



THE CITY OF SAN DIEGO  
**REPORT TO THE CITY COUNCIL**

DATE ISSUED: July 28, 2010 REPORT NO:  
ATTENTION: Public Safety and Neighborhood Services Committee  
SUBJECT: Engine Company Brownout and Lifeguard Reductions Monthly Report  
REFERENCE: None

REQUESTED ACTION

This is an informational item only. No action is required by the Committee or the City Council.

STAFF RECOMMENDATION

Accept the Report.

INTRODUCTION

This is the sixth monthly report to the PS&NS Committee on the status of the Engine Company Brownouts and Lifeguard reductions being administered to achieve budgetary savings in the Fire-Rescue Department. Brownouts are defined as the temporary closures of up to eight fire engines per day in those fire stations housing more than one emergency response apparatus.

This month's report will update workload, brownout frequency, and response time statistics since the inception of the Brownout Plan on February 6, 2010 through July 15, 2010. It will also address the projected and actual cost savings achieved.

SUMMARY

During this reporting period (February 6 to July 15, 2010), the thirteen engines subject to brownout were out-of-service from 32% to 100% of the time. As a result, compliance with the 5 minute 90% of the time national response standard for the first due unit has declined to 26% to 81% within these districts and 54% city-wide as compared to 29% to 87% in these districts and 55% city-wide for the same period last year. Average response times increased by 5 seconds city-wide when compared to the same period last year.

Response times for the assembly of an Effective Fire Force of 14-15 firefighters (3 engines, 1 truck and 1 battalion chief) within the 9 minutes 90% of the time national response standard was 0% to 100% within

these districts and 73% city-wide as compared to 25% to 100% respectively and 70% city-wide for the same period last year. Average response times for an Effective Fire Force decreased slightly (less than one minute) within these districts and city-wide when compared to the same period last year.

Service delivery impacts are felt by all requestors for emergency response whenever a response is delayed due to brownouts or other reasons. These impacts range from prolonged pain due to injury, prolonged distress due to a medical condition, and increased fire spread and damage, to the possibility of diminished probability of survival in the most severe life threatening medical or fire and rescue incidents. However, accurately isolating the specific impacts of the brownouts on victim survival probability proves to be extremely difficult and it is important to note that over the past five years an average of four persons per year have died as a result of fires in our City.

In addition, we are experiencing a noticeable increase in the number of fire inspections performed by our Engine and Truck Companies that are late in being completed. When available, light duty personnel have been assigned to assist in completing these assignments. Currently, fewer personnel are available in this category, and crews are experiencing difficulty in keeping up with assigned inspections due to increased activity as well as fewer available units. An average of 12% of the inspections performed by companies were more than 90 days overdue in April of this year. Our July figure is currently at 15% (up 3% in a 3 month period).

### STATISTICAL DATA

Following is cumulative statistical data for the emergency response districts subject to fire engine brownouts and the response time impacts city-wide for the period indicated.

#### Brownout Frequency

Data in the table below reflects the percentage of total operational hours in the reporting period (days in period x 24 hours) that the indicated engine company was out of service due to placement in brownout status.

**Percent of Time Units Browned Out**  
**02/06/2010 – 07/15/2010**

<b>Community</b>	<b>Engine</b>	<b>Pct.</b>
College	E10	97.90%
Downtown	E201	49.61%
East Village	E4	32.18%
Golden Hills	E11	47.11%
Kearny Mesa	E28	40.99%
Lincoln Park	E12	31.88%
Midway	E20	54.18%
Mira Mesa	E44	99.30%
North Park	E14	54.14%
Pacific Beach	E21	49.53%
Rancho Penasquitos	E40	99.72%
San Ysidro	E29	46.31%
University City	E35	37.84%

Number of Emergency Responses

Data in the table below reflects the total number and type of emergency incidents that occurred within the City during the reporting period.

**Overall System Wide**

**02/06 - 07/15**

	<b>Fire</b>	<b>Medical</b>	<b>Other</b>	<b>Total</b>
<b>2009</b>	1,601	42,172	5,781	49,554
<b>2010</b>	1,448	43,370	5,319	50,137
<b>Percent Change</b>	-9.56	2.84	-7.99	1.18

City-wide Response Time Performance

This following data reflects City-wide response time performance expressed in two formats. The first table shows the percentage of incidents where no more than 5 minutes elapsed from the time an engine or truck company was notified of an emergency response and their arrival at the scene of the emergency. The nationally accepted standard is 90% and the Department's current performance target is 55%. The second table uses the same notification and arrival time stamps, but reports response times as an average (mean).

