



COUNTYWIDE Fire Service Review FINAL REPORT

Adopted by Santa Clara LAFCO
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Countywide Fire Service Review

October 2023

Prepared for:

Local Agency Formation Commission of Santa Clara County by AP Triton.

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Acknowledgments

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Special Thanks to Steve Borgstrom and Matt Thompson, Santa Clara County Planning Office, for preparing the maps including within this report.

Acronyms

ABAG – Association of Bay Area Governments

ALS – Advanced Life Support

APCO – Association of Public Communication Officers

ARPA – American Rescue Plan Act

AVL – Automatic Vehicle Location

BLS – Basic Life Support

CAAS – Commission on Accreditation of Ambulance Services

CAD – Computer Aided Dispatch

CAL FIRE – California Department of Forestry and Fire Protection

CCFD – Santa Clara County Central Fire Protection District

CCR – California Code of Regulations

CEQA – California Environmental Quality Act

CIP – Capital Improvement Plan

CKH Act – Cortese Knox Hertzberg Local Government Reorganization Act

CPSE – Center for Public Safety Excellence

CUPA – Certified Unified Program Agencies

CWPP – Community Wildfire Protection Plan

DUC – Disadvantaged Unincorporated Communities

EMS – Emergency Medical Services

EOP – Emergency Operations Plan

FAA – Federal Aviation Administration

FEMA – Federal Emergency Management Agency

GEMT – Ground Emergency Medical Transport

GIS – Geographical Information Systems

H&S – California Health and Safety Code

HFRA – Healthy Forests Restoration Act

HIT – Hazardous Incident Team

IGT – Medical Transportation Intergovernmental Transfer

IHFR – Integrated Hazardous Fuel Reduction

ISO – Insurance Services Office

JPA – Joint Powers Agreement/Authority

LAFCO – Local Agency Formation Commission

LAHCFD – Los Altos Hills County Fire District

LHMP – Local Hazard Mitigation Plan

LRA – Local Responsibility Area

MDC – Mobile Data Computer

NASA – Nasa Ames Fire Department

NENA – National Emergency Number Association

NFIRS – National Fire Incident Reporting System

NFPA – National Fire Protection Association

OA – Operational Area

OEM – Office of Emergency Management

OES – Office of Emergency Services

OPEB – Other Post Benefit Cost liabilities

OPR – Office of Planning and Research

PA – Participating Agency

PDA – Priority Development Areas

PPC – Public Protection Classification

PSAP – Public Safety Answering Point

RMS – Records Management System

SCFD – South Santa Clara County Fire Protection District

SDLF – Special District Leadership Foundation

SFD – Saratoga Fire Protection District

SFM – State Fire Marshal

SOI – Sphere of Influence

SRA – State Responsibility Area

SVRCS – Silicon Valley Regional Communications System

SVRIA – Silicon Valley Regional Interoperability Authority

UAL – Unfunded Actuarial Liability

USA – Urban Service Area

US&R – Urban Search and Rescue

UHU – Unit Hour Utilization

WUI – Wildland Urban Interface

Preface

LAFCO of Santa Clara County enlisted the services of AP Triton to conduct a comprehensive Countywide Fire Service Review for Santa Clara County.

Santa Clara County consists of 15 cities, each with its own unique approach to delivering fire and emergency response services. Out of these 15 cities, seven directly provide these services. Additionally, two cities have entered into service contracts with a special district, while one city has a contract with CAL FIRE for the provision of these services. Furthermore, five cities fall within the jurisdiction of a fire protection district.

The review includes an examination of special districts providing fire services within the county. Among the four special districts, one directly provides fire and emergency services, while two have contracted with another fire district for service delivery. Lastly, one special district has a service contract with CAL FIRE.

In total, Santa Clara County is served by nine agencies responsible for providing fire and emergency services to its residents and businesses. It should be noted that NASA/AMES, which operates a fire agency for the protection of Moffett Field, did not participate in this review.

Executive Summary

The Santa Clara Local Agency Formation Commission (LAFCO) is responsible for regulating the boundaries of cities and special districts in the county. This review focuses on fire and emergency services provided by nine agencies to the 1.9 million residents of Santa Clara County.

The county has nine fire and emergency service providers. American Medical Response (AMR) provides emergency medical transport services for most of the county, while Palo Alto Fire Department serves Palo Alto and Stanford University. The Santa Clara County Emergency Medical Services Agency oversees and administers the county's emergency medical system. CAL FIRE is responsible for fire prevention and suppression in State Responsibility Areas (SRA).

The nine fire agencies providing service throughout Santa Clara County collectively respond to an average of 156,165 emergency incidents each year, or 427.8 per day with a total of 413 firefighters on duty each day. The agencies average 74.2 incidents per 1,000 population and have an average response time of 9 minutes, 36 seconds or less, 90% of the time.

None of the fire agencies are meeting their adopted emergency response standard or goal. Since Milpitas and Morgan Hill have not adopted a response time standard, NFPA 1710 was used to determine the appropriate standard to evaluate its effectiveness. In addition to a response time goal, agencies should consider adopting a baseline total response time that defines the expectation of service for the community.

Some agencies are exceeding their capacity for service based on existing demand, and their performance on adopted response standards is expected to degrade with the growth of these cities.

There are concerns regarding the seismic protection and condition of fire stations in the county. Over 55% of fire stations are either not seismically protected or have an unknown status, which could pose challenges during an earthquake.

Ground ambulances completed 78,505 transports in 2020, and medical units responded to 116,647 emergency calls, accounting for 74.7% of all emergencies. The county has established medical emergency response standards for different zones based on population density and the critical nature of the emergency.

Public fire agencies generally exceed the performance standards for EMS incidents based on an evaluation by Santa Clara County EMS, with compliance rates ranging from 95% to 98%.

Mutual aid agreements and automatic aid arrangements are in place between fire agencies in the county to facilitate resource sharing and response to service calls in adjacent jurisdictions. However, the lack of interoperability between PSAPs and dispatch centers remains a significant issue.

Fire agencies are involved in various activities such as technical rescue, training, plan review, inspections, and fire prevention services. The county faces challenges in coordinating efforts and improving outcomes due to the management of resources by 15 different cities.

Santa Clara County faces a significant wildfire risk due to its proximity to the wildland-urban interface (WUI) and similarities in fuel, weather, topography, and population patterns with areas that have experienced destructive wildfires. To address this risk, the Santa Clara County Fire Safe Council (SCCFSC) was established in 2002 as a non-profit organization with a mission to mobilize the community in protecting homes, communities, and the environment from wildfires.

The SCCFSC operates various programs focused on communication, outreach, and hazardous fuel reduction. It collaborates with individuals, public and private agencies, and companies to prevent and reduce wildfire losses. The council concentrates its efforts on fourteen designated communities at the highest risk. These programs benefit not only residents but also important infrastructure such as power transmission lines, communications facilities, and water reservoirs.

