



THE CITY OF SAN DIEGO
REPORT TO THE CITY COUNCIL

DATE ISSUED: February 26, 2014 REPORT NO: 14-019

ATTENTION: Public Safety and Livable Neighborhoods Committee

SUBJECT: San Diego Fire-Rescue, Lifeguard Division Report and Action Request:
"Lifeguard Division Five Year Needs Assessment"

REFERENCE: None

REQUESTED ACTION:

Approve the report and forward the Lifeguard Division Five Year Needs Assessment to full Council for adoption.

STAFF RECOMMENDATION:

Accept the report and approve the requested action.

SUMMARY: As part of an ongoing assessment and evaluation of the Lifeguard Division's diverse mission and responsibilities, recommendations to address needs anticipated over the next one to five years have been developed. Input and review of this report has been provided by the senior leadership team of the Lifeguard Division as well as from Teamsters Local 911. Issues identified in the five year needs assessment fall into several categories:

1. Staffing and equipment needs to strengthen emergency operations.
2. Staffing needs improve training and special operations.
3. Staffing needs to improve support and administrative operations.
4. Overview of lifeguard facility needs and goals.

Some items listed below are subject to MMBA and will require meet and confer and funding availability for implementation.

Year 1

1. Relocation of the Park and Recreation carpenter garage at Quivira Basin to another City facility. Conversion of the carpenter garage into a locker room and sleep facility for members of the Boating Safety Unit (BSU) presently housed in trailers. (\$500,000)
2. Addition of one daily Lifeguard III 24 hour shift at the BSU (4 FTE). The BSU conducts a wide variety of boating rescue and enforcement functions. It also serves as emergency support to all the other Lifeguard Districts during periods of increased activity or operations. This position will relieve the strain placed on the BSU during periods of personnel draw-down. (Salary, Fringe, EMT: \$554,812)

3. Addition of one (two FTE) Lifeguard III at Pacific Beach on weekdays throughout the year and relief three days per week. Activity at this beach during non-summer months often necessitates bringing in additional staff to handle crowds and conditions.
(Salary, Fringe, EMT: \$277,406)
4. Addition of one Senior Management Analyst. The Lifeguard Division manages a budget of over \$17 million dollars in personnel expenses, contracts and equipment. It oversees multiple permits, grants, and RFP's. It manages the special fund associated with the Category 2 cost recoverable Junior Lifeguard Program, with its budget of approximately \$550,000. The Lifeguard Division charges fees for certain operations and bills for special events which require ongoing cost tracking and analysis.
(Salary, Fringe \$124,120)
5. Develop a plan to provide permanent lifeguard staff the same or similar presumptive medical coverage as that of fire and police personnel.
6. Implement a Lifeguard Vessel Replacement Plan. Lifeguard fire boats, bay patrol boats and surf rescue boats have finite service lives. Replacing these vessels at the end of their service life is critical to remaining mission ready. This plan is designed to set aside money on an annual basis to replace boats, similar to how assignment fees are collected each year for the vehicle fleet. This is an eighteen-year plan. The first five years have the following estimate: Year 1 - \$321,944; Year 2 - \$321,944; Year 3 - \$279,167; Year 4 - \$279,167; Year 5 - \$233,333.
7. Finalize location of future Junior Lifeguard Headquarters and Aquatic Safety Education Center and complete initial conceptual drawing. Additionally, finalize the details of a public/private cooperative agreement for funding and construction of the building project.
8. Reclassify Motive Service Technician to a Marine Mechanic. The Lifeguard Division has a fleet of 23 vessels (2 Fire Boats, 2 bay patrol boats, 7 surf boats and 12 personal watercraft). Additionally, we have a fleet of 14 all terrain vehicles (10 ATV's) and utility terrain vehicles (4 UTV's), as well as 25 vessel trailers. We currently have only one mechanic to service all of these apparatus. We need to reclassify our one Motive Service Technician to a Marine Mechanic in order to properly address work load. (Salary, Fringe \$2,130)

