# COUNTY OF LOS ANGELES

FIRE DEPARTMENT

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DARYL. L. OSBY
FIRE CHIEF
FORESTER & FIRE WARDEN


April 30, 2013

The Honorable Board of Supervisors
County of Los Angeles
383 Kenneth Hahn Hall of Administration
500 West Temple Street
Los Angeles, CA 90012

Dear Supervisors:

**FEASIBILITY STUDY FOR THE PROVISION OF FIRE PROTECTION, PARAMEDIC, AND INCIDENTAL SERVICES FOR THE CITY OF DOWNEY BY THE CONSOLIDATED FIRE PROTECTION DISTRICT OF LOS ANGELES COUNTY (4th DISTRICT) (3 VOTES)**

## SUBJECT

In July, 2012, the City of Downey (City) requested a proposal for the provision of Fire Protection, Paramedic, and Incidental Services from the Consolidated Fire Protection District of Los Angeles County (Fire District). In accordance with the guidelines prepared by the Fire District and approved by your Honorable Board on July 13, 2010, a feasibility study was prepared to outline the Fire District's preliminary recommendations for proposed staffing in the City and provide preliminary findings regarding the benefits to Los Angeles County and Fire District residents and businesses, the evaluation of any increased County risk exposures and costs, and the evaluation of the City's financial solvency.

**IT IS RECOMMENDED THAT YOUR HONORABLE BOARD, ACTING AS THE GOVERNING BODY OF THE CONSOLIDATED FIRE PROTECTION DISTRICT:**

1) Approve the Feasibility Study and authorize the Fire Chief of the Fire District to provide an approved copy to the City of Downey.

2) Authorize the Fire Chief to begin the process of negotiations and, should the City Council of the City of Downey decide to proceed, to execute a Reimbursement Agreement with the City.

3) Upon successful conclusion of negotiations with the City, direct the Fire Chief to report back to your Board to request adoption of a resolution making application to LAFCO for the annexation of the City to the Fire District and, upon LAFCO's approval of the annexation, to return to your Board to request final approval of the negotiated annexation agreement as approved by the City Council.

**PURPOSE/JUSTIFICATION OF RECOMMENDED ACTION**

On December 2, 2009, your Honorable Board directed that any feasibility studies prepared in response to a request for a proposal for services from the Fire District by an independent city meet specific criteria regarding liabilities, benefits, and financial risks. These new guidelines were prepared in consultation with the Chief Executive Office, Auditor-Controller, and County Counsel, and approved by your Board on July 13, 2010.

In accordance with the approved guidelines, the Feasibility Study for the City of Downey was prepared to outline for the Board the Fire District's preliminary recommendations for proposed staffing in the City and provide preliminary findings regarding the following:

- Reciprocal benefits to Los Angeles County and Fire District residents and businesses, as well as those of the City, including increased staffing and units that will be available to the Fire District and the City;

- Evaluation of any increased County risk exposures and costs, including but not limited to liability and workers compensation benefits, to ensure that the fee structure would include a proportional charge for such costs to the City, and if appropriate, a charge back of any unique costs identified for the City's contract; and

- Evaluation of the City's financial solvency, in consultation with the Auditor-Controller, using the City's last published Comprehensive Annual Financial Report (CAFR).

Upon completion of our evaluation, it has been determined that the annexation of the City to the Fire District would provide benefits to both agencies. The City and Fire District's common boundaries, which lie along the eastern boundary of the Cities of Bell Gardens and South Gate, the southern boundaries of the Cities of Commerce and Pico Rivera, the northern boundaries of the Cities of Bellflower and Paramount, and the north western boundary of the City of Norwalk, are conducive for economically sharing resources. The City would benefit from the Fire District's regional and specialized resources, while the Fire District and Los Angeles County would benefit from the additional resources that would be staffed within the City.

The Fire District would operate the City's four fire stations, Station 1 located at 12222 Paramount Boulevard, Station 2 located at 9556 Imperial Highway, Station 3 located at 9900 Paramount Boulevard, and Station 4 located at 9349 Florence Avenue.
The total 2012-13 estimated cost to the City is $12.1 million. Constant staffing for these City stations with three engine companies, one truck company, and one paramedic squad would provide a total staffing of 16 uniformed personnel on-duty daily in the City, plus fire prevention staff.

In recognition of the augmented truck and paramedic services to be derived by the Fire District from the resources assigned within the City, the Fire District is proposing to share in the cost of one firefighter assigned to the assessment quint, 25% of the paramedic squad cost, and one firefighter paramedic assigned to the paramedic engine. Rather than bearing the full annual cost of $6.1 million for these three additional units to service the adjacent Fire District-served communities, the Fire District's cost for its share of the salary and employee benefits for these resources to be assigned in the City of Downey would be $1.4 million.

The Fire District's fee structure ensures that the City would pay its proportional share of costs associated with providing fire protection and emergency medical services, including expenses such as liability, workers compensation, and overhead.

Specifically, this study found:

- The Fire District's rate structure for salary and employee benefits ensures the City would proportionally share in the worker's compensation costs associated with positions assigned to the City.

- Transferring City employees would be required to leave retirement contributions on deposit with CalPERS and establish reciprocity with LACERA, limiting the Fire District's retirement benefit costs. The transferring employees' LACERA contribution rates would be based on their age upon entering the CalPERS system. The Fire District's rate structure for salary and employee benefits includes a component for retirement costs for positions staffing City stations, and therefore the Fire District costs would be fee offset.

- The Fire District's overhead rate includes actual liability costs incurred by the Fire District over the last five fiscal years. The proposed annual fee for the City would include a proportional amount of liability costs based upon City staffing costs.

- Based on the guidelines developed by the Government Finance Officers Association (GFOA) for evaluating a city's adequate level of fund balance necessary to mitigate current and future risks as recommended by the Auditor-

Controller, at the end of Fiscal Year 2011, the City's reserves were at 98.6% of the desired level. When measured at the end of Fiscal Year 2012, the reserves slipped to 57.6% of the County's desired level. During the recent economic downturn, and similar to many other governmental agencies, the City has used one-time funds to maintain service levels. With the economy now trending favorably, the City has the potential to improve its reserves to again approximate the desired levels.

- The Fire District will continue to monitor the City's financial condition to ensure the City's ability to demonstrate its financial capacity to become a contracting partner of the Fire District.

- Contracting with the Fire District could produce significant savings for the City, thereby providing a potential long-term solution for reducing city general fund expenditures.

**Implementation of Strategic Plan Goals**

This Feasibility Study for the City of Downey supports the County's Strategic Plan Goal 3, Organizational Effectiveness, by identifying the benefits to the Fire District, and Goal 4, Fiscal Responsibility, by ensuring that the Fire District and the County are not subject to increased liability or costs as a result of providing services to the City.

**FISCAL IMPACT/FINANCING**

The approval of the Feasibility Study would result in no impact to net County cost. Were the City to pursue negotiations, the Fire District would enter into a Reimbursement Agreement with the City. The Agreement would require the City to pay the Fire District for costs incurred in the evaluation of the City's facilities, equipment, and vehicles for conversion to Fire District requirements.

Any fiscal impact due to the Fire District's benefit from additional emergency units in City stations would be finalized in a negotiated agreement with the City. The Fire District would return to your Board for approval of that agreement and any fiscal impacts when negotiations with the City are successfully concluded.

**FACTS AND PROVISIONS/LEGAL REQUIREMENTS**

This Feasibility Study is not binding on either the City or the Fire District. It sets preliminary parameters for recommended service levels and commensurate costs should the City opt to enter into negotiations for Fire District services.

## IMPACT ON CURRENT SERVICES

The approval of the Feasibility Study would not have any impact on Fire District operations. Should the City pursue negotiations, however, annexation of the City to the Fire District would provide benefits to both agencies, including:

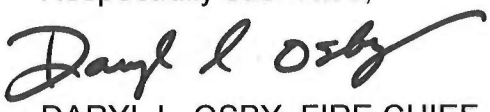
- Specialized Fire District resources, such as hazardous materials and urban search and rescue squads, are constantly staffed and would be available to respond within the City as needed. Within 5 miles of the City, 43 Fire District units are constantly staffed and would respond to major or simultaneous incidents within the City.

- The paramedic squad and truck company assigned to the City's stations would serve as first-in or second-due units to adjacent Fire District areas which experience very heavy call volumes. Specifically, the Fire District served Cities of Bell Gardens, Bellflower, Commerce, Norwalk, Paramount, Pico Rivera, and South Gate, would benefit from the proximity of the Downey fire stations which would be available as second due and back up when simultaneous or large-scale incidents occur within the vicinity.

## CONCLUSION

This Feasibility Study provides a basis for negotiations if the Downey City Council so desires. Both the Fire District and the City could benefit if a mutually agreeable service agreement were achieved.

Respectfully submitted,



DARYL L. OSBY, FIRE CHIEF

DLO:cn

Attachment

c: Chief Executive Officer
County Counsel
Auditor-Controller
Department of Health Services
Los Angeles County Employees Retirement Association
Local Agency Formation Commission

# FEASIBILITY STUDY
# FOR THE PROVISION OF FIRE PROTECTION, PARAMEDIC AND INCIDENTAL SERVICES

## FOR

## THE CITY OF DOWNEY

## BY

## THE CONSOLIDATED FIRE PROTECTION DISTRICT OF LOS ANGELES COUNTY

April 2013

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# I. INTRODUCTION

On July 24, 2012, the City Council of the City of Downey (City) voted to request a proposal for the provision of Fire Protection, Paramedic, and Incidental Services from the Consolidated Fire Protection District of Los Angeles County (Fire District). In accordance with the guidelines approved by the Los Angeles County Board of Supervisors (Board) on July 13, 2010 for the preparation of such proposals, this feasibility study was prepared by the Fire District to outline for the Board the Fire District's preliminary recommendations for proposed staffing in the City and to provide preliminary findings regarding the following:

- Reciprocal benefits to Los Angeles County and Fire District residents and businesses, as well as those of Downey, including increased staffing and units that will be available to serve the Fire District and the City;

- Evaluation of any increased County risk exposures and costs, including but not limited to liability and workers compensation benefits, to ensure that the fee structure would include a proportional charge for such costs to the City, and if appropriate, a charge back of any unique costs identified for the City's contract; and

- Evaluation of the City's financial solvency, in consultation with the Auditor-Controller, using the City's last published Comprehensive Annual Financial Report (CAFR), in the absence of a bond rating.

