

Contents

I. Paso Robles Fire and Emergency Services Review and Staffing	1
II. Current Response Challenges	2
III. Workload	5
IV. Options/Possible Alternatives	6
1) Do Nothing.....	6
2) Contract with CAL FIRE.....	6
3) Consolidate with neighboring Fire Department.....	7
4) Develop a Public Safety Organization.....	8
5) Enhance Current Staffing.....	9
V. Recommendations	14

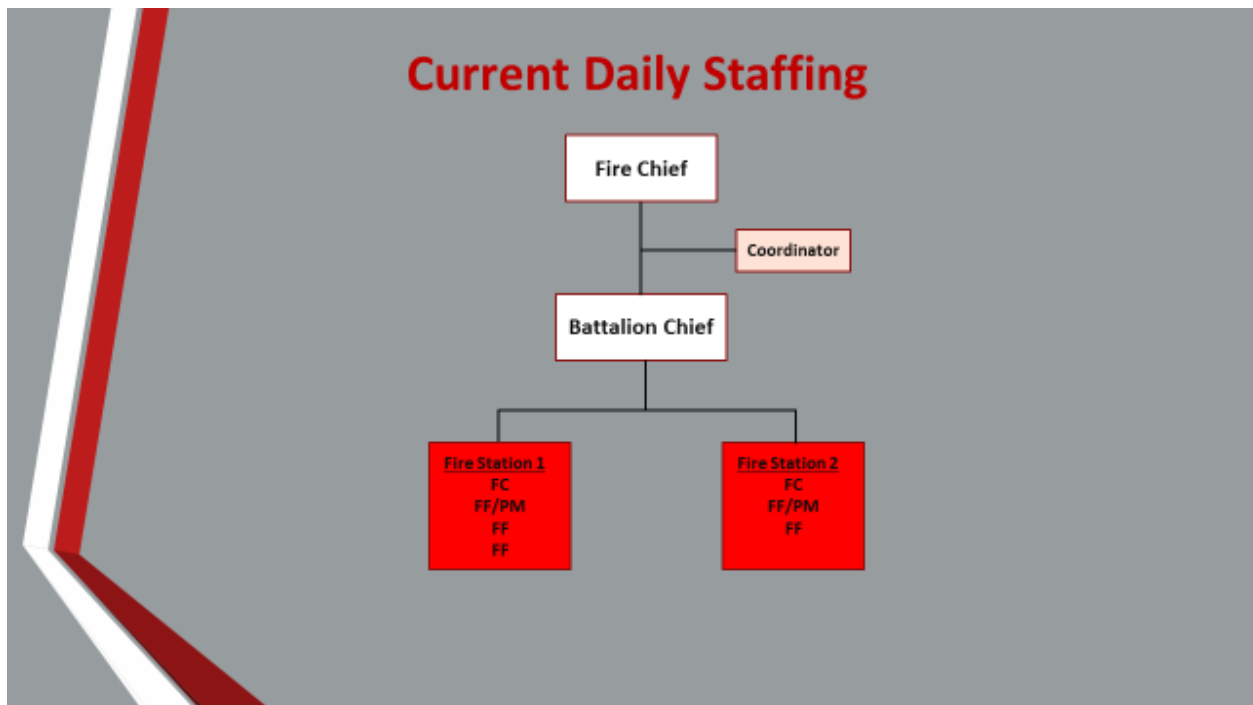
I. Paso Robles Fire and Emergency Services Review and Staffing

The City of Paso Robles is 19.9 square miles with varied terrain, bisected by a highway, a river with three bridge crossings, and a railroad. The resident population for the City is 31,398. The General Plan has projected a build out of the City at 44,000 residents.

The City is blessed with an historic downtown built around a park that is a magnet for tourists and residents. The charm and hometown feeling from the downtown permeates the entire community.

The City is growing in a positive way with hotels leading the way to capitalize on the growth in the tourism and wine industries. The proposed hotel and residential development in our community will make us a worldwide destination resort for many years to come.

The Paso Robles Emergency Services Department currently has two fire stations budgeted to be staffed with seven firefighters a day and a 40 hour battalion chief. The Emergency Services Department is an all hazard emergency response organization. We respond to any manmade or natural disaster with personnel that are equipped and trained for any and all emergencies.



