



DATE ISSUED: November 13, 2006

REPORT NO: 06-170

ATTENTION: Public Safety and Neighborhood Services Committee  
Agenda of November 16, 2006

**REPORT TO THE CITY COUNCIL**

SUBJECT: Fire-Rescue Year-End Report for CY 2006

REFERENCE:

REQUESTED ACTION:

This is an informational item only. No action is required on the part of the Committee or the City Council.

STAFF RECOMMENDATION:

Accept the Report.

BACKGROUND:

In the aftermath of the October, 2003 Cedar Fire, the Comprehensive Public Safety Needs Assessment (Manager's Report 04-057), presented to the PS&NS Committee on March 12, 2004, documented the challenges faced by the Fire-Rescue Department in meeting its many missions. Among the findings cited in the report was that chronic funding shortfalls in Fire-Rescue had created a backlog of needs estimated to require \$159 million to correct over a five year period.

During the past year, the Fire-Rescue Department has continued to make significant progress in its efforts to address this backlog. The clear focus of the Mayor and City Council on public safety as a priority has resulted in increased funding that has allowed staff to begin to correct the critical infrastructure and fleet replacement concerns that pose a significant threat to service delivery.

Progress has been made in the replacement of emergency vehicles that have exceeded their service life and the construction of needed fire stations. In addition, pursuant to the Mayor and Council's commitment to transparent budgeting, many chronically under-funded program expenditures have been acknowledged and additional appropriations made. The additional resources committed to Fire-Rescue are greatly enhancing our ability to meet the growing demand for services.

DISCUSSION:

As discussed above, much progress has been made in the past year toward ensuring that Fire-Rescue is adequately staffed, trained and equipped to consistently deliver the many emergency services that are essential for the protection of the residents and visitors of our City. While this progress is largely a result of Mayoral and Council support for public safety, the pursuit of grant,

donation and corporate sponsorship opportunities has helped augment appropriations from the General Fund.

Some significant achievements realized in the past year are discussed below.

Fire Station and Lifeguard Facility Construction and Development

Fire-Rescue currently operates 47 fire stations strategically located throughout the City to ensure emergency service coverage for all communities. However, during a failed attempt to gain national accreditation in 2005, it was noted that our inability to achieve compliance with national emergency response time standards of 5 minutes 90% of the time, weighed heavily in the decision to deny accreditation.

Fire-Rescue staff's analysis of City-wide response times indicated that an additional 22 fire stations would need to be built and appropriately staffed to meet this national standard. Fire-Rescue has been working with the Mayor's Office, Council Members, Development Services Department, Engineering and Capital Improvements, Public Facilities Financing and the Centre City Development Corporation to identify opportunities for the construction of new fire stations.

The following tables identify construction and pre-construction activities in CY06:

<b>Fire Station/Lifeguard Facility Construction</b>				
Community	Station No.	Equipment Assigned	Staffing	Completed
Mission Valley (Temp. Facility)	45	Engine	4	FY06
Pacific Beach Lifeguard Facility				FY06

<b>Planned Fire Station/Lifeguard Facility Construction</b>				
Community	Station No.	Equipment Assigned	Staffing	Planned Completion
Pacific Highlands Ranch	47	Engine	4	FY08
Black Mountain Ranch	48	Engine	4	FY09
Otay Mesa	49	Engine	4	FY09
Bayside		Engine	4	FY09
University City		Engine/Truck	8	FY09
Boat Operations Dock				FY08

Emergency Fleet Replacement Program

The Fire-Rescue fleet comprises 124 emergency response vehicles and 183 support vehicles. As identified during the recent City-wide Fleet Services Business Process Reengineering (BPR), 50% of the emergency fleet and 35% of the support fleet are beyond their expected life cycles.

The following apparatus additions and/or replacements will help to mitigate the reliability, safety and expense challenges associated with the operation of an aging fleet. However, to be effective in the long term, future acquisitions must be ensured via authorization and funding of a comprehensive vehicle replacement program.