Year 2

9. Addition of one Training/Special Operations Sergeant. This position is required to organize and coordinate training during the three months of summer. During the remaining nine months of the year this position will be used to support several operational, planning and administrative areas. Four specific examples include:
 - a. Ambassador/Beach Concession Management. There are a wide variety of water-related concession operations in the beach and bay areas that require continuous monitoring, management, and enforcement. There is a perpetual need to either create concession RFP's for new operations or renew RFP's for contract operations that have expired.
 - b. Special Events. Lifeguards are involved in a large number of water related special events that require permit review, permit approval, planning, staffing, coordination, and follow-up).
 - c. Incident Action Plan (IAP) and Event Action Plan (EAP) planning and development.
 - d. Lifeguard recruiting coordination.
(Salary, Fringe, EMT: \$143,581)

10. Addition of one (two FTE) Lifeguard III daily at Wind-n-Sea in the summer months and at the BSU in the non-summer months. This position would allow us to restore a permanent lifeguard to Wind-n-Sea beach to supervise the seasonal staff and provide needed operational staffing at the BSU during non-peak season in support of boating operations and service-wide surge capacity during multiple emergency events. (Salary, Fringe, EMT: \$277,406)
11. Addition of one (one FTE) Clerical Assistant II position. This position will be used to support all aspects of the Lifeguard Division's front office operation. Examples of duties performed by the front office staff includes process misdemeanor citations, special event billing, invoicing, creation of purchase requisitions, process credit card and debit card transactions, answer phones, answer front counter calls, process Public Record Act requests, process Lifeguard Division stats, and other duties as assigned. (Salary, Fringe: \$66,848)
12. Addition of one daily (two FTE) Lifeguard III at Ocean Beach. This beach is responsible for coastal cliff rescues and outside, unguarded water rescue responses. Throughout the year, outside responses may result in leaving the main beach with a limited staff, or it may require that only one person respond to the outside emergency, with backup coming from a distance. Additionally, during daylight savings time, staggered shift starts leave the beginning of the day and the end of the day with limited staffing. (Salary, Fringe, EMT: \$277,406)

Year 3

13. Expand the River Rescue Team by adding five Lifeguards II and two Lifeguard Sergeants. This will provide two additional emergency response squads and a driver for the team leader. This requires no additional FTE. The cost will be for the additional special team pay, equipment and training for new members. (Specialty Pay: \$21,537) (Equipment \$10,500) (Training \$17,631)
14. Expand the Lifeguard Dive Team by adding 4 Lifeguards II. This requires no additional FTE. The cost will be for the additional special team pay, equipment and training for new members. Estimated cost: (Specialty pay \$23,452) (Equipment \$12,000) (Training \$10,020)
15. Addition of one (one FTE) Lifeguard III for Training and Mission Bay operations. All ocean front operations have Lifeguards II providing oversight and leadership to emergency operations. Currently Mission Bay beaches do not have that leadership. This person will be assigned to assist the Bay Supervisor in managing seven swimming beaches. Additionally, the remaining nine months of the year, this lifeguard will be assigned to the Training Section to support/provide training classes to other lifeguards. (Salary, Fringe, EMT: \$138,703)
16. Addition of one (one FTE) Lifeguard II on Friday/Saturday/Sunday/Monday at South Mission Beach in the summer months and one Lifeguard II relief guard in the non-summer months. In order to augment summer staffing at the Boating Safety Unit (BSU), one permanent lifeguard is removed from South Mission Beach. This position would allow us to maintain two permanent guards on the weekends in the summer. (Salary, Fringe, EMT: \$125,826)
17. Convert BSU to a Specialty Team. This will help address the issue of succession planning at the BSU; increase management rights and controls; increase accountability and productivity; and recognize and compensate those with additional boat operator responsibility. This team would consist of approximately 27 lifeguards and supervisors year round; and approximately 11 additional

lifeguards and supervisors three months per year. Implementation of this item will require meet and confer to address appropriate amount and method of compensation.

