agreement. The process of doing so, however, should include careful assessment of operational command staff capacity to address the expanded workload. It is also important to note that the level of trust required to implement operational unification is very high, since independence and autonomy in core mission activities (emergency operations) have been subordinated in favor of the preferred state of a fully integrated and consolidated service delivery model.

Legal Integration

California Law provides for the complete integration of agencies as described at the beginning of this section in the form of merger, annexation, or Joint Powers Authority (JPA). The merger and annexation forms of integration require participation in a pre-designated process conducted by the Local Agency Formation Commission (LAFCO). An affirmative vote of the electorate of the affected jurisdictions may be required under the LAFCO process as described below.

A JPA can be constituted and created upon approval of the city and district governing bodies under the Exercise of Powers Act. The JPA formation process is described below.

The outcome of the three strategies is essentially the same, resulting in a single legal entity where once there was a city and fire district, there is now one fire service entity serving both the district and city. Of all options for shared service, these integrations require the most exacting legal and approval processes.

One significant difference between the JPA and the merger and annexation strategies is that a merger or annexation will result in tax collection and funding methodologies that would bring all income into either the city or annexing district. All revenue is collected and distributed in accordance with the jurisdiction's adopted revenue collection authority and budgeting procedures and mechanisms.

The JPA strategy will also form a new entity but necessitates a cost sharing and allocation methodology between the member agencies that is consistent with the contract for service model. Revenue will be collected independently by the participating agencies and distributed in accordance with the adopted JPA expenditure and cost allocation model.

Merger

A merger happens when a special district loses its autonomy and a city takes over its service operations. A city may establish a separate department to maintain the former special district's services, or the district's services may be absorbed into a current agency or department.

Annexation

An annexation occurs when a city or district attaches additional territory to its boundary.

Joint Powers Agency

Joint powers are exercised when the public officials of two or more agencies agree to create another legal entity or establish a joint approach to work on a common problem, fund a project, or act as a representative body for a specific activity.

Local Agency Formation Commission (LAFCO) Description and Process for Mergers and Annexations

LAFCOs are the California Legislature's watchdog over the boundaries of cities and special districts.[14] The Cortese-Knox-Hertzberg Act directs LAFCOs to achieve two main purposes:

- Discourage sprawl.
- Encourage orderly government.

Boundaries are important because they assign physical space and define the identities of local governments. LAFCOs have both planning and regulatory powers. LAFCOs plan by adopting and revising "spheres of influence," which are planning documents that show a city or special district's future boundary and service areas. They regulate by reviewing and acting on proposals to change boundaries. LAFCOs control nine types of boundary changes: annexations, detachments, disincorporation, dissolutions, formations, incorporations, mergers, consolidations, subsidiary districts, and reorganizations.

LAFCO Boundary Change Process

Initiation by petition

The petition initiation occurs and required signatures are obtained from either registered voters or landowners in the affected territory requesting a boundary change. Usually registered voters sign a petition circulated in an inhabited area while landowners do so in uninhabited areas.

Initiation by resolution

Initiation by resolution occurs when the governing body of an affected local agency proposes a change of organization or reorganization. Any city or special district that overlaps the affected territory is an affected local agency. A county is always an affected agency because its boundaries include all of the cities and special districts in that county.

Initiation by LAFCO

Initiation may occur for special district consolidations, dissolution, mergers, subsidiary districts, or related reorganizations. LAFCOs cannot initiate district annexations or detachments and cannot initiate any city boundary changes. This approach is seldom if ever used.

LAFCO Review

Once a group of voters, an affected local agency, or LAFCO submits a proposal, the LAFCO commission reviews it. The LAFCO review process has three stages: staff report and recommendation, a public hearing, and a final decision.

[14] Time to Draw the Line, Cal LAFCO pamphlet, second edition, page 16.

Staff Report

Every LAFCO has an executive officer (chief staff person) that prepares reports and recommendations for the commissioners. LAFCOs support their own executive officer; most LAFCOs appoint their own staff, but some contract with their county governments for these staff services. Before LAFCO can consider a proposal, its staff must determine two things:

- If initiated by petition, whether the proposal obtained the required number of signatures.
- If LAFCO determines that incorporation is revenue neutral, meaning a county would not substantially suffer from revenue losses, the incorporation may proceed. LAFCO can approve a city incorporation if it imposes terms and conditions that achieve revenue neutrality. There must also be a review of the environmental impacts by LAFCO.

Public Hearing

LAFCO Confirms the proposal is complete, issues a certificate of filing, and sets a LAFCO public hearing within 90 days.

- LAFCO does not need to hold a public hearing for annexations, detachments, or reorganizations consisting of annexations and detachments if all of the affected landowners consent to the boundary change.

Final Decision

The commission must make its final decision within 35 days of the hearing's conclusion. The commissioners have three choices:

- Approve the proposal.
- Approve the proposal with conditions.
- Deny the proposal.

Protests

Upon approval, the proposal moves to the next stage, a hearing by the conducting authority (LAFCO) to measure protests. LAFCO can waive this additional protest public hearing if all three of the following conditions are met:

- The affected territory is uninhabited.
- All of the landowners in the affected territory give their written consent.
- All affected local agencies give their written consent.

At the conducting authority's public hearing, any registered voter or landowner within the affected territory can protest the proposed boundary change. When the hearing ends, the conducting authority counts the protests and adopts a formal resolution that does one of the following:

- Orders the boundary change without an election.
- Orders the boundary change, subject to voter approval.
- Stops the boundary change because of the protests. The number of protests determines whether the boundary change requires voter approval. The level of protest required for an election follows the "0-25-50% rule."
  - If less than 25 percent of the registered voters or landowners protest, the conducting authority orders the boundary change without an election.
  - If the protests are between 25 percent and 50 percent, the conducting authority must approve the boundary change, but the proposal must also go to an election for voter approval.
  - If 50 percent or more of the registered voters or landowners protest, the conducting authority must terminate the boundary change and the proposal fails.

Completion

Completion of a boundary change happens only if LAFCO, the conducting authority, and if necessary, the voters, approve. Most of the completion process involves paperwork. The executive officer makes sure that the conducting authority's resolution complies with LAFCO's resolution. If it is in compliance, the executive officer issues a certificate of completion, which the County Recorder then files. The affected local agencies recognize completion of the jurisdictional changes, which includes property and sales tax transfers, police and fire protection.

Joint Powers Authority (JPA) Description and Process

The formation of a JPA begins when public officials negotiate a formal agreement that spells out the member agencies' intentions, the powers that they will share, and other mutually acceptable conditions that define the intergovernmental arrangement. [15] Each member agency's governing body then approves the joint powers agreement.

[15] Governments Working Together, California State Legislature, Local Government Committee 2007, P 14.

A joint powers agreement is, in effect, a mutually negotiated document that governs and guides the resulting arrangement. Each JPA is unique, reflecting a mutually acceptable agreement among public agencies that have joined together for a common purpose.

If a joint powers agreement creates a new joint powers agency, the JPA must file a Notice of a Joint Powers Agreement with the Secretary of State. Until public officials file those documents, a JPA cannot incur any debts, liabilities, or obligations, or exercise any of its powers.

An agreement that creates a new joint powers agency describes the size, structure, and membership of the JPA's governing board and documents the JPA's powers and functions. As a legally separate public agency, the JPA can sue or be sued, hire staff, obtain financing to build public facilities, and manage property. Joint powers agreements usually protect their member agencies from a JPA's debts or other liabilities.

As a separate agency, a JPA must appoint a treasurer and an auditor. The treasurer may be someone from a member agency, the county treasurer where the JPA operates, or a certified public accountant. The JPA's auditor must arrange for an annual audit; many public agencies audit their own JPAs. The JPA must file the completed audit with the county auditor who makes copies available to the public.

Analysis of Shared Services

In the following section, the strategies for shared services that were identified above are further detailed and their feasibility is evaluated.

The decision to establish a regional fire service delivery system can be a daunting task. When those agencies include a fire district and city, the process becomes even more complex and challenging to accomplish. ESCI identified two key considerations that must be a litmus test for a strategy to be feasible.

Sustainability

The first factor to consider in evaluating the strategies is that of containing and/or reducing costs. Any partnership should be evaluated by its positive or negative impact to the projected fiscal condition, avoiding future costs, improving efficiency, or eliminating redundancies. These criteria should be evaluated not just short term, where some transition costs may spike initially, but viewed into the foreseeable future.

Service Delivery

The second factor, which must be included in the evaluation, is the service level the participating agencies currently provide as compared to any service level enhancement opportunities gained through a partnership. Typically, this is viewed as the emergency response delivery system. However, other services such as training and maintenance and specialty functions may also fall under service delivery.

Fire stations need to be located strategically so equipment and personnel can respond in their jurisdiction within an acceptable time frame. Stations should also be sited in a manner that provides adequate overlaps in coverage while avoiding excessive redundancy. The fire stations for each agency are located to provide an acceptable level of service to their existing service areas. However, they do not take into account potential response available from non-participating agencies. Along with station locations, the staffing configuration at the facilities will impact response performance and reliability.

With the above in mind, the following regional strategies presented are analyzed for their impact on sustainability and/or service delivery while identifying opportunities for increased efficiency wherever possible. ESCI recognizes that service delivery and its future sustainability must be viewed with equal importance.

ESCI has provided two contract for service delivery options (with multiple cost allocation models) and a governance implementation approach that will offer enhanced service levels within the available financial and operational resources. The proposed service delivery models are based on a two-option premise:

Option One: Enhancement of Existing IGA

This initial option builds upon the existing IGA and cooperative service agreements between the Santa Rosa Fire Department and the Rincon Valley Fire Protection District. These IGA and other cooperative service agreements have been established and deemed fair and equitable from the participating agencies. This option would expand the existing contractual response and administrative agreements to include other operational and administrative functions. This includes an option for the Windsor Fire Protection District to participate in regional Battalion Chief coverage to reduce redundancy and increase efficiencies and effectiveness. This model can serve as a transitional step to give the participating agencies the opportunity to refine and build upon the existing service delivery platform and achieve the recommended key performance indicators prior to moving towards one of the Option two contract for service delivery models.

Option Two: Contract for Service Operational and administrative unification

In this phase, ESCI provides a fully integrated contract for service model with three cost allocation options in the fiscal impact section of the report. Each option as described presents participating agencies with unique benefits and challenges. The options provide the participating agencies the opportunity to “collectively” choose the consolidated contract for service option that best meets their operational, administrative, and community based needs and values.

Analysis of Cost Allocation Strategies

What follows is a listing of system variables that can be used (singularly or in combination) to allocate cost between allied fire departments. Each option is summarized by the concept, its advantages and disadvantages, and other factors that should be considered. Regardless of the option(s) chosen to share the cost of fire protection, the resulting intergovernmental service agreement needs to address the issues of full cost versus marginal cost and should be clear about the inclusion of administrative or overhead cost. In addition, service contracts often must reconcile the exchange of in-kind services between the participating agencies.

ESCI has provided this set of cost allocation factors and service delivery options to provide the study agencies with an accurate and diverse view of a range of contract for service possibilities. In addition to this analysis, ESCI has provided a cost-modeling tool that will allow the study participants to build scenarios and assumptions into the provided contract for service options. This modeling tool will allow the changing and weighting of staffing and financial projections as well as a variety of budget and cost assumptions.

The following cost allocation strategies are provided for review and consideration:

Area

The cost of emergency service can be apportioned based on the geographic area served relative to the whole. For instance, the jurisdictional boundaries of the two agencies represent approximately 140 square miles. The following figure displays the services area in square miles and the percentage for each jurisdiction.

Figure 101: Cost Allocation by Service Area

Jurisdiction	Service Area in Square Miles	Percentage of Total
Santa Rosa	42	30%
Rincon Valley	98	70%
Total	**140**	**100.00%**

Apportionment founded on service area alone may work best in areas that are geographically and developmentally homogeneous.

Pro: Service area is easily calculable from a variety of sources. Size of service area generally remains constant with few, if any, changes.

Con: Service area does not necessarily equate to greater risk or to greater workload.

Consider: Service area may be combined with other variables (such as assessed value and number of emergencies) to express a compound variable (such as assessed value per square mile and emergencies per square mile).

Assessed Value

The assessed value (AV) of agencies is established by County tax assessors under laws of the state. Usually, higher-valued structures and complexes carry a greater risk to the community from loss by fire. Consequently, assessed value also tends to approximate the property at risk within an area. Fire departments are charged with being sufficiently prepared to prevent property loss by fire. Therefore, the cost of contracted fire protection may be apportioned relative to the assessed value of the allied jurisdictions. Typically, AV is used to apportion cost of shared service by applying the percentage of each partner's AV to the whole. The following figure illustrates the allocation of cost by the assessed value of the SRFD and the RVFPD.

Figure 102: Cost Allocation by Assessed Value

Jurisdiction	Assessed Valuation	Percentage of Total
Santa Rosa	21,123,439,0290	79.27%
Rincon Valley	5,522,371,095	20.73%
Total	**266,458,101**	**100.00%**

Pro: AV is updated regularly, helping to assure that adjustments for changes relative to new construction, annexation, and inflation are included. Because a third party (the assessor) establishes AV in accordance with state law, it is generally viewed as an impartial and fair measurement for cost apportionment. Fire protection is typically considered a property-related service, thus, apportionment tied directly to property value has merit.

Con: AV may not reflect the property risk associated with certain exempt property, such as schools, universities, government facilities, churches, and institutions. AV may not always represent the life risk of certain properties, such as nursing homes or places of assembly, which might dictate more significant use of resources. In addition, some large facilities may seek economic development incentives through AV exemptions or reductions. Adjustments may need to be made to AV if such large tracts of exempt property in one jurisdiction cause an imbalance in the calculation. Last, AV typically includes the value of land, which is not usually at risk of loss by fire.

Consider: Discounted AV depending on the class of property (commercial or residential), which may skew the overall proportion of those properties compared to risk. As an additional consideration, assessors usually establish the AV in accord with the property tax cycle, which can lag somewhat behind the budget cycle.

Deployment

The cost for service is based on the cost of meeting specific deployment goals. Deployment goals may be tied to the physical location of fire stations, equipment, and personnel (strategic deployment) or by stating the desired outcome of deployment (standards of cover). A strategic goal could specify the location of two stations, two engines, and four on-duty firefighters. A standard of cover might state the desired outcome as four companies and 17 emergency workers on the scene of all structure fire emergencies within eight minutes 90 percent of the time. While both strategic and outcome goals can be used effectively to assist in allocating cost, ESCI views outcome goals to be more dynamically linked to the quality of service and therefore preferable to strategic goals. This alternative is highly variable due to the independent desires of each community in regard to outcome goals.

A weighted scoring system uses a critical task analysis. This type of scoring system for each agency allows the ranking of each area based on the assigned risk as well as the apparatus, manpower, and Needed Fire Flow (NFF).

The following figures illustrate the allocation of cost by the number of resources deployed to serve each jurisdiction, including fire stations and frontline engines and ladder trucks and assigned full time operational personnel.

Figure 103: Cost Allocation by Facility or Apparatus Resource and by Staffed Companies

Jurisdiction	Facilities	Engines and Aerials	Total	Percentage of Total
Santa Rosa	10	12	22	73.33%
Rincon Valley	4	4	8	26.67%
Total			**30**	**100.00%**

Jurisdiction	Staffed Companies	Percentage of Total
Santa Rosa	12	88%
Rincon Valley	2	12%
Total	**14**	**100.00%**

Jurisdiction	Total Paid Personnel	Percentage of Total
Santa Rosa	148	84%
Rincon Valley	18	16%
Total		**100.00%**

Pro: Deployment and number of personnel is intuitively linked to the level of service. The outcome of deployment based on a standard of cover can be monitored continuously to assure

compliance. Such deployment can be adjusted if standards are not met. This assures the continuous quality of emergency response throughout the life of a service contract.

Con: Strategic deployment may not equate to better service because such goals are prone to manipulation wherein resources may be sited more for political reasons and less for quality of service reasons. Outcome goals require common reporting points and the automatic time capture of dispatch and response activities to assure accuracy. Record keeping needs to be meticulous to assure the accurate interpretation of emergency response outcomes.

Consider: Contracts for deployment-based fire protection should address the inclusion of administrative or overhead cost, as well as capital asset cost, depreciation, rent, and liability insurance.

Service Demand

Service demand may be used as an expression of the workload of a fire department or geographical area. Cost allocation based on emergencies would consider the total emergency response of the service area and apportion system cost relative to the percentage of emergencies occurring in the jurisdictions.

Figure 104: Cost Allocation by Service Demand

Jurisdiction	Service Demand	Percentage of Total
Santa Rosa	24,000	88.19%
Rincon Valley	3,215	11.81%
Total	**27,215**	**100.00%**

Pro: Easily expressed and understood. Changes in the workload over the long term tend to mirror the amount of human activity (such as commerce, transportation, and recreation) in the corresponding area.

Con: Emergency response fluctuates from year to year depending on environmental and other factors not directly related to risk, which can cause dependent allocation to fluctuate as well. Further, the number of alarms may not be representative of actual workload, for example, one large emergency event requiring many emergency workers and lasting many hours or days versus another response lasting only minutes and resulting in no actual work. Last, emergency response is open to (intentional and/or unintentional) manipulation by selectively downgrading minor responses, by responding off the air, or by the use of mutual aid. Unintentional skewing of response is most often found in fire systems where dispatch and radio procedures are imprecisely followed. Further, service demand does not follow a predetermined ratio to land area. As such, the service demand per square mile ratios may produce large variations.

Consider: Using a rolling average of alarms over several years can help to suppress the normal tendency for the year-to-year fluctuation of emergencies. Combining the number of emergencies with the number of emergency units and/or personnel required may help to align alarms with actual workload more closely. However, doing so adds to the complexity of documentation. In a similar manner (and if accurate documentation is maintained), the agencies could consider using the total time required on emergencies as an aid to establish the comparative workload represented by each jurisdictional area.

Fixed Rate

The use of fixed fees or rates (such as a percentage) to calculate allocation of shared cost is more common between municipalities and independent fire districts. Occasionally, fixed-rate contracts involve the exchange of in-kind services.

Pro: The concept is simple and straightforward. A menu of service options and the fees corresponding to those alternatives can be developed by the contractor agency. The contracting agencies can tailor a desired level of service based on risk and community expectation by choosing from the various menu items.

Con: Partnering communities may change (i.e., population, jobs, commerce, structures, and risk) at divergent rates, causing disconnection between the rationales used to establish the fee and the benefit received. A fixed-rate contract may be difficult to coherently link to the services provided and/or received, which can lead to a lack of support by officials and the community.

Consider: Partnering agencies need to assure that provision for rate adjustment is included in the agreement, including inflation. The agreement should address the issue of full cost versus marginal cost. The inclusion or non-inclusion of administrative and/or overhead cost also requires statement, as does the reconciliation of in-kind service exchange. The ownership and/or depreciation of capital assets should be addressed, as should rent, utilities, and liability insurance. In the case of a fixed fee, the agreement should establish how the participation of other public agencies in the partnership would affect cost.

Population

Payment for service can be based on the proportion of residential population to a given service area. The following figure lists the population by jurisdiction and the percentage of the total number of individuals living in each service area.

Figure 105: Cost Allocation by Population

Jurisdiction	Population	Percentage of Total
Santa Rosa	174,170	85.31%
Rincon Valley	30,000	14.69%
Total	**204,170**	**100.00%**

Pro: Residential population is frequently used by governmental agencies to measure and evaluate programs. The U.S. Census Bureau maintains an easily accessible database of the population and demographics of cities, counties, and states. Estimates of population are updated regularly.

Con: While census tracts for cities frequently follow municipal boundaries, this is not the case with fire district boundaries. These force extrapolated estimates, which can fail to take into account pockets of concentrated population inside or outside of the fire district boundaries. Residential population does not include the daily and seasonal movement of a transient population caused by commerce, industry, transport, and recreation. Depending on the local situation, the transients coming in (or going out) of an area can be very significant, which can tend to skew community risk. Residential population does not statistically link with emergency workload; rather, human activities tend to be the linchpin that connects people to requests for emergency assistance.

For example, if residential population actually determined emergency workload, emergencies would peak when population was highest within a geographic area. However, in many communities where the residential population is highest from about midnight to about 6:00 a.m. (bedroom communities), that time is exactly when the demand for emergency response is lowest. It turns out that emergency demand is highest when people are involved in the activities of daily life—traveling, working, shopping, and recreating. Often, the persons involved in such activities do not reside in the same area. Additionally, simply relying on population will not account for the effects that socio-economic conditions have on emergency service response activity.

Consider: The residential population of unincorporated areas can sometimes be estimated by using the GIS mapping capability now maintained by most counties and municipalities. By counting the residential households within the area in question, then applying demographic estimates of persons per household, it may be possible to reach a relatively accurate estimate of population within the area in question. Alternately, residential population can be estimated by using information obtainable from some public utility districts by tallying residential electrical meters within a geographic area and then multiplying by the persons per household.

Both study agencies experience a daily or seasonal influx of people who are not counted as residential population. This transient population can be estimated by referring to traffic counts, jobs data, hotel/motel occupancy rates, and, in some cases, park visitor statistics. Residential population plus transient population is referred to as functional population. Where functional population is significantly different from residential population, service agreements based on population should be adjusted to account for it.

Allocation Summary

The information provided previously serves as a detail of cost allocation factors. Given the lengthy discussion provided with each option, ESCI has compiled the information into a summary figure illustrating the distribution of factors between the two agencies. These examples are for illustrative purposes and may be used as part of a check for fairness of assigning of the cost for service.

Figure 106: Summary of Cost Allocation Factors by Percentage

Jurisdiction	Area	Assessed Value	Resources	Service Demand	Population	Staffed Companies	Total Paid Personnel
Santa Rosa	30.00%	79.27%	73.33%	88.19%	85.31%	88%	83%
Rincon Valley	70.00%	20.73%	26.67%	11.81%	14.69%	12%	17%
Total	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**

Recommendation One: Expansion of Existing Intergovernmental Agreements (IGA) and Cooperative Service Elements.

As described earlier, this phase is essentially expanding on the existing contractual and regional agreements model. If, ultimately, the agencies decide to implement this approach, there will be future decisions that will have to be made to position the agencies to move forward effectively now and into recommendation two in the future.

Given the amount of interaction and inter-agency collaboration that is already in place with the participating organizations, expansion of the existing IGA and regional agreements would most likely be configured in a manner that would expand the level of cooperation between SRFD and the RVFPD with the option to include the WFPD for Battalion Chief response. However, members of the existing or potential new partnering agencies could decide not to participate or withdraw from current shared services. Doing so is viewed as a step backwards and a missed opportunity that would waste the valuable efforts that have been undertaken in recent years between the agencies.

The SRFD and RVFPD will need to take a careful look at their future and where their organizations are headed if they continue operations as they are currently. Many aspects of their operations are sustainable in the near future; however, the organizations are encouraged to closely scrutinize and evaluate current conditions in the context of future, long-term sustainability. Particular focus on financial projections, referencing the fiscal analysis in this report along with other sources, is specifically recommended.

Level of cooperation

The current level of cooperation is expected to continue between the SRFD and the RVFPD. ESCI is recommending expanding the existing integrated services to include the RVFPD contracting with the SRFD for training, EMS, fire prevention and Battalion Chief response services. This level of IGA will result in an enhanced seamless response, increased regulatory and policy compliance, more resource availability and better administrative support and service delivery. This option will serve as a good opportunity to establish new relationships and enhance service levels. This will allow for evaluation of the feasibility, and desire for a future fully integrated contract for service option described in recommendation two. Other items for consideration in an enhanced cooperative service model may include:

- Shared rules, regulations and operating procedures (functional unification)
- Joint/Entry-level testing (functional unification)
- Human Resources management/Administrative services (functional unification)
- Shared Emergency Management services (functional unification)

Estimated timeline for completion

Implementation for expanded functional and operational measures between SRFD and RVFPD can be initiated as soon as 60 to 90 days and completed in 12 to 24 months. If a desire exists to expand participation in a regional Battalion Chief response model with the SRFD and the RVFPD, this IGA agreement can be reasonably established within 120 days of approval by all the governing bodies. The issues recommended in this strategy will need to be addressed but should not hinder maintenance of the status quo with the SRFD and the RVFPD.

Affected stakeholders

SRFD, RVFPD, and their constituencies will have either maintained regional service delivery benefits or enhanced capabilities with the addition of recommended elements. If either agency chooses to not participate in the enhanced regional IGA, it may miss opportunities and increase the potential for negative impacts to its long-term financial, administrative and operational capabilities and sustainability.

Summary/Objective of strategy

With a decision to build upon the existing IGA agreements and regional delivery system, the agencies will have made a decision to maintain and build upon the value derived from existing shared services, which are considerable in these study agencies. There will be a service and capability enhancement and increased cost efficiency with the addition of the WFD participating in a Battalion Chief regional service delivery system.