**5 Minutes or Less Response Time  
Percentage (1st Arriving Engine or Truck)**

2009 Pct	2010 Pct	Percent Change
55.42%	54.09%	-2.40

**Average Response Time  
(1st Arriving Engine or Truck)**

2009 Avg	2010 Avg	Percent Change
0:05:02	0:05:07	1.65

Data Reported by Brownout Community

The data in the following tables uses the same criteria as described above, but breaks the data down by individual community.

**Browned Out Districts  
Incident Counts  
02/06 – 07/15**

	2009			2010			Percent Change		
	Fire	Medical	Other	Fire	Medical	Other	Fire	Medical	Other
College (Sta. 10)	38	1,088	113	36	1,133	109	-5.26	4.14	-3.54
Downtown (Sta. 201)	26	976	179	31	918	171	19.23	-5.94	-4.47
East Village (Sta. 4)	40	1,765	196	39	1,922	203	-2.50	8.90	3.57
Golden Hills (Sta. 11)	52	889	85	44	897	81	-15.38	0.90	-4.71
Kearny Mesa (Sta. 28)	41	1,045	285	47	1,093	209	14.63	4.59	-26.67
Lincoln Park (Sta. 12)	85	2,017	168	80	1,984	112	-5.88	-1.64	-33.33
Midway (Sta. 20)	28	1,296	192	40	1,428	159	42.86	10.19	-17.19
Mira Mesa (Sta. 44)	30	711	128	20	650	119	-33.33	-8.58	-7.03
North Park (Sta. 14)	65	1,192	123	41	1,347	116	-36.92	13.00	-5.69
Pacific Beach (Sta. 21)	44	1,364	206	38	1,430	198	-13.64	4.84	-3.88
Rancho Penasquitos (Sta. 40)	20	537	74	20	504	66	0.00	-6.15	-10.81
San Ysidro (Sta. 29)	29	1,470	83	40	1,525	64	37.93	3.74	-22.89
University City (Sta. 35)	64	1,322	384	55	1,349	408	-14.06	2.04	6.25

<b>Minutes or Less Response Time Percentage (First Arriving Engine or Truck)</b>	<b>2009 Pct</b>	<b>2010 Pct</b>	<b>Pct Change</b>
East Village (Sta. 4)	86.67%	80.64%	-6.95
College (Sta. 10)	53.59%	46.71%	-12.83
Golden Hills (Sta. 11)	73.91%	67.60%	-8.54
Lincoln Park (Sta. 12)	49.04%	47.28%	-3.60
North Park (Sta. 14)	76.08%	69.34%	-8.85
Midway (Sta. 20)	54.02%	50.43%	-6.64
Downtown (Sta. 201)	79.72%	79.80%	0.10
Pacific Beach (Sta. 21)	61.91%	50.34%	-18.69
Kearny Mesa (Sta. 28)	37.15%	35.10%	-5.53
San Ysidro (Sta. 29)	59.13%	57.30%	-3.10
University City (Sta. 35)	33.03%	27.51%	-16.74
Rancho Penasquitos (Sta. 40)	28.74%	25.80%	-10.23
Mira Mesa (Sta. 44)	40.76%	33.58%	-17.60

<b>Average Response Time (First Arriving Engine or Truck)</b>	<b>2009 Avg</b>	<b>2010 Avg</b>	<b>Pct Change</b>
East Village (Sta. 4)	0:03:50	0:04:03	5.47
College (Sta. 10)	0:05:03	0:05:15	3.84
Golden Hills (Sta. 11)	0:04:13	0:04:31	6.90
Lincoln Park (Sta. 12)	0:05:11	0:05:20	2.90
North Park (Sta. 14)	0:04:08	0:04:29	8.17
Midway (Sta. 20)	0:05:04	0:05:18	4.73
Downtown (Sta. 201)	0:03:49	0:03:51	0.74
Pacific Beach (Sta. 21)	0:04:38	0:05:13	12.31
Kearny Mesa (Sta. 28)	0:05:45	0:05:55	2.91
San Ysidro (Sta. 29)	0:04:58	0:05:11	4.18
University City (Sta. 35)	0:06:16	0:06:29	3.59
Rancho Penasquitos (Sta. 40)	0:06:04	0:06:31	7.31
Mira Mesa (Sta. 44)	0:05:48	0:06:07	5.46

### Effective Fire Force

This following data reflects response time performance for the assembly of the 14-15 firefighters needed to complete the tasks necessary to combat a typical residential structure fire. In our City, this is achieved by the response of 3 engines, 1 truck, and 1 battalion chief. The table shows both City-wide and brownout district performance. The nationally accepted standard is 90% and the Department's current performance target is 72%.