If authorized by the Board, the Fire Chief would submit this feasibility study to the City for review. The City would then determine whether or not to proceed with negotiations for annexation to the Fire District. If the City decides to proceed, it would be required to sign a Reimbursement Agreement that ensures payment to the Fire District of its costs for evaluating the City's facilities, equipment, and vehicles to determine potential one-time costs of conversion to Fire District operation.

If negotiations with the City are successful, the Fire District would return to your Board with final recommendations and request that the Board make application to the Local Agency Formation Commission (LAFCO) to annex the City to the Fire District. Appendix D outlines the steps in the annexation process.

# II. EXECUTIVE SUMMARY

Annexation of the City of Downey to the Fire District would provide reciprocal benefits to both agencies. The City and Fire District's common boundaries, which lie along the eastern boundaries of the Cities of Bell Gardens and South Gate, the southern boundaries of the Cities of Commerce and Pico Rivera, the northern boundaries of the Cities of Bellflower and Paramount, and the north western boundary of the City of Norwalk, are conducive for economically sharing resources. The City would benefit from the Fire District's regional and specialized resources, while the Fire District and Los Angeles County would benefit from the additional resources that would be staffed within the City.

The Fire District would operate the City's four fire stations, Station 1 located at 12222 Paramount Boulevard, Station 2 located at 9556 Imperial Highway, Station 3 located at 9900 Paramount Boulevard, and Station 4 located at 9349 Florence Avenue, for a total 2012-13 estimated cost of $12.1 million. Constant staffing for these City stations with one paramedic engine company, two paramedic assessment engine companies, one truck company (a paramedic assessment quint), and one paramedic squad would provide a total staffing of 16 uniformed personnel on-duty daily in the City, plus fire prevention staff.

A service contract between the Fire District and the City would provide benefits to both agencies, including:

- Specialized Fire District resources, such as hazardous materials and urban search and rescue squads, are constantly staffed and would be available to respond within the City as needed. Within 5 miles of the City, 43 Fire District units are constantly staffed and would respond to major or simultaneous incidents within the City.

- The paramedic units and quint (truck company) assigned to the City's stations would serve as first-in or second-due units to adjacent Fire District areas which experience heavy call volumes.

The Fire District's fee structure ensures that the City would pay its proportional share of costs associated with providing fire protection and emergency medical services, including expenses such as liability, workers compensation, and overhead.

A review of the City's 2012 CAFR revealed that the City's unreserved general fund balance is less than the recommended two month's general fund reserve expenditure fund balances. However, based on the proposed operation by the Fire District as included in this study, it is anticipated that the City could realize savings by contracting with the Fire District which would assist the City in reducing their expenditures.

Specifically, this study found:

1) The Fire District's rate structure for salary and employee benefits ensures the City would proportionally share in the worker's compensation costs associated with positions assigned to the City.

2) Transferring City employees would be required to leave retirement contributions on deposit with CalPERS and establish reciprocity with LACERA, limiting the Fire District's retirement benefit costs. The transferring employees' LACERA contribution rates would be based on their age upon entering the CalPERS system. The Fire District's rate structure for salary and employee benefits includes a component for retirement costs for positions staffing City stations, and therefore the Fire District costs would be fee offset.

3) The Fire District's overhead rate includes actual liability costs incurred by the Fire District over the last five fiscal years. The proposed annual fee for the City would include a proportional amount of liability costs based upon City staffing costs.

4) The Los Angeles County Office of the Auditor-Controller has reviewed the Fire District's assessment of the City's 2011 and 2012 CAFRs. Based on the guidelines developed by the Government Finance Officers Association (GFOA) for evaluating a city's adequate level of fund balance necessary to mitigate current and future risks, the City did not meet the GFOA's criteria for determining solvency in either year.

5) With the economy now trending favorably, and if this trend continues, the City has the potential to improve its reserves to the desired levels. In addition, contracting with the Fire District could produce savings for the City, thereby providing a potential long-term solution for reducing city general fund expenditures.

Based upon the above evaluation, the following Board actions are recommended:

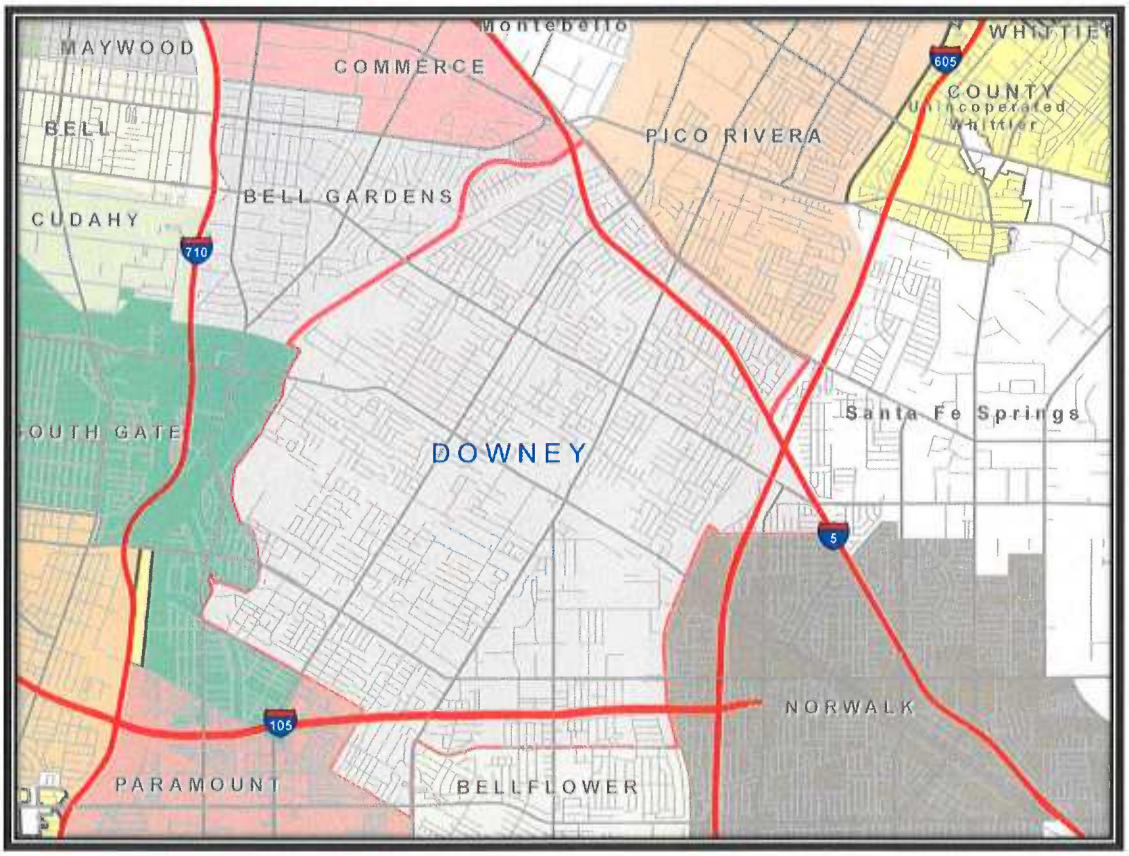
1) Authorize the Fire Chief of the Fire District to provide a copy of the Feasibility Study to the City of Downey.

2) Authorize the Fire Chief to begin the process of negotiations should the City Council of the City decide to proceed, and to execute a Reimbursement Agreement with the City to survey City equipment/facilities and other incidental costs incurred during negotiations.

3) Upon successful conclusion of negotiations with the City, direct the Fire Chief to report back to your Board to request adoption of a resolution making application to LAFCO for the annexation of the City to the Fire District and, upon LAFCO's approval of the annexation, to return to your Board to request final approval of the negotiated annexation agreement as approved by the City Council.

# III. THE CITY OF DOWNEY

The City of Downey is bordered by the District-served Cities of Bellflower, Bell Gardens, Commerce, Pico Rivera, Norwalk, Paramount, and South Gate.




The City is largely residential and is the home to many schools, retail businesses including the Stonewood Shopping Center, service/manufacturing companies, churches, and over 200 medical businesses, including Rancho Los Amigos Medical Center, Downey Regional Medical Center, and Kaiser Permanente. It currently houses 2,700 businesses that employ approximately 47,000 people. The City is surrounded by four major freeways that provide north-south and east-west access to all of Southern California.

Some of the pertinent statistics of the City are:

| | |
|---|---|
| Population: | 146,822 Daytime/111,772 Residents |
| Area: | 12.7 Square Miles |
| Assessed Valuation: | $8.8 Billion (2012-13) |
| Annual Fire Dept. Incidents in the City: | 8,120 (3-Year Average) |

## Downey Fire Department

The City Fire Department is administered by a Fire Chief, an Assistant Chief who functions as a Fire Marshall, and 3 Battalion Chiefs. Civilian staff serves as Executive Secretary to the Fire Chief, a Fire Prevention Technician, a Hazardous Materials Fire Inspector, a Fire Communications Supervisor, a Regional Fire Communications Lead Operator, Regional Fire Communications Operators, and a Fire Mechanic.