ESCI guidance

Elected officials and administrative staffs should ensure that discussions and decisions related to this strategy focus on the desired outcomes and best interests of the communities served. A decision to maintain and expand the existing IGA service delivery model does not necessarily mean additional future collaborative efforts are off the table. To the contrary, this can serve as a beneficial transitional step in establishing an efficient and high performance regional fire service delivery system.

Current EMS, training, and fire prevention services in the RVFPD are being conducted with minimal staff and in some cases being stretched to capacity to meet regulatory, statutory, and local requirements. While a short-term cost increase will be realized by the SRFD and RVFPD in this phase, future cost reductions and enhanced capabilities will be expanded upon further with the recommendation two service delivery models.

Special Considerations

This strategy continues to afford the elected officials with a high level of control. However, as described in the previous section, key decisions must be made by each of the agencies if this strategy is adopted.

Expansion of the current agreements to include the WFPD in the regional battalion response plan will require a commitment by the district to participate in a contract for service with the City of Santa Rosa for Battalion Chief coverage. There should also be an educational initiative undertaken with Santa Rosa and the RVFPD to align community understanding and expectations of this increased level of cooperative services. In addition, a future recommendation two options committee should be established to discuss the desired outcomes of the existing system expansion and what regional aspects and metrics, if any, should be evaluated for future recommendation two model option consideration.

Needs and key recommendations identified in the current conditions section of this report list areas in which the study agencies can and should make improvements. Those areas should be carefully evaluated as a part of the process of determining future direction under this approach.

Integrated Battalion Chief Response

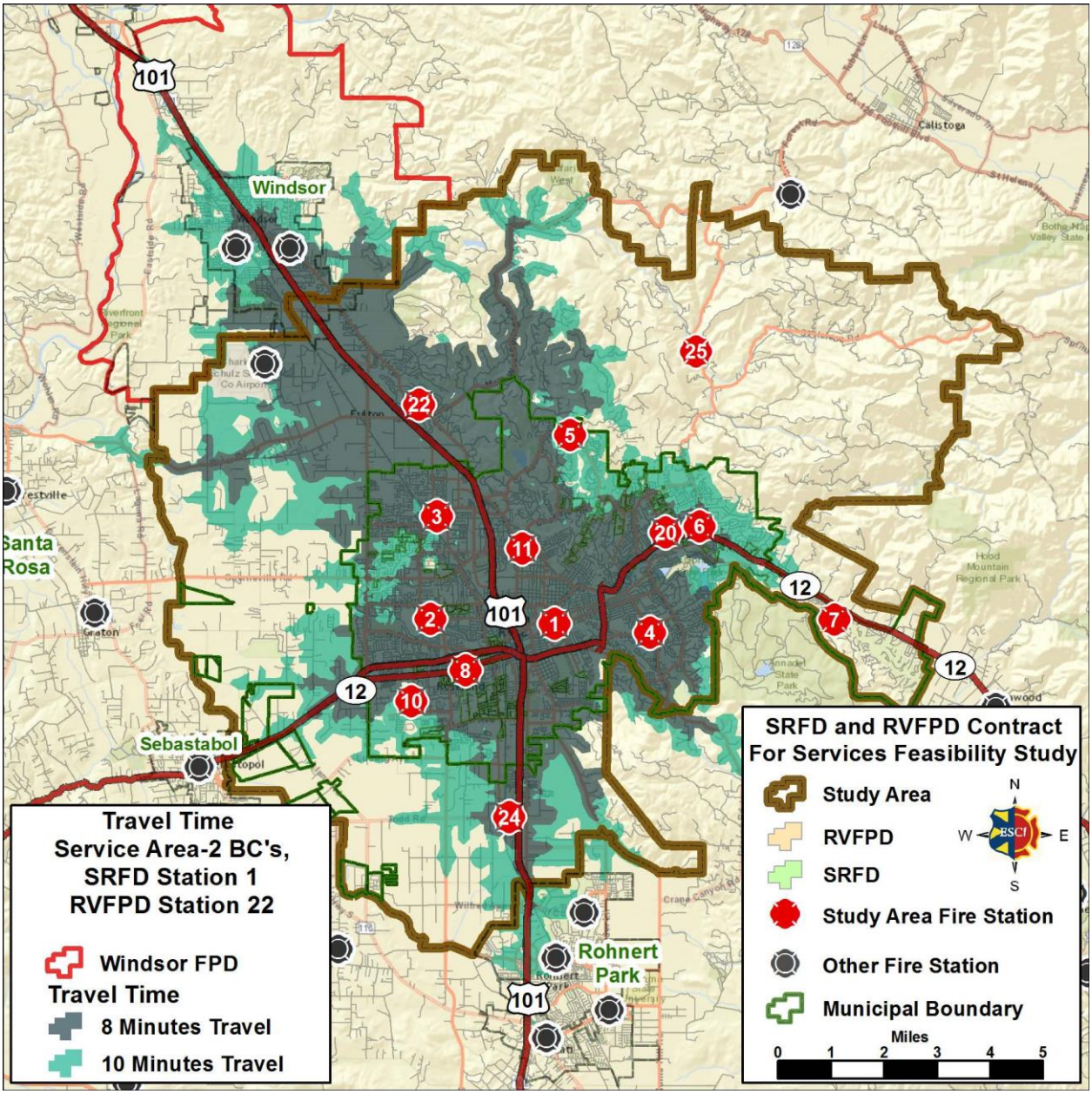
In the service delivery section of the report, it is identified that the span of control and response area for a SRFD Battalion Chief/Incident Commander is significantly too large. The span of control of 12 fire units to 1 command staff in the city of Santa Rosa presents significant supervision, scene control and accountability issues. This span of control and service coverage area is double the recommended span of control from accepted industry best practices.

The RVFPD and the WFPD currently share a command officer response for both jurisdictions. This response covers a significant geographical area with varying response times. This command officer response program was not evaluated by ESCI and was not part of the scope of this study.

ESCI recommends that a shared battalion coverage model be implemented between SRFD and the RVFPD as part of the recommended Option one (enhanced IGA components). This model provides for a second SRFD Battalion Chief to provide administrative oversight and incident command functions. This service level enhancement will result in increased fire ground operational oversight, safety and accountability. In addition, day-to-day supervision and management within a manageable span of control will be provided.

The optimized location of this response in the study area is from Station 22. With shared battalion coverage at this location, 92 percent of 2014 incidents inside the study area are within ten minutes' travel (or less) of SRFD Station 1 and RVFPD Station 22. Approximately 85 percent of 2014 WFPD service demand is within ten minutes' travel. This would serve as a highly desirable response time capability and would result in a more reasonable span of control with approximately seven units to one command staff ratio. While this is still a relatively high unit to supervisor ratio, it is a significant improvement and will offer an effective response time scene for the Scene Supervisor/Incident Commander.

Figure 107: Integrated Battalion Chief Travel Time – Two Battalion Chiefs



ESCI has also provided a cost allocation option for the Windsor Fire Protection District to participate in this shared battalion response model. This will provide cost savings for all three jurisdictions and contribute to increased operational coordination and unification on the fire ground. Windsor FPD participation in the battalion coverage model will create a minimal increase in the span of control and would provide a ten-minute response to a significant portion of the town.

Policy actions

The existing system participants will need to support the expansion of the service delivery model. The City of Santa Rosa City Council will need to authorize the Fire Chief to negotiate and initiate a contract for service with the RVFPD for the recommended administrative and Battalion Chief response services, and the Windsor FPD for Battalion Chief response. The RVFPD and Windsor Fire Protection District will need to authorize the Fire Chief or designee to negotiate and establish a contract for service with the City of Santa Rosa for Board consideration and adoption.

Issues and impacts

The implementation of this strategy creates no additional policy or governance issues or impacts of any significance for existing participating agencies. With the implementation of regional battalion coverage and enhanced support services, the SRFD will see a varying net annual cost increase or decrease depending on the three options presented above. Both of these cost increases are eliminated if the recommendation two comprehensive contract for service is established. Implementing this recommendation will allow and encourage the addressing of the necessary attrition, standardization and unified rank structure as quickly as possible to move the study agencies toward recommendation two, full contract for service. The recommendation two contract for service can create significant cost savings for both agencies and restore the increased costs in this option in a reasonable amount of time.

Participating in a regional service delivery model while maintaining local and cultural identity are of the utmost importance to Santa Rosa and the RVFPD. Careful and deliberate attention needs to be paid to a smooth transition that builds upon the foundational elements of the district and City, and result in a cost effective partnership that enhances services to the communities served.

Recommended key performance indicators to be completed prior to pursuing Option 2B Upon agreement and implementation of Option one, the SRFD and RVFPD should take the time to address a number of findings and issues prior to pursuing a comprehensive contract for service. While there are potential operational, administrative, and financial benefits to a properly structured contract for service, several elements need to be addressed and agreed on before pursing this option. ESCI recommends the following key performance indicators be in place prior to the pursuit and implementation of Option two (2B) (establishment of a contract for service):

1) Agree on cost of living adjustment (COLA) assumptions to be used in projection modeling to ensure adequate costs and revenue is accounted for in long-range financial plans and contract for service costs.

2) Based on a consecutive 24-month expanded cooperative service model (Option one), make adjustments to administrative and overhead staff to ensure adequate management and oversight of personnel upon creation and implementation of a contract for service.

3) Agreement and adoption of capital replacement funding programs by the SRFD and the RVFPD to be used in contract for service administration and cost modeling

4) Creation and adoption of a long range financial plan (LRFP) by the RVFPD. The LRFP should address five-year projected revenue and expenditure needs as a stand-alone agency and the desired contract for service (option 2b). The LRFP should ensure adequate cash flow, reasonable cost controls, and a sustainable 20% operational reserve.

5) Demonstrated financial performance by the RVFPD for a period of three fiscal years with no deficit spending and maintenance of a 20% operational reserve.

6) Standardization of budget categories and framework between the SRFD and RVFPD for creation of future contract for service costs, modeling, and reporting.

7) Conduct a joint other post-employment Benefit (OPEB) actuary for the SRFD and RVFPD, identify side fund amounts for each jurisdiction, and adopt strategies to address current and future unfunded liability for inclusion in the contract for service.

Recommendation Two: Establishment of Contract for Service, Option 2B, upon completion of identified key performance indicators under Option one.

Level of cooperation

A comprehensive contracted services approach is most often applicable when agencies want to work more closely together but are either not ready or are unable to unify or merge entirely into a stand-alone organization. A contract for service with the City of Santa Rosa serving a "*single host agency*" may hold particular value in this instance because of the city's resources and ability to provide the desired services for the city of Santa Rosa and the RVFPD service area. This model can accommodate the desire for a fully integrated service delivery model with the preservation of each jurisdictions policy board/council authority, local identity and fiduciary and budgetary authority.

This scenario is an expansion that builds upon the demonstrated administrative and operational cooperative service elements of Option one, including completion of recommended key performance indicators. This enhanced agreement results in an Operational Consolidation with the City of Santa Rosa serving as the *"single host agency"* under the title of a contractually formed service delivery agreement. This type of organization gives the city and district the opportunity to work as essentially one organization, yet retain their individual tax rates and capital assets (and liabilities) and determine their desired service levels through a contract for service. If this model is chosen, it is common for an "oversight committee or commission" with proportional representation from the city and fire district to oversee the operation of the combined organization; while the Santa Rosa City Council and RVFPD board maintain their ultimate fiduciary and adopted authority to make decisions on behalf of their respective jurisdictions.

Under this model, the City of Santa Rosa will be the employer of record for all paid employees and provide and support an appropriate workforce to serve the participating agencies. The host agency will manage, train, equip, and provide all services in accordance with the established contract provisions. It is recommended that RVFPD maintain ownership and responsibility for the RVFPD volunteer program as well as the purchase, replacement and maintenance of fire stations and capital equipment.

The SRFD will coordinate operations with the volunteer response program and administer the capital assets under the terms and conditions of the established contract for service. Under this arrangement, any agency choosing to withdraw from the fire authority would have its capital assets available to reconstitute local fire services in a timely manner with minimal service disruption.

Success of an administrative, functional, or operational unification strategy is built upon 1) an essential trust relationship between the partner agencies, 2) the thoroughness of the contract agreement, 3) a collaborative approach to the management of the program(s), and 4) community understanding and support. Since the agencies already have a great deal of collaboration history, the foundation to build from has been created.

The approach requires in-depth, multi-level, and multi-functional planning, review, external and internal discussions, collaboration, and agreement among the city council, district board, and the administrative staff members and communities served by both agencies. This strategy does not require public approval at the ballot box but is negotiated between the agencies.

ESCI notes that under this model, existing governing bodies are preserved, although the level of unilateral control is decreased. In addition, the Fire Chief and management team of the single host agency should report to the oversight committee and regularly update and interact with the individual board and council on the performance of this new agreement.

Estimated timeline for completion

The completion timeline for this strategy is reduced due to the familiarity each agency has with the other and the collaborative working relationships that are already in place. As the participating agencies continue to operate under the existing administrative services IGA and programs and by utilizing this report's implementation plan, they can work on integrating operations, administration, policies, procedures and identifying local and system needs to be addressed under a contract for service. However, new issues may arise from the planning process, so the planning should not be short cut due to presumed familiarity. If trust is high and conflicts minimal, this strategy could be accomplished in as little as 12 months but is not unusual to take up to 24 months.

Affected sections

SRFD and RVFPD Administration (including HR, Legal and Finance), Fire Prevention, Training, Operations, and EMS.

Affected stakeholders

While all agency members are affected in some manner, the fire district board members, council members, labor groups, and agency staff members within the affected sections will realize the most significant impacts.

Summary/Objective of strategy

The objective should be seamless integration of all administration and operations across the two jurisdictions by means of an Intergovernmental Cooperation Agreement (Contract for Service).

ESCI guidance

The two organizations face some similar challenges given current conditions. While the listed areas for unification are found to be duplicative in many instances, how those areas operate in each agency may vary significantly due to differing demographics, geography, organizational, and community culture.

In preparation for such a direction, the current Fire Chiefs must establish and conduct regular joint meetings for the purpose of establishing the parameters of the functional unification. This includes workload analysis to ensure greatest effectiveness while maintaining proper balance. ESCI has provided a comprehensive implementation plan to achieve unified operational and administrative functions. ESCI recommends that the Fire Chiefs convene an ad hoc steering committee involving executive staff and labor representation from each agency for the purpose of monitoring and implementing developed common policies, performance standards, and functional plans.

As the existing cooperative services expand into all functional and operational areas, the degree of collaboration between the chiefs is escalated substantially. Operational guidelines, dispatch procedures, and many additional factors will need to be compared and brought under a single, fully integrated operational strategy as recommended in the contract for service implementation plan.

Special considerations

Fire district board members and council members should understand that functional and operational unification is complex, labor-intensive, and challenging. Trust and common expectations must be in place to contract with a single host agency.

The single host agency should give specified advisory and decision-making authority to a governing oversight committee/commission with proportional representation from the participating agencies as defined in the contract for service. In order for this to successfully occur, there must be contractual language the provides clear and specific direction and definition of advisory and decision making authority as well as financial thresholds and protections for the single host agency and participating agencies. The contractual agreement must be written in a manner that ensures the oversight committee operates in accordance with established city and fire district, charters, regulatory, and statutory requirements. The contract for service agreement must result in fair and equitable cost allocation sustainability into the future.

Operational and functional unification can encounter an inherent administrative rigidity resulting from political complexities of the arrangement. Given accountability to two political bodies, administrative leaders can be pulled in multiple directions; they may also be limited by

contractual requirements in their ability to adjust to environmental changes. Consequently, conflicting policy directives may sometimes be troublesome in a contractually unified agency. These challenges underscore the importance of the founding political relationship, the specificity and clarity of the contractual agreement, and the skills of management to ensure success.

Fire department management, fire district board and city council personnel in the affected organizations will likely require some time to adjust to new processes and reporting relationships. The community may notice changes in who they deal with and different processes likely employed from this strategy.

RVFPD Volunteer Program

Currently the RVFPD has a volunteer program with a small number of members. This volunteer program has a long rich history and partnership with the communities served by the RVFPD. The volunteer program provides limited response capabilities from two unstaffed RVFPD stations in addition to a pre-determined response from SRFD and RVFPD staffed stations and apparatus. Similar to other suburban combination fire departments, participation, availability to respond and operational capabilities in the RVFPD volunteer program have dropped off in recent years.

ESCI noted that during the on-site interviews and community meetings that the RVFPD volunteer program was acknowledged as a valued component of the RVFPD response system and fire district. These stakeholders requested the future role of the RVFPD volunteer program in a new service delivery model be given adequate consideration and deference. In addition, the fire district chief and staff communicated that the volunteer program does provide a valued supplemental response in some instances and this capability should be preserved if possible.

The SRFD does not have a volunteer fire fighter program and does not have a proven need to develop one. Given that this is not a core function or necessity of the SRFD, ESCI recommends the RVFPD volunteer program stay under the authority and fiduciary responsibility of the RVFPD with the associated costs staying with the fire district. It is recommended a chain of command and administrative structure be developed for the existing volunteer program that utilizes RVFPD volunteer members.

The volunteer assets and personnel should be made available to respond and assist under the operational direction of the SRFD as part of the adopted contract for service. The contract for service should clearly delineate the role, responsibilities, capabilities, and utilization of RVFPD volunteer resources by the SRFD on emergency and non-emergency events.

Consideration should be given to the future role and sustainability of the RVFPD volunteer program. ESCI recommends consideration given to a single reserve/apprenticeship program within the study area that can be utilized to train, equip and provide the firefighters of the future for the study area. Reserve/apprenticeship programs have been successfully implemented throughout California and offer a viable solution for offering training and a supplemental resource that can serve to benefit both labor and management in the recruitment and retention of a highly qualified, diverse workforce.

RVFPD Board and Windsor FPD Board Joint Power Authority

As stated earlier in this report, under the recommended two models, the RVFPD remains independent in terms of governance and funding mechanisms; from a service delivery perspective under a contract for service with the City of Santa Rosa, they operate as one.

Currently, the RVFPD chief and a small administrative staff support the RVFPD board. As a result of the recommended recommendation two, contract for services, ESCI feels the SRFD administrative unit can conduct the functions now performed by the RVFPD chief and administrative staff. Subsequent costs and savings can be determined by utilizing the contract for service cost allocation modeling. The day-to-day policy, administration, and operational components of the fire district can be handled via the contract for service.

This administrative consolidation presents some of the most significant opportunities for efficiency while significantly increasing the administrative and operational capabilities available to the RVFPD. The SRFD administrative unit could support the RVFPD board members in carrying out their responsibilities as defined in fire district statute, regulation, ordinance and the contract for service. This level of efficiency will eliminate the need for redundant positions and provide streamlined and standardized administrative functions between the two agencies.

Currently, a joint powers authority (JPA) is in place between the RVFPD and the Windsor FPD to provide shared Fire Chief, administrative, and incident commander responsibilities. It is not within the scope of this study to evaluate the efficiency or effectiveness of this agreement. However, if the study area participants adopt and implement the recommendation two comprehensive contract for service between the RVFPD and the City of Santa Rosa, the shared functions now provided under the JPA agreement would be redundant.

ESCI recommends the RVFPD conduct an appropriate analysis of the need for the JPA agreement as it relates to these cooperative service initiatives. It is further recommended that strong consideration be given to the Windsor Fire Protection District participating in the shared battalion coverage model and evaluate future participation in the comprehensive regional contract for service model.

RVFPD long-term financial plan

ESCi's analyses has identified that the RVFPD has experienced deficit spending on a number of occasions over the past five years. In addition, as a stand-alone fire district, the RVFPD future projections are showing a consistent deficit spending cycle over the next five years.

The contract for service modeling does show a significant savings to the RVFPD and eliminates this deficit spending for a number of years. However, given possible personnel and service cost increases, there is a significant likelihood that projected funding will not cover the cost of fire protection at the current levels as a stand alone or through a contract for service with the City of Santa Rosa.

ESCI recommends that a long-range financial plan be created and adopted by the RVFPD. This plan should address potential revenue shortfalls, validate stand-alone /contract for service cost increases, ensure adequate reserves, and identify sustainable revenue sources for the next 7 to 10 years.

Policy actions

The fire district board and city councils will need to designate the City of Santa Rosa as the designated *"single host agency"* and authorize the development of an Intergovernmental agreement, approve the agreements, and provide the resources to implement the comprehensive fire authority cooperative agreement and implementation plan.

Findings and Plan of Implementation

This section of the report describes a recommended process for moving forward with the potential implementation of a cooperative service delivery effort. The word 'potential' is used here because a part of this process includes the policy decisions necessary to determine, based on the results of the study, whether there is sufficient desire among the political bodies of the organization to continue with the process; implementation begins with that step.

Findings

Based on the analysis completed by ESCI during this process, it is apparent that the study fire departments have historically worked well together and continue to do so today. While a spirit of cooperative effort is in effect currently, opportunities exist for further improvement and increased efficiency. It would make sense that these two organizations continue efforts to work more closely together. This can be accomplished by any of the methods discussed previously. Which method is ultimately chosen is a policy decision placed squarely in the hands of the elected officials within each community.

Using the information developed, ESCI draws certain conclusions regarding the City of Santa Rosa, the RVFPD, and the opportunities for collaboration. A summary of those findings follows:

Both Agencies Are Interdependent – The fire departments depend upon each other and other neighbors for mutual aid and automatic aid assistance during emergency incidents. As stand-alone agencies, each would be challenged to effectively combat a significant, multiple alarm fire or other major incident without assistance.

Each Agency Values Customer Service – During the work leading to this report, each fire department consistently demonstrated a focus toward serving those who live, work, and play in the area. Each agency is proud of its community and works hard to care for it.

Each Agency Strives to Meet the Expectations of its Customers – The departments each display considerable efforts to assure that they provide acceptable levels of service to their communities.

Each Agency Needs Operational and Administrative Improvements – Although the need varies between the two agencies, important gaps were identified in each organization. Those needs are identified in the Evaluation of Current Conditions section of the report.

Cultural Differences Exist – Organizational culture is one of the most important factors impacting the success or failure of a cooperative effort. It is also, without question, the most difficult aspect to evaluate and it is challenging to predict the effect that differing internal cultures will have on the collaborative strategies. However, these two organizations

demonstrate more similarity than differences from a cultural standpoint. Some differences do exist, none of which prohibit collaboration; but they will need to be considered and addressed in light of future cooperative efforts.

Communication Between Agencies is Effective – As a result of the close collaboration on numerous operational issues, dialogue is effective between SRFD and RVFPD. It is essential that the current level of communication be maintained and further enhanced in the future.

Multiple Functional Cooperative Efforts are Feasible - ESCI has identified multiple opportunities for functional cooperation in this report. These undertakings can be accomplished while the organizations participate in the existing cooperative service agreements; from a governance standpoint, the only requirement to move forward with them is an agreement to do so. At a minimum, it is recommended that as many of the identified functional strategies be evaluated and implemented as possible.

Unifying Both Agencies and Operating as a Single Regional Provider is Feasible – All of the strategies presented in this report are feasible. Each presented strategy moves across the spectrum of partnership options from maintaining status quo at the low end of the scale to enhanced contracted and cooperative service options in the middle, to full integration via a comprehensive contract for service with the City of Santa Rosa.

Implementation Planning

Many studies and reports have been published and presented to clients over the years by ESCI. Often, clients are overwhelmed with information and options. It takes time to digest the report and then figure out what to do next. ESCI finds it helpful to offer a process whereby the clients can break the process down into smaller segments. Those smaller pieces allow policy-makers, Fire Chiefs, and communities to examine details and discuss what is possible. The following is offered as a framework to consider in the initial stages of evaluation. It is a strategic planning approach to partnerships.

The first decision is whether the two organizations are to do anything at all or continue on a status quo basis. Once a decision is made to consider an enhanced regional service delivery model, ESCI offers the following implementation plan as a road map with the steps and tasks necessary to provide a systematic and manageable process.

Conduct Vision Session(s) with Policymakers

The initial stage of implementation begins with the most elementary decision: "Do we want to move forward or not?" It is extremely important at this stage of the process to clearly recognize that this is a public policy decision on the part of the governing entities involved. A decision to consider altering the way in which a critical public safety service is provided, in some cases even permanently altering the governance of those services, is clearly in the purview of the elected bodies. While senior management input should be considered, the final decision should not rest at any level lower in the organization than those who are elected to represent the customers.