**Effective Fire Force\***  
**02/06 - 07/15**

		2009	2009	2009	2010	2010	2010
Community	Engine	Percent 9 Min	Average (Minutes)	Count	Percent 9 Min	Average (Minutes)	Count
College	10	77.78%	8.95	9	66.67%	8.22	9
Downtown	201	90.00%	9.38	10	85.71%	5.88	7
East Village	04	100.00%	4.48	17	71.43%	6.19	14
Golden Hills	11	100.00%	5.72	11	100.00%	6.07	11
Kearny Mesa	28	50.00%	8.82	4	90.00%	7.56	10
Lincoln Park	12	78.57%	7.28	14	75.00%	7.96	16
Midway	20	66.67%	7.64	3	66.67%	8.26	6
Mira Mesa	44	25.00%	9.22	4	0.00%	12.08	3
North Park	14	92.31%	6.42	13	100.00%	6.90	8
Pacific Beach	21	66.67%	8.48	9	75.00%	9.08	4
Rancho Penasquitos	40	66.67%	8.89	3	0.00%	11.71	4
San Ysidro	29	75.00%	8.69	4	75.00%	7.53	4
University City	35	40.00%	10.66	10	46.15%	9.55	13
City Wide		69.73%	8.42	261	72.51%	7.79	251

\* 21 incidents originally dispatched as single engine responses and later upgraded were not included in this EFF calculation

SERVICE DELIVERY IMPACTS

There is ample scientific data to support that the more quickly the right type and number of resources can be brought to bear on an emergency incident, generally speaking, the better the outcome. Under the best of circumstances, multiple concurrent calls for service, routine maintenance, training, community educational outreach events, administrative activities, and unit location at the time of an incident dispatch can all impact incident response times.

Because many variables can influence incident outcomes, it is very difficult to isolate changes in incident outcomes resulting solely from brownouts. However, it can be safely assumed that any emergency receiving a delayed response for any reason will result in undesired impacts. In the case of fires, the most likely impact is increased fire spread and damage and the increased possibility of injury or death. In the case of a medical emergency, the impact may be prolonged pain from an injury, distress from a medical condition, or greater risk of permanent injury or death.

Ripple Effect of Brown-Outs on Emergency Response System

When an emergency response unit is unavailable for response for any reason, including brownouts, another unit must be sent to the incident. When there are multiple concurrent incidents (a common occurrence), a ripple effect occurs that can impact several communities as units move throughout the City to provide the best coverage possible. While the Brownout Plan exacerbates this situation, these types of

response delays occurred before the Plan was implemented and are aggravated by the fact that the City has less than the optimal number of fire stations and crews needed to serve our communities.

#### Status of Adjustments Made to Mitigate Brownout Plan Impacts

No adjustments to improve response times are possible without shifting impacts to busier units or re-staffing browned out units. Re-staffing of browned out units can only be accomplished by the allocation of additional revenues to offset the anticipated budgetary savings that would be lost.

#### Projected/Actual Savings

Savings targeted to be realized during the last half of FY 2010 were projected at \$4.2 million dollars. After negotiations were completed with Local 145, the program began on February 6, 2010. The savings that are directly attributable to the brown outs for this period are \$4,174,806.

The \$11.5 million savings is to be realized in FY 2011, and a tracking system has been developed with our staffing program that will allow us to track the savings generated during this period and compare it to the data from Financial Management when available.

It is worthwhile to note that the savings are also balanced on the actual vacancy rates that occur within the Department. We have achieved the brown out of eight engines most days during these reporting periods, but not every day. The difference in the amount will be small, but there will be a difference between projected and actual at the end of the fiscal year.

#### LIFEGUARD DIVISION

The Lifeguard Division also contributed to budgetary savings via a number of reductions. Impacts from reductions taken have been felt in several areas of lifeguard operations: lifeguard coverage, training activities, personnel schedules and Reductions in Force (RIF). These impacts are discussed below.

#### Budget Reduction Impacts on Lifeguard Training

To achieve budgetary savings for Fiscal Years 2010-2011, dedicated training on Wednesdays was eliminated and employee schedules were altered to create additional relief shifts. These relief shifts allow the Lifeguard Division to cover open operational shifts on straight time rather than with overtime. Additionally, the River Rescue Team had its annual training reduced by half. Both of these changes resulted in a reduction in the overtime budget. The Lifeguard Division also eliminated one Lifeguard II position dedicated to developing, organizing, and conducting training. Budgetary savings achieved by these reductions are \$236,000 in overtime and \$68,912 for the LGII FTE.