Various wildfire mitigation services are offered in Santa Clara County. The SCCFSC provides Home Ignition Zone assessments, chipping services for residents with defensible space, and collaborates with the Department of Agriculture and Environmental Management for weed abatement programs. Fire agencies conduct hazard reduction inspections, educate homeowners on fire prevention, issue notices and citations for violations, and enforce fire-safe regulatory standards.

The report provides recommendations for improving wildfire mitigation efforts in Santa Clara County, including coordinating CWPP updates with the SCCFSC, focusing on multi-party fuel mitigation, combining mitigation strategies from city annexes, conducting annual CWPP and fire agency updates, organizing project coordination meetings, and maintaining an extensive project database for community access.

With certain exceptions, the COVID-19 pandemic had a significant negative impact on General Fund revenue sources, such as sales tax and transient occupancy tax income, for most of the fire providers in the County, with reductions in revenues ranging from 2.3% to 18% in FYs 20 and 21. Those agencies that rely predominantly on property tax revenues, experienced little to no impact on income during the pandemic. Of those agencies that experienced a decline in revenues during this period, a majority had expenditures that exceeded their total revenue sources and thus had to rely on reserves to cover the shortfall in those years. Most of the agencies reviewed had returned to revenues of at least pre-COVID-19 pandemic levels by FY 22.

Fire providers across the nation, and in Santa Clara County, are facing increased costs of operations, including facilities, equipment, and gas, and most significantly unfunded liability related to retirement benefits. Those agencies that have been able to augment funding sources from voter-approved sales tax measures have been able to better meet these rising costs and are well-positioned to provide sustainable services at existing or improved levels.

A focus of this review is the areas within Santa Clara County that currently lack an identified local fire provider. Thirty-three distinct areas without a dedicated provider were identified based on each territory's location with respect to critical boundaries, such as the Sphere of Influence and the Urban Service Area.

Recommendations for addressing these areas were made based on several factors, including:

1. Level and type of demand for fire and emergency services;
2. Level of fire hazard and responsible agency (i.e., State or Local Responsibility Area);
3. Available providers within the vicinity of the area;
4. Feasibility and legality of each agency to extend services to the area; and
5. Potential for income to recoup costs for services that are already likely provided.

In the case of many of these areas outside city Urban Service Areas, there was only one possible fire service structure generally consisting of annexation by the neighboring fire district and then contracting with the neighboring city fire department for services where those cities are best positioned to provide the services. The recommendations included here are intended to initiate discussions amongst the affected agencies. Any organizational change to address these areas will be dependent on the agencies themselves to move forward.

Other governance structure options that promote efficiency and effectiveness are also covered in this report; primary options for fire and emergency medical services consist of contracting for services or joint powers authorities to combine operations of two or more agencies. Both options would promote regionalization of service provision, meaning fewer providers serving the County and elimination of duplications and inefficiencies. This would provide opportunities to pool resources, share expertise, and optimize operations, leading to improved service delivery despite limitations in personnel and facilities. Considering the constraints many of the agencies face, establishing a larger entity for several agencies in the north end of the valley and also in the south end may hold a particular value.

Other opportunities for resource sharing and/or augmenting revenues include transitioning to a closest resource dispatch system such as a boundary drop using automatic vehicle location and potentially becoming a contract county to the State, replacing CAL FIRE operations for appropriate compensation.

In conclusion, the Countywide Fire Service Review provides valuable information for LAFCO, the county, cities, special districts, and the public to understand and improve fire and emergency services in Santa Clara County. It highlights the need for addressing seismic protection, capacity issues, interoperability challenges, and coordination among agencies to enhance service delivery and response capabilities.

The following recommendations are included in this report:

Recommendations from Fire and Emergency Services Overview:

- **Emergency Response Performance:** Gilroy, Mountain View, Palo Alto, Santa Clara, and San Jose have adopted performance standards (goals) through their elected officials. Sunnyvale and CCFD (including SFD and LAHCFD) have published response time goal, however, their elected officials have not adopted the standard. Morgan Hill, Milpitas and SCFD have not adopted a response time standard. Organizations should adopt a performance goal and present those to the elected officials for adoption. The organizations should consider a baseline standard that defines the expectation of service for the community.
- **Unit Utilization Hours:** San Jose, Palo Alto, Gilroy, and CCFD all have units with UHUs of over 10%. These agencies should add additional resources to effectively manage the call volume and improve response time performance.
- **Boundary Drop Response:** AP Triton recommends the fire agencies evaluate opportunities for a boundary drop response for critical incidents (where time significantly matters in the outcome) for the entire county. Note: To be more effective, this will require improved interoperability between CAD products for dispatch centers, including the existing agreement between SCFD, Morgan Hill, and Gilroy. This effort should be coordinated by the Santa Clara Fire Chiefs Association.
- **Station Identifiers:** All agencies have unique unit identifiers; however, only San Jose and CCFD have station numbers that match the unit assigned. Each agency should consider assigning station numbers (in addition to station names) that match the unit identifier assigned across the county to improve awareness of the home station of response units. This effort should be coordinated by the Santa Clara Fire Chiefs Association.
- **Fire Codes:** The Santa Clara County Fire Marshals Association should continue to work toward consistency in its fire codes through coordination or reduction of amendments. Amendments to vegetation management and fire sprinkler requirements should receive special attention as inconsistencies have the greatest impact on residents and the development community.

- **Fire Inspections:** Each jurisdiction should annually report the status of mandated inspections to its governing body in accordance with state law (California Health & Safety Code 13146.4). This will allow the governing body to assess and make decisions regarding resources and corrective action. A similar report should be submitted to the State Fire Marshal per the 2020 letter of request from the State Fire Marshal.
- **Plan Review and Construction Processes:** The Santa Clara County Fire Marshals Association should consider creating processes like the one used for hazardous materials for plan reviews and construction inspections. Unidocs is an excellent way to clearly convey who is responsible, where to go, and what is required for service. Updates on requirements and/or turnarounds times, and other relevant information can be kept current on this living, web-based document.
- **Cities and Districts with Fire Prevention Services provided by other agencies:** Cupertino, Los Gatos, Monte Sereno, Los Altos, Morgan Hill, Saratoga, Campbell, SFD, LAHCFD, SCFD should all provide an explanation and links on their websites to connect community members with the agency providing fire prevention services. Those providing the service should consider adding guidelines and checklists used by staff to assist customers.
- **Fire Prevention Fee Schedules:** Fee schedules adopted by each jurisdiction should be assessed for compliance with California Government Code Section 66016.6, requiring that fees not exceed the cost of providing service. Although fee schedules were not part of this study, compliance is questionable in the cities that contract with Santa Clara County Central Fire Protection District (CCFD) for service and develop their fees independently. Consider allowing the CCFD Governing Body to adopt fees for the services they provide each city.
- **Fire Investigators' Access to Incident Data:** CCFD and CAL FIRE should provide access to the incident database for every fire agency in Santa Clara County. The Fire Investigation Task Force is a best practice, and the data collected can be used to identify the fire problem countywide. The data quality must be high enough to determine what caused the fire (ignition source and material first ignited), where it occurred (fire origin in specific occupancy type, as well as geographic location), who caused it, if applicable (age, sex, etc.), and why it occurred (the action that brought the ignition source and material first ignited together). A shared database/geocoded map would facilitate the creation of programs that target specific populations and occupancies in areas at risk.