For this reason, it is recommended that the elected representatives of the City of Santa Rosa and the Rincon Valley Fire Protection District meet together for the initial discussion of the feasibility study and its projected operational and fiscal outcomes. Depending on the number of elected officials, the policymakers can decide whether to include all elected officials in a work session or a group of individuals assigned to represent each governing entity. During this policy stage, involvement by additional staff should be somewhat limited, perhaps at the senior management level, and then for the sole purpose of providing technical support. It is important to limit the ability for the process to be "hijacked" at this point by strenuous arguments for or against the idea from those operations level personnel whose opinions may be influenced by turf, power, or control issues. Stakeholder input is important but opportunity can be provided for this once the policy bodies have determined what is in the best interest of their citizens as a matter of public policy.

It is equally important that the policy bodies recognize exactly what decision is being considered in the initial vision meetings. The purpose is to weigh the strategies, operational advantages, fiscal outcomes, and potential impediments of the feasibility to determine whether

to commit local resources to move the process forward. The decision is not, at this point, a final decision to "flip the switch". The final commitment to take legal actions necessary to finalize implementation of any given strategy will come much further into the process.

This initial vision meeting can be likened to the court process known as a probable cause hearing. The purpose of such a hearing is for a judge or grand jury to determine if sufficient evidence exists to warrant an arrest and a trial. The probable cause hearing does not determine the final verdict or sentence. That occurs after the much more thorough process and deliberation of the trial. Likewise, the vision meetings are for the policymakers to judge whether sufficient evidence exists to warrant moving forward. The final verdict on whether to take legal or contractual actions to implement will come after weeks, months, or even years of additional detailed planning work involving stakeholders, operations staff, legal counsel, finance personnel, and others. As this actual implementation planning work moves forward, there may be several points at which new information or significant obstacles arise that cause one or more communities to decide not to finalize and implement the plan.

The term "vision session" is used here because the policymakers will be determining their joint decision on a future vision toward which the additional work of implementation will be directed. In many cases, several legal, operational, or functional strategies are presented as being feasible in the study. These may involve various options for governance, finance, and organizational structure. Which one or ones should the entities pursue, if any? This will become the joint vision of the policymakers.

One of the best methods for initiating this vision process is to begin with policymakers sharing an open discussion of critical issues. Each entity representatives can present a short description of those critical issues, service gaps, or service redundancies that might be concerning them relative to their provision of public safety services. As each entity takes a turn presenting these issues, a picture typically emerges of those shared critical issues that two or more of the entities have in common. This assists in focusing the discussion on which of the feasible options from the study best address those critical common issues and how.

As the discussion focuses on those feasible options with the greatest opportunity to positively impact shared critical issues, the discussion can expand to the strengths and weakness of the strategies relative to the conditions, financial abilities, and cultural attitudes of the communities involved. There should be a concerted effort to remain at a policy level without becoming overly embroiled in operational discussions of implementation details. Those will be addressed once a common vision has been established for a future strategy that is in the best interest of all the communities involved.

This is also the time that participants may make the decision to opt out of further involvement. This may occur for a number of reasons. There may be legitimate concern that an individual community does not truly share an adequate number of common critical issues with the other communities. There may also be a legitimate concern that the feasible strategies do not do enough to benefit a given community and would leave it with too many remaining critical issues. Of course, there is always the possibility that a given community will not feel that the projected financial outcome is within their ability or provides a cost-benefit that is better than their current situation. Any such decisions by one or more communities should not be considered a discouraging factor for that is the very purpose of the vision sessions. In many cases, other remaining entities continue moving forward with a shared vision for cooperative service delivery even after one or more communities determine not to.

The goal of the vision session(s) is to come out with a decision by the policy bodies on whether to continue with the next steps and, if so, what direction those steps should take. The vision should be sufficiently decisive as to be actionable by senior appointed officials and staff. While there will be many, many details to work out in the implementation process, the vision should clearly articulate the intention of the agreeing policy bodies on the desired outcome from the specified cooperative service strategy or strategies. Once this occurs, the real work begins.

After setting the joint vision, this Policymaker Group should meet together at set intervals or as needed to hear the progress of the Implementation Committee and its Working Groups and refine direction when necessary. The appropriate interval will depend on the situation, the complexity, and the length of the process itself, but often a quarterly meeting is sufficient.

Establish a Joint Implementation Committee

The next step in the process is to establish a Joint Implementation Committee that will be given the overall responsibility for leadership and management of the planning and implementation process. This will be the “nuts and bolts” group that works through the details, overcomes the challenges, reacts to new information, and makes many of the actual decisions on the implementation plan. This group will be the keeper and tracker of the established implementation plan. This group should have much wider representation from stakeholders both inside and outside of the individual organizations involved. Membership in the Joint Implementation Committee may include senior management personnel and, where appropriate, labor representatives. The following is an example of a Joint Implementation Committee:

- City Manager or Board Chair (or equivalent) from each organization
- Fire Chief
- Finance Director from each organization

- Labor representatives from each agency
- Volunteer representatives from each volunteer organization involved

The Joint Implementation Committee should select a chair or co-chairs to function as organizers and facilitators for the committee meetings. In addition, the first order of business should be to determine the rules and procedures of this committee. This should include such items as:

- How often does this group meet (monthly is typical)?
- How are absences handled (assigned alternates are recommended)?
- How does communication (occasionally secure) within this committee take place?
- How will meetings be conducted? Are there "rules of conduct" for the meetings?
- Under what circumstances will the meetings be opened to attendance by non-members?
- How will the group pursue consensus? When voting is necessary, how will that occur?

Finalize the Presented Implementation/Strategic Plan

Once the ground rules have been set, the Joint Implementation Committee should schedule a strategic planning process. The strategic planning process should be held in a neutral setting away from the daily activities and noise of the usual office environment. It need not be an expensive retreat, but it should be organized in a way to focus energy and attention exclusively to the planning process for its duration. The purpose of the initial strategic planning session should be as follows:

- To further articulate and refine the joint vision set by the policy bodies.
- To identify critical issues that will be met as the implementation plan is completed.
- To add a project mission, vision and values to the recommended implementation plan.
- To identify potential impediments to implementation from:
  - Organizational culture
  - Availability of data and information
  - Lack of sufficient staff to carry through implementation processes
  - Outside influences and time demands
- To set the specific goals and objectives of the implementation plan and the timelines for accomplishment.
- To establish the necessary Implementation Working Groups.

This process should result in the finalization of the proposed implementation-planning document that can be shared with the policy body, stakeholders, and others who will be

involved in or affected by the implementation process. The document should provide the joint vision; describe the cooperative service strategy or strategies being pursued, the desired outcome, and the goals that must be met in order for implementation to be achieved and validate individual objectives; identify tasks presented in the ESCI implementation plan; and include timelines and assignment to established working groups for completion. When fully and adequately prepared, this document will serve as the master "road map" for the process and will help guide the next steps of developing working groups and assigning responsibilities.

Establish Implementation Working Groups

As part of the implementation strategic planning process, various Implementation Working Groups should be established that would be charged with responsibility for performing the necessary detailed work involved in analyzing, weighing and deciding on specific processes. Membership for these Implementation Working Groups should be roughly identified as part of that process as well.

The number and titles of the working groups will vary, depending on the type and complexity of the strategies begin pursued. However, the following list provides some typical working groups used in most consolidation processes and a description of some of their primary assigned functions and responsibilities.

Governance Working Group

This group will be assigned to examine and evaluate various governance options for the cooperative service effort. A recommendation and process steps will be provided back to the Joint Implementation Committee and the Policymaker Group. Once approved, this working group is typically assigned the task of shepherding the governance establishment through to completion. The membership of this group typically involves one or more elected officials and senior city/district and agency management.

Finance Working Group

This group will be assigned to review the financial projections contained in the feasibility study and complete any refinements or updating as necessary. The group will look at all possible funding mechanisms and will work in partnership with the Governance Working Group to determine impact on local revenue sources and options. Where revenue is to be determined by allocation formula, this group will utilize the provided cost allocation tools to evaluate various formula components and model the outcomes, resulting in recommendations for a final funding methodology and cost distribution formula. The membership of this group typically involves senior financial managers and staff analysts and may also include representatives from the agencies' administrative staffs.

Legal Working Group

Working in partnership with the Governance Working Group, this group will review all of the legal aspects of the selected strategy and will identify steps to ensure the process meets all legal obligations of process and law. Where necessary, this group will oversee the preparation and presentation of policy actions such as ordinances, joint resolutions, petitions, and a contract for service. The group will also be responsible for working with other elected bodies, such as State Legislatures, State or County Fire Marshal, and the insurance industry when necessary to accomplish establishment of contract for service fire authority. The membership of this group typically involves legal counsel from the various entities involved and may also include senior city/district management staff.

Operations Working Group

This group will be responsible for an extensive amount work and may need to establish multiple sub-groups to accommodate its workload. The group will work out all of the details of necessary operational changes required by the strategy. This involves detailed analysis of assets, processes, procedures, service delivery methods, deployment, and operational staffing. Detailed integration plans, steps, and timelines will be developed. The group will coordinate closely with the Support Services and Logistics Working Group, if established. The membership of this group typically involves senior agency management, labor leadership, mid-level officers, training staff, and volunteer representatives. This list often expands with the complexity of the services being provided by the agencies.

Support Services and Logistics Working Group (Optional)

This group will be responsible for any required blending of capital assets, disposition of surplus, upgrades necessary to accommodate operational changes, and the preparation for ongoing administration and logistics of the cooperative effort. The membership of this group typically involves mid-level agency management, administrative and support staffs. Where involved, support divisions such as Maintenance, Fire Prevention, etc., will also be represented.

Communications Working Group

Perhaps one of the most important, this group will be charged with developing an internal and external communication policy and procedure to ensure consistent, reliable, and timely distribution of information related to the cooperative effort. The group will develop public information releases to the media and will select one or more spokespersons to represent the communities in their communication with the public on this particular process. The importance of speaking with a common voice and theme, both internally and externally, cannot be overemphasized. Fear of change can be a strong force in motivating a group of people to oppose that which they do not clearly understand. A well-informed workforce and public will

reduce conflict. The membership of the group typically involves public information officers and senior city or agency management.

Meet, Identify, Challenge, Refine, and Overcome

Once the working groups are established, meeting, and completing their various responsibilities and assignments, it will be important to maintain organized communication up and down the chain. The working group chairs should report regularly to the Joint Implementation Committee. When the working groups identify new challenges, issues, impediments, or opportunities, these issues need to be communicated to the Joint Implementation Committee so the information can be coordinated with findings and processes of the other working groups. Where necessary, the Joint Implementation Committee and a working group chairperson can meet with the Policymakers to discuss significant issues that may precipitate a refinement of the original joint vision.

The process is continual as the objectives of the strategic/implementation plan are accomplished one by one. When sufficient objectives have been met, the Joint Implementation Committee can declare various goals as having been fully met until the point comes when the actual implementation approval or petitioning for a district formation/vote needs to be sought from the policy bodies. This formal “flipping of the switch” will mark the point at which implementation ends and integration of the agencies begin.

Santa Rosa Fire Department

Rincon Valley Fire Protection District

California

FISCAL IMPACT

Emergency Services
Consulting International

Past and projected Budgets and Fiscal Impacts

This section of the Feasibility Study provides information on the past and projected economics and financials of SRFD and RVFPD.

To set the economic setting in the study area, ESCI begins with an overview of the current operating conditions followed by an analysis of population trends, employment/unemployment rates, consumer spending (CPI-U) behaviors, and real estate transactions. Following this, ESCI provides an analysis and discussion around the financial structure of each agency to include a five-year review of revenues and expenses. ESCI presents a baseline financial forecast of revenues and expenses through FY 2020-21 utilizing trend data and key assumptions.

ESCI utilizes documentation provided by the study agencies to include financial reports and community level data. Additional data for supporting information sources are included from; the US Census Bureau, US Bureau of Labor Statistics, local real estate research data, Sonoma County Tax Assessor's Office, and the California Employment Department. Key assumptions used in the forecasting were facilitated, developed and customized by ESCI, based on interviews with each agency as seen in the figure on the subsequent page.

Note: The most significant driver of personnel costs is salaries and benefits. For the purpose of this analysis, salary increases have been limited to required step increases for personnel in the study jurisdictions. Existing collective bargaining agreement cost of living adjustments (COLA) are included but no assumptions have been made about future COLA's or collective bargaining increases in salaries. Benefit cost increases have been projected based on existing benefit levels with future cost assumptions provided and approved by finance and fire district staff.

All costs, savings and or deficit spending in the costing models may be significantly impacted by future salary and benefit increases or reductions.

Figure 108: Survey Data Financial Overview

Survey Components	Santa Rosa Fire Department Observations	Rincon Valley Fire Protection District Observations
Finance Overview		
A. Designated Fiscal Year	July 1 - June 30	July 1 - June 30
B. County Tax Assessor	Sonoma County	Sonoma County
C. Assessed value, 2014	$21.1 billion	$5.5 billion
i. Levy rate, 2014	Actual levy amounts vary based on TRA districts	Actual levy amounts vary based on TRA districts
A. Sales tax rate	8.75%	N/A
B. Measure O, Special Funds, 2015	$8.9 million for Police, Fire and Gang Enforcement	N/A
i. Measure O, Fire	$3.5 million	N/A
ii. Measure O, % Share	40%	N/A
C. City General Fund Revenue, 2015	$138.8 million for the City of Santa Rosa	N/A
i. Fire total	$3.1 million	$5.3 million (does not include other funds)
ii. % of City GF total	2.23%	N/A
D. City General Fund Expenses, 2015	$136.7 million for the City of Santa Rosa	N/A
i. Fire Cost	$32.4 million	$6.3 million
ii. % of City total	23.70%	N/A
E. City CIP Costs, 2015	$43.3 million for the City of Santa Rosa	No City CIP
i. Fire Cost	$472,000	$259,000
ii. % of City total	1.09%	N/A
F. Measure T, Special Funds, 2014	None	$700,000
i. Effective Rate	None	Residential $36.00/$12 for additional; $0.05 sq. ft. for commercial/industrial
G. Type of Accounting	Modified Accrual	Accrual Basis
H. Basis of Budgeting	GAAP	All budgets are adopted on a non-GAAP basis
I. General Fund Reserve Policy	15%-17% of operating expenditures	5%-15% of annual operating expenditures

Revenue and Expenditure Trends

Given the current economic climate and potential for significant population increases over the next ten years, it will be important for both stakeholders to carefully manage their respective fiscal condition in order to be prepared for the future while maintaining an effective quality of service. The agencies have done a good job of managing revenues and expenditures in a turbulent economy.

ESCI conducted a historical analysis of the revenues and expenditures for the previous five fiscal periods to identify financial trends, strengths, and weaknesses. Essentially, this analysis assists in illustrating where the departments acquire their funds and where the money is expended.

SRFD and RVFPD use an annual budget cycle based on a July 1 - June 30 fiscal year. The operating budgets are developed and managed by the Finance Department of each jurisdiction.

Santa Rosa Fire Department

The SRFD's revenues are divided between Measure O (Santa Rosa's quarter cent sales tax to fund Public Safety and Violence Prevention program), which is funded by its own revenue source, and Operations, Prevention and Administration, which are funded by the General Fund and Fire Revenue (sales tax, property tax, fines, fees, etc.). As shown below, the department's revenue (fire revenues and Measure O) decreased $42,481 between FY 2014-15A and FY 2015-16R. The is likely due to a $358,301 decrease in fire revenues, $315,820 increase in Measure O/Special Revenue.

Figure 109: Comparison of Revenues by Category, SRFD

Revenues by Category	2010-2011 Actual	2011-2012 Actual	2012-2013 Actual	2013-2014 Actual	2014-2015 Actual	2015-2016 Request
Fire Revenues (Fees, permits, etc)	2,407,808	2,574,911	2,671,237	3,099,439	3,456,509	3,098,208
Measure O	2,655,060	2,814,856	2,990,464	3,203,550	3,257,945	3,573,765
General Fund Contribution	23,877,258	24,630,340	26,795,248	28,701,190	32,534,117	29,157,221
TOTAL ALL REVENUES	**$ 28,940,125**	**$30,020,107**	**$32,456,948**	**$35,004,179**	**$39,248,571**	**$35,829,194**

Source: IFAS Revenue Report (GL2001). Specific GF object codes are: 4602, 4609, 4610, 4612, 4615, 4620, 4680, 4688, 4689, 4862, 4863, 4866, 4875, 4895, 4467, 4872.

The department's expenditure budget decreased by approximately nine percent totaling $3.4 million between FY 2014-15A and FY 2015- 16R. This difference is likely due to a $2.2 million decrease in Salary and Benefits as well as other small changes across the department (i.e., decreases in Materials and Services, capital improvement, etc.). Fire had zero changes to authorized headcount in FY 2015-16R; two limited term positions (an Administrative Assistant in Fire Administration and the Emergency Preparedness Coordinator in Fire Prevention) were made permanent.

With respect to salary and benefit increases in the General Fund, this was partially due to the reduction in FEMA SAFER grant funds. In prior years, monies generated through the grant revenue were fruitful and were utilized to augment staffing needs through the recession. However, 2015-16R budget year marks the first year these funds were not available.

Regarding the Measure O budget, this has decreased by $189,750 (or -5%) from FY 2014-15A to FY 2015-16R. The most significant change is an increase to budgeted Capital Outlay. FY 2015-16 anticipates $260,000 will be spent on three vehicles and equipment for Advanced Life Support. Measure O Professional Services declined in FY 2015-16R due to reduced estimated fees for sales tax audit services.

Figure 110: Comparison of Expenditures by Category, SRFD

Expenditures by Category	2010-2011 Actual	2011-2012 Actual	2012-2013 Actual	2013-2014 Actual	2014-2015 Actual	2015-2016 Request[1]
Salaries	16,586,689	16,615,862	17,678,325	17,819,087	18,294,409	19,887,359
Benefits	9,105,669	9,631,085	10,063,256	10,053,934	10,461,626	11,095,841
Services and Supplies[1]	2,424,938	2,593,455	2,807,130	3,073,393	2,976,399	3,779,337
Indirect Costs	82,018	82,290	139,155	130,082	131,368	120,975
Capital Outlay	-	12,534	65,933	582,722	-	260,000
O&M and CIP Projects[1]	740,811	1,084,881	1,703,149	3,344,961	7,384,769	685,682
TOTAL ALL EXPENSES	**$28,940,125**	**$30,020,107**	**$32,456,948**	**$35,004,179**	**$39,248,571**	**$35,829,194**

Source: IFAS reports (GL2026, GL2006); Budget System BUD105

[1]Base year FY 2015/16 Request, $392,277 in equipment/supply replacement costs was moved from CIP project budget to Services and Supplies budget

The following figure displays FY 2015-16R expenditures by amount and percent for each department supported by the General Fund. Not surprisingly, police and fire make up a significant portion of the General Fund budget with fire coming in second (23.7% share).

Figure 111: Comparison of Expenditures by General Fund Contribution, City of Santa Rosa

Expenditures	2015-2016 (in millions)	2015-2016 % of GF
Administration	16.5	12.1%
Community Development	5.3	3.9%
Fire	**32.4**	**23.7%**
Police	46.9	34.3%
Recreation & Parks	16.8	12.3%
Transportation & Public Works	14	10.2%
Utilities	0.3	0.2%
Non-Departmental	4.5	3.3%
TOTAL ALL GF DEPARTMENTS	**$136.70**	**100%**

Rincon Valley Fire Protection District

The RVFPD expenditure budget is split between a Personnel and Benefits, Supplies and Services, Trust Fund/Retirement Health, Unemployment Fund, and Capital Replacement Fund. The revenue categories include Tax Revenues, Interest, Other Government, and Misc. Revenue.

As shown below, the district's total revenue increased $890,534 between FY 2014-15A and FY 2015-16B. The difference is due to a $339,732 increase in General Fund revenue and a $550,802 increase in other funds shown in the next figure.

Figure 112: Comparison of Revenues by Category, RVFPD

Revenues	2010-2011 Actual	2011-2012 Actual	2012-2013 Actual	2013-2014 Actual	2014-2015 Actual	2015-2016 Budget
Tax Revenues	4,602,007	4,472,946	4,438,991	4,578,636	4,858,868	5,198,600
Interest	10,351	17,917	7,951	4,886	6,930	500
Other Government	46,432	45,530	199,012	75,487	134,561	405,500
Misc Revenue	3,012	2,786	6,139	209,510	360,207	646,500
TOTAL REVENUE	***$ 4,661,802***	***$ 4,539,179***	***$ 4,652,093***	***$ 4,868,520***	***$ 5,360,566***	***$ 6,251,100***

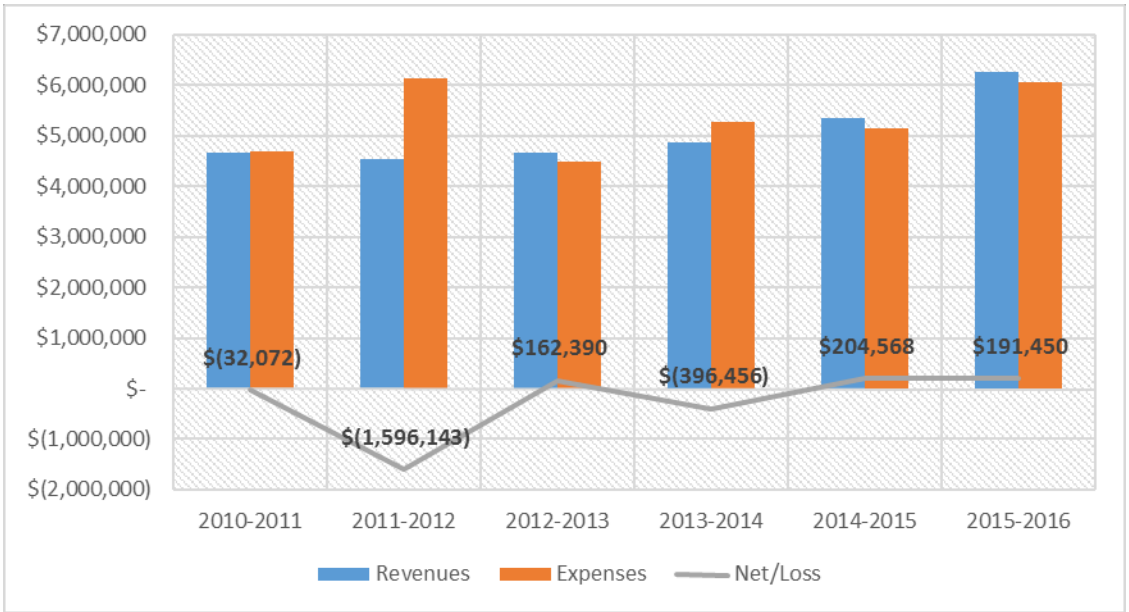
The district's budget increased by approximately $903,653 between FY 2014-15A and FY 2015-16B. This difference is due in large part to a $870,820 increase in Salary and Benefits. Noteworthy, Salary and Benefits costs have risen as a result of a change in the contribution formula towards the JPA. Supplies and services have shown a decrease of $136,257 during the same time period. Capital improvements show an increase of $169,089. A change in 2015-16 is not a trend.

Figure 113: Comparison of Expenditures by Category, RVFPD

Expenses	2010-2011 Actual	2011-2012 Actual	2012-2013 Actual	2013-2014 Actual	2014-2015 Actual	2015-2016 Budget
Personnel and Benefits	3,951,494	5,553,864	3,835,809	3,497,102	3,702,480	4,573,300
Supplies and Services	570,775	456,458	521,394	1,157,593	1,062,607	926,350
Trust Fund - Retiree Health	125,000	125,000	125,000	125,000	125,000	125,000
Unemployment Fund	-	-	-	-	-	-
CAP Replacement Fund	46,605	-	7,500	485,281	265,911	435,000
TOTAL EXPENSES	***$ 4,693,874***	***$ 6,135,322***	***$ 4,489,703***	***$ 5,264,976***	***$ 5,155,997***	***$ 6,059,650***

The figure below displays the revenue, expenses and revenue loss/gain. Half of the years experienced a deficit ranging from $32K to $1.6M, while the other three fiscal years shown a positive gain ranging from $163K to $205K. The 2011-12 significant increase in personnel and benefits is due to a one-time payment toward PERS unfunded liability.

Figure 114: Revenue, Expenses and Revenue Loss/Gain, RVFPD



Financial Forecast Modeling

A financial forecast is an estimated future financial outcome. Using historical trend data from the study agencies, in addition to market indicators, a financial forecast is a "best guess" of what may happen to the agencies' financials over a given period of time (in this case five fiscal years). Arguably, the most challenging aspect to a financial forecast is predicting revenue and accurately accounting for historical revenues/expenditures. Future costs such as materials and services, debt, etc. are usually control variables. A financial forecast is a way for fire executives to estimate and plan for "what if" scenarios based on what they know, have control over, and foresee based on data.