II. Current Response Challenges

Governing Standards:

- California Health and Safety Code Division 2.5 - Emergency Medical Services System and the Prehospital Emergency Medical Care Personnel Act.
- National Fire Protection Association (NFPA) develops and publishes more than 300 codes and standards intended to eliminate death, injury, property and economic loss due to fire, electrical, and related hazards.
- Assembly Bill 1127 – California employers will now be subject to much greater civil penalties and new huge criminal penalties for violations of Cal/OSHA regulations.
- Paso Robles Resolution No. 00-269. Growth Management Plan. Paso Robles City Council determined the need to enhance fire and life safety responses to the citizens of Paso Robles.
- City of El Paso de Robles General Plan 2003, Safety Element – The Safety Element establishes goals, policies and action items to protect the community from risks associated with fires, flood, geologic hazards and other phenomena that put lives and property at risk.

As our City has been growing and developing, the Emergency Services Department has been held at status quo. The organization did have some growth prior to 2008, but during the recession, the organization was reduced and has not kept pace with the growth of the community by adding additional personnel.

In 2008, we had 2,900 calls for service. In 2016, we had over 3,600 calls for service, which has, at times, exceeded our ability to meet the increased call volume. In 2016, we had no personnel available to respond to 446 emergency calls for service and had to rely on mutual aid to respond into our community to mitigate these emergencies.

The 2000 Growth Management Plan lists the minimum number of personnel needed for a typical residential structure fire at 13 firefighters on scene within 10 minutes (p.52). With six firefighters on duty each day, we cannot meet the minimum requirements for a single-family structure fire as stated in the 2000 Growth Management Plan or the mandates as stated in the CityGate report. We rely on our neighbors to respond to and augment our response capabilities for all structural fires. We have auto/mutual aid agreements in place with the cities of Atascadero and Templeton, and with CAL FIRE. We respond to their jurisdictions with reciprocal agreements. This arrangement has been key to our Department. Even with this arrangement, we do not meet the minimum number of firefighters required for a single-family structure fire, even with mutual/aid.

Our Department's goal is to make a quick aggressive attack onto the seat of the fire. The reasoning for this approach is, it knocks the fire down quickly and minimizes the threat to life and property. The fire service is continuing to evolve and, as indicated in the CityGate report, the goal in the fire service today is to deliver 15 firefighters on scene within 10 minutes for a typical residential fire.

The changes have also occurred in Emergency Medical Services (EMS) protocols, which have been changed so that today, more firefighters are needed on scene for longer periods. An example would be for high performance CPR, where a minimum of five personnel are needed to perform CPR for a minimum of 20 minutes. This procedure has led to high success rates for patients, which is extremely positive. For us operationally, it means more resources tied up for longer periods.

The question is often asked, why we need so many firefighters on scene, and what are they required to do. The fire ground is a dynamic environment. Many tasks have to be completed in concert with each other to knock the fire down and keep the scene safe for the community and emergency service personnel.

Activity Performed By Firefighters	Firefighters Required
Initial Size-Up (1 st Captain on-scene)	1
Interior attack hose line (2in)	2
Exterior rescue hose line (2out)	2
Pump operator	1
Incident commander	1
Rescue or back up hose line needed	2
Exposure protection/Safety officer	1
Second pump operator	1
Vertical ventilation	2
Horizontal ventilation	2
Aerial Apparatus Operator	1
Minimum attack personnel for offensive strategies	15

Shift Battalion Chiefs Mandates

With the mandated requirements of accountability and supervision, Cal OSHA refers to the “general duty clause,” requiring employers to, “do everything reasonably necessary to protect life, safety, and health of employees.” Cal OSHA references “recognized industry standards,” which employers are expected to follow.

- OSHA 29 CFR 1910.134 requires that one of two firefighters outside must be dedicated to accounting for the two firefighters inside. A personnel accountability

system shall be in place that readily identifies both the location and function of all members operating at an incident scene.