The City's fire protection and emergency medical services are provided from four fire stations. Fire Station 1 houses a truck and a paramedic rescue. Fire Station 2 houses an engine. Fire Station 3 houses an engine and a private rescue ambulance staffed with 2 EMTs. Fire Station 4 houses an engine and a paramedic rescue. Constant staffing in the City of on-duty daily suppression staff is 18 per day.

Fire Station 1 is the City's Fire Headquarters and is comprised of two structures. The main station is a single story building comprised of firefighter living quarters and offices, a regional dispatching center, a four-bay apparatus room, and a mechanic shop area. The second structure contains a classroom, conference room, fitness center, and an attached single garage. It also serves as the City's Emergency Operations Center as necessary.

Fire Stations 2, 3, and 4 are single story structures comprised of firefighter living quarters, office space, and two-bay apparatus rooms.

The construction of a new 12,000 square foot fire station is expected to be completed in 5 years. The new station will replace Station 2, and will be located at 12214 Lakewood Boulevard.

Currently, the Downey Fire Department maintains a Heavy Urban Search and Rescue Unit (US&R 661), which is housed at Fire Station 1. The City Fire Department is a member of Regional US&R Task Force 2.

Fire Station 1

Fire Station 2

Fire Station 3

Fire Station 4

## Dispatch & Communications

The City of Downey receives fire/rescue dispatch services from the Joint Powers Communication Center (JPCC) and is part of a joint fire communications system with the cities of Compton, Santa Fe Springs and Vernon. The Dispatch Center is located at Station 1, 12222 Paramount Boulevard.

## Mutual Aid

The City of Downey participates in mutual aid through the Area E Mutual Aid Agreement (Area E Cities of Compton, La Habra Heights, Montebello, Santa Fe Springs, and Vernon).

In addition, an Exchange for Fire Protection and Rescue Services (Automatic Aid) Agreement was executed by the City and the Fire District in 1995 which authorizes a reciprocal exchange of services between the agencies, at no cost to either agency, through a Memorandum of Understanding (MOU).

# IV. PROPOSED OPERATION BY THE FIRE DISTRICT

The Fire District has evaluated the fire protection and emergency medical service needs of the City of Downey and developed the following proposed staffing level, resource deployment, and an estimated 2012-13 annual fee structure for Fire District services:

***Operations Staffing:***

| City Station | Equipment | Post Positions [a] | Estimated 2012-13 Net City Cost |
|---|---|---|---|
| 1 | Assessment Quint [1] | 4 | $ 1,923,579 [b] |
| 2 | Paramedic Engine | 4 | 1,923,579 [c] |
| 3 | Assessment Engine | 3 | 1,923,579 |
| 4 | Assessment Engine | 3 | 1,856,166 [d] |
| | Paramedic Squad | 2 | 909,313 [e] |
| | Total on-duty daily | 16 | |

***Fire Prevention Staffing:***

| | | |
|---|---|---|
| Fire Prevention Engineering Asst. II (Plan Check) | 0.50 | $ 60,510 |
| Captain | 0.25 | 50,214 |
| Fire Fighter Specialist (Inspector) | 2.00 | 340,034 |
| Total Estimated Salary and Employee Benefits | | $ 8,986,974 |
| Overhead (@ 34.6236%) | | 3,111,614 |
| **Estimated 2012-13 Annual Fee** | | **$12,098,588** |

(1) A quint is a combination pumper/truck apparatus which serves a dual purpose, having both ladder truck and a pumper (with a water tank) capabilities.
(a) Three persons staff each post position through a 56-hour workweek (A, B, and C shift). Station operations include overtime required to maintain 24-hour constant staffing.
(b) In recognition of the regional benefit to be derived by this unit, the Fire District will fund the annual staffing cost of one Fire Fighter post position.
(c) In recognition of the regional benefit to be derived by this unit, the Fire District will fund the annual cost of one Fire Fighter Paramedic post position assigned to this unit.
(d) The paramedic bonus paid to the paramedic assigned to the engine is included in the squad cost.
(e) In recognition of the regional benefit to be derived by this unit, the Fire District will share twenty-five percent (25%) of the annual staffing cost of this unit.

Ambulance transport within the Fire District is normally done through private ambulance contracts administered by the Los Angeles County Department of Health Services (DHS). However, the Fire District will work with the City and DHS to determine the viability of the City maintaining an ambulance transport program in concert with Fire District station personnel, similar to the program operated by the City of La Habra, if requested by the City.

Below is the Fire District's proposed station staffing as compared to the City's current configuration:

| | City of Downey | | Fire District Proposal | |
|---|---|---|---|---|
| City Station | Unit/Apparatus Type | Staffing | Unit/Apparatus Type | Staffing |
| 1 | Truck<br>Paramedic Rescue<br>Battalion Chief | 4<br>2<br>1 | Assessment Quint | 4 |
| 2 | Engine | 3 | Paramedic Engine | 4 |
| 3 | Engine<br>Private Ambulance (2 EMT's) | 3 | Assessment Engine | 3 |
| 4 | Engine<br>Paramedic Rescue | 3<br>2 | Assessment Engine<br>Paramedic Squad | 3<br>2 |
| Total Daily Staffing | | 18 | | 16 |

## Insurance Services Office (ISO) Fire Protection Class

This City's current ISO protection class is a rating of "2". Although there are a number of factors which the ISO uses to determine the rating class of a city, the annexation of the City to the Fire District and the proposed change in staffing would maintain the ISO's criteria of one-and-a-half (1-1/2) miles of a first-due engine for the built-upon area. It would be necessary, however, for the City to contact the ISO directly for clarification of whether or not their rating would be impacted by the annexation of the City to the Fire District and the resultant staffing level modifications.

# V. FINANCIAL ANALYSIS

## Annual Fee for Fire District Services

The Fire District's estimated 2012-13 Annual Fee is comprised of salaries, employee benefits, and overhead costs for the proposed staffing level to be provided within the City. This estimated annual fee amount can be compared to the City's current Fire Department budget, plus any Fire Department related costs incurred by the City and not a part of the Fire Department budget, to project the amount of savings the City would have realized had it been annexed to the Fire District the entire fiscal year. The annual fee, as described in this report, would fund all fire suppression, hazardous materials response, fire prevention, emergency medical services, and support functions such as dispatching, training, equipment maintenance, supplies, procurement, and all other services required for the effective operation of a modern fire department.

The City would pay the annual fee directly from municipal funds. The annual fee would be prorated on a monthly basis; payments by the City would be due monthly in advance. Interest would be added to any payment received after the due date.

Fire protection, hazardous materials, and emergency medical services **would not be performed** unless the City:

1) Has available funds previously appropriated to cover the annual fee;

***And***

2) Has paid the appropriated funds to the Fire District.

Approximately 60 days prior to the upcoming Fire District fiscal year (July 1 – June 30), the Fire District would provide the City an estimate of the fee for the following year. When the Fire District has information available to determine the actual annual fee, the Fire District would present the City with a statement reflecting the difference between the actual and estimated fee. An adjustment representing that difference would be charged or credited to the City over the following 12 months in the subsequent fiscal year.

### *Annual Fee Payment Cap:*

The minimum term of an annexation agreement between the City and Fire District would be ten years. A five and one-half percent (5.5%) payment cap would be placed on any increases to the City's annual fee each year for the first five years of the Agreement. This payment cap applies only to the City's annual fee payment amount (salary, employee benefits, and overhead costs). Calculation of the payment cap would not include any conversion costs, credits, rebates, etc., which may be factored into the City's monthly payment amount.

For the sixth year of the Agreement term, the payment cap would be the average of the immediately preceding four years' percentage increases in the annual fee plus one percent. For the seventh year of the Agreement and each subsequent year, the payment cap would be the average of the immediately preceding five years' percentage increases plus one percent.

In any year where the City's annual fee payment amount exceeded the preceding year's payment amount plus the applicable payment cap, payment of the excess amount would be deferred to a subsequent fiscal year when the increase in the annual fee payment for that year over the preceding fiscal year is less than the payment cap. The excess amount would be repaid by the City in any subsequent fiscal year to the extent the City's annual fee payment increase in that fiscal year is less than the excess amount for that fiscal year.

***Workers Compensation*:**

The "Estimated 2012-13 Net City Cost" which comprises the Estimated 2012-13 Annual Fee (page 7) is based upon Uniform Position Costs calculations which are comprised of salaries and employee benefits for firefighter series positions. Workers compensation costs are included as part of those employee benefit calculations. The total estimated workers compensation costs that the City of Downey would fund, which is included in the Total Estimated Salary and Employee Benefits, is $582,656. Rates are updated annually to ensure all cities pay a proportional share of the Fire District's workers compensation costs.

***Liability:***

The Fire District's overhead rate includes actual liability costs incurred by the Fire District over the last five fiscal years. The overhead rate is charged as a factor to the total salary and employee benefits costs in the City. Therefore, the Estimated Annual Fee for services each year would include the City's proportional share of liability costs. Based upon the Estimated 2012-13 Annual Fee, the total estimated liability costs that the City of Downey would fund as part of the overhead charge is $81,063. Rates are updated annually to ensure all cities pay a proportional share of the Fire District's liability costs.

***Fire District Special Tax:***

The City would **not** be part of the Fire District's special tax for fire and paramedic services.

***Conversion Costs:***

Certain items of City apparatus, equipment, and facilities would require conversion, repair, upgrade, or replacement to be compatible with Fire District operations and meet Fire District standards. The City would be required to reimburse the Fire District for all expenditures made to convert the City's Fire Department to Fire District operations.