- **Public Education:** Public education regarding community risk reduction is sparse and distinct among the agencies. Many rely on their websites to provide information and links. Creating a set of coordinated materials, programs, and messages, based on the identified fire (and EMS) problem(s), would go a long way in providing a clear, consistent message to targeted occupancies and populations throughout the county. A Public Education Task Force, working with local CERT and Red Cross groups, would be a best practice in efficiency as well as maximize the potential for behavior change in impacted populations. The Santa Clara County Fire Marshals Association should coordinate this recommendation with all the fire agencies in the County.
- **Emergency Operations Plan Updates:** The County Office of Emergency Management should develop a schedule for regular updates of the Emergency Operations Plan.
- **Emergency Management Outreach:** The County Office of Emergency Management should build community resiliency to disasters through regular outreach and scheduled drills.
- **Emergency Management Partnerships:** The County Office of Emergency Management should look for additional strategic partnership opportunities that combine city and county-wide resources to improve the efficiency of service delivery like Los Gatos- Monte Serrano and CCFD and the county.
- **Fire Safe Council Representation:** The County Office of Emergency Management should consider adding a representative from the Santa Clara County Fire Safe Council as a partner in plan updates and revisions.
- **Community Wildfire Protection Plan:** The County Office of Emergency Management should include references to the Community Wildfire Protection Plan (CWPP) in the wildfire threat summary portion of the report and annex to help ensure coordination.
- **CAD-to-CAD Interoperability:** Establish a CAD-to-CAD connection between dispatch centers to enhance interoperability. This connection would enable the transfer of information and real-time monitoring of neighboring agency resource status. It would streamline the process of requesting resources from neighboring centers and facilitate the determination of available resources outside the center for specific incidents. Silicon Valley Regional Interoperability Authority (SVRIA) should provide the coordination with all the Fire Dispatch Centers to meet this recommendation.

- **AVL Dispatch of Resources:** Gilroy, Morgan Hill, San Jose, Sunnyvale, CCFD, and SCFD are not currently utilizing Automatic Vehicle Location (AVL) technology to dispatch the closest available resource for emergencies. By integrating AVL into the CAD system through GIS mapping, the system can identify and dispatch the nearest unit to the incident. AVL Dispatch can help improve overall response times, potentially making a significant difference in critical calls. Each of these agencies should implement AVL dispatch in their dispatch center.
- **Data Quality and Access:** The Santa Clara County Fire Chiefs should coordinate data standardization among the fire agencies, promote a single CAD system for the County with access for each agency to review their data sets, and all agencies should review the quality of inputs by their personnel.
- **Communications Feasibility Study:** Due to their existing Joint Powers Agreement (JPA) with the service providers, Silicon Valley Regional Interoperability Authority (SVRIA) should commission a comprehensive feasibility study to address weaknesses in the overall emergency communications system in the county. The study should focus on reducing the number of Public Safety Answering Points (PSAPs), establishing a common Computer-Aided Dispatch (CAD) platform for fire and EMS agencies, and evaluating the benefits and challenges of combining fire and EMS dispatch centers, at least virtually. This study will provide valuable insights to improve services for individual agencies and the entire county. SVRIA's mission aligns with the goal of this proposed study, and it can facilitate collaboration and support for implementing improvements.

Recommendations from WUI Hazard Mitigation in Santa Clara County:

- **CWPP Updates:** Santa Clara County Fire Safe Council should coordinate CWPP updates with particular emphasis on ensuring all communities within Santa Clara County are participating (Milpitas does not have an Annex).
- **Multi Party Fuel Mitigation:** Santa Clara County Fire Safe Council should concentrate on multi-party mitigation, monitoring, and outreach in the CWPP update.

- **Combine Fuel Mitigation Strategies:** Santa Clara County Fire Safe Council should consider combining mitigation strategies from city Annexes into a single list that can be used to locate fuel breaks and fuel modifications to protect multiple jurisdictions, recognizing efficiencies of scale. The list should be prioritized to fund the most significant risks to the County first. The Santa Clara County Fire Safe Council should also develop public messages and online tools for all fire agencies to echo and make available to residents. Grants are available to fund projects. Implementation of projects should involve staff of impacted fire agencies, cities, and County OES, as well as hired contractors. Napa, Marin, and San Diego counties have already implemented this best practice and can serve as examples.
- **Annual Updates of the CWPP:** Santa Clara County Fire Safe Council should conduct annual CWPP and fire agency updates regarding project planning, implementation, and maintenance.
- **Annual CWPP Project Coordination Meetings:** Santa Clara County Fire Safe Council should conduct annual project coordination meetings between fire agencies, land management agencies, local non-profits, and the Santa Clara County Fire Safe Council to evaluate project priorities and review project accomplishments.
- **CWPP Project Database:** Santa Clara County Fire Safe Council should maintain an extensive project database available to the community.
- **Funding Santa Clara County Fire Safe Council:** The Santa Clara County Fire Safe Council is actively working at a countywide level to improve mitigation efforts. While the Fire Safe Council has access to some grant funding, the Fire Safe Council needs sustainable funding to provide consistent long-term service. AP Triton recommends Santa Clara County provide some level of consistent funding each year to the Fire Safe Council. In addition, funding for projects within a fire agency's jurisdiction should be budgeted by the fire agency in accordance with CWPP timeframes.

Recommendations from Governance Structure Alternatives:

- Any restructuring efforts should be initiated in a thoughtful and comprehensive manner, to ensure all stakeholders are involved in the decision-making process.
- Addressing fire service needs in the 33 areas that are outside of a local provider, must be a countywide effort by all affected agencies to initiate the process and maintain momentum to see the necessary sphere of influence changes, changes of organization, and/or service agreements through to completion.