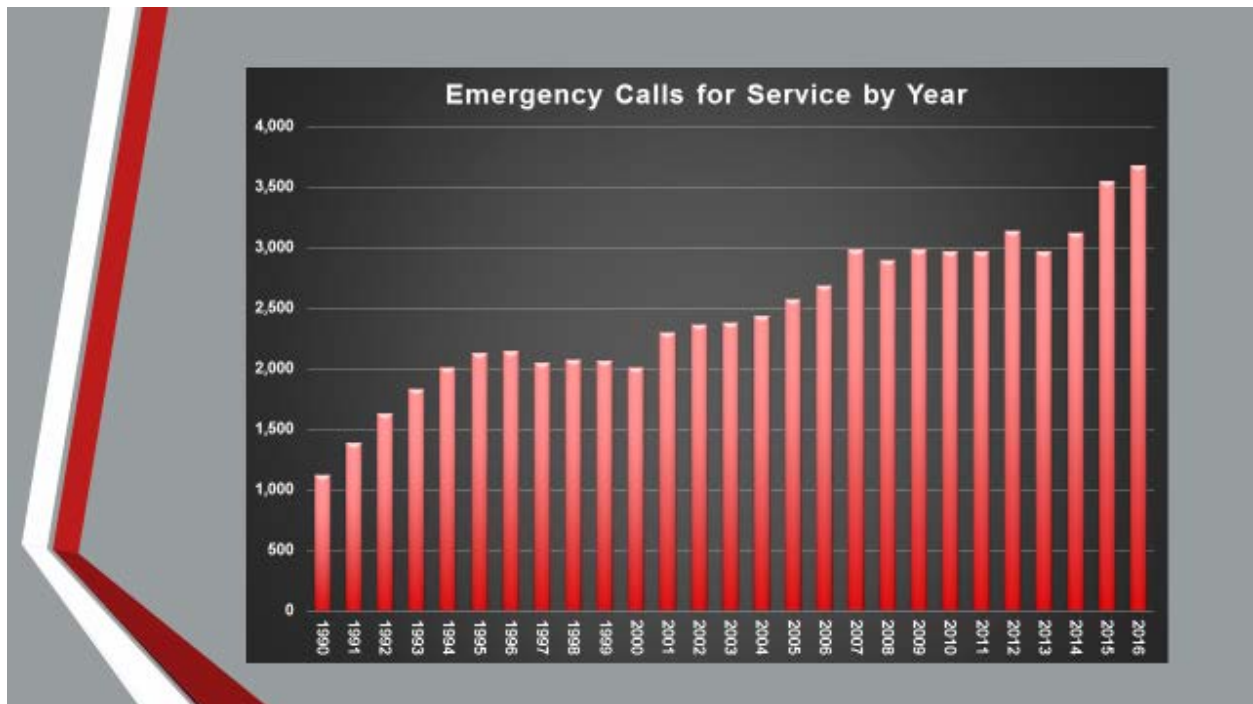
- OSHA 29 CFR 1910.120(q) (3) describes the essential elements of an incident management system. This standard applies to organizations providing rescue, fire suppression, emergency medical services, hazardous material mitigation, special operations, and other emergency services. The incident management system shall provide structure and coordination to the management of emergency incident operations to provide for the safety and health of emergency services organization responders and other persons involved in those activities. The incident management system shall be utilized at all emergency incidents and shall be used by trained individuals.
- AB 1127 eliminated many of the immunities from civil and criminal liabilities formerly granted to government employees in cases involving violations of workplace safety standards. This means employers could be liable for things for which it was previously immune. Additionally, individual civil and criminal penalties have been increased from misdemeanors to fines (up to \$2.5 million) and prison time (up to three years). These civil and criminal penalties apply to any employer and “any employee having direction, management, control, or custody of any employment, place of employment, or of any other employee,” and does not identify any immunity for governmental agencies or their employees. Many jurisdictions have interpreted this to mean anyone in the chain-of-command above an employee who is injured or killed on the job, may be liable.

Communications play an integral role in the safety of personnel on scene. With a battalion chief available to respond immediately, communications can be initiated on a command radio channel, dispatch channel, tactical radio channel, and in the event of a wildfire, an air to ground channel. If the battalion chief is not immediately at scene, the first captain on scene must assume the responsibilities of the Incident Commander (IC) but does not have the capabilities of monitoring or establishing these channels; the engine company, now without their captain, must operate at reduced efficiency and without direct leadership.