**Emergency Response Vehicle Deliveries**

Number	Type	Description	Community	Cost
2	Ladder Truck	105' Service Aerial/Quint	North Park Rancho Penasquitos	\$640k ea.
1	Ladder Truck	105' Service Aerial	Golden Hill	\$640k
3	Brush Engine	2400 Gal. All-Terrain w/ Pump	North Park San Ysidro University City	\$350k ea.
3	Battalion Command	Command Vehicle with Rear Command Module	College Mira Mesa Hillcrest	\$69k ea.
1	Division Command	Command Vehicle with Rear Command Module	City-Wide	\$45k
1	Air OPS Command	Command Vehicle with Rear Command Module	City-Wide	\$43k
1	Air OPS Fuel Tender	4500 Gal. Helicopter Fuel Tender	City-Wide	\$225k
2	Light & Air Units	Mobile Air Compressor and Lighting	City-Wide	\$470k ea.
2	Surf Rescue Vessels	22' Multi-Purpose Surf Rescue Boat	Ocean & Mission Bay	\$132k ea.

Emergency Response Vehicle Orders				
Number	Type	Description	Community	Cost
8	Structure Engine	Triple Combination Pumper	Clairemont Downtown (x2) Mira Mesa Mission Valley Ocean Beach San Carlos Tierrasanta	\$371k ea.
1	Structure Engine	Triple Combination Pumper	Pacific Highlands Ranch	\$461k
1	Ladder Truck	105' Service Aerial	Pacific Highlands Ranch	\$850k
3	Ladder Truck	105' Service Aerial	TBD	\$850k ea.
1	Ladder Truck	100' Tractor Drawn Aerial	Downtown	\$822k
1	Communications	Interoperability Trailer and Tow Vehicle	City-Wide	\$230k
1	Explosive Device Team	EDT Response Apparatus	City-Wide	\$450k

### Training

As authorized by the Mayor and Council in May, 2006, Fire-Rescue entered into an agreement with the San Diego Community College District to implement a Fire Technology 265 Training Program. Through this partnership, Fire-Rescue receives state funding for all qualifying training reported to the Community College District. These training activities have generated \$166,000 to date. These funds have been targeted for use to expand and implement department training programs such as incident command simulations, leadership training, critical decision making training and a supervisor's academy. Absent this funding source, these critical training efforts would not have been possible given the current fiscal climate.

### Specialty Operations and Teams

To ensure response capability to both small and large scale emergency incidents in an “all-risk” environment, Fire-Rescue has developed several specialized teams and capabilities. A brief discussion of two of these teams follows and highlights activities in the past year.

Urban Search and Rescue – Fire-Rescue, in partnership with other Fire Service agencies throughout the county, operates FEMA California Taskforce 8 (CA-TF-8). In the past year, this team has successfully deployed to severe weather related events on the east coast. To ensure readiness, they have conducted numerous training exercises including taskforce mobilization, rescue squad operations, logistics operations, and position specific training.

Incident Management team (IMT) – This IMT comprises personnel who have received extensive training and are organized to manage large-scale emergency incidents. The IMT is deployed to the incident site to assist the first-on-scene incident commanders. This on-site cadre of incident managers is capable of around-the-clock operations. During this past year, approximately \$100,000 in grant funds were obtained to deploy team members to large emergencies throughout the United States to receive hands-on, practical experience in their functional areas.

Development and Exercising of Emergency Operations Plans

Fire-Rescue, in conjunction with the Office of Homeland Security, is responsible for coordinating the development, revision and exercise of department emergency response plans. In the past year all response plans have been reviewed and updated. In addition, plans for responses to acts of terrorism, tsunamis and mass rescue operations in the ocean environment have been developed.