The following sets of projections are forecasts based on trend data, market data, and extensive interviews with the agencies. Each section is comprised of the assumptions utilized in the forecast model and a discussion on revenues, expenses, and net income/deficits.

Assumptions

The following are assumptions utilized for each agency's financial projections. Percentages used for the Santa Rosa projections were extracted from long-range planning documents provided by the city's Finance Department. Assumptions employed in the Rincon Valley modeling are based on historical percentages and local inflationary factors as well as best guess assumptions. This information is displayed in the next two figures

Figure 115: Financial Projection Assumptions, SRFD

Santa Rosa Fire Department	2016-2017 Forecasted	2017-2018 Forecasted	2018-2019 Forecasted	2019-2020 Forecasted	2020-2021 Forecasted
Fire Revenues (Fees, permits, etc)	0.5%	0.5%	0.6%	0.6%	0.6%
Measure O	4.0%	4.0%	4.0%	4.0%	3.0%
Salaries	1.0%	1.0%	1.0%	1.0%	1.0%
Benefits	5.6%	5.2%	5.0%	4.8%	2.7%
Service & Supplies	2.2%	2.2%	2.2%	2.2%	2.2%
Indirect Costs	3.0%	3.0%	3.0%	3.0%	3.0%
Capital Outlay	-100.0%	0.0%	0.0%	0.0%	0.0%
CIP and O&M Projects	-13.9%	390.6%	-65.9%	-40.2%	0.0%

Figure 116: Financial Projection Assumptions, RVFPD

Rincon Valley Fire Department	2016-2017 Forecasted	2017-2018 Forecasted	2018-2019 Forecasted	2019-2020 Forecasted	2020-2021 Forecasted
Tax Revenues	3.0%	3.0%	1.0%	1.0%	1.0%
Interest	$500	$500	$500	$500	$500
Other Government	$130,000	$130,000	$130,000	$130,000	$130,000
Misc Revenue	$350,000	$350,000	$350,000	$350,000	$350,000
Salaries and Benefits	2.6%	2.6%	2.5%	2.5%	1.7%
Services and Supplies	2.2%	2.2%	2.2%	2.2%	2.2%
Trust Fund - Retiree Health	$125,000	$125,000	$125,000	$125,000	$125,000
Unemployment Fund	$0	$0	$0	$0	$0
CAP Replacement Fund	$200,000	$200,000	$200,000	$200,000	$200,000

Santa Rosa Fire Department

As shown below, the department's revenue increases $817,750 between FY 2015-16R and FY 2020-2021F. The increase is due to a $86,556 increase in fire revenues and $731,194 increase in Measure O/Special Revenue.

Figure 117: Comparison of Revenues by Category Forecast, SRFD

		Forecast Period				
Revenues by Category	2015-2016 Request	2016-2017 Forecasted	2017-2018 Forecasted	2018-2019 Forecasted	2019-2020 Forecasted	2020-2021 Forecasted
Fire Revenues (Fees, permits, etc)	3,098,208	3,114,991	3,132,033	3,149,340	3,166,915	3,184,764
Measure O	3,573,765	3,716,469	3,864,879	4,019,223	4,179,738	4,304,959
General Fund Contribution	29,157,221	29,482,689	33,832,939	31,562,638	31,669,140	32,195,324
TOTAL ALL REVENUES	**$35,829,194**	**$36,314,148**	**$40,829,851**	**$38,731,200**	**$39,015,792**	**$39,685,047**

The department's budget increased by $3,855,853 between FY 2015-16R and FY 2020-21F. This difference is due to an $3,859,955 increase in Salary and Benefits as well as other small changes across the department over the forecast period.

Figure 118: Comparison of Expenditures by Category Forecast, SRFD

		Forecast Period				
Expenditures by Category	2015-2016 Request[1]	2016-2017 Forecasted	2017-2018 Forecasted	2018-2019 Forecasted	2019-2020 Forecasted	2020-2021 Forecasted
Salaries	19,887,359	20,088,490	20,291,093	20,496,759	20,705,551	20,917,531
Benefits	11,095,841	11,712,114	12,320,985	12,935,352	13,553,247	13,925,623
Services and Supplies[1]	3,779,337	3,861,819	3,946,153	4,032,390	4,120,573	4,210,745
Indirect Costs	120,975	124,604	128,342	132,193	136,158	140,243
Capital Outlay	260,000	-	-	-	-	-
O&M and CIP Projects[1]	685,682	590,268	2,896,047	987,883	590,268	590,268
TOTAL ALL EXPENSES	**$35,829,194**	**$36,377,296**	**$39,582,621**	**$38,584,577**	**$39,105,797**	**$39,784,411**

Source: IFAS reports (GL2026, GL2006); Budget System BUD105

[1]For base year FY 2015/16 Request, $392,277 in equipment/supply replacement costs was removed from CIP project budget and moved to Services and Supplies budget

Rincon Valley Fire Protection District

As shown below, the department's revenue is slightly higher in FY 2015-16B vs FY 2020-2021F. The small increase is likely due to the increases in tax revenues at three percent annually for the first couple of years and then one percent from thereafter.

Figure 119: Comparison of Revenues by Category Forecast, RVFPD

		Forecast Period				
Revenues	2015-2016 Budget	2016-2017 Forecasted	2017-2018 Forecasted	2018-2019 Forecasted	2019-2020 Forecasted	2020-2021 Forecasted
Tax Revenues	5,198,600	5,354,558	5,515,195	5,570,347	5,626,050	5,682,311
Interest	500	500	500	500	500	500
Other Government	405,500	130,000	130,000	130,000	130,000	130,000
Misc Revenue	646,500	350,000	350,000	350,000	350,000	350,000
TOTAL REVENUE	***$ 6,251,100***	***$ 5,835,058***	***$ 5,995,695***	***$ 6,050,847***	***$ 6,106,550***	***$ 6,162,811***

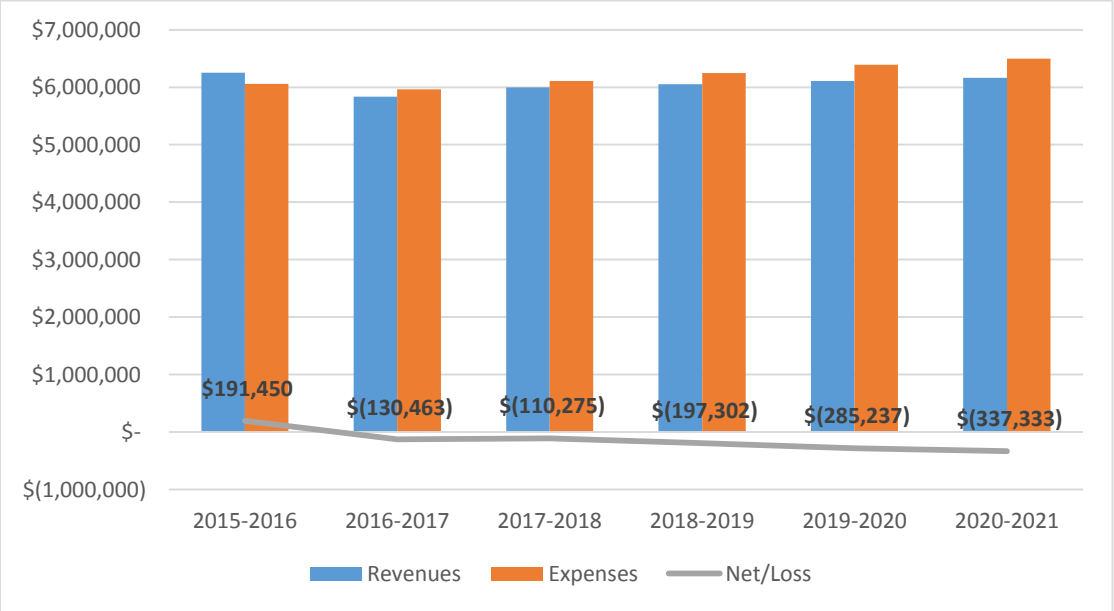
The department's budget increases by $440,494 between FY 2015-16R and FY 2020-21F. This difference is due to a $569,752 increase in Salary and Benefits as well as other small changes across the department (i.e., increases in capital improvement, etc.) over the forecast period including $105,742 in Supplies and services.

Figure 120: Comparison of Expenditures by Category Forecast, RVFPD

		Forecast Period				
Expenses	2015-2016 Budget	2016-2017 Forecasted	2017-2018 Forecasted	2018-2019 Forecasted	2019-2020 Forecasted	2020-2021 Forecasted
Salaries and Benefits	4,573,300	4,693,954	4,813,732	4,934,774	5,056,797	5,143,052
Services and Supplies	926,350	946,567	967,238	988,376	1,009,990	1,032,092
Trust Fund - Retiree Health	125,000	125,000	125,000	125,000	125,000	125,000
Unemployment Fund	-	-	-	-	-	-
CAP Replacement Fund	435,000	200,000	200,000	200,000	200,000	200,000
TOTAL EXPENSES	***$ 6,059,650***	***$ 5,965,521***	***$ 6,105,970***	***$ 6,248,149***	***$ 6,391,787***	***$ 6,500,144***

The final figure in this series displays the revenue, expenses and revenue loss/gain. The loss is a result of increasing salaries, benefits, and supplies and services in combination with a relatively flat revenue generation. Future revenue and expense projections for the RVFPD show systemic deficit spending. ESCI recommends that the identified deficit trending be corrected in a long-range financial plan that addresses sustainable adequate revenues, cost controls and potential regional service delivery savings.

Figure 121: Revenue, Expenses and Revenue Loss/Gain Forecast, RVFPD



Future Apparatus Serviceability

A key consideration in evaluating the feasibility of combining agencies into one or more consolidated entities is the cost that can be expected to be incurred for future replacement of major equipment. Apparatus service lives can be readily predicted based on factors including vehicle type, call volume, age, and maintenance considerations. In the following table, ESCI calculated the average age of structural fire engines, aerial ladder trucks and water tenders in the subject agencies, to offer a point of reference when considering future vehicle replacement costs that may be incurred.

Figure 122: Apparatus Replacement Planning Summary

Agency	Number of Engines	Average Age of Engines	Number of Aerials	Average Age of Aerials	Number of Water Tenders	Average Age of Water Tenders
Santa Rosa	14	9.4	3	18.7	1	14
Rincon Valley	5	19.6	0	N/A	3	11.6

The figure above includes reserve apparatus. Santa Rosa vehicles are generally newer, with an average of 9.4 years for structural engines. The aerials are older, averaging 18.7 years. The replacement cost of aerials is substantially greater than that of engines. In RVFPD, engines average 19.6 years, including one older unit of 40 years that is in reserve only. The water tenders are generally newer.

Calculation of acceptable service lives for fire apparatus varies widely between fire departments due to differing uses, road conditions, maintenance practices, and other variables. In larger, busy, fire departments, a front-line service life of 10 to 15 years is commonly combined with a five-year reserve status. In smaller agencies, 15 to 25 years is more commonly found, a portion of which may be in reserve.

Considering fire apparatus replacement from a cooperative efforts perspective offers opportunities that warrant consideration. Typically, most agencies maintain extra fire engines, to hold one or more in reserve for use when the primary engine is out of service for maintenance. Sharing of reserve apparatus can result in reduced numbers of vehicles overall and resultant financial savings in replacement, maintenance, and insurance costs.

Capital Improvement Planning

When considering joining multiple agencies into a single entity, it is important to evaluate the anticipated future costs for the replacement of major capital assets. The most expensive capital items that make up a fire department are facilities (fire stations) and major apparatus, including fire engines and aerial ladder trucks.

ESCI reviewed capital replacement planning methods in the participating agencies, in which differing approaches are employed. The findings are summarized in the following figure.

Figure 123: Capital Replacement Planning Summary

Agency	Apparatus Replacement Plan	Facility Replacement Plan	Funding Method
SRFD	Replacement schedule is in place	Yes	Apparatus is replaced on a case by case basis using lease-purchase or purchase. Facility replacements are funded via the city capital replacement plan, based on availability of funding. In city CIP and Measure O ten-year plan
RVFPD	A replacement schedule is in place	No scheduled plan	No dedicated funding methodology. However, some funding is being set aside from mitigation funds, as available.

Of the participating agencies, both have developed schedules for apparatus replacement. However, neither maintains a schedule that is fully supported by dedicated funding in the form of reserved funds or other methods.

A funded replacement plan is important. However, fully funding a plan is often difficult, especially if dollars have not been set-aside in the past to prepare for future needs. ESCI recommends that on the day that a new fire engine arrives, the agency start setting aside funds for its replacement. In reality, however, it is rarely achievable.

Looking forward, should a change in governance of the fire departments be undertaken as a combined service delivery initiative, apparatus and facility replacement planning will be critical. The organizations are advised to establish a structured replacement plan with calculated future costs and identified funding strategies, viewed in light of any cooperative service initiatives that may be undertaken moving forward.

Capital Equipment Replacement

Unfortunately, no piece of mechanical equipment can be expected to last forever. As a vehicle ages, repairs tend to become more frequent, parts are more difficult to obtain, and downtime for repair increases. Given the emergency mission that is so critical to the community, decreasing time in-service is one of the most frequently identified reasons for apparatus replacement.

Because of the expense of fire apparatus, most communities develop replacement plans. To enable such planning, managers often turn to the accepted practice of establishing a life cycle for the apparatus that results in an anticipated replacement date for each vehicle. The

communities then set aside incremental funds during the life of the vehicle, so cash is available when needed. This decision is influenced by many factors:

- Actual hours of use of any specific piece of equipment can vary significantly in comparison to other similar apparatus, even within the same fire department. Attempts to shuffle like- apparatus among busy and slower fire stations to distribute hours of use more evenly have proven difficult. Frequent changes in apparatus create familiarity and training challenges. In addition, certain response areas may have equipment and tool requirements that are not common to others.
- Actual hours of use, even if evenly distributed, do not necessarily equate to intensity of use. For example, a pumper making mostly emergency medical responses will not age as rapidly as a pumper with a high volume of working fire incidents that require intense use of the pump or hydraulics. However, every hour an engine idles is equivalent to driving 33 to 35 miles of wear and tear. Likewise, road mileage can also be a poor indicator of deterioration and wear.
- Technology, which is increasingly a factor in fire equipment design, becomes outdated even if the apparatus wear is not as significant. In some departments, crews at different fire stations deal with widely different technology on pumpers simply because of the age of the equipment. These differences can be significant, affecting everything from safety and lighting systems to automated digital pump pressure controls and injection foam generation.

National Fire Protection Association (NFPA) 1901: Standard for Automotive Fire Apparatus is a nationally recognized standard for the design, maintenance, and operation of fire suppression apparatus.[16] The issue of replacement cycles for various types of apparatus has been discussed in the committee that develops the standard for many years. In developing its latest edition, the NFPA Fire Department Apparatus Committee called for a life cycle of 15 years for front-line service and 5 years in reserve status for engines, 20 years in front-line service and 5 years in reserve status for ladder trucks.

Does this mean that a fire engine cannot be effective as a front-line pumper beyond 15 years? A visit to many departments in the United States might prove otherwise. Small, volunteer fire departments with only a hundred or so calls per year often get up to 25 years from a pumper, though the technology is admittedly not up-to-date. Likewise, busy downtown fire stations in some urban communities move their engines out of front-line status in as little as eight years. In addition, rural off road utilization of heavy fire apparatus can cause significant wear and tear on

[16] *NFPA 1901: Standard for Automotive Fire Apparatus*, 2009 edition.

apparatus and significantly shorten the life expectancy of the apparatus well below nationally recommended standards.

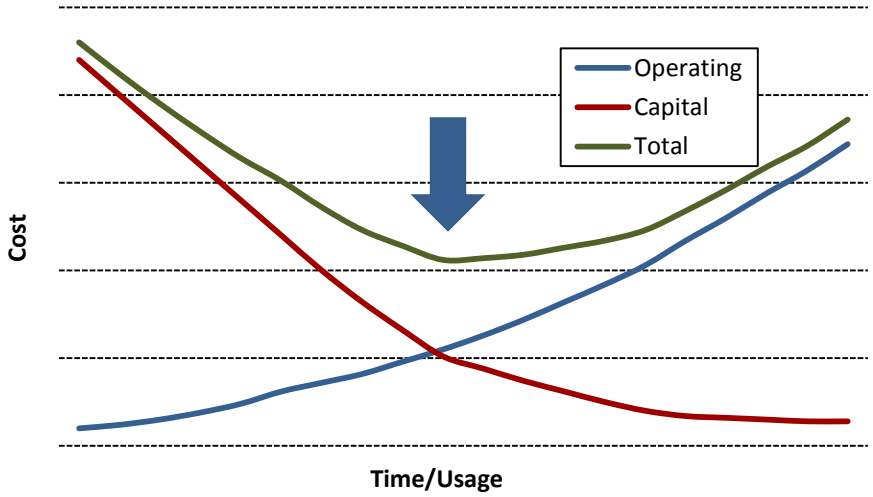
The reality is that it may be best to establish a life cycle for use in the development of replacement funding for various types of apparatus; yet, apply a different method (such as a maintenance and performance review) for actually determining the replacement date in real life, thereby achieving greater cost efficiency when possible.

In order to accurately provide financial modeling that addresses capital replacement for future regional fire protection models in this report, a standardized capital replacement planning and funding methodology is referenced. Upon adoption of the referenced model or another standardized capital replacement program, planning should be based on an annual evaluation system, assigning points relative to observations that are revisited annually as a part of the budget process. The criterions evaluated are:

- Reliability
- Maintenance Cost
- Condition

The conceptual model that has been utilized in this report is based on the *Economic Theory of Vehicle Replacement*. The theory states that, as a vehicle ages, the cost of capital diminishes and its operating cost increases. The combination of these two costs produces a total cost curve. The model suggests the optimal time to replace any piece of apparatus is when the operating cost begins to exceed the capital costs. This optimal time may not be a fixed point, but rather a range of time. The flat spot at the bottom of the total curve in the following figure represents the replacement window.

Figure 124: Economic Theory of Vehicle Replacement



Shortening the replacement cycle to this window allows an apparatus to be replaced at optimal savings to the department. If an agency does not routinely replace equipment in a timely manner, the overall reduction in replacement spending can result in a quick increase of maintenance and repair expenditures. Officials who assume that deferring replacement purchases is a good tactic for balancing the budget need to understand two possible outcomes that may happen because of that decision:

1) Costs are transferred from the capital budget to the operating budget.
2) Such deferral may increase overall fleet costs.

Regardless of its net effect on current apparatus costs, the deferral of replacement purchases unquestionably increases future replacement spending needs and may impact operational capabilities and safe and efficient use of the apparatus.

SRFD and RVFPD have varying levels and types of apparatus replacement schedules and funding sources for their emergency fleet. In some cases, the participating agencies have not formally identified what it considers acceptable vehicle service lives.

While a regional provider may elect to use differing values, the following figure lists an example of vehicle service lives that are typically used:

Figure 125: Sample Vehicle Life Expectancy and Replacement Cost

Vehicle Type	Life Expectancy	Replacement Cost
Ambulance	10	$155,000
Light Rescue Truck	10	$140,000
Med Rescue Truck	15	$350,000
Commercial Pumper	15	$320,000
Custom Pumper	15	$550,000
Water Tender	15	$340,000
Ladder	20	$1,000,000
Wildland Type III	15	$400,000

Although SRFD currently analysis replacement on a case by case basis and utilizes lease-purchase or direct purchasing systems for vehicle acquisition, the following is an *example* replacement schedule based on the aforementioned vehicle economic replacement theory. Presented in the next two figures are example replacement cost projections versus NFPA recommended vehicle life span standards. This model accounts for emergency response apparatus (excluding staff vehicles) from each agency and is intended to provide annual capital replacement funding requirements for the regional model options and future financial forecasts in this report. The current funding amount required in the schedule is not included in future budget forecasts and can be addressed by the participating agencies through reserves, grants, or deferred replacements. The *annual capital funding* requirements are included in the financial modeling and future cost projections.

Figure 126: Sample Vehicle Life Replacement and Funding Schedule, SRFD

Unit	Year	Status	Station	Age	Life Span	Repl. Year	Repl. Cost	Current Cash Requirement	Annual Fund Contribution[17]
0 to 5 years of age									
Engine 1	2015	Front line	1	0	15	2030	$498,550	$0	$33,237
Engine 2	2015	Front line	2	0	15	2030	$498,550	$0	$33,237
Engine 3	2015	Front line	3	0	15	2030	$498,550	$0	$33,237
Engine 33	2015	Reserve	3	0	15	2030	$498,550	$0	$33,237
Engine 11	2015	Front line	11	0	15	2030	$498,550	$0	$33,237
Engine 22	2010	Front line	2	5	15	2025	$218,115	$72,705	$14,541
6 to 10 years of age									
Engine 4	2006	Front line	4	9	15	2021	$498,550	$299,130	$33,237
Engine 5	2006	Front line	5	9	15	2021	$498,550	$299,130	$33,237
Engine 6	2006	Front line	6	9	15	2021	$498,550	$299,130	$33,237

[17] Includes an annual inflation factor of 3 percent.

Unit	Year	Status	Station	Age	Life Span	Repl. Year	Repl. Cost	Current Cash Requirement	Annual Fund Contribution[17]
Engine 8	2006	Front line	8	9	15	2021	$498,550	$299,130	$33,237
Engine 10	2006	Front line	10	9	15	2021	$498,550	$299,130	$33,237
Engine 25	2009	Front line	5	6	15	2024	$218,115	$87,246	$14,541
10 to 15 years of age									
Engine 34	1996	Reserve	6	19	15	OVERDUE	$498,550	$498,550	NA
Engine 32	2001	Reserve	2	14	15	2016	$498,550	$465,313	$33,237
Engine 7	2002	Front line	7	13	15	2017	$498,550	$432,076	$33,237
Engine 31	1996	Reserve	11	19	15	OVERDUE	$498,550	$498,550	NA
Truck 1	2002	Front line	1	13	20	2022	$1,625,500	$1,056,575	$81,275
15 years of age and over									
Truck 31	1988	Reserve	1	24	20	OVERDUE	$1,625,500	$1,381,675	$81,275
Truck 2	1991	Front line	2	17	20	2018	$1,625,500	$1,625,500	NA
Tender 1	2001	Front line	1	14	15	2016	$529,709	$494,395	$35,314
Rescue 1	2005	Front line	1	10	15	2020	$545,289	$363,526	$36,353
H M 1	2002	Front line	10	13	15	2017	$498,550	$432,076	$33,237
Totals							**$13,865,972**	**$8,903,836**	**$695,375**

Figure 127: Sample Vehicle Life Replacement and Funding Schedule, RVFPD

Unit	Year	Status	Station	Age	Life Span	Repl. Year	Repl. Cost	Current Cash Requirement	Annual Fund Contribution[18]
0 to 5 years of age									
Engine 7581	2009	Front line	22	6	15	2024	$498,550	$199,420	$33,237
Engine 7580	2015	Front line	24	0	15	2030	$498,550	$0	$33,237
Tender 7590	2014	Front line	20	1	15	2029	$529,709	$35,314	$35,314
10 to 15 years of age									
Engine 7562	2002	Reserve	22	13	15	2017	$218,115	$189,033	$14,541
Engine 7588	2003	Reserve	24	12	15	2018	$498,550	$398,840	$33,237
Rescue 7535	2004	Front line	20	11	15	2019	$545,289	$399,878	$36,353
15 years of age and older									
Engine 7584	1992	Front line	20	23	15	OVERDUE	$498,550	$498,550	NA
Engine 7582	1973	Reserve	25	42	15	OVERDUE	$498,550	$498,550	NA
Tender 7592	1997	Reserve	22	18	15	OVERDUE	$529,709	$529,709	NA
Tender 7591	1987	Front line	24	28	15	OVERDUE	$529,709	$529,709	NA
Engine 7572	1998	Reserve	20	17	15	OVERDUE	$218,115	$218,115	NA
Totals							**$5,063,394**	**$3,497,118**	**$185,917**

The preceding figures provide an example of how apparatus replacement funding may be calculated. Service lives and actual equipment costs in the study area may differ from the numbers used in the example and the agencies may want to adjust them accordingly.

What the example reveals is that were each agency to fully fund an apparatus replacement schedule, SRFD would need to have $8,903,836 already reserved and make an annual contribution of $695,375 to a reserve fund dedicated to the funding schedule. Similarly, RVFPD would need to have a balance of $3,497,118 set aside, with an ongoing annual reserve of $185,917.

[18] Includes an annual inflation factor of 3 percent.

Cost Apportionment

Local governments provide services (such as fire protection) based on an assumption of public interest rather than the need for profitability, as in the private sector. Consequently, the limiting market forces of supply, demand, and price are not typically found at the forefront of policy decisions concerning fire protection. While elected officials may spend significant time and effort debating the overall cost of fire protection, it is very unusual that the point of service price is considered. In this light, it is not surprising that local governments find it difficult to establish a fair market price for essential services when entering into partnerships.