Prior to the Acting Battalion Chief structure currently in place, a 40-hour Battalion Chief had the primary responsibility to work in Administration, Monday through Friday, 8 a.m. to 5 p.m. The 40-hour BC duties also included responding to calls not only during the day, but also after 5:00 p.m. The off hour assignment rotated between the 40-hour BC and Fire Chief. The system was inefficient simply because it could take up to 15 minutes or longer for the Chief with the duty assignment to arrive at scene and establish command. A transition had to take place, and the time it takes to make the transition and to start commanding the incident places a strain on the entire process. When speed and decisive actions are necessary on an emergency call, this system is not in alignment with our goal of making a safe, quick, aggressive attack on the seat of the fire.

III. Workload

The City of El Paso de Robles General Plan 2003, Safety Element of the Emergency Services Standards, is set to maintain a ratio of 0.8 to 1.3 firefighters per 1,000 population. With a current population of 31,398, the City should maintain a force of 25 to 40 firefighters. Currently the Department has budgeted for 21 firefighters or 0.67 firefighters per 1,000 population. With a projected build out for the City of 44,000, the Emergency Services Standard calls for a force of 35-57 firefighters in order to comply with the General Plan.



Future Projections for Paso Robles

The good news for Paso Robles is the City will continue to grow and prosper. The City currently has 1,413 hotel rooms that generate \$4 million a year in TOT dollars. Currently there are 418 new hotel rooms approved, with construction pending, which includes a five-story hotel that is in the process of getting its grading permit. Additionally, there are 757 hotel rooms in the permit process. This equates to an additional 1,175 hotel rooms in various stages of approval. The City also has 235 apartment units, 101 single-family residences and 101 beds for assisted living approved and awaiting construction. The approved 418 hotel rooms will generate an additional \$762,850 annually to the City with the current 10% bed tax.

The Emergency Services Department has to be prepared for this new growth, and to meet its commitment to the community to be on scene within six minutes or less 90% of

the time, with a strike force to mitigate any emergency. Increasing our dally staffing and adding full time shift battalion chiefs brings us closer to meeting the stated objective.

IV. Options/Possible Alternatives

- 1) Do Nothing
- 2) Contract with CAL FIRE for fire services
- 3) Consolidate with neighboring fire departments
- 4) Develop a Public Safety Organization
- 5) Enhance current staffing model

1) Do Nothing

The Paso Robles Emergency Services Department is currently a defensive Department, which means that we do not make a quick aggressive attack on the seat of the fire. With a defensive approach to firefighting you attack the fire from the exterior, you have relinquished the structure to the fire and are concerned with protecting exposures. We can only have offensive approach with the help of our neighbors. An offensive attack means we make a quick aggressive approach to the fire by entering the building and getting a quick ‘knock down” of the fire. To “do nothing” freezes the organization in our current state, while at the same time the City continues to grow, further degrading the Department’s efficiency. Increased 9-1-1 demand will dictate a greater reliance on mutual aid and subsequent increased response times as the City continues to outpace our service capabilities. In 2016 with a population of 31,000 we had 3,678 calls for service and 446 times we had no units available. A population build out to a population of 44,000 equates to 5,170 calls for service; twice a day (on average), we would not have units available.

The Emergency Services Department would also not be able to meet the administrative responsibilities such as fire prevention simply because there would not be enough staff to develop, implement, or monitor the programs.

2) Contract with CAL FIRE

CAL FIRE has a core mission of watershed protection, which means it is a wildland fire protection agency. The City of Paso Robles has a primary mission of structure protection, the two are not compatible. The expertise and training are fundamentally different. CAL FIRE contracts with communities, and the cost of providing that service is equal to providing the service within the City. CAL FIRE negotiates for wages independently of their contracts with individual cities; the result is a contract that can be increased without the consent of the local jurisdiction. From January 2017 to July 2020, base wages for CAL FIRE job classifications will increase by these margins:

- 22.3 percent for firefighter II paramedic
- 17.5 percent for firefighter II

- 20.75 percent for fire apparatus engineer and fire apparatus engineer paramedic
- 18.5 percent for fire captain paramedic
- 18 percent for fire captain and heavy fire equipment operator
- 8.5 percent for battalion chief

For example, Pismo Beach, under contract with CAL FIRE, has a total department staff of 11.83 and pays \$2.56 million annually. As a comparison, Paso Robles Fire has 24 positions and pays \$5.6 million. The cost to provide the service is essentially the same. The cost to Pismo will increase with the CPI and increased labor costs as shown above.