A comprehensive evaluation and conversion cost estimate would be completed by the Fire District if negotiations are commenced. Before such survey could be commenced for City stations and equipment, the City would be required to enter into a Reimbursement Agreement with the Fire District for the reimbursement of the costs incurred by the Fire District in completing the survey, which costs would total $30,000.

***Revenues:***

Revenues, if any, generated by the Fire District for its services would be revenues of the Fire District. Those revenues may include fees from hazardous materials inspections (recovery of costs) or others. Revenues derived by the City for Fire District services such as business license inspections may be collected and retained by the City as long as they are not in conflict with any Fire District charges. Should the City undertake a City ambulance transport program, any revenues the City would derive from such a program would be retained by the City.

***City Annexations:***

The annual fee for service is predicated upon the City's current service requirements and boundaries. To maintain adequate levels of service, increases in fire and emergency medical services resources may be required by the Fire District if City annexations occur. Should the City annex additional territory, the City and the Fire District would need to assess resultant service needs.

**Downey Solvency Calculation**

Downey's solvency calculation is based upon the City's 2012 CAFR. Both the Government Finance Officers Association (GFOA) and the Los Angeles County Auditor-Controller's Office recommend that, at a minimum, the Unreserved (unrestricted) General Fund Balance for a city should be **no less than two months of regular general fund operating revenue or regular general fund operating expenditures**.

Applying the GFOA and Auditor-Controller's recommended criteria to the City's 2012 CAFR, the City of Downey's general fund balance is less than recommended as detailed below:

| | |
|---|---|
| Total Unreserved General Fund Balance | $ 6,123,000 |
| General Fund Revenues Two Month Fund Balance | $10,635,000 |
| General Fund Expenditures Two Month Fund Balance | $11,538,667 |

At the end of Fiscal Year 2011, the City's reserves were at 98.6% of the County's desired level. When measured at the end of 2012, the reserves slipped to 57.6% of the desired level. During the recent economic downturn, and similar to many other governmental agencies, the City has used one-time funds to maintain service levels. The economy is now trending favorably, and if the current trend continues, the City has the potential to improve its reserves to again approximate the County's desired levels. The Fire District will continue to monitor the City's financial condition to ensure the City is able to demonstrate it has the financial capacity to become a contracting partner of the Fire District.

**Fire District Cost**

The benefits to the Fire District are described in the following Section VI, Benefits of Annexations to the Fire District. The Fire District would benefit from an additional paramedic engine, paramedic squad, and quint that would be housed at City stations. Rather than bearing the entire annual cost of $6.1 million to staff these units, the Fire District's annual cost share would have been $1.4 million had the City been in the Fire District the entire 2012-13 Fiscal Year.

# VI. BENEFITS OF ANNEXATION TO THE FIRE DISTRICT

Both the City and the Fire District provide outstanding fire protection and emergency medical services. However, the Fire District, due to its overall size and economy of scale, is able to provide a broader range of in-depth, quality services than most municipal fire departments. There are certain benefits to being part of a larger organization that strives to be an attentive and responsive "hometown fire department" to each of the cities and communities it serves. For a general overview of the Fire District, please see Appendix B.

## Regional Concept of Service Delivery

The Fire District operates under a regional approach in providing emergency services to its Fire District cities and the unincorporated areas of Los Angeles County. Some of the nearby cities and communities that are served by the Fire District include the Cities of Bellflower, Bell Gardens, Commerce, Norwalk, Paramount, Pico Rivera, South Gate, and unincorporated Whittier. To ensure the best response times possible, the closest available resource is dispatched to an incident, regardless of jurisdictional or municipal boundaries, thereby providing an optimum level of service. Both the Fire District and the City would benefit from annexation of the City as follows:

- Benefit to the City:

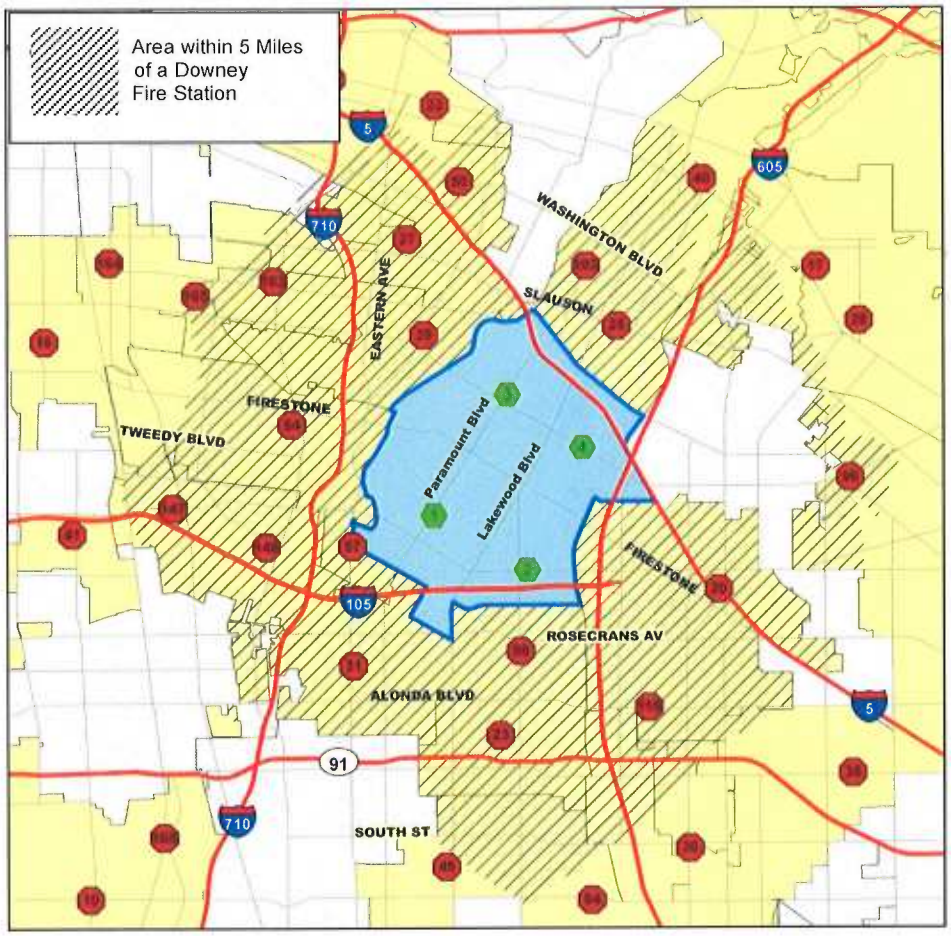
  The City would benefit from the 43 Fire District emergency response units located within five miles of the City and which would be available to provide enhanced responses to large incidents, and/or simultaneous incidents when the City's units are assigned to other incidents. (See table on page 19 for list of resources).

- Benefit to the County:

  The unincorporated community of Whittier, as well as some areas of the Fire District served Cities of Bellflower, Bell Gardens, Commerce, Norwalk, Paramount, Pico Rivera, and South Gate would benefit from the proximity of the City's four fire stations. In addition, because paramedic squad and truck company jurisdictions cover a larger area than the first-in engine, the paramedic squad assigned to the City would enhance the level of paramedic service available to these areas. Likewise, the quint assigned to City Station 1 would be available to provide second-due quint and back-up truck coverage to the adjacent Fire District areas which experience heavy call volumes.

The following map shows the Fire District's jurisdiction that is within 5 miles of Downey's four fire stations. These areas (designated by hash marks) would particularly benefit from the additional service that would be available by annexing the City.

**Fire District Areas within Five Miles of the City of Downey's Fire Stations**




## Response Times

In most cases, the Fire District would respond from one of the City stations or a closer Fire District station on a "first-in" response. As a result, response times in the City would be equal to or better than existing response times since some areas of the City are closer to the adjacent Fire District stations.

Truck company response times to the adjacent Cities of Bellflower, Paramount and South Gate would improve due to the proximity of the truck company which would be assigned to City Station 1 and would have first-in response jurisdiction in those communities.

## Major or Simultaneous Incidents

The City has addressed the need to respond to large, complex, or simultaneous incidents involving major loss of life or property through the use of automatic and mutual aid agreements. While these agreements can provide significant resources, emergency operations are less effective under these agreements than if City forces were an established part of the Fire District and all responding resources were under a unified command. Also, there is usually a dispatch "lag time" for automatic and mutual aid requests, which causes longer response times for assisting units.

## Fire Ground and Emergency Operations

The fire service has recognized standards for the provision of fire and emergency medical services. Some of these standards are dictated by federal or state regulations. Tasks such as commanding and coordinating responding units, operating the fire equipment, searching for and rescuing trapped persons, laying out and attacking the fire with hoses, etc., must be done by an adequate number of properly trained and equipped staff. All the tasks must be accomplished in rapid sequence within very limited and critical time frames. Criteria such as "prior to flash over," "confinement to building of origin," "prior to brain death," and "time to intervention" are applied.

The service configuration presented in this Feasibility Study, with supporting Fire District resources, provides strengthened numbers of trained staff to quickly perform required tasks and meet standards within the City.

## Response Matrix

The Fire District's Command and Control Division, Dispatch Services Center, utilizes standardized response profiles to dispatch resources to emergencies. Initial response for a building fire is dependent on the required fire flow in gallons of water per minute necessary to extinguish the fire. Following are a few examples of the Fire District's typical response to reported fires:

**Initial Commercial Response:** The standard first alarm response for a commercial building fire is:

5 Engine Companies
2 Ladder Truck Companies
1 Paramedic Rescue Squad
2 Battalion Chiefs

Total average staffing level = 30

If the initial response does not provide the necessary resources, greater alarms may be requested by the incident commander.