Usually when a single local government provides fire protection to its residents, that community bears the entire financial burden because of the presumption that everyone benefits from the service. In the case of municipalities, the full cost of the service may not be easily determined because administrative and support expenses are frequently borne by other municipal departments and not documented in the fire department's budget. It all works because individual users of the service are not charged; therefore, the real price of that service is never an issue. On the other hand, when two or more communities share in providing fire protection, elected officials must assure that each community assumes only its fair *pro rata* share of the cost, thereby fulfilling an obligation to act as stewards to the best interest of their respective constituencies.

However, while purely economic considerations may suggest that those who benefit from a service should pay in direct proportion to the level of benefit (the "benefits received" principle,) social and political concerns may also enter into the price-setting process.

It is also worth noting, that while a JPA has *not* been recommended as a regional model option, the following cost allocation concepts and modeling can be utilized in a JPA regional service delivery system. A JPA was not recommended based on the input from the stakeholders, community feedback, and the review of past studies and recommendations. A JPA approach to regional fire protection can be a viable option if a different or separate governance model is desired in the future.

NOTE: ESCI has provided a financial modeling tool where staffing assumptions, costs and revenues can be adjusted to create additional modeling options.

Option One: Enhanced Existing IGA Fiscal analysis

This financial analysis assumes the SRFD is providing contract services for the administration of fire prevention, training, EMS services, and battalion coverage. This analysis adds three additional Santa Rosa Battalion Chiefs for a Regional Battalion Response program. The proposed shared cost to be paid by each participating jurisdiction under the IGA will be allocated between the City of Santa Rosa and RVFPD utilizing an averaged percentage of the representative call volume, population, and assessed value. For battalion coverage, the Windsor Fire Protection District cost allocation is split at 13 percent, while Santa Rosa is 71 percent and Rincon Valley is 16 percent, respectively. The following figure shows the current cost of the recommended expanded IGA elements and standalone configuration for the Santa Rosa and RVFPD compared with the estimated costs for each participating in the expanded cooperative service model.

Note: The savings to Santa Rosa displayed in figure one and two are a reduction in the additional costs of adding three new Battalion Chiefs vs. funding them alone. The RVFPD and WFD experience savings over what is currently being paid for battalion coverage.

Figure 128: Additional Santa Rosa Battalion Shared with RVFPD and WFD

Share	SRFD	RVFPD	WFPD
% Contribution	*71%*	*16%*	*13%*
Battalion Chiefs*	$680,353	$153,319	$124,572
STANDALONE COSTS**	**$958,244**	**$412,500**	**$337,500**
TOTAL IGA COST	**$680,353**	**$153,319**	**$124,572**
COST SAVINGS	**$277,891**	**$259,181**	**$212,928**

** Santa Rosa Median @ $263,726 plus an additional $167,066 OT.*
*** Rincon (55% share) /Windsor (45% share) - 3BCs @$250,000 each.*

Figure 129: Additional Santa Rosa Battalion Shared with RVFPD

Share	SRFD	RVFPD
% Contribution	*84%*	*16%*
Battalion Chiefs*	$804,925	$153,319
STANDALONE COSTS**	$958,244	$412,500
TOTAL IGA COST	**$804,925**	**$153,319**
COST SAVINGS	**$153,319**	**$259,181**

** Santa Rosa Median @ $263,726 plus an additional $167,066 OT.*
*** Rincon - 3 BCs @ $250,000 each*

Figure 130: Shared Training, EMS, and Fire Prevention Services

Share	Santa Rosa	Rincon Valley
% Contribution	*84%*	*16%*
Salary and Benefits	**$968,144**	**$184,408**
Training	*$375,407*	*$71,506*
EMS	*$192,362*	*$36,640*
Fire Prevention	*$400,375*	*$76,262*
STANDALONE COSTS	**$1,152,552**	**$75,125**
TOTAL IGA SHARE COST	**$968,144**	**$184,408**
COST SAVINGS	**$184,408**	**-$109,283**

Option Two: Contract for Service Modeling (Fully Integrated Administration and Operations)

This scenario is an expansion that builds upon the already successful administrative and operational cooperative services in Option one, and completion of the identified key performance indicators between the SRFD and RVFPD. This enhanced agreement results in an Operational Consolidation with the City of Santa Rosa serving as the *"single host agency"* under the title of a contractually formed service delivery agreement (contract for service). This type of organization gives the city and district the opportunity to essentially work as one organization, yet retain their individual tax rates and capital assets (and liabilities) and determine their desired service levels through a contract for service.

Depending on the selected approach, the options presented may result in actual cost reduction (E.G. going from two Fire Chiefs to one and RVFPD no longer paying into the JPA) or cost avoidance at the very least (eliminating the need to hire a Fire Chief and chief officers/senior managers in the future), allowing those funds to be redirected toward other agency needs. The same may apply if the needed number of Fire Marshals, training officers, or other personnel decreases.

The SRFD has a relatively well-staffed and developed administrative team that allows for full service administrative and oversight of a unified organization between the City of Santa Rosa and the RVFPD. This unification will result in additional administrative capabilities and personnel provided to the RVFPD that are currently not available. While this may result in an increase in overhead costs, it will provide a level of administration and oversight that ensures compliance with industry best practices.

In addition, the current pay, benefit and rank structure between the SRFD and the RVFPD present a number of structural and cost differences. There are a number of ways to address the disparity and differences to become a unified work force. The SRFD and RVFPD will need to convene a labor management committee as soon as possible to determine a path forward to unify and integrate both agencies' work forces.

In ESCI's experience, it is not practical or desirable to maintain different rank, pay and or benefit structures for employees within a unified organization. Any differences should be considered transitional with an identified path forward (during Phase I) to address the disparate elements. These differences will need to be addressed through the collective bargaining process to align all personnel under the Santa Rosa collective bargaining agreement and city pay and benefits structure.

ESCI has presented the following contract for service models utilizing a proposed overhead structure and reduction/reallocation of redundant overhead. In addition, all positions have

been allocated utilizing SRFD pay and benefits package assuming complete alignment and integration of positions from the RVFPD. ESCI has included an RVFPD staffing and rank structure that is consistent with the current SRFD staffing and response model (Captain, Engineer & Firefighter with a Paramedic per staffed engine company).

ESCI recommends that the attrition of redundant positions and the unification of pay and benefit and titles be accomplished during the enhanced existing IGA (recommendation one.) This "right sizing" and "standardization" should occur over a time period and path determined by the SRFD and RVFPD and subsequent collective bargaining elements prior to implementation of a fully integrated contract for service (recommendation two).

The costs for the combined services and functions should be equitably allocated across both agencies utilizing agreed to weighting and distribution methods.

Figure 131: RVFPD Reallocation of Costs to SRFD Rates/Ranks, FY 2015-16B

Position	Resource Count for IGA	2015 Standalone Costs	Santa Rosa Cost	Potential Cost Savings
Captain	6	1,035,658	1,346,530	(310,872)
Engineer	6	1,726,724	1,172,097	554,627
Firefighter	6	-	952,863	(952,863)
Totals	**18**	**$2,762,382**	**$3,471,489**	**-$709,107**

Note: RVFPD Firefighter costs include paramedic pay in anticipation of RVFPD staffed companies being advanced life support capable.

Figure 132: RVFPD Carryover Costs

Item	First Year Other Total Costs
Capital Costs[1]	245,000
Volunteers/Retirees[2]	250,000
GASB, Audit, etc[3]	60,000
One time payouts	-
PERS Inactive (first year)	170,180
Totals	**$ 725,180**

[1]Annual capital (equipment/apparatus) replacement costs estimated by staff to be $200,000; facilities repair/maintenance estimated at $45,000

[2]Annual retiree medical premium is approximately $112,000 with annual recurring unfunded liability payments of $125,000; volunteer support is estimated at $17,000 annually

[3]Staff estimated annual cost is $60,000

The total cost for 18 professionals coming over from RVFPD to SRFD is estimated at $3,471,489. The third table includes other personnel costs (such as annual retiree medical benefits, volunteer compensation and PERS inactive costs). These costs are a staff estimate and may be low by a recurring amount of $250,000 based upon a recent GASB45 estimate of

accrued liability. Also included is a staff estimate for services such as GASB, annual audits, etc. Additionally, staff estimates that $200,000 will be needed for annual capital equipment/apparatus replacement and a further $45,000 will be needed for facilities repair/maintenance. These capital and maintenance costs do not include facility upgrade or replacement costs. These costs, which total $725,180, will remain with the RVFPD after a fully integrated contract for service is adopted.

Additionally, since each jurisdiction is remaining a separate entity under the IGA, with Santa Rosa providing response of career personnel from select stations to the district, each entity will retain its full contract cost for communication services from REDCOM. The estimated Rincon Valley dispatch cost is shown with other IGA costs in Figures 132 and 133, rather than as a carryover cost to highlight the position that each jurisdiction continues to pay 100 percent of the costs for dispatching calls within their respective jurisdictions. Also, each agency shows a separate cost for various utilities that remains with them. Santa Rosa's costs ($9,500) are for electricity for one fire station, while Rincon Valley's cost shown as electricity ($30,000) is actually an annual estimated amount for all utilities for four fire stations.

The following supply and service table displays the current year SRFD supply and service costs. Each category is allocated and or increased based on the absorption of the RVFPD personnel and services into the existing Santa Rosa fire department supplies and services budget. Each budget category has been allocated and or increased based on a allocation percentage that represents either the percentage of the number of staffed companies coming over from the RVFPD (16%, Figure 126) or the total number of personnel RVFPD (12%, Figure 127).

Figure 133: Option 2A/2B/2C - Materials and Service Assumptions from SRFD Baseline (16% Model, Apparatus)

16 Percent Model				84%	16%		
Item	2015 Total	% +/-	IGA Total	Santa Rosa	Rincon	IGA Total[1,3]	2015 + IGA
Professional Services	108,844		108,844	91,429	17,415	108,844	-
Other Outside Services[1]	969,288		969,288	969,288	161,000	1,130,288	161,000
Rent - Other than Equipment	1,520		1,520	1,277	243	1,520	-
Equipment Rental and Repair	24,824		24,824	20,852	3,972	24,824	-
E & R Maintenance Services	332,162	16%	385,308	323,659	61,649	385,308	53,146
Advertising	500	16%	580	487	93	580	80
Interdepartment Charges	-		-	-	-	-	-
Leases	450,169		450,169	450,169	-	450,169	-
Vehicle Use Reimbursement	500	16%	580	487	93	580	80
Gasoline and Diesel Fuel	173,252	16%	200,972	168,817	32,156	200,972	27,720
Fire Non-Safety Uniforms	35,000	16%	40,600	34,104	6,496	40,600	5,600
Telephone	36,835	16%	42,729	35,892	6,837	42,729	5,894
Purchase of Water	-		-	-	-	-	-
E & R Replacement Services	85,963		85,963	72,209	13,754	85,963	-
Chemicals	500	16%	580	487	93	580	80
Supplies - Office	18,875	16%	21,895	18,392	3,503	21,895	3,020
Supplies - Operational	280,825	16%	325,758	273,636	52,121	325,758	44,932
Uniforms and Personal Equipmen	10,700	16%	12,412	10,426	1,986	12,412	1,712
Shared Equipment Replacement[2]	392,277	16%	455,041	382,235	72,807	455,041	62,764
Small Tools	2,600	16%	3,016	2,533	483	3,016	416
Dues	1,700		1,700	1,428	272	1,700	-
Subscriptions	7,392	16%	8,575	7,203	1,372	8,575	1,183
Conferences and Training	21,990	16%	25,508	21,427	4,081	25,508	3,518
Meetings	1,858		1,858	1,561	297	1,858	-
IT Annual Cost Recovery	488,284	16%	566,409	475,784	90,626	566,409	78,125
Print Services	-		-	-	-	-	-
Agency Fees	11,386		11,386	9,564	1,822	11,386	-
Vehicle Parts/Repair	-		-	-	-	-	-
Copier Services	6,087		6,087	5,113	974	6,087	-
Utilities[3]	9,500		9,500	9,500	30,000	39,500	30,000
Bond Issuance Costs	-		-	-	-	-	-
PC Replacement	26,115	16%	30,293	25,446	4,847	30,293	4,178
Total	**$3,498,946**		**$3,791,396**	**$3,413,405**	**$568,990**	**$3,982,396**	**$483,449**

[1]Each jurisdiction continues to pay it's own portion of REDCOM cost according to existing agreements

[2]Shared equipment replacement

[3]SRFD electricity cost directly, one station, RVFD estimated annual utility cost, four stations; each continues 100%

Figure 134: Option 2A/2B/2C - Materials and Service Assumptions from SRFD Baseline (12% Model, Personnel)

12 Percent Model				88%	12%		
Item	2015 Total	% +/-	IGA Total	Santa Rosa	Rincon	IGA Total[1,3]	2015 + IGA
Professional Services	108,844		108,844	95,783	13,061	108,844	-
Other Outside Services[1]	969,288		969,288	969,288	161,000	1,130,288	161,000
Rent - Other than Equipment	1,520		1,520	1,338	182	1,520	-
Equipment Rental and Repair	24,824		24,824	21,845	2,979	24,824	-
E & R Maintenance Services	332,162	12%	372,021	327,379	44,643	372,021	39,859
Advertising	500	12%	560	493	67	560	60
Interdepartment Charges	-		-	-	-	-	-
Leases	450,169		450,169	450,169	-	450,169	-
Vehicle Use Reimbursement	500	12%	560	493	67	560	60
Gasoline and Diesel Fuel	173,252	12%	194,042	170,757	23,285	194,042	20,790
Fire Non-Safety Uniforms	35,000	12%	39,200	34,496	4,704	39,200	4,200
Telephone	36,835	12%	41,255	36,305	4,951	41,255	4,420
Purchase of Water	-		-	-	-	-	-
E & R Replacement Services	85,963		85,963	75,647	10,316	85,963	-
Chemicals	500	12%	560	493	67	560	60
Supplies - Office	18,875	12%	21,140	18,603	2,537	21,140	2,265
Supplies - Operational	280,825	12%	314,524	276,782	37,743	314,524	33,699
Uniforms and Personal Equipmen	10,700	12%	11,984	10,546	1,438	11,984	1,284
Shared Equipment Replacement[2]	392,277	12%	439,350	386,628	52,722	439,350	47,073
Small Tools	2,600	12%	2,912	2,563	349	2,912	312
Dues	1,700		1,700	1,496	204	1,700	-
Subscriptions	7,392	12%	8,279	7,286	993	8,279	887
Conferences and Training	21,990	12%	24,629	21,673	2,955	24,629	2,639
Meetings	1,858		1,858	1,635	223	1,858	-
IT Annual Cost Recovery	488,284	12%	546,878	481,253	65,625	546,878	58,594
Print Services	-		-	-	-	-	-
Agency Fees	11,386		11,386	10,020	1,366	11,386	-
Vehicle Parts/Repair	-		-	-	-	-	-
Copier Services	6,087		6,087	5,357	730	6,087	-
Utilities[3]	9,500		9,500	9,500	30,000	39,500	30,000
Bond Issuance Costs	-		-	-	-	-	-
PC Replacement	26,115	12%	29,249	25,739	3,510	29,249	3,134
Total	**$3,498,946**		**$3,718,283**	**$ 3,443,564**	**$465,719**	**$3,909,283**	**$410,337**

[1]Each jurisdiction continues to pay it's own portion of REDCOM cost according to existing agreements

[2]Shared equipment replacement

[3]SRFD electricity cost directly, one station, RVFD estimated annual utility cost, four stations; each continues 100%

ESCI extrapolated the cost of emergency services using the operational budget amounts to create a contract for service Fire and EMS delivery system using multiple variables. Available fund balances, reserves are not included as these local policy decisions would not necessarily carry over to a new regional service provider and will skew operational cost assumptions. Cost Allocation models assume each jurisdiction will maintain ownership of their own equipment and maintenance, facilities. Additionally, each jurisdiction will independently fund capital replacement and debt.

Establishment of Contract for Service – Options 2A/2B/2C

The following three allocation options are included as examples and can be modified or changed to meet the needs of the participating agencies. These examples are presented for policy makers to review and assist with development of a preferred cost allocation methodology. Each option has unique costs and benefits. Regardless of the model chosen, assumptions can be adjusted to achieve the desired service levels and/or cost savings.

Note: The 16% cost increase multiplier/cost allocation is representative of the percentage of increased staffed companies (two) being added to the existing 12 Santa Rosa companies.

Option 2A – Percentage of staffed companies, 84%/16% with three shared Battalion Chiefs

- Administrative support costs include a shared full time Fire Chief, Deputy Chief, Administrative Battalion Chief, EMS Battalion Chief, Training Battalion Chief, Administrative Support Personnel, and Fire Prevention Support Staff (including Fire Marshals, Plan Checker, etc.). The total amount for this support equals $3,811,322.
- The total cost of Materials and Services is based on the figure above utilizing a cost allocation and or increase of 16 percent for applicable line items. The total cost of materials and services (calculated to be $3,982,396) is distributed, based on the allocated percentage share for each organization in the various models (with the exception that each agency pays 100% of its respective REDCOM contract cost and station utilities costs). Santa Rosa pays an additional $945,682 for costs that are not shared with RVFPD as they are City Specific and not impacted by the contract for service.
- Total Indirect Costs are based on combined FY 2015-16B dollar amounts for Santa Rosa plus a 16 percent add on for the proportional increase in staffed companies coming over. The total indirect costs equal $140,331 and these amounts are distributed based on the allocated percentage share for each organization in the various models.
- Overtime is budgeted at $2,700,000 plus a 16 percent add on for Rincon Valley for a total of $3,132,000.
- Personnel costs allocated in the figure below are based on the reallocation/reduction in personnel at a total cost of $31,203,827. Each agency costs include 100 percent of their

staffed companies' personnel and benefit costs. All costs are calculated at the SRFD full Salary and Benefits rates.

- Rincon Valley is responsible for funding their volunteers and retirees, which is reflected in the Other Operational and Capital line item.
  - The costs of three-line level Battalion Chiefs proportionately spread between SRFD and RVFPD.
  - Rincon Valley personnel and benefit costs includes six captains, six engineers, and six firefighters/paramedics.
- Capital costs for each jurisdiction are at the 2015B standalone amounts. These amounts are not shared.
- The cost allocation options are intended to be examples of how costs are impacted by varying assumptions related to weighted resources and service demands.

Figure 135: Option 2A - Spread Three BCs

Item	Santa Rosa	Rincon Valley	TOTAL
Weighting – Companies	*84%*	*16%*	*100%*
Support above Captains	3,811,322	325,490	4,136,813
Services and Supplies	3,498,946	926,350	4,425,296
Indirect Services	120,975	-	120,975
Salaries, Benefits, Overtime	27,452,268	4,247,810	31,700,078
Other Operational and Capital	945,682	560,000	1,505,682
STANDALONE COSTS	**$35,829,194**	**$6,059,650**	**$41,888,844**
Support above Captains	3,201,511	609,812	3,811,322
Services and Supplies	3,413,405	568,990	3,982,396
Indirect Services	120,975	19,356	140,331
Salaries, Benefits, Overtime	27,147,019	4,056,808	31,203,827
Other Operational and Capital	945,682	725,180	1,670,862
TOTAL IGA COST	**$34,828,592**	**$5,980,146**	**$40,808,738**
Cost Savings Detail			
Support above Captains	(609,812)	284,321	(325,490)
Services and Supplies	(85,541)	(357,360)	(442,901)
Indirect Services	-	19,356	19,356
Salaries, Benefits, Overtime	(305,249)	(191,001)	(496,251)
Other Operational and Capital	-	165,180	165,180
COST SAVINGS	**$1,000,602**	**$79,504**	**$1,080,106**
Note: Payouts not included and would need to be cashed out separately.			

Figure 136: Option 2A SRFD Projected Revenues, IGA Costs, and Cost Savings

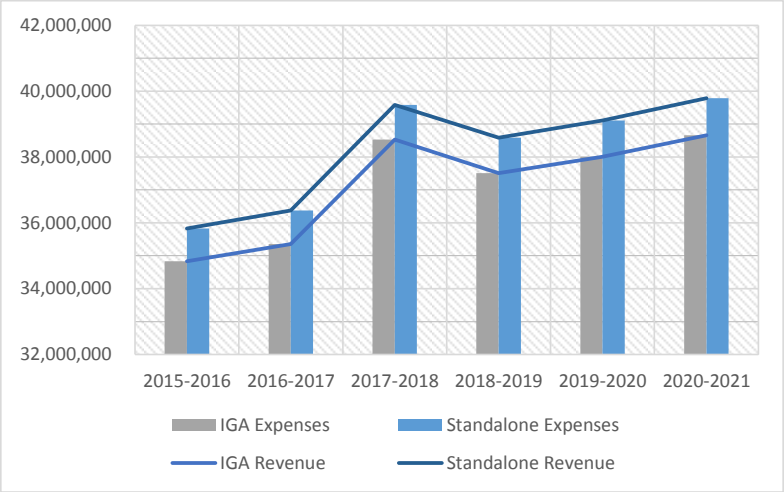


Figure 137: Option 2A RVFPD Projected Revenues, IGA Costs, and Cost Savings

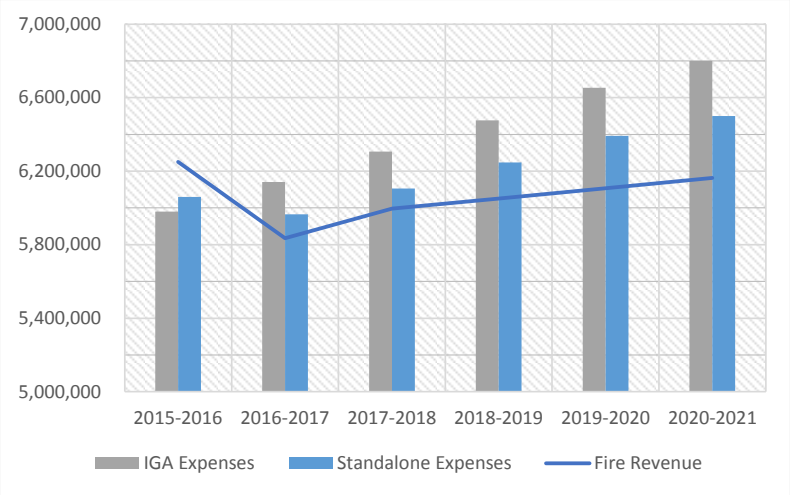
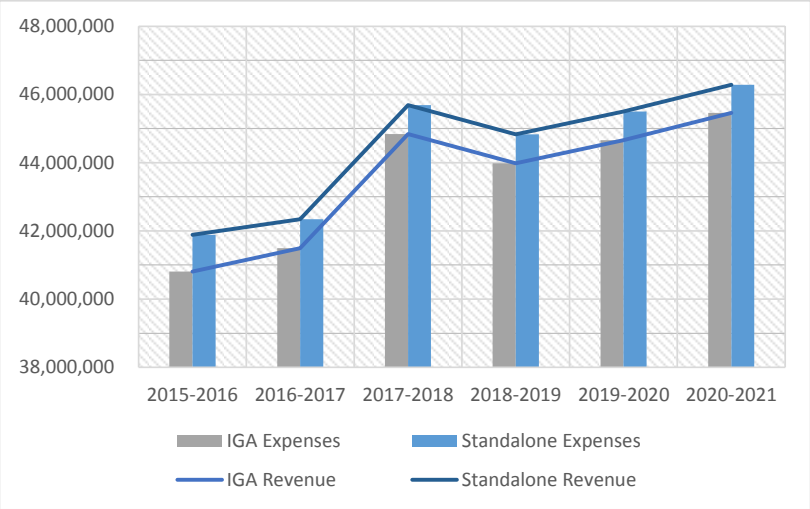


Figure 138: Option 2A Combined Projected Revenues, IGA Costs, and Cost Savings



Discussion Points

- SRFD experiences a savings with this model of $1,000,602 while RVFPD also shows a savings of $79,504 in the first year.
- As shown above in the projections, revenues and expenses continue to rise with the growth in benefit costs, and costs savings will gradually decline over time to supplement the increases in benefit costs.
- RVFPD will experience a negative revenue to expenditure ratio (annual operating deficit) in fiscal 2017 and beyond.