While these reductions have decreased training opportunities overall, critical training required for employees to maintain essential skills is being achieved through in-service training, as well as a series of modules offered at the start of employee shifts.

#### Reduction in Force (RIF) and Utilization of Out of Class (OCA) Assignments

Eight full time equivalent (FTE) positions were eliminated from the Lifeguard Division budget. Four of these positions were unfilled at the time of the budget reductions; four of the positions were filled. The

four impacted employees were demoted as a result of the RIF and returned to open positions in the classification of Lifeguard I.

Lifeguard I is an hourly position with no benefits. The Lifeguard Division has traditionally employed approximately 200 Lifeguards I.

The four positions associated with the RIF represent a budgetary savings of approximately \$256,476.

As a result of negotiating RIF impacts with Teamsters, it was agreed that the four employees impacted by RIF would receive priority for filling out-of-class (OCA) assignments as Lifeguards II for temporarily unfilled positions caused by reasons such as sickness or long term injury. One of the employees has now been re-hired as a Lifeguard II, filling behind a retirement that occurred within the Division.

Update on Torrey Pines Incidents

The following incidents have been recorded for Torrey Pines City Beach from June 16<sup>th</sup> thru July 15, 2010:

<b>2010 Torrey Pines City Beach Responses*</b>	<b>Total</b>
Medical Aids (via 911 or Call Box)	10
Water Rescues	0
Cliff Rescues/Recoveries	2
Preventative Actions (cliff & Water warnings/non-rescue calls)	345
Enforcement	0
Other Calls for Service	3
<b>Total Incidents</b>	<b>360</b>

The following incidents have been recorded for the non-City sections of Torrey Pines Beach from June 16<sup>th</sup> thru July 15, 2010:

<b>2010 Torrey Pines Beach Response (non-City sections)*</b>	<b>Total</b>
Medical Aids (via 911 or Call Box)	18
Water Rescues	3
Cliff Rescues/Recoveries	0
Preventative Actions (cliff & water warnings/non-rescue calls)	305
Enforcement	1
Other Calls for Service	2
<b>Total Incidents</b>	<b>329</b>

Following is the nature and description of the incidents listed above:

Location: City of San Diego

- 6/19 **Medical Aid:** Report of person injured on trail.  
**Response:** Two Lifeguard units, Lifeguard Lieutenant, Medics, Fire, Fire Helicopter.  
**Outcome:** Patient with breathing problems extricated to hospital by Fire Helicopter.
- 6/19 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 6/20 **Medical Aid:** Minor burns to feet from hot sand.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 6/21 **Call for Service:** Two persons reported to be climbing near top of Torrey Pines cliffs.  
**Response:** Two Lifeguard units.  
**Outcome:** Persons were warned via PA from beach to stay away from the area. A unit went to top and found that persons left the area.
- 6/22 **Call for Service:** Person reported to be climbing near top of Torrey Pines cliffs.  
**Response:** Lifeguard unit.  
**Outcome:** Person warned via PA from beach to stay away from the area.
- 6/25 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 6/26 **Medical Aid:** Bee sting.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 6/26 **Medical Aid:** Person with minor leg injury on cliff trail.  
**Response:** Lifeguard unit.  
**Outcome:** Patient with leg cramp treated by lifeguards.
- 6/27 **Call for Service:** Person reported to be climbing near top of Torrey Pines cliffs.  
**Response:** Lifeguard unit.  
**Outcome:** Person warned via PA from beach to stay away from the area.
- 7/3 **Medical Aid:** Person with breathing problems due to over-exertion on cliff trail.  
**Response:** Lifeguard unit, Fire engine, Medics.  
**Outcome:** Patient treated by Medics, assisted to top of trail, transported to hospital.

- 7/5 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 7/6 **Medical Aid:** Laceration from surfboard fin.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 7/12 **Cliff Rescues:** Two persons reported stuck on side of cliff.  
**Response:** Three Lifeguard units, State Ranger.  
**Outcome:** Two victims rescued and lowered to beach. Both victims cited by ranger.
- 7/14 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.