- LAFCO and the County should consider developing strategies to promote annexation of areas within a district's SOI. Potential strategies may be continued discussions and engagement with districts to provide guidance regarding the process and reiterate the benefits of the annexations. Another incentive may be to allocate resources to reduce the financial burden on the districts for being the conduit to address the areas of concern that presently lack and identified local fire provider.
- Given that the County has in the past financed CAL FIRE staffing at its stations during the non-fire season, typically called the Amador Plan, there may be a means for the County to find funding once again for enhanced public safety services. The County should consider reimplementing and funding the Amador Plan at CAL FIRE's Sweetwater and Smith Creek Stations.
- While there is not precedent for this consideration, it may be beneficial for the fire agencies to attempt conversations with the appropriate local, county, or state agency regarding the potential for reimbursement for emergency responses on public recreation, park, and open space lands.
- Given the atypical circumstances, it is recommended that the City of Palo Alto and Palo Alto Unified School District form an agreement for fire and emergency medical services at two elementary schools that lie outside of local fire service provider and are excluded from the City's contract service area with Stanford University.
- It is recommended that SCFD and the cities of Morgan Hill and Gilroy enter into a Memorandum of Understanding, in coordination with CAL FIRE, outlining the agencies' commitment to providing long-term cooperative fire services and establishing a joint strategic planning team to assess potential cooperative service elements for implementation.
- This review affirms that there are redundancies in SFD's current service structure that could be more efficient with just one fire district serving the area. It is recommended that SFD's receptiveness to reorganization to enhance services efficiencies be assessed.

- Six counties in California have opted to provide contract services to the State to fill CAL FIRE's obligations within their counties. Given the changes to fire service that have occurred over the last two decades, reassessing the possibility of Santa Clara transitioning to a "contract county" may be warranted. Inclusion of Alameda and Contra Costa in the restructuring, should their fire agencies express interest, would create a more cohesive fire service structure in the Bay Area and likely enhance bargaining power with the State. A challenge may be CAL FIRE's long-term established presence in the County and existing infrastructure that is in place.

Section I: LAFCO & SERVICE REVIEWS

LAFCO Overview

The Local Agency Formation Commission (LAFCO) is a state-mandated independent local agency established to regulate the boundaries of cities and special districts. Boundary change proposals to LAFCO may include annexations to, or detachments from, cities or districts; incorporation of new cities; formation of new districts; dissolution of districts; disincorporation of cities; or other changes such as consolidations and mergers of cities and districts. Cities and districts are required to obtain LAFCO's approval prior to extending services outside of their boundaries. Districts must obtain LAFCO's approval prior to exercising their power to provide new or different services.

LAFCO plans for orderly growth and development by considering proposed amendments to urban service areas of cities, and works collaboratively with local agencies on growth, preservation, governance, and service issues.

Santa Clara LAFCO, established in 1963, oversees the LAFCO responsibilities for 15 cities and 27 special districts, four of which are fire protection districts, in Santa Clara County. This Countywide Fire Service Review focuses on the delivery of fire and emergency services to the 1.9 million residents of the county.

Service Review

Service Review Legislation & Requirements

The Cortese Knox Hertzberg Local Government Reorganization Act (CKH Act) mandates that LAFCO conduct service reviews prior to, or in conjunction with, sphere of influence updates [Government Code § 56430]. It also requires that LAFCO review and update the sphere of influence of each city and special district once every five years, as necessary [Government Code § 56425]. The Service Review must include an analysis and written statement of determinations regarding each of the following seven categories:

- Growth and population projections for the affected area;
- Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
- Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence;
- Financial ability of agencies to provide services;
- Status of, and opportunities for, shared facilities;
- Accountability for community service needs, including governmental structure and operational efficiencies; and
- Any other matter related to effective or efficient service delivery, as required by commission.

Purposes of the Service Review

This Countywide Fire Service Review will be available for use by LAFCO, the county, cities, special districts, and the public to better understand how fire protection, emergency medical services (EMS), and related services are provided within Santa Clara County. Additionally, the review will be a resource to inform LAFCO decisions, including:

- Updating spheres of influence;
- Initiating or considering jurisdictional boundary changes;
- Considering other types of LAFCO applications; and
- Providing a resource for further studies.

LAFCO will use this report as a basis to update the spheres of influence of the four fire protection districts. With regard to the cities' spheres of influence, LAFCO will use information from this report and information gathered in subsequent service reviews to update the spheres of influence of cities.

The report contains a discussion of various alternative government structures for efficient service provision. LAFCO is not required to initiate any boundary changes based on service reviews. However, LAFCO, other local agencies (including cities, special districts or the county), or the public may subsequently use this report together with additional research and analysis, where necessary, to pursue changes in jurisdictional boundaries.

Government Code Section 56375(a) gives LAFCO the power to initiate certain types of boundary changes consistent with a service review and sphere of influence study. These boundary changes include:

- Consolidation of districts (joining two or more districts into a single new successor district);
- Dissolution (termination of the existence of a district and its corporate powers);
- Merger (termination of the existence of a district by the merger of that district with a city);
- Establishment of a subsidiary district (where the city council is designated as the board of directors of the district); or
- A reorganization that includes any of the above.

LAFCO may also use the information presented in the service reviews in assessing future proposals for annexations or extensions of services beyond an agency's jurisdictional boundaries, or for proposals seeking amendment of urban service area boundaries of cities or sphere of influence boundaries of districts.

Other entities and the public may use this report as a foundation for further studies and analysis of issues relating to fire protection, EMS, and other related services in the county.

Sphere of Influence Updates

LAFCO is charged with developing and updating the sphere of influence (SOI) for each city and special district within the county.

An SOI is a LAFCO-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

Every determination made by a commission must be consistent with the SOIs of local agencies affected by that determination. For example, a territory may not be annexed to a city or district unless it is within that agency's sphere. In other words, the SOI essentially defines where and what types of government reorganizations (e.g., annexation, detachment, dissolution and consolidation) may be initiated. If and when a government reorganization is initiated, there are a number of procedural steps that must be conducted for a reorganization to be approved. Such steps include additional in-depth analysis, LAFCO consideration at a noticed public hearing, and processes by which affected agencies and/or residents may voice their support or opposition.

SOIs should discourage the duplication of services by local governmental agencies, guide the Commission's consideration of individual proposals for changes of organization, identify the need for specific reorganization studies, and provide the basis for recommendations to particular agencies for government reorganizations.

The Cortese-Knox-Hertzberg (CKH) Act requires LAFCO to develop and determine the SOI of each local governmental agency within the county and to review and update the SOI every five years, as necessary. LAFCOs are empowered to adopt, update, and amend the SOI. They may do so with or without an application, and any interested person may submit an application proposing an SOI amendment.

LAFCO may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations. In determining the SOI, LAFCO is required to complete a service review and adopt the seven determinations previously discussed. In addition, in adopting or amending an SOI, LAFCO must make the following determinations [Government Code § 56425(e)]:

- Present and planned land uses in the area, including agricultural and open-space lands;
- Present and probable need for public facilities and services in the area;
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide;
- Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency; and
- Present and probable need for water, wastewater, and structural fire protection facilities and services of any DUCs within the existing sphere of influence.
- In the case of special districts, the nature, location, and extent of any functions or classes of services provided by existing districts.