Fire-Rescue has participated in and assisted with the coordination of the following emergency operations exercises:

<b>Exercise</b>	<b>Focus</b>
Bay Shield Tabletop	Terrorism event aboard a cruise ship
CRI Tabletop	Pandemic or biological release with wide-scale impact
AirEx 05 Full-Scale	Aircraft crash at Lindbergh Field
DOC/IMT Tabletop	Multiple Improvised Explosive Device (IED) Incidents
County-Wide Full-Scale	Multi-Agency response to IED/chemical release at Del Mar
Shell Oil/Kinder Morgan Tank Farm	Fire at tank farm adjacent to Qualcomm
DOC/IMT Training	E-Team refresher training and IMT field training
CRI Mass Prophylaxis Distribution	Distribution of emergency prophylaxis to workforce
Bay Shield Full-Scale	Terrorism event aboard a cruise ship
DOC/IMT Functional	Multiple IED incidents
Metropolitan Medical Strike Team	Urban terrorism/mass casualty incident
Ocean Mass Rescue Operations	Airliner crash of San Diego coast

Developing an Enhanced Culture of Preparedness

At the direction of the Mayor and City Council, Fire-Rescue created the Community Emergency Response Team (CERT) San Diego program in January, 2004 in an effort to develop an enhanced culture of preparedness. The program is managed as a public/private partnership which utilizes

City funding, grants, donations, class fees and volunteer services to enhance core services. CERT San Diego graduates significantly more volunteer Disaster Service Workers than any other regional jurisdiction in service to our residents. In the past year, CERT has accomplished the following:

- Graduated 400 new CERT volunteers
- Conducted Business Emergency Response Team (BERT) trainings for Qualcomm
- Conducted CERT training for SDG&E and Business Improvement Districts (BID)
- Increased the number of CERT teams from 10 to 19
- Provided volunteer support during Urban Search and Rescue CATF-8 deployments

### Communications

The Fire Communications Center (FCC) serves as the central coordination point for the receipt of requests for emergency services and the dispatching of appropriate emergency responders. In the past year, FCC has accomplished the:

- Implementation of Computer Aided Dispatch (CAD) to CAD with the NorthComm dispatch center to expedite the response of the closest appropriate emergency unit to adjoining areas served by Fire-Rescue and several North County fire agencies
- Completion of MDC installation in 165 emergency response vehicles to facilitate rapid response via electronic map navigation and access to critical system information
- Installation of Wi-Fi hot spots at all fire stations to facilitate the frequent updating of MDC software without taking units out of service or deploying technicians to the field
- Development of a communications interoperability trailer funded by Urban Area Security Initiative grant funds to allow for inter-agency communications on differing communications systems

### Air Operations

Since July 1, 2005, San Diego Fire-Rescue Department Copter 1 has responded to a total of 326 emergency incidents.

- 137 Vegetation Fires
- 112 Air Rescues
- 17 Vehicle Related Emergencies
- 36 Medical Aids
- 7 Structure Fires
- 12 High Rise Structure Fires
- 5 Aircraft Accidents

Key accomplishments in the past year include:

- Helicopter base (temp. facility) upgrades at Montgomery Field have been completed

- Forward-looking infra-red (FLIR) system and camera have been installed
- Down-link video capability has been established
- Mapping/navigation system has been installed
- 4,500 gallon fuel tender obtained through Tribal donations has been placed into service
- Continued relationship with Sycuan Band of Kuumeyaay Indians for Fly-Crew and Golden Eagle Hot Shot crews operating in conjunction with Copter 1

### Emergency Medical Services (EMS)

The EMS Division of Fire-Rescue continues to thrive under the public-private partnership with Rural Metro of San Diego. Operating as San Diego Medical Services Enterprise (SDMSE), a limited liability company, quality emergency medical care to our community has never been more efficiently and effectively delivered. This model of service delivery has consistently demonstrated that each partner brings inherent strengths to the collaboration and the result is a higher level of care than could be economically provided separately. In their 9th year of operation, EMS/SDMSE has achieved the following:

- Use of system reorganization savings to add a paramedic certified firefighter to the 12 truck companies in City and to restore funding for Truck 11 in Golden Hill
- Creation of a Battalion Medical Officer (BMO) Program to decentralize training from the classroom to the field and satisfying National Registry Requirements for EMT recertification
- Implemented several new programs and partnerships under Project Heartbeat including over 200 placements of Achieved Automatic External Defibrillators (AED) throughout San Diego County
- Placed 35 AEDs on various Fire-Rescue staff vehicles
- 10 lives were saved by AED use in CY06