18. Increase the Department overtime budget to provide additional training time in support of Level 1, Level 2, and Level 3 boating academies, as well as Rescue 44 academies (\$95,375).
19. Increase seasonal lifeguard hours to provide enhanced training to entry level ocean front lifeguards -- equivalent of five Lifeguards I for 15 weeks (\$74,676).
20. Evaluate the feasibility of a Lifeguard Paramedic Battalion Medical Officer (BMO) Program similar to that used to maintain EMT proficiency for firefighters.
21. Construction of the Junior Lifeguard Headquarters and Aquatic Safety Education Center.

Year 4

22. Evaluate the feasibility of assigning Lifeguard Paramedics in Operations.

Year 5

23. Evaluate the feasibility of expanding the Lifeguard Headquarters facility to create a Mission Bay maritime public safety hub. This plan would provide office space, a training facility and dock space for lifeguard, police, state and federal enforcement agencies.
24. Incorporate a fire boat ready reserve and trainer. Replace Marine 1 with a new front line fire boat, and move Marine 1 to the status of a ready reserve. Having a second fire boat capable of responding to a vessel fire increases our ability for rescue, fire suppression and safety for rescue personnel. We currently cannot consistently provide two fire boats to every vessel fire during times when one of the two fire boats is in for maintenance and or repair. Additionally, marine fire training is critical for operational readiness. Using our front line fire boats to conduct this training increases the need for maintenance and repair and therefore takes the second fire boat out of service more frequently. (\$1,100,000)

Facilities

In considering Lifeguard Division facility needs, this assessment acknowledges the existing Capital Improvement Project (CIP) list of the City. Several Lifeguard Division building projects are currently underway, including replacement lifeguard stations at Children's Pool and La Jolla Cove. The South Mission Beach lifeguard station is scheduled to begin construction by FY2015.

There are additional Lifeguard Division facilities that need to be built or replaced:

1. North Pacific Beach lifeguard station design is 30% complete. This station needs the remaining funding earmarked for completion.
2. Ocean Beach lifeguard station has no funding allocated and is on hold. The current facility is insufficient to adequately meet the personnel, operational and equipment storage needs of the area and needs to be replaced.
3. Lifeguard Headquarters has no funding allocated and is not listed on the CIP list. It is the oldest facility in the Lifeguard Division. I recommend a comprehensive evaluation of the existing main

building and adjacent trailers for the purposes of creating a new CIP. Special consideration should be given to how this would be accomplished in light of goal #23 above, creation of a Mission Bay maritime public safety hub.

4. Northern Garage and Sleep Quarters at 809 Nautilus St. adjacent to Fire Station 13 has no funding allocated and is not listed on the CIP list. The current facility is insufficient to adequately meet the personnel, operational and equipment storage needs of the area and needs to be replaced. I recommend a comprehensive evaluation of the existing main building and the adjacent trailer for the purposes of creating a new CIP.

FISCAL CONSIDERATIONS:

The estimated cost per fiscal year is (the subtotal for each year listed below includes vessel replacement costs as outline in item 6):

Year 1 - \$1,776,152

Year 2 - \$1,087,185

Year 3 - \$808,887

Year 4 - \$279,167

Year 5 - \$1,333,333

Total estimate for all five years - \$5,284,724

Several of the goals and facility needs listed above do not have an estimated cost included. These items need further fiscal evaluation and/or negotiation with Teamsters Local 911.


PREVIOUS COUNCIL and/or COMMITTEE ACTIONS: This item was presented at PSNS as informational only on October 30, 2013 report #13-092. Item 3

COMMUNITY PARTICIPATION AND PUBLIC OUTREACH EFFORTS: None

KEY STAKEHOLDERS AND PROJECTED IMPACTS: Key stakeholders include all citizens who visit City beaches and Mission Bay; the boating public; Mission Bay lessees; federal, state and local maritime law enforcement and first responders. Implementation of this plan will increase public safety in the beach area and in the maritime community.



Javier Mainar
Fire Chief



Scott Chadwick
Chief Operating Officer