By statute, LAFCO must notify affected agencies 21 days before holding the public hearing to consider the SOI and may not update the SOI until after that hearing. The LAFCO Executive Officer must issue a report including recommendations on the SOI amendments and updates under consideration at least five days before the public hearing.

A California Environmental Quality Act (CEQA) determination is made by LAFCO on a case-by-case basis for each SOI action and each change of organization, once the proposed project characteristics are sufficiently identified to assess environmental impacts.

Urban Service Area

In Santa Clara County, the SOI as defined in state law is relevant for special districts. However, for cities, the inclusion of an area within a city's SOI does not necessarily indicate that the city will either annex or allow urban development and services in the areas. The urban service area (USA) is the more critical boundary considered by LAFCO for the cities and serves as the primary means of indicating whether an area will be annexed to a city and provided with urban services.

Review and amendment of USA boundaries is the Commission's primary vehicle for encouraging orderly city growth. Within the USAs, LAFCO does not review city annexations and reorganizations if the proposals are initiated by city resolution and meet certain conditions. State law gives cities in Santa Clara County the authority to approve such reorganizations.

Service Review Process & Methodology

Standard analytical tools and practices were used to gather and analyze information for the Fire Service Review. The service review process is outlined as follows:

- **Technical Advisory Committee:** LAFCO established a technical advisory committee (TAC) composed of 2 LAFCO commissioners and representatives from the City Manager's Association and the Santa Clara County Fire Chiefs' Association, to serve as a liaison between LAFCO and the affected agencies and to provide input on the service review and insight into any particular service review related issues at TAC meetings held periodically throughout the service review process.
- **Outreach:** LAFCO performed outreach and explanation of the project through a letter and informational flier. Input was solicited from the public through workshops and surveys. Survey results and comments are provided in Appendix A.
- **Establishment of Criteria:** Preliminary criteria to be used in making the determinations required under the laws governing service reviews were developed. These criteria were presented to TAC for review and comment and are included below.
- **Development of Request for Information:** Tables and requests for information from the agencies were developed based on the established criteria. A Dropbox system was used to allow agencies to upload requested information.
- **Kick-off Meeting:** A Kick-off Meeting with representatives from each of the fire agencies was held to introduce the project process and outline the data-gathering responsibilities of the fire agencies.
- **Data Discovery:** Data from available online and central data resources (i.e., agency websites and County GIS data) was collected. Population information and projections developed by the Association of Bay Area Governments (ABAG) were used.
- **Drafting of Agency Profiles:** Profiles for each of the agencies were compiled, using a standard format, based on the interviews and data collected. Agencies responded to information requests in varying levels of detail. Reasonable efforts were taken to obtain a level of consistency in the data to make the required determinations and analyze issues.
- **LAFCO Staff Review:** The profiles were reviewed by LAFCO staff to ensure all requirements of the project were met.

- **Agency Review:** The profiles were provided to each fire agency for internal review and comment to ensure accuracy prior to the release of the document.
- **Cities Served by a District:** Cities receiving service from a fire district were provided an opportunity to review and comment on their draft profile after their district provided feedback on the accuracy of the profile.
- **Data Analysis and Service Review Determinations:** Information gathered from the agencies was analyzed and applied to the determination criteria to make the required determinations for each agency and reach conclusion about the focus issues identified in the RFP.
- **Public Review Draft Released:** The draft document is released for public review and comment.
- **Community Meetings held**
- **LAFCO Hearing:** LAFCO holds a public hearing to solicit agency and public feedback and comments on the draft report.
- **Final Draft Released:** The revised redlined draft document is released with a comment log indicating any action taken pursuant to the comment.
- **Adoption of Final Report:** LAFCO holds a public hearing where the Commission may adopt the final report.

Review Criteria

The following set of criteria is based on current industry best practices, along with relevant national standards promulgated by a wide variety of associations and organizations that develop consensus standards for the fire service, EMS, communications, and other related services. These may include the National Fire Protection Association (NFPA), Center for Public Safety Excellence (CPSE), Commission on Accreditation of Ambulance Services (CAAS), and other organizations. Each agency under LAFCO jurisdiction in this service review is assessed in each category using the criteria described below.

Growth and population projections for the affected area:

- The amount and percent of population growth projected by the Association of Bay Area Governments between 2020 and 2040.
- The type and extent of any significant planned or proposed development.

The location and characteristics of any disadvantaged unincorporated communities (DUC) within or contiguous to the sphere of influence:

- Pursuant to GC 56033.5, a DUC in Santa Clara County is a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., less than \$60,188 per U.S. Census Bureau, 2015–2019 Five-Year American Community Survey) and where twelve or more registered voters reside.

Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies (including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the SOI):

- Services provided by each agency and organization including but not limited to:
 - Fire suppression
 - Emergency medical response
 - Fire prevention and public education
 - Wildland-urban interface hazard mitigation
 - Technical rescue
 - Hazardous materials response
 - Emergency preparedness
- The age and condition of existing stations as rated by department management and/or onsite evaluations utilizing NFPA 1500.
- The age of current line apparatus in relation to the agency's apparatus replacement schedule and NFPA Standard 1901.
- The number and distribution of stations and apparatus in the service area.
- The ability to meet existing demand based on facility, apparatus, and staffing capacity.
- The ability to meet projected population growth and service demand.
- The extent to which the fire department meets locally established response performance standards for structure fire calls and County-established standards for emergency medical services (EMS) calls, as well as NFPA Standards 1710 and 1720 for career and volunteer fire departments.
- The extent of mutual/automatic aid received and provided.
- Most recent established Insurance Services Office (ISO) rating for communities within the service area.

- The extent to which career, volunteer, and part-time staffing levels meet comparable state, regional, and national staffing levels.
- Present and probable need for public facility improvements and/or additional public facilities.
- Present and probable need for replacement and/or enhancement of apparatus and equipment.
- Level of services in disadvantaged and unincorporated areas in comparison to other neighboring communities.

Financial ability of an agency to provide services:

- Budget: The degree of stability in department expenditures and budgets between 2019–20 and 2021–22. Departments considered stable are those that experienced a reduction of not greater than 5% in expenditures between the three years.
- The adequacy of the level of financing and any financing challenges or constraints as reported by the agency, including credit rating by a nationally recognized agency.
- The degree to which the agency is investing in capital as compared to depreciation of capital assets during FYs 19, 20, and 21.
- Capital planning: Whether or not the agency has an up-to-date capital improvement plan with estimated timing and anticipated financing sources for each project.
- Apparatus replacement: Whether or not the agency has an apparatus replacement fund where annual contributions are made to provide for replacement purchase.
- Capital reserves: The capital reserve fund balance as of June 30, 2021 and 2022, and the anticipated capital funding needs based on identified infrastructure needs and estimated costs.
- Reserves: Does the agency have a policy that identifies its reserve policies, including but not limited to unrestricted and operating costs.