Pros of contracting with CAL FIRE:

- The City has a large wildland Emergency Services Department as a contractor.
- The City would not have to recruit or train any new firefighters
- The City would not have to bargain for wages.

Cons of contracting with CAL FIRE:

- CAL FIRE has a core mission of “natural resource protection,” which means it is a wildland fire protection agency.
- The City of Paso Robles has a primary mission for EMS and structure protection, The City of Paso Robles and CAL FIRE missions are not compatible with each other.
- When CAL FIRE contracts with a city, the costs at this time are essentially the same
- The city loses the ability to bargain for wages – CAL FIRE has agreed to a 22.3 percent increase in wages for firefighter paramedic positions for the 2017-2020 contract. The cost is passed on to the contracting city.
- Individuals for CAL FIRE that rotate into open positions do not have familiarity with the city. Many times, they are from outside the area, and are here to fill an overtime vacancy. Their experience with structural firefighting is unknown.
- CAL FIRE does not have any truck company operations in San Luis Obispo County. Truck company operations are an essential part of being an all risk department.

3) Consolidate with Neighboring Fire Department(s)

Paso Robles currently has an automatic mutual aid agreement (dispatched simultaneously with our units on fire calls) with the City of Atascadero that has been in place for some time and is working well. It is our understanding that a fully consolidated fire organization is not politically palatable to the City of Atascadero at this time. For a full integration of two organizations to occur, there must be the political will to proceed. If in the future, the City of Atascadero

becomes interested in the merging of both organizations into one unit, we would be more than eager to explore the opportunity and work toward a resolution to make it work.

Templeton is not staffed 24x7x365 with fulltime paid firefighters. We have entered into an auto aid agreement with Templeton, and we are currently finalizing the contract. There might be a time in the future for regionalization with Templeton, but at this time, it is not feasible.

As CityGate stated in their report to the City Council we are at the end of a cul-de-sac in the County. We need to keep our current auto-mutual aid agreements in place and at the same time make provisions with our daily staffing to stand alone.

Pros of consolidating with neighboring departments:

- Shared resources in a neighboring geographical area that enhances both agencies.
- Costs shared by both agencies
- In a Fire Protection District model, all members within the district would equally share the costs.

Cons of consolidating with neighboring departments:

- Regionalization and geographical separation between our cities could negatively impact our response time objective of six minutes or less, 90% of the time
- We do not currently have neighbors willing to join forces.

4) Develop a Public Safety Organization

A true Public Safety Organization, such as Sunnyvale or Rohnert Park, is a very different type of organization than how we are currently configured. They have Public Safety Officers (PSO's), who are trained to do both fire and police related duties. When the PSO is hired, they are sent to the police academy for training and then they are sent to the fire academy for complete training. As stated on the Sunnyvale web site, the PSO is a unique individual, not the norm for a firefighter or police officer.