**Commercial Third Alarm:** Response to a third alarm for a commercial building fire would result in the following:

13 Engine Companies
6 Truck Companies
2 Paramedic Rescue Squads
1 Hazardous Materials Task Force (Engine & Squad)
1 USAR Task Force (Engine and USAR Squad)
1 Mobile Air Unit
6 Battalion Chiefs
2 Assistant Chiefs
1 Deputy Chief

Total average staffing level = 104

Additional resources, including various specialized pieces of equipment, technical teams, etc., may be requested by the incident commander. When it is anticipated that an engine company would be out for 30 minutes or more in designated critical coverage areas, companies are automatically dispatched to "move-up" to pre-designated vacant stations near the greater alarm incident so that coverage is available for any subsequent emergency.

## Paramedic Services

Sixty-seven (67) paramedic rescue squads are strategically assigned among the Fire District's 170 fire stations. Paramedic rescue squad personnel provide advanced life support, including drug therapy and sophisticated medical procedures, in addition to their basic firefighting duties. In 2005, the Fire District instituted the 12-Lead Electro-cardiogram (ECG) Program. The primary goal of this program is to improve patient care and outcomes by immediately correlating the chief complaint, clinical presentation, transport decision, and hospital intervention. The Fire District has the capability of responding numerous additional paramedic squads to an incident or area when a high demand for service occurs.

In appropriate locations, the Fire District operates paramedic engine companies and paramedic assessment engines to increase the optimum use and efficiency of personnel.

A paramedic assessment engine has one qualified paramedic firefighter who can perform more advanced care, such as heart monitoring and interpretation of cardiac rhythms, manual defibrillation and synchronized cardioversion, intravenous (IV) therapy, and advanced pharmacology drug calculations and administration. A paramedic squad is simultaneously dispatched with the paramedic assessment engine to provide additional paramedic support and aid with transport, if needed.

A paramedic engine has two qualified fire fighter paramedics who, in addition to the care that EMTs and assessment engines can provide, can calculate and administer controlled drugs. Paramedic engines perform patient follow-up, if necessary, to a receiving hospital. A paramedic squad is not dispatched with a paramedic engine.

**Hazardous Materials Services**

The Fire District provides hazardous materials response services to all of its jurisdictional area and, upon request and availability, to cities outside the Fire District's jurisdiction. The Fire District constantly staffs three hazardous materials task forces which are strategically placed within the Fire District's central, east, and north regions and staffed with a four-person engine company and a five-person Hazardous Materials Squad. Hazardous materials task force personnel are trained to identify and deal with a hazardous materials release or potential release on emergency incidents.

**Related Services**

The Fire District conducts a variety of public service, educational, fire prevention, and related programs such as: the Explorer Program which introduces young people ages 15 through 21 to the fire service as a possible career through training and participation in actual situations; the Juvenile Fire Setters Program which provides youth counseling; Community Emergency Response Team which provides training to members of the community to prepare for and learn how to assists others during a disaster; and the Yogi Bear Schoolhouse earthquake simulator, which provides earthquake preparedness training.

The Fire District also provides ocean lifeguard, forestry, hazardous materials regulation, and other health and safety related services.

**Patient Transport**

The Fire District provides, without charge to patients, pre-hospital paramedic and emergency medical services, including Advanced Life Support (ALS). The Fire District does **not** provide ambulance transportation. Patients are transported to the hospital utilizing private ambulance service under contract with the Department of Health Services, using the exclusive operating area arrangement. Fire District firefighter paramedics accompany the patient in the ambulance if needed for patient care. The private ambulance firm charges the responsible private party for transportation including a charge for the paramedic who aids in the transport. Revenues collected for the paramedic on board the ambulance would be passed through to the City.

**Fire Prevention**

Fire District fire prevention and related services are provided by both the Prevention and Operations Bureaus as follows:

- Building inspections for all commercial, industrial, high-rise, and multi-residential occupancies.
- Fire prevention inspections in connection with the issuance of business licenses, at the request of the City.
- Inspection of schools and institutional occupancies.
- Dwelling brush clearance inspections.
- Public education programs.
- Investigation of all fire hazard complaints, such as arson, from area residents.
- Review of all building plans, subdivisions, conditional use permits, zone changes and water system improvement plans.
- Review of applications for filming and special effects permits, sets requirements and conducts inspections at filming locations to ensure public safety and compliance with the Fire Code.

The Fire District would negotiate with the City regarding participation in any one-stop plan check programs which the City may wish to continue. The closest Fire Prevention offices that would serve the City are located in the City of Cerritos at 19030 Pioneer Boulevard, in East Los Angeles at 4801 E. Third Street, and in the City of Lynwood at 3161 Imperial Highway.

## Adjacent Fire District Resources

The Fire District has 24 fire stations, housing 43 units that are staffed daily with 133 firefighters, within 5 miles of the City which would provide direct and support service under the regional service delivery concept. The following chart lists all of the resources:

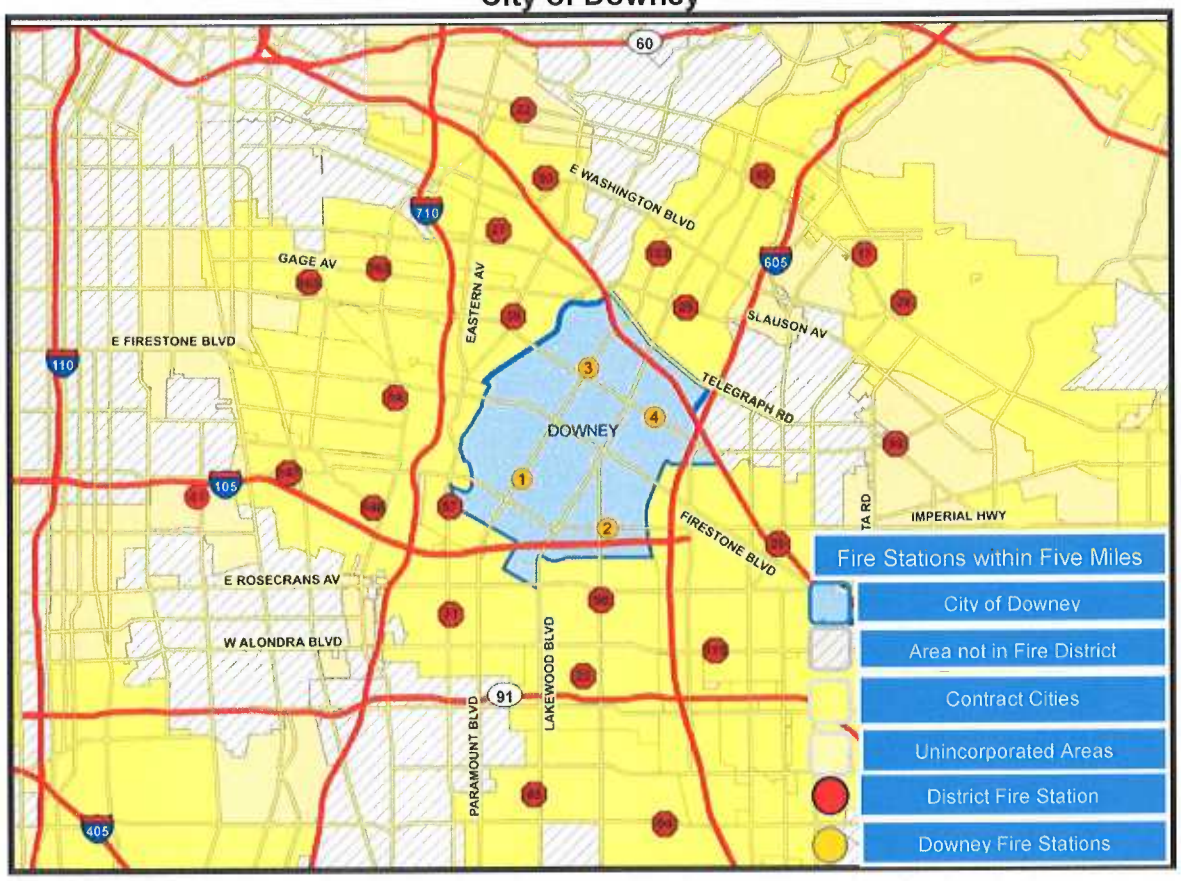
**Fire District Stations and Resources Within Five Miles of the Nearest City of Downey Boundary**

| Fire District Station | Engine Company | Quint/ Truck Company | Paramedic Rescue Squad | USAR Squad | Emergency Support Team | Post Position Staffing | Distance to Nearest City Boundary (Miles) |
|---|---|---|---|---|---|---|---|
| 17 | X | | | | | 4 | 4.4 |
| 20 | X | X | X | | | 10 | 3.0 |
| 22 | X | | | | | 3 | 4.4 |
| 23 | X | | | | | 4 | 2.1 |
| 25 | X | | | | | 4 | 1.0 |
| 27 | X | X | | | | 7 | 2.5 |
| 28 | X | X | X | | | 9 | 4.8 |
| 31 | X | X | X | | | 10 | 1.9 |
| 39 | X | | X | | | 5 | 0.9 |
| 40 | X | | X | | | 5 | 3.7 |
| 41 | X * | | X | | | 6 | 4.8 |
| 45 | X | X | X | | | 9 | 3.2 |
| 50 | X | | X | | | 5 | 2.6 |
| 54 | X | | X | | | 6 | 1.7 |
| 57 | X | | | | | 3 | 0.01 |
| 94 | X | | | | X | 5 | 4.5 |
| 96 | X | | | | | 3 | 3.5 |
| 98 | X | | X | | | 5 | 0.7 |
| 103 | X | | | X | | 7 | 1.6 |
| 115 | X | | | | | 4 | 2.9 |
| 147 | | X | X | | | 6 | 3.0 |
| 148 | X | | | | | 3 | 2.2 |
| 163 | X | | X | | | 6 | 3.5 |
| 165 | X | | | | | 4 | 4.1 |
| **24** | **23** | **6** | **12** | **1** | **1** | **133** | **TOTAL UNITS** |

*Paramedic Assessment Unit

The following map illustrates the location of resources that are assigned within 5 miles of the City's borders.