Status of and opportunities for shared facilities:

- Potential station consolidation: Where proximity of stations and call capacity of apparatus between stations within a single jurisdiction or within adjoining jurisdictions appear to support an evaluation of consolidation.

- Training: Whether the agency has a training facility and/or training program to potentially accommodate the training of other departments; identification of natural training partners.
- Apparatus maintenance: The potential for a universal shared facility, service and repair criteria, and personnel.
- Communications: The compatibility of an agency's radio band/frequency with other departments in the county.
- The degree of existing cost minimization efforts through facility, personnel, and equipment sharing.
- The potential for facility, personnel, and equipment sharing as reported by the agency.

Accountability for community service needs, including governmental structure and operational efficiencies:

- Agency's efforts to meet state laws designed to ensure transparency and accountability consisting of:
 - Availability and ease of access of information to the public;
 - Compilation and maintenance of an agency website that meets all document and agenda reporting requirements;
 - Staff and governing board member ethics training and economic interest reporting, as required;
 - Compliance with financial document compilation, adoption, and reporting requirements;
 - Adherence to open meeting requirements; and
 - Efforts beyond legal mandates to achieve certification for organizational transparency (i.e., Special District Leadership Foundation (SDLF) Certification).
- Identify options and feasibility for potential governance alternatives or other cooperative and/or resource-sharing opportunities, based on analysis of service efficiencies, cost-effectiveness, and viability.

Data Limitations

While working through this analysis, several issues with the supplied incident data were encountered. The challenges can most easily be broken down into three categories; lack of standardization, missing data, and incorrect data.

Lack of Standardization

The National Fire Protection Association developed its first standardized data system in 1969. In addition, a national standard for incident reporting was established by the National Fire Administration in the 1970s. Even with these guidelines, fire agencies still struggle with providing standard data for effective interagency reviews. In Santa Clara County's case, AP Triton received 59 separate data sources from 21 different systems for the 11 agencies in the study. Very few data sets shared a standard schema, and some agencies struggled with exporting data in a database-friendly format. The data schema between agencies, with a few exceptions, did not have similar field names, the same shape, or the same structure. In one case, the agency did not provide the same schema across multiple years of exports from the same system. In addition, several agencies had changed CAD or RMS systems over the years in the study. This created historic downloads that were different schemas from the other years from the same agency. The various programs used were also poorly understood by some of the agencies using them, and some required support in farming their own data.

Despite the challenges, AP Triton used modern data engineering software and techniques to blend this information to complete an analysis based on similar elements. These separate systems were combined into a single analytical data set with standard features. However, even this single set had its own challenges.

Missing Data

The missing data can be broken down into two distinct issues. First, the correct fields and tables were provided to AP Triton with no data in the fields. Next were incorrect or missing fields in the files provided. In addition, some separate systems within the agency did not share a common field to combine the data. For example, if a CAD system does not share a record name or number with the RMS system, they cannot be joined, limiting the effectiveness of both.

A few agencies did not provide the requested data from their records management program requiring AP Triton to request National Fire Incident Reporting System (NFIRS) records from the California State Fire Marshal. However, even these were hit-or-miss if the agency filed with the state. Of the 11 agencies in the report, only one was entirely up to date filing with the state. Six agencies were missing data in 2022, and the remaining were missing multiple months over multiple years.

AP Triton requested 57 separate but standard data fields for analysis from each agency - 29 from their CAD system and 28 from their records management system. Unfortunately, of those 57, only 13, or 22%, were similar enough throughout the agencies to allow for a standard data set. This significantly reduced the depth and breadth of the analysis that could be completed.

Some of the missing data had a direct effect on the reported performance. For example, all incidents are included in the analysis without response priority. The intent of a time performance analysis is to analyze emergency situations only. In addition, missing geocoding information limited the ability to correctly report the location of the incident and correct the type of aid service given.

Erroneous Data

The final data issue to be discussed here is the multiple errors within the submitted data. These errors are common throughout the fire service as line firefighters and officers are often asked to capture incident details after returning from the incident. This type of data collection is susceptible to errors without a robust quality review process and strong, enforced agency policies regarding correct documentation. Most agencies in the study do not have an effective quality control program for their data.

Multiple input errors throughout the study data required statistical and engineering methods to limit the inclusion of erroneous data. Examples of common mistakes throughout the data included duplicate records, incorrect mutual aid codes, incorrect geocoded information, and obviously incorrect times. For instance, the wrong date time fields affected response analysis and had missing times, starting times greater than ending times, and extreme date conflicts resulting in inappropriate days, weeks, months, or even yearlong responses.

Recommendation: The Santa Clara County Fire Chiefs should coordinate data standardization among the fire agencies, promote a single CAD system for the County with access for each agency to review their data sets, and all agencies should review the quality of inputs by their personnel.

Section II: FIRE & EMERGENCY SERVICES OVERVIEW

Countywide Overview

Service Providers

Santa Clara County has ten fire and emergency providers for the 1,936,259 residents who live in the 15 cities and unincorporated areas of the 1,305 square miles that make up Santa Clara County.

American Medical Response (AMR), formerly Rural/Metro Ambulance, provides emergency medical transport services for the county except for the City of Palo Alto and Stanford University. Palo Alto Fire Department provides transport services to Palo Alto and Stanford University.

Within lands classified as State Responsibility Areas (SRA), CAL FIRE has the financial responsibility of preventing and suppressing fires. Within Santa Clara County, CAL FIRE has seven fire stations that house eight Type III Fire Engines, four Type I Handcrews, one bulldozer, and one helicopter during peak fire season.