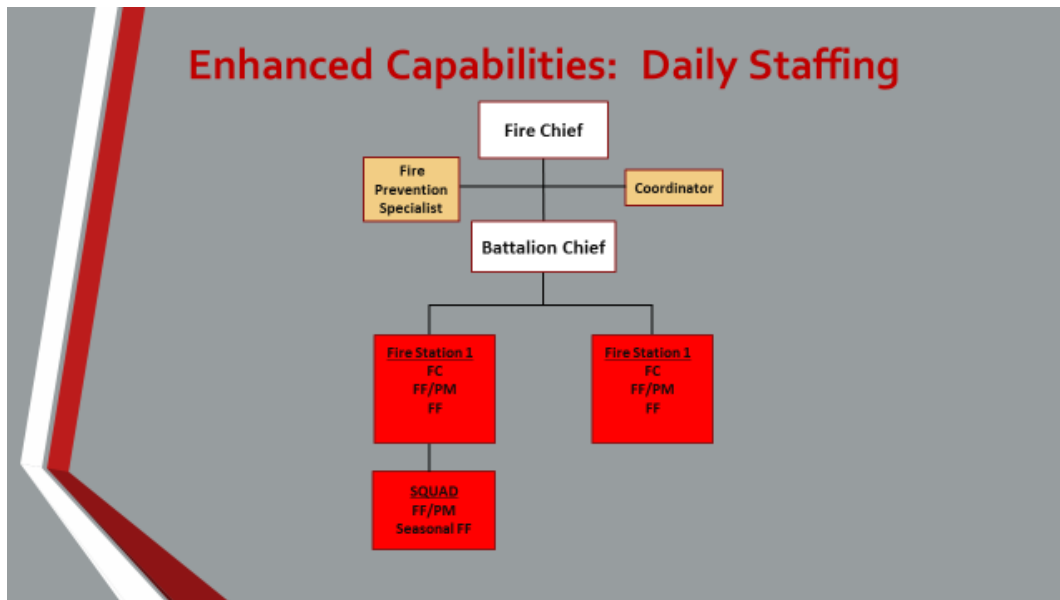
Pros of a Public Safety Organization with PSO's:

- Would have police officers and firefighters who would have dual responsibilities.
- Firefighters would be able to respond to a police incident and function as police officers, and a police officer could respond to a firefighter incident and function as a firefighter.

Cons of a Public Safety Organization with PSO's:

- The Paso Robles Fire and Police departments would have to be retrained for the added responsibilities. This would include participating and successfully completing all mandated training for fire and police work.
- Neither Sunnyvale nor Rohnert Park have paramedic services. This would require additional cost for training.
- Not having paramedic capabilities within our organization would negatively affect our EMS responsiveness in our City.
- The current labor force was not hired with this job classification. It is highly unlikely that all members would be able or willing to complete the training for the duality of function.
- The cost to retrain and certify all members is unknown but would require sending current members to the academies. Covering the overtime and paying for the training time would be significant. Once established, cost would be essentially the same to maintain the same staffing model.

5) Enhance Current Staffing



- Add a 56 hour Battalion Chief to daily staffing; add a squad (ambulance) staffed with 1 full time firefighter/paramedic, and a reserve EMT firefighter; and in administration, a civilian (non-sworn) fire prevention specialist.**

This configuration gives us a Battalion Chief and a command structure at all incidents 24/7/365. This is how we are currently operating today, with our three acting battalion chiefs; we have been operating this way since February of 2017. This configuration has enabled the Department to make significant

advancements with our fire prevention, EMS, fire operations, and weed abatement programs.

This option will provide a fire squad response unit. The intent of this unit is to increase our Emergency Medical Services/Paramedic delivery capabilities by 50% and increases our minimum daily staffing by two. The squad would respond to an EMS call and function as a firefighting response unit.

A squad gives us the ability to make the transition to a new Station 3 easier with the option of moving the squad into the station operating as a two-person unit until the time was right to hire an additional firefighter position.

The two firefighters on the squad along with the Battalion Chief would bring our daily staffing to nine on duty a day, which is a significant increase over our current staffing, and raises our combined (mutual auto aid) fire response for any structure fire to 14 firefighters on scene. Our plan is to hire another fulltime firefighter position for the squad and to staff the second seat on the squad using a seasonal or firefighter reserve.

Another key component of this option is the hiring of a non-sworn Fire Prevention Specialist. This Individual is key, because it would bring a much needed skill set to the fire prevention program providing continuity; and enabling us to grow the programs and to implement our the current fee schedule, which would significantly reduce the costs for this plan.