**Fire District Stations within Five Miles of the City of Downey**




## Move-Up Coverage

Fire District policy would require automatic engine company "move-up" coverage of any designated critical coverage City station(s) when the jurisdictional engines are committed to emergencies anticipated to last 30 minutes or more. Just as Fire District resources outside the City would be used to move up and cover a designated City station(s), a selected company in the City may be used to move up and cover stations outside the City when necessary.

## Automatic Aid

The Fire District utilizes automatic aid agreements with other fire departments to provide the most expeditious response to designated areas on a day-to-day basis while maintaining a reciprocal exchange of services. The Fire District would continue to participate in the City's existing automatic aid agreements and mutual aid programs if the City were to annex to the Fire District. Modifications would be made as appropriate.

## Dispatch and Communications

Dispatching for Fire District units in the City would be provided from the Fire District's Fire Command and Control Facility located at 1320 North Eastern Avenue, Los Angeles. Fire communications specialists staff the facility, all of whom are Emergency Medical Dispatchers (EMDs). They are trained to provide lifesaving instructions over the phone while persons are waiting for the arrival of emergency units.

If the City annexes to the Fire District, the "911" emergency reporting system would remain in effect. A direct computer link and a direct telephone (ring-down) line or "speed dial" system would be maintained between the City's Police Department and the Fire District's Fire Command and Control Facility.

All Fire District emergency vehicles contain mobile data terminals (MDTs) and automatic vehicle locators (AVLs) for the most efficient communication and allocation of resources. Command and other appropriate units use cellular phones in addition to radios.

The Downey Fire Department currently provides dispatching services for the fire departments in the cities of Compton, Santa Fe Springs and Vernon. The Fire District would work with these three cities and the City of Downey to transition dispatching service to another provider. It may be cost-effective for Fire District dispatching personnel to staff the dispatching center for these cities, for one of the three cities to provide the service, or for a third-party dispatching center to provide the dispatching service. All of these options can be evaluated if the City of Downey opts to pursue negotiations for a service agreement with the Fire District.

## Coordination Between City and Fire District

Recognizing that constant liaison is essential between the City and its fire department, the area Assistant Fire Chief, who is located at Fire Station 30 in the neighboring City of Cerritos, along with his Community Services Representative, would maintain a day-to-day working relationship with the City Manager and, through her/him, the City Council. The Assistant Fire Chief would be responsible for representation at meetings called by the City Clerk, meetings of the City Council, and other City staff meetings where Fire District input is needed. The Assistant Fire Chief would act as the personal representative of the Fire Chief of the Fire District on all daily operations between the City and the Fire District.

## Emergency Preparedness

Internal City emergency management, programs, and responsibilities would remain with the City.

## Public Education

Community and school education programs are provided as a Fire District service by local fire stations, assisted by the regional Community Services Representatives.

## Fire Cause and Arson Investigation

Fire cause determination services are provided by the Fire District. According to established policy, either the engine company officer, Battalion Chief or, if necessary, the Fire Investigation Unit conducts an initial investigation and establishes the cause of the fire. Should the cause be determined to be arson, the Fire District's arson investigation service would handle the investigation assisted by the City Police Department.

## Hazardous Materials Programs

Were the City to annex to the Fire District, the Fire District would become the administering agency for the City for the Hazardous Release Response Plan Inventory Program and the Risk Management and Prevention Program. The Fire District would collect all program-related fees as the administering agency. The Fire District fee structure, as required by law, is designed only to offset the costs of administering the program. It would be necessary for the City to take the appropriate action necessary to transfer the administrative responsibilities and make required notifications to the City's Certified Unified Program Agency (CUPA) and the California Office of Emergency Services.

## Hydrants

The Fire District would annually inspect all fire hydrants within the City to ensure that they are mechanically operable and capable of delivering water in accordance with standard Fire District policy. The Fire District would notify the City of Downey Water Division, in writing, of any maintenance requirements as soon as possible after such inspections and at any other time the Fire District becomes aware of maintenance or repair requirements. The Fire District would maintain liaison with the City's Water Division for water needs during emergencies and routine functions.

## Additional Fire District Services

See Appendix C for additional details regarding services provided by the Fire District.

# VII. TRANSITION FROM CITY TO FIRE DISTRICT

## City Personnel

The California Health and Safety Code (Section 13861) and the California Government Code (Sections 53292 and 55632) provide the legal authority for the Fire District to furnish services to the City and to blanket in or appoint City Fire Department personnel to Fire District status. Ultimately, the blanketing in of personnel is subject to joint agreement between the City Council and the Board of Supervisors, the details of which would be specified in an agreement for services.

Firefighting personnel with less than six months' service with the City at the time of transfer to the Fire District, as well as trainees, reserves, auxiliaries, cadets, and fire fighter apprentices, could not be brought in as Fire District employees. Positions and salaries of all personnel blanketed in to the Fire District would be specified in the agreement for services between the City and the Fire District. There would be no reduction in salaries of City fire fighters blanketed in as Fire District fire fighter series employees. City paid bonuses would be reviewed for possible inclusion in Fire District salaries.

Appointment of non-uniformed civilian or non-medically qualified fire fighters for non-safety positions is subject to Fire District needs and negotiation and would require a probationary term for any of these employees.

All personnel would be subject to a medical examination, drug screening, and an appropriate personnel review prior to acceptance as Fire District employees. Those not qualifying would remain the obligation of the City.

Personnel costs associated with annexation of the City to the Fire District including transfer of any sick and/or vacation time as discussed below, would be defined during the negotiation process.

## Benefit Time

All employees blanketed into the Fire District would receive benefits now provided to Fire District personnel. All time spent in rank as City/Fire District employees would be considered for purposes of determining benefit accrual. Some of the prevailing benefits and conditions are vacation time, holidays, sick leave, retirement plan, and group insurance.

So that no employee is transferred to the Fire District without any available benefit time, the City would be required to transfer to the Fire District for each employee, to the extent the employee is entitled to such benefit time in City employment, a maximum of 20 vacation days, or 10 shifts, whichever is applicable, and 12 sick days, or 6 shifts, whichever is applicable. City would reimburse the Fire District for transferred benefit time at City salary rates. All remaining benefit time, such as vacation days, holidays, sick leave, etc.,

accrued prior to the employee's transfer to the Fire District would remain as obligations of the City. All City employees would be subject to the Hospital Insurance Tax and any other applicable federal regulations.

**CalPERS/LACERA Retirement**

A sworn City employee transferring to the Fire District would become a LACERA member on the first day of the month following the transfer of service to the Fire District. CalPERS and LACERA retirement systems are reciprocal. A transferring City employee would leave his or her retirement contributions on deposit with CalPERS and establish reciprocity. The member's LACERA contribution rate would be based on his or her age upon entering the earliest reciprocal system.

At the time of retirement, a reciprocal member would receive retirement benefits from both agencies based on the benefits of reciprocity, such as adding service credit under each system to determine eligibility to retire and using the highest earnings under either system to calculate benefits from both.

Service with CalPERS or other reciprocal system is not used to determine the amount Los Angeles County contributes towards the members' retiree health insurance premiums.

**Probation**

Any City employee on probation on the commencement date of service by the Fire District would remain on probation until the Los Angeles County probation requirement for the respective rank is met.

**Promoted Positions**

Current policy of the Fire District is to accept only as many officers and other promoted personnel as there are positions created within the Fire District as a result of the City's annexing to the Fire District. The City would be required to designate the following number of promoted positions and the remaining firefighting members would be blanketed in as fire fighters:

12 Captains
14 Fire Fighter Specialists/Engineers

All personnel designated for promoted positions must be duly qualified to hold those positions.

**Seniority**

The annexation of the City to the Fire District would create 50 additional Fire District sworn positions; therefore, 50 uniformed personnel with the highest City Fire Department seniority would receive seniority rights based on service time with the City Fire Department. The

remaining transferring employees would be assigned a seniority date consistent with the effective date of transfer and placed on the Fire District's seniority list in order of their relative service time with the City Fire Department. As those transferring uniformed employees with full seniority status leave Fire District service, the other transferring uniformed employees would be assimilated into full seniority status based on their total time in service as uniformed City/Fire District employees.

Employees would be eligible for promotional examinations within the Fire District without regard to the normal six-month period applicable to new employees. All time spent in rank as City/Fire District employees would be considered for purposes of determining eligibility for promotional examination.

**City Equipment**

The City would transfer to the Fire District its interest, right, and title, which shall be free and clear, in specified pieces of vehicular equipment which would be necessary for the operation within the City by the Fire District. Major fire equipment or other equipment essential to the operation of the vehicles or stations would also be transferred. All vehicles and major equipment transferred would be specified in an agreement for services negotiated by the City and the Fire District. Expendable equipment, tools, fixtures, furnishings, supplies, and all items incidental to the operation of the Fire Department would also be transferred but not specified. This includes all items currently in possession or assigned to the City Fire Department unless specifically excluded.