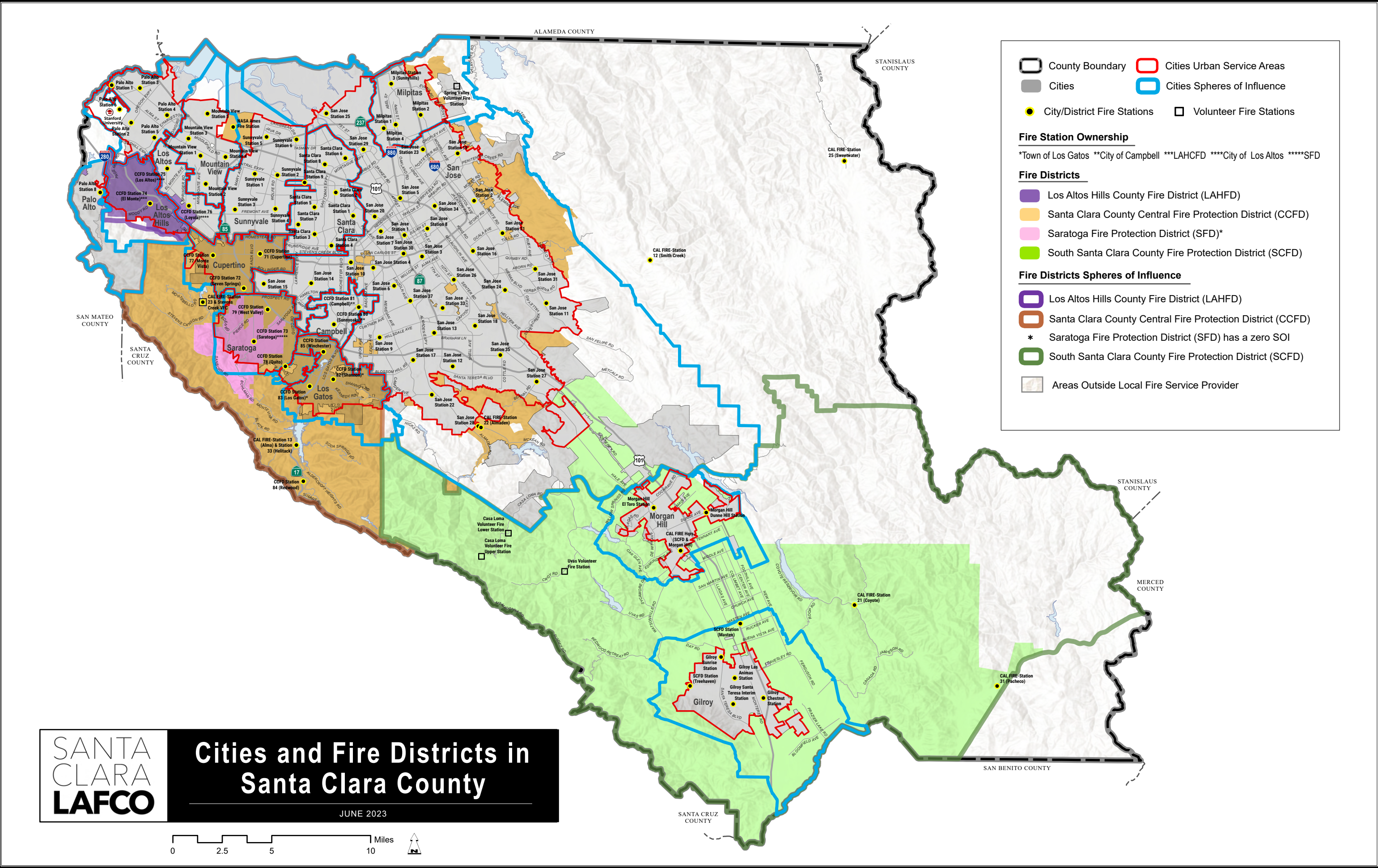
Four volunteer associations/departments are operating in the county with one serving an area that is not receiving service from a local provider. These agencies rely on donations and are limited in their ability to consistently respond to emergencies.

Moffett Field receives service from NASA/AMES Fire Department, a private provider, who did not respond to requests to be included in this service review.

Figure 1: Santa Clara County Service Providers and Area Served

Service Provider	Area Served
Gilroy Fire Department	City of Gilroy
Milpitas Fire Department	City of Milpitas and unincorporated areas identified as "Zone 1" by contract with CCFD.
Mountain View Fire Department	City of Mountain View and two unincorporated areas inside the city limits.
Palo Alto Fire Department	City of Palo Alto and Stanford University
San José Fire Department	City of San José and unincorporated areas identified as "Zone 1" by contract with CCFD.
Santa Clara City Fire Department	City of Santa Clara
Santa Clara County Central Fire Protection District (CCFD)	Cities of Cupertino, Los Gatos, Monte Sereno, a portion of Saratoga, and unincorporated lands in western Santa Clara County. Campbell, Los Altos, LAHCFD, and SFD by contract.
LAHCFD	LAHCFD provides services for fire and disaster prevention, protection, and building resiliency in Los Altos Hills and the surrounding unincorporated area. LAHCFD contracts with CCFD for fire and EMS emergency response and Fire Marshal duties in their area.
Sunnyvale Public Safety Department	City of Sunnyvale
CAL FIRE	City of Morgan Hill and South Santa Clara Fire Protection District by contract. State Responsibility Areas (SRA) inside Santa Clara County.

Figure 2: Santa Clara County Fire Agencies



Services Provided

All fire agencies in Santa Clara County provide fire suppression, first responder care, and fire prevention services. All agencies provide first responder care at the Advanced Life Support (ALS)/paramedic level except for Sunnyvale which provides Basic Life Support (BLS) first responder care. The capabilities for ALS transport, tech rescue, and hazardous materials response vary by each agency and are displayed in the following figure.

Figure 3: Services Provided in Santa Clara County

Service Provider	Fire	ALS	ALS Transport	Tech Rescue	HazMat	Prevention
CCFD	YES	YES	No	Specialist	Specialist	YES
Gilroy FD	YES	YES	BACK UP	No	Operations	YES
Milpitas FD	YES	YES	BACK UP	Operations	Awareness	YES
Morgan Hill (CAL FIRE)	YES	YES	BACK UP	Operations	Operations	YES
Mountain View FD	YES	YES	No ¹	Specialist	Specialist	YES
Palo Alto FD	YES	YES	PRIMARY	Operations	Operations	YES
San José FD	YES	YES	BACK UP	Specialist	Specialist	YES
Santa Clara City FD	YES	YES	BACK UP	Operations	Operations	YES
SCFD (CAL FIRE)	YES	YES	No	Operations	Operations	YES
Sunnyvale Public Safety Dept.	YES	NO	No	Operations	Operations	YES

Stations and Staffing

The nine agencies providing service in Santa Clara County collectively employ 1,867.39 personnel and staff 90 fire stations with 418 firefighters on duty each day. CAL FIRE's State Responsibility Area and NASA/AMES fire department are not included in this summary.

Of the 90 fire stations, 41 (45.6%) are older than 50 years; 47 (52.2%) either have no seismic protection or seismic protection is unknown; and 36 (40.0%) are rated in poor condition based on the self-rating system provided by AP Triton.

¹ Mountain View is transitioning to provide backup ambulance transport. An ambulance has been ordered and once it is placed in service, MVFD will begin providing back up transport.