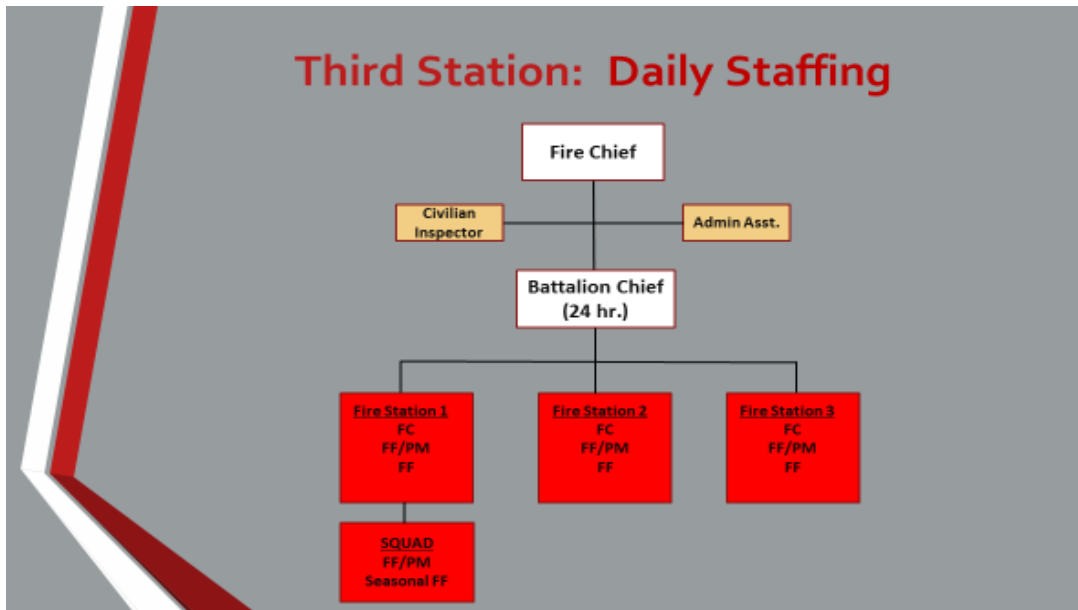
Pros of enhancing our current configuration with a 24/7/365 Battalion Chief, a squad with two firefighters, and a non-sworn fire prevention specialist:

- The 24/7/365 duty battalion chief provides the command structure needed for incidents occurring in our community.
- The battalion chief significantly enhances our administrative capabilities throughout the organization.
- The squad gives us another 24/7/365 ALS response unit increasing our responses capabilities by 50%, reducing the number of delayed response times due to distant mutual aid response.
- The squad and battalion chief increase our daily staffing to nine on duty a day. This, coupled with mutual aid, brings us closer to our goal of 14 on scene for a structure fire.
- The non-sworn fire prevention specialist enables us to have a full-time fire prevention program, providing oversight and management of core programs, including our company inspection program. The result is a fully functioning fee schedule that could generate up to \$300k a year, which reduces the costs for the new configuration.

Cons of enhancing our current configuration with a 24/7/365 Battalion Chief, a squad with two firefighters, and a non-sworn fire prevention specialist:

- Additional expenditures to pay for the increased staffing

b. Building Fire Station 3 and Adding a Third Engine Company.



The Station 3 build would cover the east side of the City, where most new growth will be occurring in the coming years. This option would complete the development of stations for the near future. The staffing of the station could be accomplished as mentioned earlier, by moving the squad to Station 3 until the development in the area required an additional engine company. At that time, an additional firefighter position could be hired giving us the staffing for the third engine and bringing our daily staffing to 10. The option also exists as the calls continue to climb to add an additional squad to the system. This would be determined later as geographic and call volumes change.

c. Phasing for Enhancing our Current Staffing Model:

Phasing

	Current Department Staffing (TOTAL)	FY 17/18 Department Staffing (TOTAL)	FY18/19 Department Staffing (TOTAL)	FY19/20 Department Staffing (TOTAL)	FY20/21 Department Staffing (TOTAL)
Fire Station 1	12 Career	12 Career	12 Career	12 Career	12 Career
Fire Station 2	9 Career	9 Career	9 Career	9 Career	9 Career
Fire Station 3	0	0	0	*3 Career	* 6 Career
Chief	1	1	1	1	1
Battalion Chief	1	*2 (additional)	3	3	3
Coordinator	1	1	1	1	1
Fire Inspector	0	*1	1	1	1
Seasonal FF's	0	0	*3	3	3
Additional Funding		\$634,516.63	\$131,400	\$481,341.81	\$1,063,392.07
Minus Fire Prevention Revenue of \$300K		\$334,516.63			