The method by which any vehicles leased by the City would be transferred would be addressed in an agreement for services. An agreement for services would also specify the disposition of the equipment and vehicles transferred in the event the agreement is terminated. Unless negotiated otherwise, the Fire District would return comparably aged vehicles to the City upon termination of service.

**City Fire Department Facilities**

If the City were to annex to the Fire District, all four City fire stations would be occupied by the Fire District. The Fire District would lease the City fire stations for $1 per year, per facility. For the first five years, fire station maintenance and minor repairs would be the responsibility of the Fire District to the extent of $25,000 per station for the first year, and would increase by 5% each year until the sixth year. All repairs in excess of the Fire District's annual share would remain the responsibility of the City. Beginning the sixth year, all fire station minor repairs and maintenance would be the responsibility of the Fire District, and major repairs and/or replacement would remain the responsibility of the City.

**Landscape Maintenance**

All routine maintenance of the landscaping at City fire stations would be performed by Fire District fire station personnel.

## Fuel Tanks

The Fire District would maintain and utilize the above ground fuel tanks located at City Fire Stations 2 and 3. Costs to refuel Fire Department vehicles are included in the overhead component of the proposed annual fee. The City would retain all responsibility for previously removed and existing underground fuel tanks, fuel pumps, piping, etc., located at the City fire stations occupied by the Fire District, including but not limited to any leaks, soil contamination and/or necessary remediation as a result thereof.

## Site Assessments

Prior to the commencement of services by the Fire District, the City would be required to have performed an Electromagnetic Field Survey, a Phase I Site Assessment and Building Asbestos Survey, and a Phase II Site Assessment, if subsequently required, for all four proposed Fire District-staffed City fire stations. The site assessments would be conducted by a Cal-OSHA registered environmental assessor who would determine if asbestos, fuel, lead paint, or other environmental contaminants or hazards are present.

All site assessment reports would be reviewed by the Fire District and its environmental services consultants to determine if pertinent standards have been met or if further mitigation measures are required. The City would be required to mitigate and abate all environmental hazards and provide evidence to the Fire District that all recommended measures have been completed and that all applicable laws and requirements have been complied with. Any residual contaminations discovered any time after Fire District occupancy would be the responsibility of the City to abate.

All costs relating to Phase I and II site assessments and hazard abatement/mitigation measures would be borne by the City.

## Withdrawal from the Fire District

An annexation agreement entered into by the City and the Fire District would be for a minimum term of ten (10) years. Should the agreement be terminated by either party subsequent to the initial term, the distribution of assets would be determined as defined in the agreement.

The Fire District would not be obligated to return to the City any item such as apparatus, vehicles, furnishings, equipment, tools, or other personal property for which a monetary or in-kind credit was given to the City.

## VIII. SUMMARY

Annexation of the City of Downey to the Fire District would result in the City becoming an integral part of an organization that provides quality service to 58 cities and the unincorporated areas of Los Angeles County through a regional fire protection system. Under this regional concept, fire stations are strategically located throughout the service area, ensuring the most efficient use of resources for response to alarms.

The City's four existing fire stations would be occupied by the Fire District. Daily, on-duty staffing would total 16 in the City. A total of 133 daily, on-duty staff, located within five (5) miles of the City's boundaries, would also be immediately available for fire, hazardous materials, and medical emergencies within the City.

Participation in the Fire District offers a means for the City to provide and maintain a very high level of emergency services. It also affords the Fire District enhanced paramedic and truck coverage to the adjacent Fire District-served Cities of Commerce, Bellflower, Bell Gardens, Pico Rivera, Norwalk, Paramount, South Gate, and unincorporated Whittier. Based on the proposed operation by the Fire District, the City's estimated 2012-13 annual fee would be $12.1 million.

The initial agreement term of any service agreement would be a minimum of ten (10) years.

## APPENDIX A

### GLOSSARY

| | |
|---|---|
| **ALS** | Advanced Life Support including emergency care by a certified paramedic (EMT-P) |
| **ASSESSMENT ENGINE** | The staffing on a Paramedic Assessment Engine includes one fire fighter paramedic. In addition to the care that EMTs provide, an assessment engine can provide advanced EMS care such as: heart monitoring and interpretation of cardiac rhythms; manual defibrillation and synchronized cardioversion; IV therapy; and advanced pharmacology drug calculations and administration. A paramedic squad is dispatched simultaneously with an assessment engine to assist with patient care and follow up at a receiving hospital, if necessary. |
| **BLS** | Basic Life Support including emergency care provided by an Emergency Medical Technician (EMT-1) |
| **BOARD OF SUPERVISORS** | The Los Angeles County Board of Supervisors, Board of Directors of the Consolidated Fire Protection District of Los Angeles County. |
| **CalPERS** | California Public Employees Retirement System |
| **CITY** | The City of Downey |
| **CITY COUNCIL** | The City Council of the City of Downey |
| **FIRE DISTRICT** | The Consolidated Fire Protection District of Los Angeles County, also commonly referred to as the Los Angeles County Fire Department |
| **EMS** | Emergency Medical Services |
| **EMT-1** | Emergency Medical Technician 1 – personnel certified to perform basic life support and first aid. |
| **EMT-D** | Emergency Medical Technician D – personnel certified to perform basic life support and first aid, and to operate an automatic defibrillator. Currently, all engine and truck companies carry automatic external defibrillators and their personnel are certified at the Emergency Medical Technician-Defibrillator (EMT-D) level. |
| **LACERA** | Los Angeles County Employees Retirement Association |

## GLOSSARY

| | |
|---|---|
| **PARAMEDIC ENGINES** | The usual staffing on are Paramedic Engines is four, which includes two fire fighter paramedics. In addition to the care that EMTs and the single paramedic on assessment engines can provide (see above), the two paramedics on a paramedic engine can calculate and administer controlled drugs. Paramedic engines also maintain a disaster cache with medical inventory for chemical and biological acts of terrorism. Paramedic engines perform patient follow-up, if necessary, to a receiving hospital. A paramedic squad is not dispatched with a paramedic engine. |
| **QUINT** | A fire service apparatus that serves the dual purpose of a ladder truck and a pumper, carrying a water tank. |
| **TRUCK** | A fire service apparatus designed with ladder capabilities and rescue tools such as the "jaws of life." |

## THE CONSOLIDATED FIRE PROTECTION DISTRICT OF LOS ANGELES COUNTY

The Consolidated Fire Protection District of Los Angeles County was established in 1949 and is a "special district" under California law. Pursuant to California Government Code Section 55632, the Board of Supervisors of Los Angeles County, as the governing body of the Fire District, may contract with any other neighboring city, county or fire protection district for the furnishing of fire protection to such other agency.

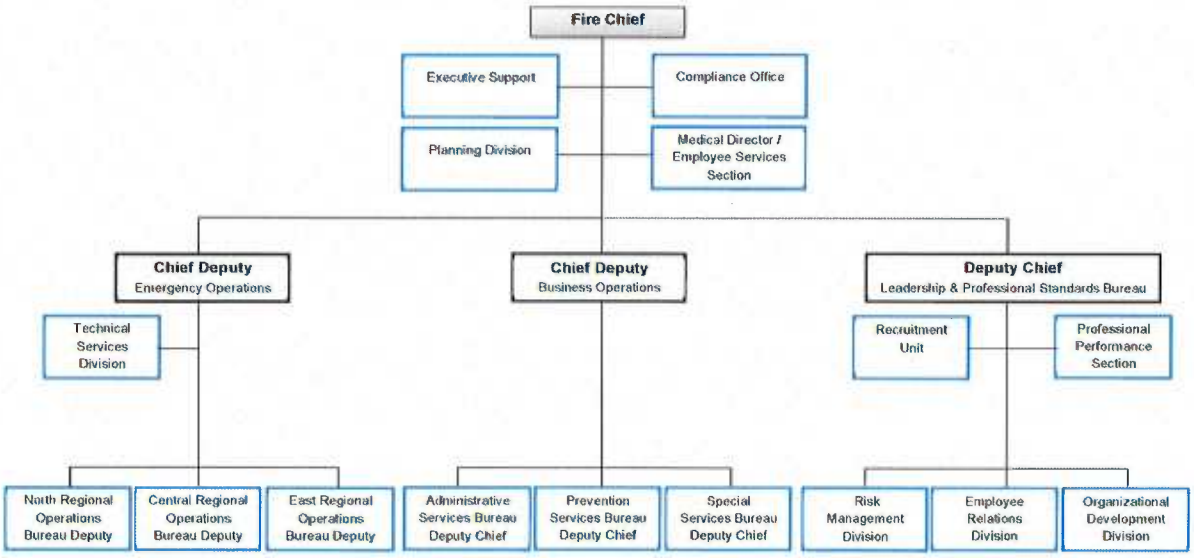
### Population and Resources

The Fire District serves approximately 4 million people in 58 cities and all of the unincorporated areas of Los Angeles County. The Fire District is a nationally recognized fire department that provides a variety of high-quality emergency and safety related services.

The Fire District operates 170 fire stations with 165 staffed engine companies; 32 ladder truck companies, which include 19 quints that have both pumper and ladder truck features; 5 light forces, which are comprised of both an engine and truck company that respond in tandem; 4 hazardous materials response squads; 2 urban search and rescue task forces; 3 staffed paramedic air squads (with the capability of staffing an additional 5 air squads); and 67 paramedic rescue squads. In addition, numerous support services and special pieces of equipment are utilized.