Location: UC Property

- 6/19 **Medical Aid:** Burns to feet from hot asphalt.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 6/20 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 6/21 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 6/21 **Water Rescues:** Two persons in rip current.  
**Response:** Lifeguard unit.  
**Outcome:** Lifeguard performed two water rescues.
- 6/21 **Call for Service:** Four persons reported to be in a rip current.  
**Response:** Lifeguard unit.  
**Outcome:** Lifeguards performed warnings to four persons in a rip current.
- 6/25 **Water Rescue:** Person in rip current.  
**Response:** Lifeguard unit.  
**Outcome:** Lifeguard performed water rescue.
- 7/2 **Medical Aid:** Person with cut to foot.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.

- 7/2 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 7/10 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 7/11 **Medical Aid:** Person experiencing chest pains.  
**Response:** Lifeguard unit, Fire, Medics.  
**Outcome:** Patient treated by medics and transported to hospital.
- 7/12 **Medical Aid:** Person reported with injured ankle.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated for ankle sprain by lifeguards. Private transport.
- 7/14 **Medical Aid:** Person with cut to lip from surfboard.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 7/14 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 7/14 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.

Location: State Park

- 6/18 **Call for Service:** Female citizen threatened by another person.  
**Response:** Lifeguard unit, State Ranger.  
**Outcome:** Person escorted from area, transferred to State Ranger unit.
- 6/23 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 6/24 **Enforcement:** Report of indecent exposure subject.  
**Response:** Lifeguard unit, State Ranger, SD Police unit.  
**Outcome:** SD Police and State Ranger make contact.
- 6/29 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.

- 7/8 **Medical Aid:** Laceration to hand.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 7/10 **Medical Aid:** Sting ray wound reported by 911 call.  
**Response:** Lifeguard unit, State Rangers.  
**Outcome:** Patient treated by lifeguards.
- 7/12 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 7/13 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit.  
**Outcome:** Patient treated by lifeguards.
- 7/14 **Medical Aid:** Sting ray wound.  
**Response:** Lifeguard unit, State Ranger.  
**Outcome:** Patient treated by lifeguards.

Lifeguard Division Update on Wind 'n' Sea Beach

The following incidents have been recorded for Wind'n'Sea Beach from June 16, 2010 thru July 15, 2010:

<b>2010 Windansea Lifeguard Response 06/16/2010 to 07/15/2010</b>	<b>Total</b>
Medical Aids (via 911 or Call Box)	2
Water Rescues	22
Preventative Actions (warnings/non-rescue calls)	677
Enforcement	0
Other Calls for Service	2
<b>Total Incidents</b>	<b>703</b>

Following is the nature and description of the incidents listed above:

- 6/18 **Medical Aid:** 911 Call/Report of injured 51 year old male with head injury from body surfing.  
**Response:** Two Lifeguards units, Fire, Medics .  
**Outcome:** Medics transported patient to the hospital.
- 6/24 **Medical Aid:** Report of an injured surfer on the beach from surfboard.  
**Response:** Two Lifeguard units, Fire, Medics.  
**Outcome:** Medics transported patient to hospital.
- 6/29 **Call for Service:** Report of an injured sea lion.  
**Response:** Lifeguards, Sea World Animal Rescue.  
**Outcome:** Sea World transported injured sea lion to Sea World.

6/29 **Call for Service:** Two personal watercraft speeding inside the surfline.

**Response:** Lifeguard rescue boat.

**Outcome:** Personal watercraft operator cited.

6/19 **Water Rescues:** Seven rip current rescues.

**Response:** Two Lifeguard units.

**Outcome:** All victims rescued.

6/20 **Water Rescue:** Swimmer caught in rip current.

**Response:** Lifeguards on scene.

**Outcome:** Victim rescued.

### FISCAL CONSIDERATIONS

Brownout Plan savings targeted to be realized during the last half of FY 2010 were projected at \$4.2 million. Savings directly attributable to the brown outs for this period are \$4,174,806.

The brownouts are projected to achieve an FY2011 budgetary savings of \$11.5M.

The Lifeguard Division reductions to overtime, Torrey Pines operations, Wind 'n' Sea operations and operational relief hours are projected to achieve an FY2011 budgetary savings of \$721,915.

### PREVIOUS COUNCIL and/or COMMITTEE ACTIONS

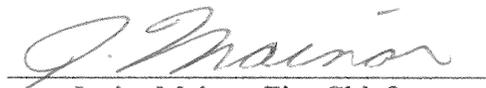
N/A

### COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS

Ongoing

### KEY STAKEHOLDERS AND PROJECTED IMPACTS

Community and Citizens

  
\_\_\_\_\_  
Javier Mainar, Fire Chief