* Additions

FY 17/18

Enhance our current configuration from six firefighters a day to nine firefighters: This configuration includes adding two 56-hour battalion chiefs for a total of three and a non-sworn 40-hour administrative fire prevention specialist. This phase of implementation should be done by first hiring the operational battalion chief positions. Without the battalion chiefs' position being filled, the program management and the required administrative process and oversight is limited. The battalion chief is the bridge between the operational and administrative management of the organization and is critical to our success as we go forward.

The fire prevention specialist position would be hired at the same time. This would enable the Department to continue building the fire prevention program, and to continue to collect the fees for the service that will help offset the revised staffing model.

The cost to implement FY 17/18 phase from six to nine firefighters a day, which includes a battalion chief position and a fire prevention specialist, is \$635,000 above our current budget. These costs can be reduced significantly with a fully functioning fire prevention program collecting the fees as designated in our current fee schedule. The estimated revenue generated by a fully functioning fire prevention bureau is \$300,000. The offsetting fees would reduce the impacts to the budget from \$635,000 to \$334,500.

FY 18/19

This phase would include the implementation of a squad into our daily staffing. The squad would consist of one existing full time firefighter position along with a seasonal or reserve firefighter position. The squad would be an ambulance type of vehicle and would increase our daily staffing by two positions. The squad would also be the first vehicle out for EMS calls in District 1. The cost to implement the FY 18/19 phase to include a squad would require additional funding of \$131,000.

FY 19/20

This phase would include the addition of three firefighter/paramedics and give us the ability to staff an additional station with a squad until additional funding is available to hire personnel and staff an engine. The cost to implement the FY 19/20 phase would require additional funding of \$480,000.

FY 20/21

This phase would include the addition of three captains and three firefighters to allow us the ability to staff an engine company at the third station. The cost to implement the FY 20/21 phase would require additional funding of \$1,063,000.

d. Funding:

A fire prevention program needs to be in place with a fully functioning, in-house, non-sworn, fire prevention specialist conducting onsite inspections as well as administrating our company inspection program. A fully functioning fire prevention division could generate \$300,000 a year in revenue.

Transient Occupancy Tax (TOT) – Paso Robles has 1,413 rooms available in the City. The rooms generate approximately \$4 million a year in revenue. Currently the City has 418 new hotel rooms approved; with construction pending (includes a 5-story hotel). Based on the same occupancy rate that currently exists, the 418 rooms would generate an additional \$762,850 annually in new TOT revenue. The City also has another 757 hotel rooms in the permit process. The revenue from an additional 757 rooms would generate \$1.38 million annually in new TOT revenue. The TOT revenue could be used to fund the enhanced staffing model.

General fund money could be allocated to fund the enhanced staffing model. Currently the City has 12% of general fund dollars allocated to the Emergency Services Department. The industry standard for Emergency Services Departments is 20 - 25%. The increase in general fund dollars spent for the enhanced staffing model would still keep us below the industry standard of 20%.

Community Facilities District Funds could be reexamined with a greater percentage going to the Emergency Services Department.

6. Recommendation

1. Direct the City Manager to return with an updated fiscal forecast and funding plan.
2. Add a 56 hour Battalion Chief position to all three shifts that would give us 24/7/365 coverage for all emergency calls and oversee operational and administrative programs.
Set specific, achievable goals for BC positions relating to such needed department improvements as system data oversight and program management of EMS, operations, training, fire prevention, emergency planning.
3. Hire a 40 hour non-sworn fire prevention specialist to implement the fire prevention programs and oversee the company inspection program that will generate fees to offset expenses.
4. Start a seasonal reserve program, in cooperation with neighboring cities.
5. Complete the Emergency Medical Dispatch (EMD) project.
6. Analyze OT vs. additional personnel, to determine the most cost effective approaches, returning to counsel with recommendations.
7. Put a squad into service which would be staffed by a firefighter and a reserve. The squad would be equipped as an ALS unit.