### Organizational Structure

The Fire District's organizational structure is as follows:



## THE CONSOLIDATED FIRE PROTECTION DISTRICT OF LOS ANGELES COUNTY

For efficient management, the Fire District is divided into seven functional bureaus, each commanded by a Deputy Chief:

- Central, East, and North Regional Operations Bureaus

  The firefighting, hazardous materials emergency response, and emergency medical forces of the Fire District are assigned into these three Regional Operations Bureaus. These forces are divided into nine field divisions, each under the command of an Assistant Fire Chief. Each field division is composed of two to three battalions.

  Each battalion is supervised 24 hours per day by a Battalion Chief. Six to twelve fire stations make up a battalion. The Battalion Chief provides overall supervision and administrative control of the stations and is the first line of management responsible for dealing with union-represented employees.

  An on-duty Fire Captain is assigned to each engine and truck company. The Fire Captain supervises the station and is responsible for the fire prevention and suppression, emergency medical, and other emergency and routine services that are provided within the station's jurisdictional area.

  The City of Downey would be included in the East Regional Operations Bureau. The Deputy Fire Chief in command of the East Regional Operations Bureau is located at Fire Station 118 in the City of Industry. The local Assistant Fire Chief is located at Fire Station 30 in the City of Cerritos.

- Prevention Services Bureau

  Comprised of the Prevention, Health/Hazardous Materials, and Forestry Divisions.

- Special Services Bureau

  Comprised of the Command and Control, Fire Fleet Services, Construction and Maintenance, and Information Management Divisions.

- Administrative Services Bureau

  Comprised of the Human Resources, Financial Management, and Materials Management Divisions.

- Leadership & Professional Standards Bureau

  Comprised of the Recruitment Unit, Professional Performance Section; Risk Management, Employee Relations, and Organizational Development Divisions.

## APPENDIX C

### ADDITIONAL FIRE DISTRICT SERVICES

**Training**

The Fire District operates four regional training centers. A newly hired Fire District employee is given 17 weeks of intense training at the Fire District's training centers. Our training system is designed to ensure that only highly trained firefighting personnel are available for all emergency and non-emergency duties. In addition to basic firefighting skills, the recruit fire fighter is trained for medical emergencies and is certified as an EMT-1 and EMT-D. For one year after graduation, the employee is on probation and is rated monthly on training progress. The probationary fire fighter receives daily drills and must pass a final examination before being approved for permanent employment.

Ongoing training for all personnel is accomplished by mandatory, daily, two-hour drills. Personnel are continually introduced to new or improved emergency and non-emergency procedures.

City firefighting personnel assimilated into the Fire District if not already certified would receive EMT-1 and EMT-D training and certification, and Class "C" commercial driver's training, to include the firefighting endorsement, and licensing as required by the Department of Motor Vehicles. Those personnel would also receive various other orientations and training for their specific positions in the Fire District.

**Technical Expertise**

The Fire District is a progressive leader in the fire service. It is comprised of many individuals and groups with specialized skills and equipment who provide a high degree of efficiency and cost-effectiveness for both routine and emergency functions. Although the Fire District's urban search and rescue, hazardous materials squads and helicopter operations receive much publicity, the Fire District's scope of expertise and specialization is wide and varied. A few examples follow:

- Arson investigators are full-time professionals.
- Specially trained members of the Joint Regional Intelligence Center (JRIC) Terrorism Early Warning Group (TEW) which is comprised of personnel from other agencies such as the Sheriff's Department, L. A. City Fire Department, L. A. City Police Department, Department of Health Services, FBI, the Rand Corp., and others.
- Six OES/FEMA certified urban search and rescue dogs and one ATF certified arson dog.
- Swift water rescue teams.

## ADDITIONAL FIRE DISTRICT SERVICES

- Fire prevention staff are specialized and develop in-depth knowledge in particular areas. These areas include:

  **Schools and Institutions** – Conducts inspections of schools and institutional type buildings.

  **Area Offices** – Inspections include new construction, tenant improvement, large occupancies, public assemblies, some of the smaller projects and tenant improvement plan checks.

  **Petroleum and Chemical Unit** – Conducts inspections of refineries, large chemical plants, etc.

  **Arson/Fire Investigation Unit** – Conducts arson investigations and cause determination investigations.

  **Engineering/Plan Check Section** – Reviews all new construction/large tenant improvement plans for Fire Code requirements.

  **Health/Hazardous Materials Division** – Handles hazardous materials disclosure.

- A full-time, professionally equipped video unit produces quality and effective audio and visual training materials.

- Special committees provide procedures and training for railroad incidents, truck operations, wildland pre-attack, fire prevention and other specialized areas.

- Experienced administrative paramedics or the Fire District's Emergency Physician/Medical Director coordinate multi-casualty medical procedures.

- A full-time, licensed breathing apparatus technician and experienced, trained assistants repair and maintain breathing apparatus.

- Registered nurse/professional educators coordinate EMT training.

- The Information Management Division, with approximately 48 skilled technicians, provides computer support to the field, administration, and the Command and Control Division (dispatching).

- The Fire District's 54 fire shop and field mechanics maintain the Fire District's apparatus for maximum use and efficiency.

## ADDITIONAL FIRE DISTRICT SERVICES

- A state-of-the-art, computerized Command and Control Center dispatches and manages the closest available resources on an incident. All first responder units are equipped with an automatic vehicle locator device (AVL) that sends real time data reflecting the location of each unit, unit type, and current rate of travel. Dispatching and command staff see exactly where resources are at any time so that units can be moved or repositioned, if necessary, to optimize the use of emergency first responders based upon their actual location.

Following are examples of the Fire District's specialized emergency apparatus and units:

***Urban Search and Rescue (USAR) Task Forces*** – Comprised of a USAR Squad and a USAR Engine, these two units combine to form a USAR Task Force that is specially trained to respond to technical rescues, collapsed structures, trench rescues, confined space rescues, swift water rescues, cliff rescues, major vehicle accidents with entrapment, and structure fires.

***Hazardous Materials Emergency Response Task Forces*** – Comprised of a Hazardous Materials Squad and Engine, these two units are staffed with firefighters who are specially trained to provide immediate response to hazardous chemical emergencies and collapse incidents and provide additional personnel for major emergencies.

***Water Tenders*** – Provide water if hydrants fail.

***Metropolitan Incident Resource Vehicle (MIRV)*** – A vehicle designed to convey supplies and equipment to support a multi-casualty mass decontamination operation.

***Tractors*** – Transport bulldozers and search and rescue trailers to incident sites.

***Rehabilitation and Food Trucks*** – Assist firefighters working on incidents for extended times.

***Bulldozers*** – Dike off hazardous materials flows or flood waters, assist in rescue efforts, fire overhaul, and wildland firefighting.

***Light Units*** – Provide lighting and electricity for effective nighttime operations.

***Brush Patrol Trucks*** – Provide jurisdiction patrolling and immediate extinguishment of small fires in the urban interface areas.

***Foam Units*** – Provide special types of foam application for chemical and petroleum fires. These are separate from foam units carried on engine companies.

***Mobile Air Units*** – Provide on-scene refill of breathing apparatus to enable continuous firefighting operations.

## ADDITIONAL FIRE DISTRICT SERVICES

***Mobile Command and Communication Centers*** – Allow on-site communication and coordination of resources at major incidents such as floods, earthquakes, explosions, large industrial or life loss incidents.

***Helicopters*** – Provide paramedic treatment and transport in life-threatening situations as well as fire suppression water-dropping capabilities and air reconnaissance for major disasters. The Fire District has 9 helicopters including 3 Firehawks with a water capacity of 1,000 gallons, and 6 Bell 412s.

***Emergency Support Teams (ESTs)*** – Strategically located two-person units provide first-alarm firefighting support to specific areas in the Fire District to augment firefighting staffing.

***Deluge Units*** – Provide very large water streams for effective application and knockdown of large industrial fires.

While the resources listed above are representative of the specialized capabilities of the Fire District, application of these specialized resources in addition to the economy of scale the Fire District enjoys leads to the high quality and wide variety of service the Fire District offers the City.

APPENDIX D

## ANNEXATION PROCESS

This process has been designed for the most timely method of annexation. Modifications to the process may result in increasing the length of time to complete the annexation.

| | |
|---|---|
| District Fire Chief: | Transmits completed Feasibility Study to the Board of Supervisors for approval. Upon Board approval, transmits the Study to the City. |
| City: | Requests negotiations of an annexation agreement with the Fire District's Fire Chief, approves Reimbursement Agreement with the Fire District for costs incurred to evaluate City's facilities and equipment for conversion to Fire District standards. Upon successful conclusion of negotiations, City signs annexation agreement and adopts a $-0- Joint Property Tax Transfer Resolution. |
| Fire District: | Submits for Board approval a Resolution Making Application to the Local Agency Formation Commission (LAFCO), $-0- Joint Property Tax Transfer Resolution, Negative Declaration, and legal description.<br><br>Upon Board approval, submits Resolution Making Application to LAFCO, $-0- Joint Property Tax Transfer Resolution, Negative Declaration, and a legal description to LAFCO. |
| Local Agency Formation Commission: | Holds a public hearing after receipt of Board Resolution Making Application. |
| Fire District: | Submits request to finalize annexation and the annexation agreement to the Board for approval. |
| Board of Supervisors: | Holds annexation public hearing and approves annexation and agreement. |
| Local Agency Formation Commission: | Records annexation on date requested. Notifies the County Engineer, County Assessor, the District Fire Chief, and the State Board of Equalization upon completion of the annexation procedures. *Map and filing fee must be received by LAFCO before recordation and filing can be made.* |
| City: | Adopts ordinance to use the Fire District Fire Code and an ordinance for the Fire District to be the administering agency for hazardous materials programs, if applicable.<br><br>Notifies the regional agency of the Insurance Services Office of the annexation. |

NOTE: Public notice requirements for public hearing require approximately four weeks.