Option 2B –Percentage of paid personnel 88%/12% with six shared Battalion Chiefs

- Administrative support includes a shared full time Fire Chief, Deputy Chief, Administrative Battalion Chief, EMS Battalion Chief, Training Battalion Chief, Administrative Support Personnel, Fire Prevention Support Staff (including Fire Marshals, Plan Checker, etc.). The total amount for this support equals $3,811,322.
- The total cost of Materials and Services is based on the figure above utilizing a cost increase of 12 percent for applicable line items. The total cost of materials and services (calculated to be $3,909,283) is distributed based on the allocated percentage share for each organization in the various models (with the exception that each agency pays 100% of its respective REDCOM contract cost and station utilities costs). Santa Rosa pays an additional $945,682 for costs not carried over.
- Total Indirect Costs are based on combined FY 2015-16B dollar amounts for Santa Rosa plus a 12 percent add on for the proportional increase in personnel coming over. The total indirect costs equal $135,492 and these amounts are distributed based on the allocated percentage share for each organization in the various models.

- Overtime is budgeted at $2,700,000 plus a 12 percent add on for RVFPD for a total of $3,024,000.
- Personnel costs allocated as displayed in the following figure are based on the reallocation/reduction in personnel as a total cost of $32,054,072. Each agency costs include 100 percent of their staffed companies' personnel and benefit costs. All costs are at Santa Rosa's full Salary and Benefits rates.
- Rincon Valley is responsible for carrying their volunteers and retirees, which is reflected in the Other Operational and Capital line item below.
  - The costs of six-line level Battalion Chiefs proportionately spread between SRFD and RVFPD
  - Rincon Valley contracted personnel and benefit costs include six captains, six engineers, and six firefighters/paramedics.

  Capital costs are at the 2015 stand-alone amounts. These amounts are not shared.

Figure 139: Option 2B - Spread Six BCs

Item	Santa Rosa	Rincon Valley	TOTAL
Weighting - Companies	*88%*	*12%*	*100%*
Support above Captains	3,811,322	325,490	4,136,813
Services and Supplies	3,498,946	926,350	4,425,296
Indirect Services	120,975	-	120,975
Salaries, Benefits, Overtime	27,452,268	4,247,810	31,700,078
Other Operational and Capital	945,682	560,000	1,505,682
STANDALONE COSTS	**$ 35,829,194**	**$ 6,059,650**	**$ 41,888,844**
Support above Captains	3,353,964	457,359	3,811,322
Services and Supplies	3,443,564	465,719	3,909,283
Indirect Services	120,975	14,517	135,492
Salaries, Benefits, Overtime	28,028,604	4,025,468	32,054,072
Other Operational and Capital	945,682	725,180	1,670,862
TOTAL IGA COST	**$ 35,892,789**	**$ 5,688,243**	**$ 41,581,031**
Cost Savings Detail			
Support above Captains	*(457,359)*	*131,868*	*(325,490)*
Services and Supplies	*(55,382)*	*(460,631)*	*(516,013)*
Indirect Services	*-*	*14,517*	*14,517*
Salaries, Benefits, Overtime	*576,335*	*(222,342)*	*353,994*
Other Operational and Capital	*-*	*165,180*	*165,180*
COST SAVINGS	**$ (63,594)**	**$ 371,407**	**$ 307,813**

Note: Payouts not included and would need to be cashed out seperately.

Figure 140: Option 2B - Windsor FPD Shared BC Coverage

Windsor BC Share

Item	Santa Rosa	Rincon Valley	TOTAL
Weighting - Personnel	*88%*	*12%*	*100%*
STANDALONE COSTS	***$ 35,829,194***	***$ 6,059,650***	***$ 41,888,844***
Support above Captains	3,353,964	457,359	3,811,322
Services and Supplies	3,443,564	465,719	3,909,283
Indirect Services	120,975	14,517	135,492
Salaries and Benefits*	27,702,801	4,102,127	31,804,928
Other Operational and Capital	945,682	725,180	1,670,862
TOTAL IGA COST	***$ 35,566,985***	***$ 5,764,902***	***$ 41,331,888***
COST SAVINGS	**$ 262,209**	**$ 294,748**	**$ 556,956**

**Windsor share at 71%/16%/13% for 6 BC's ($249,144)*

Note: Payouts not included and would need to be cashed out seperately.

Figure 141: Option 2B SRFD Projected Revenues, IGA Costs, and Cost Savings

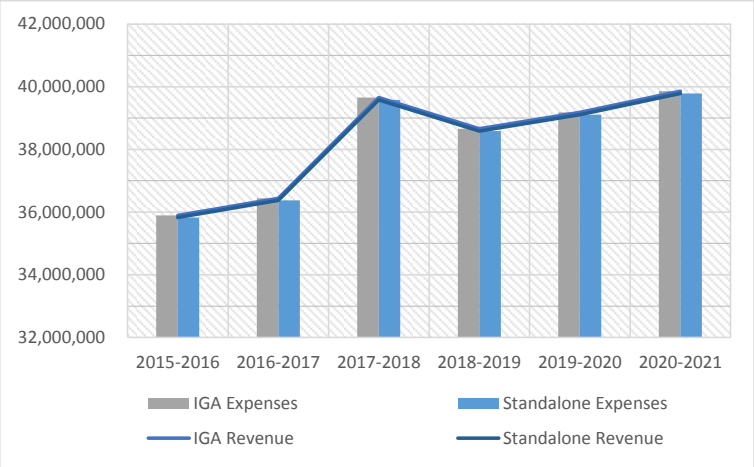


Figure 142: Option 2B RVFPD Projected Revenues, IGA Costs, and Cost Savings

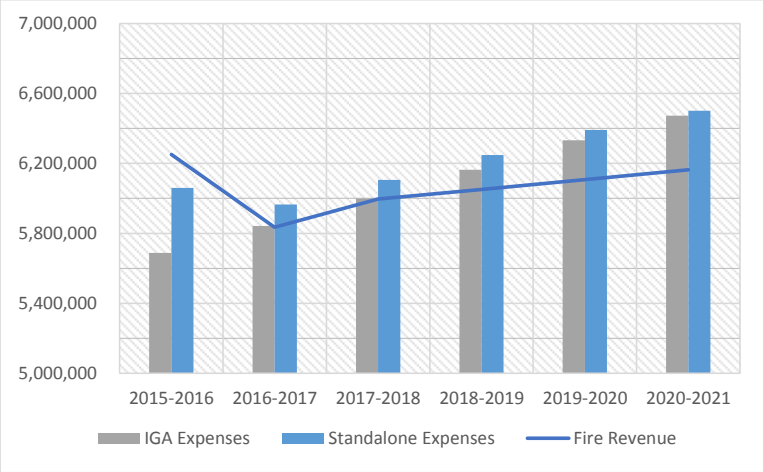
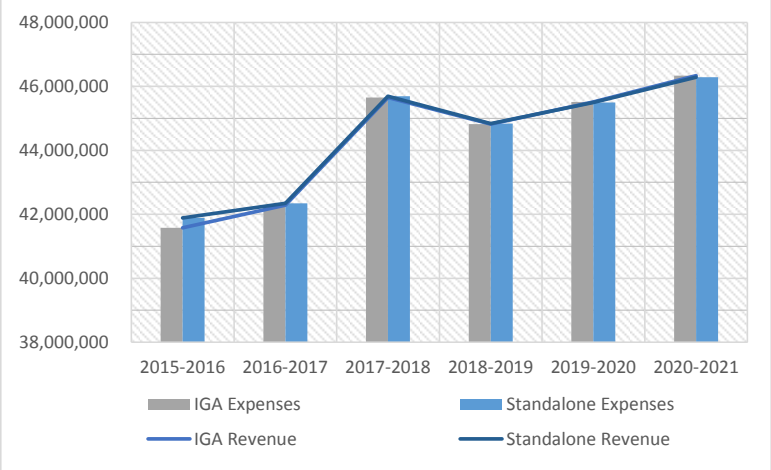


Figure 143: Option 2B Combined Projected Revenues, IGA Costs, and Cost Savings



Discussion Points

- SRFD experiences a slight operating loss but has three additional BC's (second battalion), compared to current three BC system. With this model, the amount of increased cost for the SRFD is $63,595. The RVFPD shows a savings of $371,407 in the first year. It is important to note that the SRFD small operating loss occurs when compared to current costs with three Battalion Chiefs. This model is providing a second battalion for the SRFD at $63,595 more than the current service delivery model.
- Revenues and expenses continue to rise with the growth in benefit costs, and costs savings will gradually decline over time to pay for the increases in benefit costs.
- RVFPD will experience a positive revenue to expenditure ratio (annual operating surplus) through fiscal 2016-2017 and annual operating deficit in fiscal 2017-2018 and beyond.

Option 2C – Percentage of paid personnel, 88%/12% with three shared Battalion Chiefs and three Battalion Chiefs at Santa Rosa at 100%.

- Administrative support includes a shared full time Fire Chief, Deputy Chief, Administrative Battalion Chief, EMS Battalion Chief, Training Battalion Chief, Administrative Support Personnel, Fire Prevention Support Staff (including Fire Marshals, Plan Checker, etc.). The total amount for this support equals $3,811,322.
- The total cost of Materials and Services is based on the figure above utilizing a cost increase of 12 percent for applicable line items. The total cost of materials and services $3,909,283 is distributed, based on the allocated percentage share for each organization in the various models (with the exception that each agency pays 100% of its respective REDCOM contract cost and station utilities costs). Santa Rosa pays an additional $945,682 for costs not allocated to RVFPD.
- Total Indirect Costs are based on combined FY 2015-16 dollar amounts for Santa Rosa plus a 12 percent add on for the proportional increase in staffed companies coming over. The total indirect costs equal $135,492 and these amounts are distributed based on the allocated percentage share for each organization in the various models.
- Overtime is budgeted at $2,700,000 plus a 12 percent add on for RVFPD for a total of $3,024,000.
- Personnel costs allocated in the following table are based on the reallocation/reduction in personnel at a total cost of $32,054,072. Each agency costs include 100% of their staffed companies' personnel and benefit costs. All costs are at SRFD's rates for full Salary and Benefits.
- RVFPD is responsible for carrying their own volunteers and retirees, which is reflected in the Capital/other below.

  - The costs of three-line level Battalion Chiefs proportionately spread between Santa Rosa and Rincon Valley.
  - Santa Rosa pays for an additional three FTE Battalion Chiefs at 100 percent as well as the three shared with RVFPD.
  - RVFPD contracted personnel and benefit costs include twelve captains, six engineers, and six firefighters/paramedics.
- Capital costs are at the 2015 stand-alone amounts. These amounts are not shared.
- The cost allocation options are intended to be examples of how costs are impacted by varying assumptions in AV, Resources, and Service demands.

Figure 144: Option 2C - Three Shared BCs and Three SRFD BCs

Item	Santa Rosa	Rincon Valley	TOTAL
Weighting - Companies	*88%*	*12%*	*100%*
Support above Captains	3,811,322	325,490	4,136,813
Services and Supplies	3,498,946	926,350	4,425,296
Indirect Services	120,975	-	120,975
Salaries, Benefits, Overtime	27,452,268	4,247,810	31,700,078
Other Operational and Capital	945,682	560,000	1,505,682
STANDALONE COSTS	**$ 35,829,194**	**$ 6,059,650**	**$ 41,888,844**
Support above Captains	3,353,964	457,359	3,811,322
Services and Supplies	3,443,564	465,719	3,909,283
Indirect Services	120,975	14,517	135,492
Salaries, Benefits, Overtime	28,143,593	3,910,479	32,054,072
Other Operational and Capital	945,682	725,180	1,670,862
TOTAL IGA COST	**$ 36,007,778**	**$ 5,573,253**	**$ 41,581,031**
Cost Savings Detail			
Support above Captains	*(457,359)*	*131,868*	*(325,490)*
Services and Supplies	*(55,382)*	*(460,631)*	*(516,013)*
Indirect Services	*-*	*14,517*	*14,517*
Salaries, Benefits, Overtime	*691,325*	*(337,331)*	*353,994*
Other Operational and Capital	*-*	*165,180*	*165,180*
COST SAVINGS	**$ (178,584)**	**$ 486,397**	**$ 307,813**

Note: Payouts not included and would need to be cashed out seperately.

Figure 145: Option 2C - Windsor FPD Share BC

Windsor BC Share

Item	Santa Rosa	Rincon Valley	TOTAL
Weighting - Personnel	*88%*	*12%*	*100%*
STANDALONE COSTS	***$ 35,829,194***	***$ 6,059,650***	***$ 41,888,844***
Support above Captains	3,353,964	457,359	3,811,322
Services and Supplies	3,443,564	465,719	3,909,283
Indirect Services	120,975	14,517	135,492
Salaries and Benefits*	27,980,691	3,948,808	31,929,500
Other Operational and Capital	945,682	725,180	1,670,862
TOTAL IGA COST	***$ 35,844,876***	***$ 5,611,583***	***$ 41,456,460***
COST SAVINGS	**$ (15,682)**	**$ 448,067**	**$ 432,385**

**Windsor share at 71%/16%/13% for 6 BC's ($124,572)*

Note: Payouts not included and would need to be cashed out seperately.

Figure 146 Option 2C SRFD Projected Revenues, IGA Costs, and Cost Savings

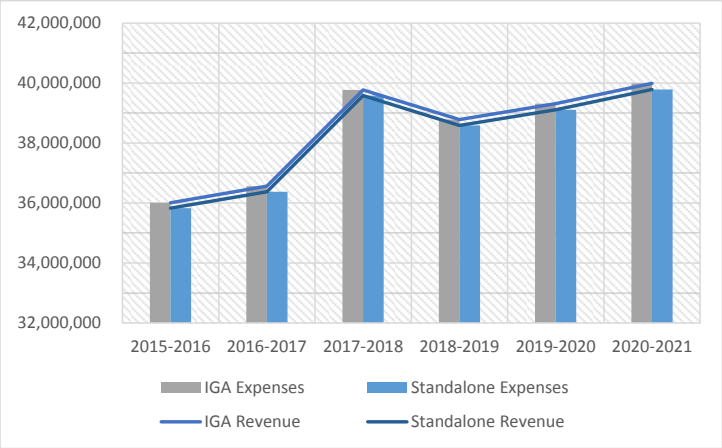


Figure 147: Option 2C RVFPD Projected Revenues, IGA Costs, and Cost Savings

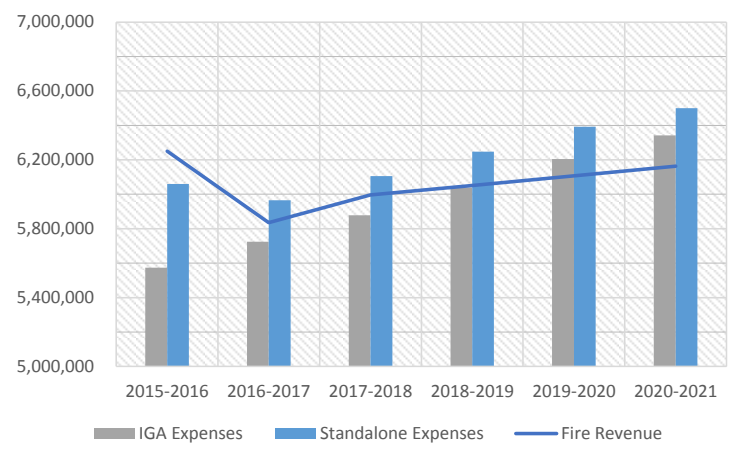
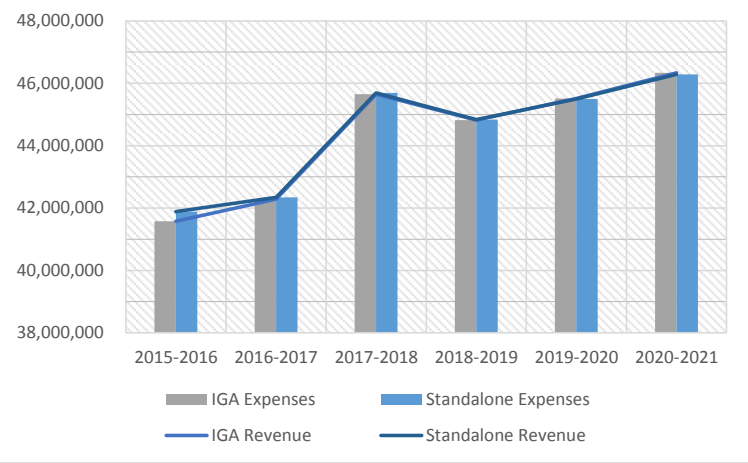


Figure 148: Option 2C Combined Projected Revenues, IGA Costs, and Cost Savings



Discussion Points

- SRFD experiences a loss with this model of $178,584 while RVFPD shows a savings of $486,397 in the first year. It is worth noting that a cost increase to the SRFD is based on the current costs and service delivery with three Battalion Chiefs. Or, to look at it another way, the SRFD is adding a second battalion (three Battalion Chiefs) for $178,584 vs. $958,244 as a stand along Santa Rosa cost.
- As shown above in the projections, revenues and expenses continue to rise with the growth in benefit costs and costs savings will gradually decline over time to supplement the increases in benefit costs.
- RVFPD will experience positive revenue to expenditure ratio (annual operating surpluses) through 2018-2019 and then experience deficit spending in future years.

Issues and impacts

- No permanent organizational restructuring commitment is made since this is a contract.
- All final decision-making power relating to capital equipment, tax rates, revenue, liabilities and service levels remains with individual organizations.
- Requires a collaborative approach to the management of the program(s) between the two policy boards/councils.
- Does not require public approval at the ballot box.
- Existing governing boards and councils are preserved.
- Administrative leaders can be pulled in multiple directions serving multiple masters.
- Three new Battalion Chief FTE's are assumed in the modeling. May free up existing FTEs for reassignment.
- Requires RVFPD to provide six captains, six engineers, six firefighters/paramedics.
- Requires blending rules, regulations, and operating procedures.
- Efficiency in administration by eliminating duplication or reassigning duplicate resources.
- Efficiencies gained in EMS, fire prevention, and training.

Fiscal Summary

ESCI has presented three variations, including a detailed financial analysis and five-year forecast, of a shared services agreement (Options 2A, 2B, and 2C) for consideration. It is recommended that Option 2A, 2B, or 2C follow an initial phase (Option one) upon the completion of the recommended key performance indicators, meant to lay groundwork by each jurisdiction prior to implementing the full shared services agreement.

Option one assumes the SRFD will provide contract services for the administration of fire prevention, training, EMS services, and battalion coverage, as well as three additional Santa Rosa Battalion Chiefs for a Regional Battalion Response program. By sharing the cost of prevention, training, and EMS services (rather than fully funding each separately), SRFD will save $184,408 the first year of the IGA while RVFPD would see an increased cost of $109,283. It should be noted, as discussed previously, that the savings to SRFD represents the difference between fully funding these additional battalion chief positions and sharing the costs with RVFPD (and potentially Windsor as well). In addition, SRFD will realize overhead savings from the sharing of existing training and EMS overhead. In future years under Option one, the respective savings/losses would vary based upon the model input assumptions, as discussed above.

For battalion coverage under Option one, the projected first year savings will vary depending upon whether or not the Windsor Fire Protection District participates in the shared cost. Should Windsor participate, the initial savings for SRFD would be $277,891 while RVFPD would save $259,181. If Windsor does not participate and SRFD would only share the cost with RVFPD, then the SRFD would still see a first year savings, but only $153,319. RVFPD would save the same amount under each scenario. Again, future savings/losses would vary based upon financial model inputs as the costs for these positions increase over time. ESCI has provided seven key financial performance indicators that should be accomplished in Option one prior to the pursuit of Option two contract for service.

Option two assumes the RVFPD executes a contract for service with the SRFD to provide a fully integrated administrative and operational fire service delivery system. The Option two models provided assume varying cost allocation assumptions based on several factors including the number of Battalion Chiefs shared and a cost sharing allocation. Again, as stated previously, that analysis assumes the addition of three battalion chiefs, and savings accrued to Santa Rosa results from sharing the cost of these added positions, shared overhead and shared supplies and services. The RVFPD allocation is either 12 percent, representing two additional staffed companies, or 16 percent which represents the percentage of personnel coming over to the SRFD from the RVFPD. All contract for service models assume the RVFPD will maintain ownership and replacement of capital equipment and facilities. In addition, the RVFPD will

maintain existing operating costs for the operation of the fire district board and volunteer program.

The table below shows the projected savings/losses between the IGA and stand-alone costs under each option for each respective agency. It is important to note that the following tables and subsequent charts only show savings/losses and do not reflect the potential for recurring expenses exceeding recurring revenue for RVFPD as shown in Figure 141. Further, Option two models do not take into account salary increases for either jurisdiction, as those numbers will need to be projected in accordance with the collective bargaining agreement. Given the proportionate amount of total expenses that salaries comprise, the presented models will see a proportional decrease in savings and increase in costs or deficits.

Figure 149: Option 2 - IGA Versus Stand-alone Cost Savings/Losses by Agency

	FY 15/16	FY 16/17	FY 17/18	FY 18/19	FY 19/20	FY 20/21
Option 2A - IGA Cost Savings/Loss						
Santa Rosa	**$1,000,602**	**$1,025,332**	**$1,050,120**	**$1,075,268**	**$1,100,740**	**$1,121,441**
Rincon Valley	**$79,504**	**-$176,004**	**-$200,086**	**-$228,340**	**-$261,395**	**-$299,232**
Option 2B - IGA Cost Savings/Loss						
Santa Rosa	**-$63,595**	**-$66,803**	**-$69,770**	**-$72,678**	**-$75,500**	**-$75,021**
Rincon Valley	**$371,407**	**$123,148**	**$106,333**	**$85,454**	**$59,871**	**$28,127**
Option 2C - IGA Cost Savings/Loss						
Santa Rosa	**-$178,584**	**-$184,826**	**-$190,805**	**-$196,757**	**-$202,646**	**-$204,336**
Rincon Valley	**$486,397**	**$241,171**	**$227,367**	**$209,532**	**$187,017**	**$157,442**

Lastly, all Option two models assume the existing level of administrative support. It is assumed that an additional Deputy Chief and Fire Inspector would be appropriate, given the increased administrative workload, and should be considered as part of a contract for service between the RVFPD and the SRFD. These two personnel cost centers represent a current annual loaded cost of $184,468 for one additional Fire Inspector and a current annual loaded cost of $302,980 for one additional Deputy Chief, for a combined increased cost of $487,448. These increased costs are displayed in the table below and subsequent charts for each of the Option two models, with a dotted line to show the additional impact of these added expenses on IGA savings/losses that will be experienced by the SRFD and the RVFPD.

Figure 150: Projected Costs by Agency for Added Deputy Chief/Inspector

	FY 15/16	FY 16/17	FY 17/18	FY 18/19	FY 19/20	FY 20/21
Total IGA Cost of Added Deputy Chief/Inspector						
	$487,448	$500,122	$513,125	$525,953	$539,102	$548,266
Option 2A Santa Rosa 84%-Rincon Valley 16%						
Santa Rosa	$419,205	$430,105	$441,287	$452,320	$463,628	$471,509
Rincon Valley	$68,243	$70,017	$71,837	$73,633	$75,474	$76,757
Option 2B/C Santa Rosa 88%-Rincon Valley 12%						
Santa Rosa	$428,954	$440,107	$451,550	$462,839	$474,410	$482,475
Rincon Valley	$58,494	$60,015	$61,575	$63,114	$64,692	$65,792

Figure 151: Option 2 - IGA Cost Savings/Losses Adding Deputy Chief/Inspector

	FY 15/16	FY 16/17	FY 17/18	FY 18/19	FY 19/20	FY 20/21
Option 2A - IGA Savings/Loss (Add DC/Insp)						
Santa Rosa	$581,396	$595,227	$608,832	$622,948	$637,112	$649,932
Rincon Valley	$11,261	-$246,021	-$271,924	-$301,973	-$336,869	-$375,990
Option 2B - IGA Savings/Loss (Add DC/Insp)						
Santa Rosa	-$492,549	-$506,910	-$521,320	-$535,517	-$549,909	-$557,495
Rincon Valley	$312,913	$63,133	$44,758	$22,340	-$4,821	-$37,665
Option 2C - IGA Savings/Loss (Add DC/Insp)						
Santa Rosa	-$607,538	-$624,933	-$642,355	-$659,595	-$677,056	-$686,810
Rincon Valley	$427,903	$181,156	$165,792	$146,418	$122,325	$91,650

The figures below illustrate graphically the information on IGA versus stand-alone savings/losses for each agency under the three scenarios modeled: Options 2A, 2B, and 2C. The blue bars represent SRFD savings or losses under the IGA, with the dashed blue line showing the impact of the added costs for a Deputy Chief and Inspector position. For example, in Option 2A below, the SRFD experiences an IGA first-year savings of just over $1 million, reduced to approximately $600,000 with the addition of the Deputy Chief and Inspector positions. Conversely, the RVFPD shown in brown, experiences a slight savings with the IGA during the first year and losses in all subsequent years under this option. Adding the two positions leads to a break-even situation the first year and even greater losses in subsequent years.