### Lifeguards

The Lifeguard Division continues to serve as a national role-model for efficient and effective operations. In the past year, they have:

- Expanded the Lifeguard Ambassador Program to all City beaches
- Developed a successful partnership with Evolution Productions and Court TV for the donation of a replacement Surf Rescue Vessel (\$132,000) to be delivered in January, 2007
- Partnered with other regional aquatic safety organizations to create the San Diego Regional Aquatic Lifesaving Emergency Response Taskforce (SDR ALERT)
- Developed Mass Rescue and Tsunami emergency operations plans
- Conducted a successful Jr. Lifeguard Program with over 1,000 participants

### Next Steps

As Fire-Rescue looks toward the coming year, several areas of our operations are in need of additional analysis to ensure the significant progress made to date is not compromised. Toward that end, several processes will be used.

- Business Process Reengineering (BPR) - This effort is currently underway to thoroughly review several critical aspects of our department to determine where gaps in service exist and/or where service delivery can be improved. A significant focus will be the development of appropriate metrics to determine if programs are delivering the desired results.
- Strategic Plan - The department's Strategic Plan is being revised to reflect the progress made in the two years that have passed since its development, capture new areas of focus and provide appropriate metrics to measure results.
- Master Planning – As previously noted, staff's analysis of response models indicates that 22 additional fire stations will be needed to meet national response time standards. This plan sets forth a plan for the incremental improvement of response times by adding fire stations in a phased approach that takes into account the City's fiscal limitations.
- Accreditation – Based upon the outcome of the above processes, the department will again try to gain accreditation by demonstrating the existence of a plan to address the deficiencies noted in the original review and denial.

#### Areas of Concern Going Forward

- Fleet Replacement Plan – Much progress has been made to replace outdated emergency and support apparatus in the past year. To ensure future progress and provide budgeting predictability, an ongoing fleet replacement plan must be developed and adequately funded.
- Fire Station/Lifeguard Facility Master Plan – While staff has used available response modeling software to determine that 22 additional fire stations are needed to meet national response time standards, it is recommended that an independent analysis be conducted by outside consultants in this area of response planning. A more thorough analysis may provide alternatives and avoid costly errors in station siting and priority of construction. A comparable analysis is needed to determine needs for lifeguard facilities.
- Training Facility – The footprint of the Regional Public Safety Training Institute (RPSTI) at the former Naval Training Center, Fire-rescue's only training facility, is being eroded by ongoing development. In addition, use of this single facility causes emergency crews to be out of their response districts for long periods of time. The development of three smaller, strategically located training centers would better serve the needs of Fire-Rescue and free the NTC site for other revenue generating development.
- Copter 1- This aircraft is vulnerable to being placed out of service for long periods of time in the event of mechanical failure or the need for routine scheduled maintenance. The acquisition of a 2<sup>nd</sup> aircraft would ensure that this vital piece of emergency response equipment would be available at all times.

- Deferred Facility Maintenance – As is the case throughout the City, maintenance of Fire-Rescue Facilities has been deferred due to limited availability of funds. Fire stations and lifeguard towers are in serious need of repair, as has been previously reported. It is anticipated that Fire-Rescue needs will be addressed as part of the City-wide effort to address deferred maintenance.

CONCLUSION:

This report has attempted to highlight areas of success and opportunities for improvement in the Fire-Rescue Department. While there remain numerous programs in which additional work must be done to address the effects of years of less than adequate funding, in the past year, it has been clearly demonstrated by the Mayor and City Council that public safety is this City's highest priority. Despite the unprecedented fiscal challenges facing the City, funding to address many of Fire-Rescue's most pressing needs has been appropriated. This commitment to public safety is greatly appreciated by the leadership and staff of the Fire-Rescue Department.

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