Figure 152: Option 2A Partner Cost Savings/Losses Under Shared Service Agreement

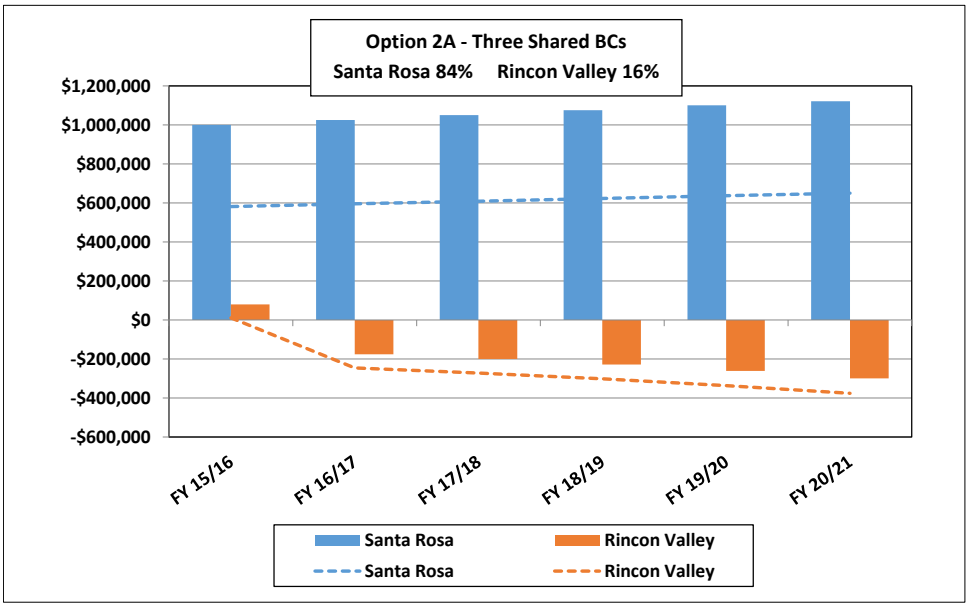


Figure 153: Option 2B Partner Cost Savings/Losses Under Shared Service Agreement

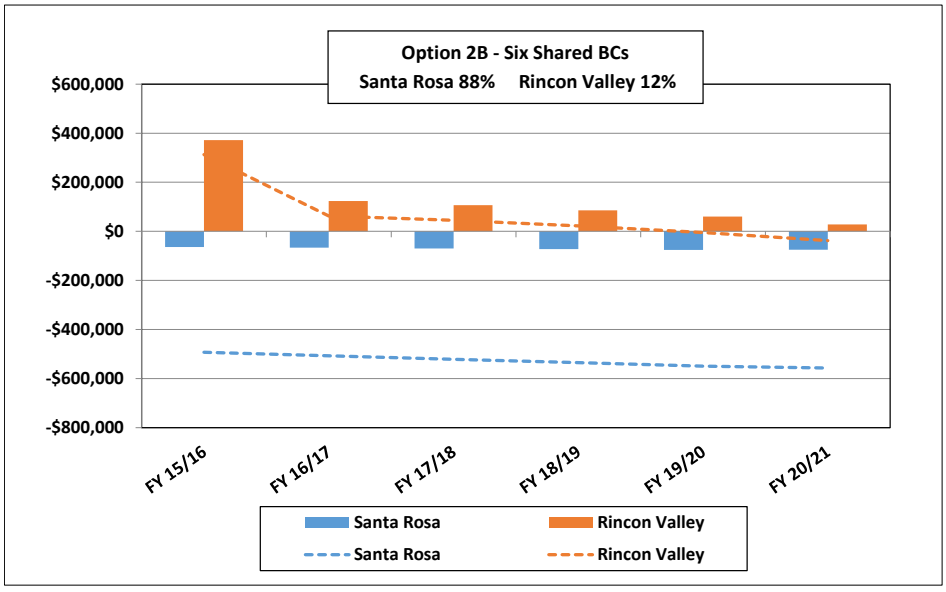
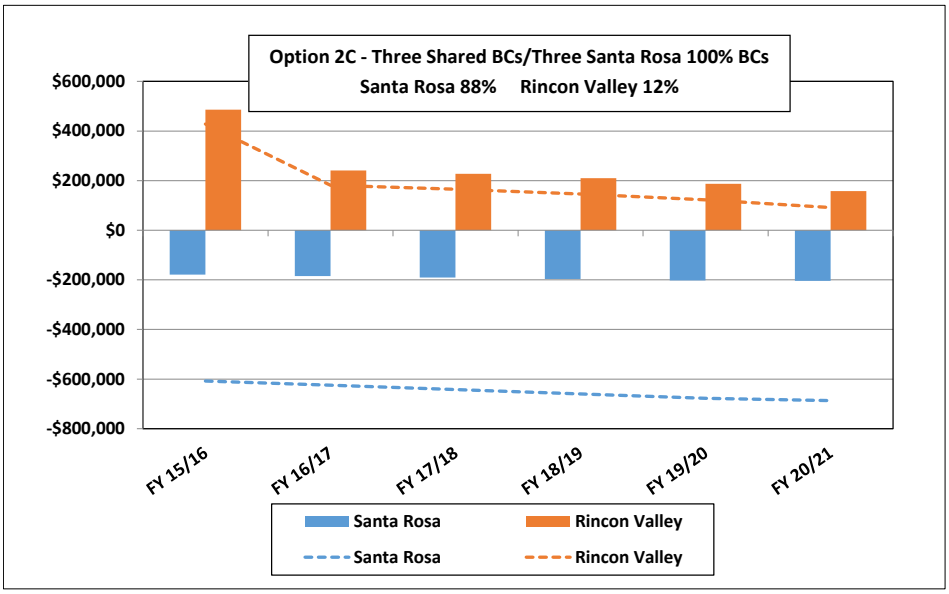


Figure 154: Option 2C Partner Cost Savings/Losses Under Shared Service Agreement



Conclusion

The study departments currently share multiple services and work together well, even more closely than most, in many regards. However, they have not yet achieved what could be considered a fully collaborative and seamless manner. Developing and expanding the existing cooperation to gain more efficiency is a logical next step. While this report and the subsequent tasks can seem overwhelming, it is important to remember this can and has been accomplished one task at a time. In the end, a fully integrated fire services system will provide enhanced service delivery for a reduced cost and better-cost control into the future.

As with many things, establishing a high performance regionalized fire protection system is not always the easy thing, but it is frequently the right thing. ESCI appreciates the opportunity to work with your agencies on this important and complex study; we are available to assist you in any way we can to help you provide the highest level of service and protection to your communities.

Santa Rosa Fire Department

Rincon Valley Fire Protection District

California

IMPLEMENTATION PLAN

Emergency Services Consulting International

Implementation Plan Document

Merging the delivery of Fire/EMS service in any format and scenario is not a simple task. A great deal of work is required to ensure the seamless transition of service from two organizations serving the study area into one. The primary focus of this effort must be to effectively manage the transition so there is no interruption of service to the community.

This Implementation Plan describes the actions that are necessary to accomplish a transfer of operational responsibility from the RVFPD to the SRFD should a contract for service between the two agencies transpire. The Plan is divided into eight functional areas:

1. Organization
2. Capital Assets and Equipment
3. Human Resources
4. Finance
5. Risk Management
6. Legal
7. Technology
8. External Relationships

Each functional area begins with a summary description of the work effort required to ensure all needs of that function have been properly addressed prior to or as an on-going element to transition. Following the summary is a comprehensive and detailed list of tasks to be completed, the outcomes intended by each task, and the person(s) or department(s) responsible for completing each task. The tasks are not listed in chronological order, as many will run concurrently.

ESCI has also included an estimate of hours required to complete each task. These estimates have been compared with other organizations that have undertaken this type of transition. Of course, there are many intangibles surrounding work hours that are not easily captured. It is safe to say that a contract for service for these two fire departments is a significant endeavor that will require countless hours from various staff, as well as newly hired employees of the fire department.

This plan includes numerous references to a Fire Services Coordinator. This will be an important position to fill as the amount of coordination between internal and external stakeholders and multi-functional areas cannot be understated.

Establishing clear authority and effective communications systems during the transition will be important, particularly as it relates to the added workload during the process. The use of interdisciplinary teams focused on developing collaborative solutions should produce efficient support systems.

Finally, keeping an open line of communications with the public will be imperative. The communities will need assurances that their fire and emergency services will continue unimpaired through the transition.

Implementation of this plan can help provide for a smooth transition of service in keeping with the core goal of providing seamless and uninterrupted delivery of fire and emergency services to the community.

Organization and Operations

The SRFD and the RVFPD have been directly providing fire and emergency services to various communities for many years. Should a contract between agencies occur, there will be a need to develop and staff an effective operating organization including administrative command and control, support and logistics, and an operational emergency staff. Additionally, it will need to build the organizational systems necessary to support the delivery of these services.

A variety of activities is necessary. Clearly defined service delivery standards of performance must be established to lay the foundation for the acquisition of resources needed to deliver that service level. Policies, procedures, and guidelines must be developed to define operational practices. Staffing plans, training systems, response assignments, and other organizational systems must be developed and implemented. A staffing plan will need to be developed and implemented listing all of the human resources needed to deliver the defined level of service within budgetary limitations.

The most pressing need is the recruitment and retention of a Fire Services Coordinator to lead this effort. This person will lead the organization pre- and post-transition and must be intimately involved in its establishment. The agencies should seek a dynamic, progressive leader with the energy and capability to transition the organizations into one robust, efficient, and effective service delivery system.

It is likely that individuals from SRFD and City of Santa Rosa may need to absorb some of the support functions required for a new system (i.e. Human Resources, Finance, Facilities, and Equipment Services). It will be very important to establish expectations and clear lines of communication and accountability to ensure quality interactions and to effectively manage new workloads.

Figure 155: Implementation Plan Document - Organization and Operations Tasks

Organization and Operations Tasks	Estimated Hours	Responsibility
1. Establish a transition team made up of key stakeholders from SRFD, the City of Santa Rosa, and RVFPD. Implement a regular meeting schedule and update process. **Outcome:** Transition activities are well coordinated and all parties are invested in a successful outcome for the community.	80	Fire Services Coordinator SRFD Staff RVFPD Staff City of Santa Rosa Staff
2. Clearly define the expected, planned level of service: a. Fire suppression b. EMS c. Fire prevention d. Hazardous materials e. Technical rescue **Outcome**: Level of service is defined allowing resources and systems to be developed and acquired to provide the designated level of service.	80	Fire Services Coordinator SRFD Fire Chief RVFPD Fire Chief
3. Create and regularly distribute public information about the transition. Emphasize that service continuity will be preserved. Create and distribute the message jointly with the City of Santa Rosa and RVFPD. **Outcome:** The public is fully informed of transition activities and its impact on them.	60	Fire Services Coordinator Santa Rosa Community Relations Santa Rosa Human Resources

Organization and Operations Tasks	Estimated Hours	Responsibility
4. Create and regularly distribute information internally about a contract transition. Create and distribute the message jointly with the City of Santa Rosa, SRFD Fire Chief, and RVFPD Fire Chief. **Outcome:** All staff members across both agencies are fully informed of transition activities and its impact on them.	90	Fire Services Coordinator Santa Rosa Community Relations Santa Rosa Human Resources SRFD Fire Chief RVFPD Fire Chief
5. Announce and establish that a single Fire Chief will lead the new system. Develop the classification specification, reporting relationships, pay, and benefits. **Outcome:** The Fire Chief is in place and ready to lead a transition implementation.	150	Fire Services Coordinator Santa Rosa City Manager RVFPD Board of Directors SRFD Fire Chief RVFPD Fire Chief
6. Prepare, refine, and finalize a staffing plan templates and position list for all operations and support positions. Establish all positions including classification specifications for each position. **Outcome:** A comprehensive staffing plan has been developed that fully supports SRFD-RVFPD defined level of service.	60	Fire Services Coordinator Human Resources SRFD Fire Chief RVFPD Fire Chief

Organization and Operations Tasks	Estimated Hours	Responsibility
7. Work with Human Resources to produce and publish notifications to hire (if needed) or transition firefighters and staff members fulfilling required staffing as indicated by staffing templates. Set deadlines well in advance of transition for receiving applications, interviews, background checks, and all testing processes. **Outcome:** All required staff members have been appointed and are in place prior to transition.	100	Fire Services Coordinator Santa Rosa Human Resources
8. Develop and establish clear lines of communication and accountability between the Fire Chief and RVFPD Board. **Outcome:** Expectations between the parties are clearly defined.	10	Fire Services Coordinator Santa Rosa City Manager RVFPD Board of Directors
9. Evaluate existing RVFPD owned apparatus for suitability. Develop apparatus specifications and develop an apparatus replacement plan. **Outcome:** The most appropriate apparatus type and configuration for SRFD operations have been defined.	Detail in Capital Asset Section	Fire Services Coordinator Santa Rosa Fleet Services Manager
10. Identify if location of SRFD fire prevention personnel conducting construction plan reviews in the Santa Rosa City Hall is feasible. If so, arrange for space and furnishings. **Outcome:** Co-location for service, if practical, promotes strong interaction between Rincon Valley and the Santa Rosa Building and Safety Department.	10	Fire Services Coordinator SRFD Prevention Division Santa Rosa Building and Safety Department
11. Develop a procedure for seamless review of new development proposals for building projects in the service area. **Outcome:** Developers experience a seamless transition of services.	16	Fire Services Coordinator SRFD Prevention Division Santa Rosa Building and Safety Department

Organization and Operations Tasks	Estimated Hours	Responsibility
12. Establish a detailed matrix for construction code elements that are reviewed by various fire prevention staff members. **Outcome:** Lines of authority and responsibility within the SRFD Prevention Division are clear and defined.	40	Fire Services Coordinator SRFD Prevention Division Santa Rosa Building and Safety Department
13. Develop and meld SRFD-RVFPD policies, procedures, and standard operating guidelines. Review current SRFD city policies, procedures and standard operating guidelines for use as a base. **Outcome:** SRFD-RVFPD policies, procedures, and guidelines are comprehensive and appropriate to achieve defined levels of service.	210	Fire Services Coordinator Santa Rosa Human Resources
14. Identify alternative revenue opportunities to support SRFD-RVFPD operations. Propose revenue opportunities for implementation as appropriate. **Outcome:** SRFD-RVFPD is capturing all appropriate revenue to support delivery of services.	40	Fire Services Coordinator SRFD Finance Manager RVFPD Board of Directors
15. Establish workflow procedures for the plans review and site inspection process. **Outcome:** Workflow expectations are clearly defined.	24	Fire Services Coordinator SRFD Prevention Division
16. Determine the most appropriate source of medical director services and execute agreements to provide that service. Consider using the current medical director. **Outcome:** Medical director services are available on the transition date.	24	Fire Services Coordinator EMS Division Battalion Chief

Organization and Operations Tasks	Estimated Hours	Responsibility
17. Identify personnel records maintained by both agencies that should be transferred into one system. Identify the most appropriate method for transferring the records and address record transfer costs. **Outcome:** Any records maintained by study agencies have been identified and transferred.	30	Fire Services Coordinator Santa Rosa Human Resources SRFD Fire Chief
18. Determine whether both agencies can continue to use the all Knox Box keys or whether certain area boxes will need to be re-keyed. **Outcome:** Access provided to all Knox Boxes installed in service area.	10	Fire Services Coordinator SRFD Building and Safety SRFD-RVFPD Staff
19. Develop effective response forces, response assignments and station order tables for the computer-aided dispatch (CAD) system covering entire service area. Forward assignments and station order tables to the dispatch provider for implementation. **Outcome:** Dispatch protocols are developed and in place by the transition date, ensuring seamless service delivery to the community.	60	Fire Services Coordinator SRFD Operations RVFPD Fire Chief
20. Develop desk or electronic manuals containing all policies and procedures for administrative functions to be performed. **Outcome:** Support staff members have the tools to assist them in performing their work.	65	Fire Services Coordinator SRFD-RVFPD Staff

Organization and Operations Tasks	Estimated Hours	Responsibility
21. Determine the exact date and time for the transition of service delivery into one responding agency. Develop a transfer of service process and notify all cooperating and area agencies of the details. **Outcome:** The transfer of service responsibility occurs with no impact on the delivery of fire and emergency services.	20	Fire Services Coordinator SRFD Fire Chief RVFPD Fire Chief
22. Acquire occupancy and inspection records for all RVFPD area businesses. **Outcome:** Fire prevention staff has any historic inspection information to use for their work.	20	Fire Services Coordinator SRFD Prevention Division RVFPD Fire Chief
23. Complete a skills, knowledge, and certification inventory for all RVFPD employees. **Outcome:** The current level of knowledge and capability of all future employees is known.	80	Fire Services Coordinator SRFD Training and Safety Division RVFPD Fire Chief
24. Based on the skills, knowledge, and certification inventory, define job requirements and skills needed that are unique to the service area; develop a training plan that maintains required personnel capability and develops personnel for succession purposes. **Outcome:** A comprehensive training program is in place and ready to be delivered to new employees prior to the date of transition.	80	Fire Services Coordinator SRFD Training and Safety Division RVFPD Fire Chief
25. Quantify existing firefighting, EMS, etc., supplies inventory that will be joined into one agency. Identify and acquire supplies that need to be in stock. **Outcome:** Supplies are available on the date of transition.	45	Fire Services Coordinator EMS Division Battalion Chief RVFPD Staff

Organization and Operations Tasks	Estimated Hours	Responsibility
26. Develop a radio communication and frequency utilization plan and procedure in conjunction and approval with Sonoma County **Outcome:** A radio communication and frequency use plan and procedure are in place by the date of transition.	65	Fire Services Coordinator SRFD Operations Division RVFPD Staff
27. Determine the mapping system that will be used for mapping mobile data computers, and map books. Produce new map systems for all apparatus. **Outcome:** Map systems using a common system are available by the date of transition.	120	Fire Services Coordinator Operations Division Deputy Chief Santa Rosa GIS Department
28. Revise the station and apparatus numbering system as needed. **Outcome:** The numbering system is established and all stations and apparatus are properly marked by the date of transition.	15	Fire Services Coordinator Operations Division Deputy Chief Santa Rosa Fleet Manager
29. Develop and deliver training for all personnel on geography, risks, and target hazards in the new service areas to which first responders may be re-assigned. **Outcome:** All personnel are familiar with the service area.	100	Fire Services Coordinator SRFD Training and Safety Division RVFPD Fire Chief
30. Apply and receive a State emergency medical services advanced life support (ALS) license if needed. **Outcome:** The State license is properly in place so that ALS delivery can continue during transition.	20	Fire Services Coordinator RVFPD Fire Chief EMS Division Battalion Chief

Organization and Operations Tasks	Estimated Hours	Responsibility
31. Purchase new firefighting and EMS equipment as needed for transitioning RVFPD staff. a. Personal Protective Equipment-for all firefighting, EMS activities b. Uniforms, badges, etc. c. Helmets d. Footwear e. Medical Equipment **Outcome:** Equipment consistency is provided to ensure safe, effective operations.	120	Fire Services Coordinator Operations Division Deputy Chief
32. Develop a list of community fire prevention programs currently delivered by both agencies. Determine which of these will be delivered in the future. **Outcome:** The type and level of fire prevention services to be delivered is determined.	20	Fire Services Coordinator
33. Implement State and County EMS protocols for all levels of EMS service to be provided. Gain approval by current medical director and Sonoma County EMSA **Outcome:** EMS protocols are developed so that appropriate levels of EMS service can be delivered.	30	Fire Services Coordinator SRFD EMS Division RVFPD Staff

Capital Assets and Equipment

The effective delivery of fire and emergency services requires the use of facilities, apparatus, equipment, and supplies. SRFD and RVFPD own assets that are currently operating in the service area.

During the course of the transition, a variety of tasks will be required related to a transition to contract for services conversion. Facilities, apparatus, and equipment will need to be inventoried and agreements reached on the terms and timing for transition. The current condition of each asset will need to be identified and any required repairs completed prior to transition.

Systems to provide ongoing repair and maintenance for all facilities, apparatus, and equipment will need to be developed and resources to conduct that work acquired. Contracts for service and repair vendors will need to be reviewed and amended as needed.

The suitability of apparatus should be evaluated. If apparatus type changes are needed, the acquisition process should begin early in the transition process.

An updated supplies inventory will need to be identified and sufficient quantities of supplies acquired. This includes office supplies, station operation and maintenance supplies, and more.

Agreements must be reached with both agencies for specific control of assets and inventory. Developing a plan for the seamless transition of capital asset management is critical.

Figure 156: Implementation Plan Document - Capital Assets

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
1. Develop an overall Fleet Master Plan. SRFD and RVFPD staff to establish a mutually agreeable fleet plan. Evaluation of assigned fleet resource for condition and serviceability. Determine minimum standards for fleet acceptance. **Outcome:** A Fleet Master Plan listing apparatus reflecting the most appropriate quantity and type of front line and reserve equipment.	200	Fire Services Coordinator SRFD Administration Division RVFPD Fire Chief Santa Rosa Facilities Manager Santa Rosa Fleet Manager
2. Review workload of facilities management staff and determine if additional staffing and other resources are needed. **Outcome:** Adequate staffing and resources are available to conduct facilities maintenance.	20	SRFD Administration Division RVFPD Fire Chief Santa Rosa Facilities Manager
3. Perform a space needs assessment study to identify and acquire building space, if needed, for additional administration space based on but not limited to the following criteria: a. Employee count b. Functional needs c. Connectivity (telephone, computer, radio) d. Parking e. Power f. Growth planning **Outcome:** Suitable building space is available for administrative personnel.	60	SRFD Administration Division RVFPD Fire Chief Santa Rosa Facilities Manager

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
4. Evaluate the fleet to determine if surplus apparatus/vehicles exist and if sufficient numbers of apparatus by type are available. Surplus or acquire apparatus/vehicles as needed based on the evaluation. **Outcome:** The apparatus fleet reflects the most appropriate quantity and type of equipment.	45	SRFD Administration Division RVFPD Fire Chief Santa Rosa Fleet Manager
5. Complete a current condition assessment of all RVFPD fire stations: a. Conduct inspection b. Identify maintenance and repair needs c. Determine responsibility for repairs required prior to the transfer of operation. **Outcome:** Facilities staff has a thorough understanding of the current condition of all stations and any repair work required prior to a transition.	60	SRFD Administration Division RVFPD Fire Chief Facilities Manager
6. Review deeds of RVFPD fire station/land to determine appropriate measures for transition to a contractual services agreement. Determine continued ownership, ongoing maintenance, and capital budget improvements of all facilities. **Outcome:** Deeds properly reflects determined ownership, and maintenance prior to transition.	40	Fire Services Coordinator SRFD Administration Division RVFPD Fire Chief
7. Acquire maintenance and repair records for all apparatus. **Outcome:** Fleet managers fully understand the condition of the fleet; can anticipate ongoing maintenance costs and outstanding needed repairs.	80	Fire Services Coordinator SRFD Administration Division RVFPD Fire Chief Santa Rosa Fleet Manager

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
8. Determine the number of garage spaces available for fire apparatus. Identify available space to house active and reserve apparatus for which no garage space currently exists or develop a plan to fund and construct new space. **Outcome:** Suitable indoor apparatus storage is available for those vehicles that need it.	16	Fire Services Coordinator SRFD Administration Division RVFPD Fire Chief Facilities Manager
9. Develop an accurate inventory of all equipment, radios, station inventory, and other assets currently in possession. Reach agreement with SRFD and RVFPD on inventory control and ownership. **Outcome:** All agencies' assets have been inventoried by the date of transition.	45	Fire Services Coordinator SRFD Administration Division RVFPD Fire Chief Santa Rosa Facilities Manager
10. Identify station maintenance that will be provided for RVFPD fire stations and the staffing/budget needed to support that service. Include responsible agency, entity and appropriate costs in future facilities budgets for fire stations. **Outcome:** The impact of the additional work is identified and resources are available to maintain facilities.	40	Fire Services Coordinator SRFD Administration Division RVFPD Fire Chief Santa Rosa Facilities Manager
11. Identify outside contracts for RVFPD station equipment and services such as communication/tech services, generator maintenance, alarm system maintenance, appliance maintenance, landscaping, etc. **Outcome:** All outside contracts are amended and in place.	45	Fire Services Coordinator SRFD Administration Division Santa Rosa Facilities Manager

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
12. Decide how newly acquired RVFPD replacement fleet costs will be budgeted, charged and paid for. **Outcome:** The most appropriate method for charging fleet costs has been determined.	30	Fire Services Coordinator SRFD Administration Division Santa Rosa Fleet Manager Santa Rosa Finance
13. Determine if the SRFD fleet records management system is capable to track newly acquired RVFPD apparatus and vehicle maintenance history. **Outcome:** Apparatus and vehicle maintenance and repair are accurately tracked in a fleet records system.	25	Fire Services Coordinator SRFD Administration Division Santa Rosa Fleet Manager Santa Rosa Finance
14. Establish preventative maintenance schedules for all RVFPD apparatus and vehicles. **Outcome:** Schedules are in place on the date of transition.	20	Fire Services Coordinator SRFD Administration Division Santa Rosa Fleet Manager
15. Identify additional shop equipment, parts, and supplies needed for RVFPD fleet place into inventory. **Outcome:** All owned shop equipment, parts, and supplies devoted to Fire/EMS operations have been identified and inventoried.	10	Fire Services Coordinator Santa Rosa Fleet Manager
16. Identify the annual cost of fleet maintenance and repair for future department budgets. **Outcome:** SRFD/RVFPD has budgeted sufficient funds for fleet repair and maintenance.	20	Fire Services Coordinator Santa Rosa Fleet Manager Santa Rosa Finance Manager

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
17. Identify parts that should be in stock for apparatus. Purchase and/or identify a ready source for the parts. **Outcome:** Parts are readily available to ensure a minimum of apparatus downtime.	30	Fire Services Coordinator Santa Rosa Fleet Manager
18. Acquire fuel cards for apparatus. **Outcome:** A source of fuel for apparatus has been determined and made available.	10	Fire Services Coordinator Santa Rosa Fleet Manager
19. Re-key all RVFPD facilities to allow SRFD staff access. **Outcome:** The access to fire stations has been provided.	10	Santa Rosa Facilities Manager
20. Recruit, hire, and train new equipment service employees as needed based on a staffing study. **Outcome:** New staff is employed and ready to begin service on the date of transition.	30	Fire Services Coordinator Santa Rosa Fleet Manager
21. Determine future legal joint use/ownership of buildings and land of all RVFPD fire stations. **Outcome:** All stations and properties are legally available and ownership is defined by a contract agreement.	20	Fire Services Coordinator Santa Rosa Legal Counsel RVFPD Board of Directors Santa Rosa Fleet Manager Santa Rosa Finance Manager

Capital Assets and Equipment Tasks	Estimated Hours	Responsibility
22. Adopt and fund capital vehicle and equipment replacement schedule and plan utilizing standard costing and life span assumptions Outcome: Capital replacement schedule is adopted and funded by the Santa Rosa City Council and RVFPD Board of Directors.	10	Fire Services Coordinator Santa Rosa Fleet Manager RVFPD Board of Directors Santa Rosa City Council Santa Rosa Finance Manager

Human Resources

The delivery of fire and emergency services is a human resource intensive function. The SRFD will need to equip and train RVFPD personnel and may need to hire new members and have them ready to provide service by the date of transition. Much work is involved to accomplish this.

Human resource rules and policies will need to be established with baseline policy derived from City of Santa Rosa and SRFD. Ideally, the existing rules can be employed with minor modifications as a basis for future application.

Wages, benefits, and other considerations must be determined. Insurance plans will need to be established, the status of health plans determined, and benefits coordinated between insurance plans.

Records systems need to be established and relevant information entered into these systems. Labor representation will need to be determined and any agreements developed as necessary. Outside agencies, such as CALPERS will need to be notified.

A recruitment, testing, and hiring process may be required. This is a time of intensive activity and should begin as quickly as possible. All RVFPD employees will require orientation and training in advance of the date of transition. This training includes required compliance training (EEO, substance abuse, workplace, etc.) and job-specific training so that personnel are able to provide effective service on the date of transition.

The use of interdisciplinary teams for this transition activity will be important. Systems established for all employees will impact a variety of support departments. Coordination is important in order to develop ongoing support capability that has the least impact on Santa Rosa.

Figure 157: Implementation Plan Document - Human Resources

Human Resources Tasks	Estimated Hours	Responsibility
1. Review potential added Human Resources workload and determine if additional staffing is needed to effectively manage the workload. **Outcome:** Human Resource workload is quantified and resources required to support the workload have been identified for payroll administration, records, employee relations, benefits administration, labor relations, legal, and training.	30	Fire Services Coordinator SRFD Administration Division Santa Rosa Human Resources
2. Determine the number, rank, and benefit packages of RVFPD employees who will migrate to SRFD employment. **Outcome:** The number and data of potential employees have been identified.	10	Fire Services Coordinator SRFD Administration Division Santa Rosa Human Resources RVFPD Staff
3. Determine and assign classification specifications for all migrating RVFPD employees. **Outcome:** Classification specifications are assigned for all incoming employees.	80	Fire Services Coordinator SRFD Administration Division Santa Rosa Human Resources Labor Consultants
4. Identify wages, benefits, and other considerations for any newly hired RVFPD employees. **Outcome:** The wage and benefit packages have been identified.	40	Fire Services Coordinator SRFD Administration Division Santa Rosa Human Resources Labor Consultants RVFPD Staff

Human Resources Tasks	Estimated Hours	Responsibility
5. Recruit, select, and hire employees as needed: a. Battalion chiefs b. Captains c. Engineers d. Firefighters e. Paramedics f. Office staff g. Mechanics h. Fire Marshal i. Fire Inspectors j. Others as needed **Outcome:** All positions are filled with qualified employees in time to conduct required training prior to the date of transition.	240	Fire Services Coordinator SRFD Administration Division Santa Rosa Human Resources
6. Develop curriculum and deliver orientation training to all migrated RVFPD personnel. **Outcome:** A quality orientation training has been established and delivered.	80	Fire Services Coordinator SRFD Administration Division Santa Rosa Human Resources
7. Identify RVFPD personnel file information and information to be maintained by Santa Rosa Human Resources. Establish procedures to ensure information is routed correctly. **Outcome:** Complete personnel files are maintained.	40	Fire Services Coordinator SRFD Administration Division Santa Rosa Human Resources RVFPD Staff

Human Resources Tasks	Estimated Hours	Responsibility
8. Develop a plan to ensure labor representation for the new members: a. Line Staff b. Management staff c. Administrative staff **Outcome:** Labor representation concepts have been identified, described, and implemented.	80	Fire Services Coordinator Santa Rosa Human Resources Labor Consultants Santa Rosa Legal
9. Add lateral entry provisions to the recruitment rules to support efficient appointments of experienced personnel. **Outcome:** Qualified and experienced personnel can be quickly hired.	35	Fire Services Coordinator SRFD Administration Division Santa Rosa Human Resources
10. Develop program for RVFPD employees to be included in insurance programs. Develop an orientation plan for health benefit programs. **Outcome:** Employee eligibility and orientation curriculum for health insurance programs have been established.	45	SRFD Administration Division Santa Rosa Human Resources
11. Should migrating RVFPD staff fall under CALPERS, provide notice to PERS that SRFD has expanded the positions of safety and non-safety personnel. **Outcome:** Proper notice has been provided to PERS.	10	SRFD Administration Division Santa Rosa Human Resources
12. Deliver compliance training to all RVFPD employees (EEO, workplace harassment, substance abuse, etc.) **Outcome:** All RVFPD employees have received quality compliance training prior to the transition date.	60	SRFD Administration Division Santa Rosa Human Resources

Human Resources Tasks	Estimated Hours	Responsibility
13. Establish a process and contractor to conduct and monitor elective or mandatory annual medical exams (policy decision). **Outcome:** Employees are provided required annual medical exams.	20	SRFD Administration Division Santa Rosa Human Resources
14. Identify the source of health benefits and deferred compensation programs for migrated RVFPD employees. **Outcome:** Plans offered to migrated RVFPD employees are in place.	30	SRFD Administration Division Santa Rosa Human Resources Labor Consultants

Finance

The City of Santa Rosa will need to augment the current capacity of budget and accounting services. Establishing highly efficient systems will be a very important consideration during the transition. The contract for service may incur a variety of costs, including appointment of new, and migrated fire department employees in advance of the actual date of transition.

Purchase agreements and open purchase orders may need to be reviewed and modified. An asset tracking system will need to be expanded to ensure all assets are accurately recorded. A new five-year capital improvement plan will need to be developed and adopted.

All new employees will need to be trained on accounting and purchasing procedures. Decisions will need to be made regarding the level of financial analysis capability and level of qualified personnel added to perform those functions.

This is yet another area where use of interdisciplinary teams will be very important. Contracting agreements that will be reached will impact the workload of the finance function. Reviewing and developing highly efficient systems must be a critical consideration.

Figure 158: Implementation Plan Document - Finance

Finance Tasks	Estimated Hours	Responsibility
1. Identify and appropriate funding costs for an all-inclusive SRFD contract for service in the RVFPD area. **Outcome:** Sufficient funds are available to complete transition activities.	80	Fire Services Coordinator Santa Rosa Finance Manager
2. Establish and implement a process to ensure active coordination between various city and district staff members managing finance functions. **Outcome:** All financial related systems are coordinated and support agency operations.	80	Fire Services Coordinator Santa Rosa Finance Manager Santa Rosa Information Technology Santa Rosa Human Resources RVFPD Staff
3. Identify the type and level of financial administration capacity that should exist within administrative staff for the following activities: a. Budget development and reporting b. Annual audit preparation c. Other accounting activities d. Coordination with other departments in the city. **Outcome:** Fiscal administration capability has been defined and the source of that capability identified.	16	Fire Services Coordinator Santa Rosa Finance Manager Santa Rosa Information Technology

Finance Tasks	Estimated Hours	Responsibility
4. Coordinate any labor agreements regarding employee compensation with finance staff in the city and district to ensure financial systems and payroll can accommodate accounting requirements. **Outcome:** Financial systems can efficiently support employee compensation processing.	30	Fire Services Coordinator Santa Rosa Finance Manager Santa Rosa Information Technology Santa Rosa Human Resources RVFPD Staff
5. Determine if current internal finance department staffing levels can manage the anticipated new workload associated with absorbing additional staff from RVFPD. Identify and quantify staff and other resources that will be needed. **Outcome:** Finance workload is quantified and resources in place to support staff members have been identified.	40	Fire Services Coordinator Santa Rosa Finance Manager
6. Ensure cost centers within the financial accounting system so that costs can be appropriately attributed to functional activities for both SRFD and RVFPD. **Outcome:** Cost centers are established that provide detailed functional area cost accounting information.	20	Fire Services Coordinator Santa Rosa Finance Manager
7. Confirm that all RVFPD assets are accurately recorded and labeled as RVFPD in an asset management system. Update the system as needed. **Outcome:** A complete and accurate list of all assets is available.	40	Fire Services Coordinator Santa Rosa Finance Manager RVFPD Staff

Finance Tasks	Estimated Hours	Responsibility
8. Identify and establish open purchase orders needed to support agency operations in the RVFPD area. **Outcome:** Open purchase orders are in place to support activities.	45	Fire Services Coordinator Santa Rosa Finance Manager
9. Identify any additional need for purchasing cards for operations. Provide the policy and procedure for the use of purchasing cards to incoming staff. **Outcome:** Purchasing cards are provided to appropriate agency employees, procedures are in place for their use, and training on the procedures has been provided.	20	Fire Services Coordinator Santa Rosa Finance Manager

Risk Management

Risk management services include health and safety services as well as insurance programs. A variety of activities must be completed prior to the date of transition.

All RVFPD fire stations will need to be evaluated for safety and compliance concerns and corrections made prior to transition.

Insurance policies will need to be updated to reflect direct service delivery. Workers' compensation coverage will need to be obtained and coordinated with employee health insurance programs.

Databases and other records systems will need to be established and updated to properly track claims activity. Employee wellness/fitness programs will need to be established.

Decisions will need to be made regarding the provider of risk management services and any third party administration. Predicted new workload and the current capability of City of Santa Rosa and SRFD resources will be key considerations in this process.

Figure 159: Implementation Plan Document - Risk Management

Risk Management Tasks	Estimated Hours	Responsibility
1. Work with Information Technology to develop a property and liability claims database for RVFPD. **Outcome:** A property and liability claims database is in place.	30	Fire Services Coordinator Santa Rosa Information Technology Santa Rosa Risk Management RVFPD Staff
2. Identify sources and costs for contracted EAP and wellness/fitness programs for migrating RVFPD employees. Contact vendor relationships as appropriate. **Outcome:** Wellness/fitness programs are available to all SRFD and RVFPD employees.	35	Fire Services Coordinator Santa Rosa Human Resources Santa Rosa Information Technology RVFPD Staff
3. Conduct inspections of RVFPD facilities to identify any potential risk issues, such as code compliance, OSHA, etc., that may be present (in conjunction with Facilities). **Outcome:** All risk issues have been identified and resolved by the date of transition.	50	Fire Services Coordinator Santa Rosa Human Resources Santa Rosa Risk Management Santa Rosa Facilities Manager Santa Rosa Public Works RVFPD Staff
4. Coordinate health benefits coverage with workers' compensation coverage provided employees migrating from RVFPD. **Outcome:** Health insurance and workers' compensation benefits coverage have been coordinated.	30	Fire Services Coordinator Santa Rosa Human Resources Santa Rosa Risk Management RVFPD Staff

Risk Management Tasks	Estimated Hours	Responsibility
5. Provide RVFPD employee payroll information to Risk Management for insurance application updates. **Outcome:** Information is provided that allows insurance applications to be updated.	16	Fire Services Coordinator Santa Rosa Human Resources Santa Rosa Risk Management RVFPD Staff
6. Transition RVFPD workers' compensation coverage. Identify any alternative coverage as appropriate. **Outcome:** A Santa Rosa administrator has been identified with the capacity to support scope of new workers' compensation.	20	Fire Services Coordinator Santa Rosa Human Resources Santa Rosa Risk Management RVFPD Staff
7. Obtain and review copies of workers' compensation claim files for RVFPD employees. **Outcome:** Information about active workers' compensation claims has been obtained.	20	Fire Services Coordinator Santa Rosa Human Resources Santa Rosa Risk Management Santa Rosa City Attorney RVFPD Staff
8. Set up all new employees in a workers' compensation database. **Outcome:** All new employees are entered into the workers' compensation database.	20	Fire Services Coordinator Santa Rosa Human Resources Santa Rosa Risk Management
9. Determine if current staffing levels can manage the anticipated future workload. Identify staff and other resources that will be needed. **Outcome:** Risk Management workload is quantified and resources required to support that workload have been identified.	30	Fire Services Coordinator Santa Rosa Human Resources Santa Rosa Risk Management

Risk Management Tasks	Estimated Hours	Responsibility
10. Work with insurance broker/carriers to update all applicable insurance applications: a. Workers' compensation, adding new full-time workers b. Property and equipment c. Motor vehicles d. General liability **Outcome:** Insurance is in effect providing coverage when needed.	60	Santa Rosa Human Resources Santa Rosa Risk Management

Legal

Legal services will be required throughout the process of transitioning to a contract environment. Both SRFD and RVFPD may need to review, negotiate, and execute a long list of agreements with other agencies and entities. These include cooperative service agreements (hazardous materials response), mutual and automatic aid agreements, purchase of services agreements (heavy equipment, dispatch), and more. Legal review of these documents will be required.

As transition discussions progress, legal services will be needed to interpret these various agreements and contained provisions to ensure a smooth, legal transition.

There will likely be disagreements between various parties about how the transition should occur and details regarding assets, employees, and the like. It will be very valuable to have an effective dispute resolution process in place so these disagreements can be resolved quickly.

Figure 160: Implementation Plan Document - Legal

Legal Tasks	Estimated Hours	Responsibility
1. Identify and implement a dispute resolution process to address disagreements regarding transition issues, costs, and activities. **Outcome:** A dispute resolution process has been implemented and disagreements are resolved through this process.	40	Fire Services Coordinator Santa Rosa Human Resources Santa Rosa City Attorney RVFPD Staff
2. Discuss and analyze legal transfer of all fleet and facility resources into one fleet. **Outcome:** All fleet resources, facilities, and land ownership have been resolved and memorialized.	30	Fire Services Coordinator Santa Rosa City Attorney Santa Rosa Public Works RVFPD Staff
3. Provide legal effort to permit SRFD to enforce all Federal, State, County, and City Fire Codes in RVFPD area. **Outcome:** SRFD has authority to enforce the Fire Code and various relevant codes.	24	Fire Services Coordinator
4. Identify and modify all applicable contracts and agreements as required to reflect a contract for service operational service delivery: a. Dispatch b. Radio Frequency Use c. Sonoma County Medical Director d. Mutual and Automatic Aid Agreements **Outcome:** All contracts and agreements have been modified and re-executed, as needed, by the date of transition.	60	Fire Services Coordinator RVFPD Staff

Legal Tasks	Estimated Hours	Responsibility
5. Negotiate and execute automatic and mutual aid agreements with all regional and area service providers and public safety agencies. **Outcome:** All automatic and mutual aid agreements have been modified and re-executed by the date of transition.	60	Fire Services Coordinator Santa Rosa City Attorney RVFPD Staff
6. Monitor transition activities for legal concerns. Review all agreements between the two agencies and various other regional agencies and entities. **Outcome:** Potential legal risk has been identified and resolved.	60	Fire Services Coordinator Santa Rosa City Attorney RVFPD Staff

Technology

The use of technology is essential to the delivery of services and provides opportunity to maximize the effectiveness of those services. SRFD will need to ensure that various technologies are available for its use before expanding and including a new contracted service area. These include telecommunications equipment, computer software and hardware, radios, and computer networks.

A thorough technology needs assessment must be prepared to ensure that technology acquisitions support the new mission. Service improvement opportunities through technology should be identified at this stage to provide maximum value to the organization.

Appropriate technology must be available prior to the date of contract service. System "cut-over" agreements must be reached with the RVFPD to ensure uninterrupted service.

Figure 161: Implementation Plan Document - Technology

Technology Tasks	Estimated Hours	Responsibility
1. Conduct a walk-through of each RVFPD station to review existing network, computer, and telecom equipment and systems. **Outcome:** A full and accurate inventory of existing IT systems has been developed.	28	Fire Services Coordinator Santa Rosa Public Works Santa Rosa Information Technology RVFPD Staff
2. Santa Rosa information technology personnel to identify computer hardware, software, and other system components that may need to be installed in RVFPD facilities and apparatus. **Outcome:** A full and accurate inventory of existing system components has been developed.	80	Fire Services Coordinator Santa Rosa Public Works Santa Rosa Information Technology RVFPD Staff
3. Confirm the type and make of the telephone system used in RVFPD fire stations. **Outcome:** A full and accurate inventory of telecommunications equipment has been developed.	30	Fire Services Coordinator Santa Rosa Public Works Santa Rosa Information Technology RVFPD Staff

Technology Tasks	Estimated Hours	Responsibility
4. Evaluate existing network connectivity and performance. Identify the ideal pathway and configuration options to transition to SRFD computer network systems. **Outcome:** The best solution for network configuration that provides high performance has been identified.	40	Fire Services Coordinator Santa Rosa Public Works Santa Rosa Information Technology RVFPD Staff
5. Complete a technology needs assessment and plan to determine and quantify hardware and software requirements to fully support all operations: a. Office use systems b. Communications equipment (cell, radios, tablets, electronic patient care reporting systems -EPCR) c. Mobile systems (MCT, mobile laptops for operations, etc.) d. Mobile Command Post Systems **Outcome:** Technology needs have been thoroughly assessed and a plan for implementation developed.	80	Fire Services Coordinator Santa Rosa Public Works Santa Rosa Information Technology RVFPD Staff
6. Determine if current Santa Rosa staffing levels can manage the anticipated new workload associated with contracting with RVFPD. Identify and quantify staff and other resources that will be needed. **Outcome:** Technology Services workload is quantified and resources required to support that workload have been identified.	20	Fire Services Coordinator Santa Rosa Information Technology

Technology Tasks	Estimated Hours	Responsibility
7. Based on inventories and needs assessment, purchase and install new technology equipment, network connectivity, telephone systems, etc., as needed. **Outcome:** Technology systems and equipment have been acquired and installed as of the date of transition.	40	Fire Services Coordinator Santa Rosa Public Works Santa Rosa Information Technology RVFPD Staff
8. Evaluate available fire records management systems (RMS). Acquire, implement, and install suitable software as needed. Develop policies and procedures for system training and use. **Outcome:** SRFD fire records management system has been modified to accept RVFPD records and installed prior to the date of transition.	40	Fire Services Coordinator Santa Rosa Information Technology RVFPD Staff
9. Develop curriculum and deliver training to new RVFPD employees on the use of computer systems, telephone systems, and other technology. **Outcome:** All RVFPD employees have received training on the technology systems they will use during the course of their employment.	120	Fire Services Coordinator Santa Rosa Information Technology RVFPD Staff

External Relationships

No single agency can provide effective delivery of service without the cooperation of other regional service providers. SRFD will need to strengthen relationships and communicate clearly prior to and after a transition to a joint contract service model with the RVFPD.

Partnerships for the delivery of specialized services will need to be identified and agreements set in place. This includes Fire/EMS service delivery, hazardous materials response, technical rescue services, and fire prevention programs. Constantly reviewing and developing cooperative programs with regional agencies will provide residents a high level of service.

Establishing effective regional partnerships will enhance the overall quality of service provided to the community.

Figure 162: Implementation Plan Document - External Relationships

External Relationship Tasks	Estimated Hours	Responsibility
1. Identify additional regional relationships in which SRFD can ensure a smooth transition, such as regional arson investigation programs, public education, and regional juvenile fire setter education programs. Determine the need to maximize the above services if needed. **Outcome:** Additional regional relationships have been identified.	20	Fire Services Coordinator
2. Create an agreement and set up procedures to accomplish EMS supply chain between an appropriate local hospital or vendors for the newly contracted area. Explore the ability to resupply a larger service area, and by what means. **Outcome:** EMS re-supply agreements and procedures are in place at the agreed upon by the date of transition.	36	Fire Services Coordinator Santa Rosa EMS Deputy Chief Santa Rosa City Attorney
3. Review and modify, if needed, any automatic and mutual aid agreements between SRFD and RVFPD and regional departments for improved service delivery. Negotiate and execute agreements as appropriate. **Outcome:** Signed agreements are in place prior to transition.	30	Fire Services Coordinator Santa Rosa City Attorney

Implementation

This implementation plan describes the work to be accomplished to effect the transition of dual service delivery model to a contract for service between the SRFD and RVFPD. There is a great deal of work to be done regardless of the timeframe. Key considerations to ensure success include:

1. Establishing clear lines of authority and accountability.
2. Ensuring constant and comprehensive communication between the various SRFD and RVFPD staff and other internal and external interests.
3. Detailing each task into an action plan to fully define the work effort involved.
4. Keeping the public and employees fully informed of activities and progress.

Authority and Accountability

There needs to be one person to which responsibility clearly rests for the accomplishment of this plan. This person needs to have the organizational placement required to ensure his or her authority regarding this transition plan is respected.

All who have responsibility to accomplish tasks outlined in this plan need to be held accountable. Reporting systems must be in place to identify the level of progress on the plan at key milestones.

Communication

Many tasks outlined in this plan involve more than one city department or interest. Developing systems to ensure constant and productive communication between the various stakeholders will be important to success.

Multi-disciplinary teams should be established to ensure the work of one department or interest does not adversely affect the work of another. These teams should also ensure that work is not duplicated.

Regular progress meetings should be conducted so that all stakeholders understand the progress and challenges of others. Further, these meetings will help coordinate efforts to avoid duplication or progress along different paths.

Documenting progress in written form will also provide value. Written progress reports provide a ready reference to all stakeholders as to the status of the transition effort, challenges being encountered, and a listing of tasks completed.

Action Plans

This Implementation Plan provides a comprehensive and detailed list of tasks to be accomplished. Detailing each task into a written action plan will help to define potential

roadblocks, describe special resources that may be required, identify unexpected inter-relationships, and define critical milestones.

The following is an example action plan form that could be used for this effort. These plans should be shared with other stakeholders, particularly those who are involved in task accomplishment.

Figure 163: Sample Transition Action Plan

SRFD/RVFPD – Transition Action Plan				
Task:				
Start Date:		**End Date:**		
Task Lead:		**Assisting:**		
Action Steps	**Start Date**	**End Date**	**Person Assigned**	**Resources Required**
Desired Outcome:				
Special Considerations:				
Results:				

Public Information

Providing frequent information to the public will be important to the transition's success. The public will be understandably concerned about the future of their fire and emergency services as a result of changing to a contract for service model between these two agencies.

Information should be provided on a regular basis identifying progress on the Implementation Plan, and details about how service will be delivered should be included. As early as possible, contact information for individuals responsible for the plan such as the Santa Rosa Fire Chief, the assigned Fire Services Coordinator should be provided to the public. The public should be able to communicate concerns or special needs during a transition by sharing those directly.

Appendix A: Table of Figures