In 1986, the California Legislature determined that new buildings, existing buildings planning major alterations, or converted buildings providing essential services should be capable of providing those services to the public after a disaster. Their intent in this regard was defined in legislation known as the Essential Services Buildings Seismic Safety Act of 1986 and includes requirements that such buildings shall be: designed and constructed to minimize fire hazards and to resist...the forces generated by earthquakes, gravity, and winds. Excerpt from *Health and Safety Code section 16001* This enabling legislation can be found in the [California Health and Safety Code, Chapter 2, sections 16000 through 16022](#).

With 55.6% of Santa Clara County fire stations either not seismically protected or with unknown status, Santa Clara County may be challenged to continue delivering service for large portions of the county in the event of a moderate to significant earthquake.

Figure 4: Fire Stations in Santa Clara County

Service Provider	Stations	Greater than 50 Years Old	No Seismic Protection or Unknown	Rated Poor
CCFD (Including Campbell, Los Altos, SFD, and LAHCFD)	15	7	8	5
Gilroy	4	1	2	1
Milpitas	4	1	3	1
Morgan Hill	2	0	2	0
Mountain View	5	2	0	2
Palo Alto	7	5	1	1
San José	34	15	18	16
Santa Clara City	9	3	5	3
SCFD	4	2	3	2
Sunnyvale	6	5	5	5
TOTAL	90	41	47	36
% of TOTAL		45.6%	52.2%	40.0%

The 413 firefighters on duty each day are primarily working on engine and truck companies. San José staffs engines and trucks with four firefighters, Santa Clara City staffs engines with three and trucks with four, and Sunnyvale staffs engines and trucks with two firefighters. All other agencies staff engines and trucks with three firefighters. While Sunnyvale has cross-trained law enforcement officers who supplement the response for Sunnyvale, this study did not evaluate the capability or availability of these resources.

Palo Alto is the only fire agency in Santa Clara County with the primary responsibility for Emergency Medical Transport. As such, six personnel per day are dedicated to staffing ambulances leaving 18 personnel on duty each day for staffing for fire and EMS first response like other Santa Clara County fire agencies.

Figure 5: Staffing in Santa Clara County

Service Provider	BC	Engines	Trucks	Other	Daily Staffing
CCFD (Including Campbell, Los Altos, SFD, and LAHCFD)	3	16	2	2	66
Gilroy FD	1	4	0	0	9
Milpitas FD	1	4	1	1	19
Morgan Hill (CAL FIRE)	0.5	2	0	1	8
Mountain View FD	1	6	1	0	21
Palo Alto FD	1	4	1	4	24
San José FD	5	34	9	11	190
Santa Clara City FD	2	8	2	2	36
SCFD (CAL FIRE)	0.5	4	0	0	13
Sunnyvale Public Safety Dept.	1	9	3	1	26
TOTAL	16	91	19	22	413

Note: Morgan Hill and SCFD share the cost of one on duty Battalion Chief each day.

Countywide Incident Call Volume and Performance

The nine fire agencies providing service throughout Santa Clara County collectively respond to an average of 156,165 emergency incidents each year, or 427.8 per day. They average 74.2 incidents per 1,000 population and have an average response time of 9:36 min or less 90% of the time.

Incident response performance times are calculated using only emergent responses or high-priority incidents where units responded with lights and sirens. The 90th percentile is typically used in the fire service and is considered the standard for measuring incident response performance. In addition, only those incidents within the agency boundary are evaluated.

Three unique time segments are included when evaluating an agency's response performance. The first is the time it takes for the dispatcher to answer the 911 call and notify the agency (call processing); the second is the time it takes for the agency to receive the call and go en route to the call (turnout time); and third is the time it takes for the unit to drive to the incident (travel time). All three segments combined make up the **total response time**. For this evaluation, the unit type was not discriminated against, and the first arriving unit was used to determine the total response time.

None of the fire agencies are meeting their adopted emergency response standard. Since Milpitas and Morgan Hill have not adopted a response time standard, NFPA 1710 was used to determine the appropriate standard to evaluate its effectiveness.

Unit Hour Utilization (UHU) is a metric used to measure the amount of time a firefighting unit is actively engaged in responding to emergency incidents. It calculates the percentage of time that a unit is committed to handling emergencies out of its total available time during a specified period, the longer the period the more valid the metric.

If a primary station response unit is committed to emergency incidents for more than 10% of the time, they are spending a significant portion of their available time responding to emergencies. As a result, they might not be able to respond quickly enough to subsequent emergencies within their primary response area (first due area) because they are already engaged in another incident.

To compensate for this, additional firefighting units might need to be dispatched from farther away to cover emergencies in the first due area. This could increase the travel time portion of the emergency response time, potentially affecting the overall effectiveness of the emergency response system.

Therefore, managing Unit Hour Utilization and ensuring it stays within an acceptable range is important for maintaining efficient emergency response services and meeting response time standards in the primary response areas. Fire departments and emergency service organizations use UHU data to optimize resource allocation and ensure they have adequate coverage for emergency incidents while balancing other essential duties and responsibilities.

San José, Palo Alto, and Gilroy Fire Departments have a high percentage of on duty units that are exceeding a 10% UHU and significantly exceed the average incidents per 1,000 people in Santa Clara County. These Cities are already exceeding their capacity for service in the station response areas that are exceeding 10% UHU based on existing demand, and their performance on adopted response standards will continue to degrade as these cities experience growth and the corresponding increase in demand for service. The City of Campbell, with service from a CCFD from a single station, is exceeding 10% UHU and will also continue to see response times degrade as described above.

Figure 6: Countywide Incident Volume and Performance (January 2018–June 2022)

Service Provider	Ave Annual Call Volume	Incidents per 1,000 Population	90 th Percentile Response Time	# of Units Exceeding 10% UHU	Adopted Standard	Notes
CCFD (Including Campbell, Los Altos, SFD, and LAHCFD)	18,869	67	8:21	1	6:30 min or less/90% of the time (EMS Moderate)	Varied: standards based on call type
Gilroy	5,193	90	10:54	1	7:30 min or less/90% of the time	
Milpitas (Including Zone 1 area)	5,328	62	8:39	0	6:50 min or less/90% of the time	No Adopted Standard, NFPA 1710
Morgan Hill	3,458	77	9:56	0	6:50 min or less/90% of the time	No Adopted Standard, NFPA 1710
Mountain View	4,695	64	8:15	0	7:20 min or less/90% of the time	
Palo Alto (Including Stanford)	8,149	107	9:41	4	8:00 min or less/90% of the time	
San José (Including Zone 1 area)	91,070	88	9:41	28	8:00 min or less/80% of the time	80% is 8:29 minutes or less
Santa Clara City	9,259	69	8:03	0	7:00 min or less/90% of the time	
SCFD	1,250	56	15:24	0	15:00 min or less/90% of the time	The standard is presumed
Sunnyvale	8,894	62	8:26	0	7:59 or less	Percentile not identified, separate standards for fire and hzd
	TOTAL	AVERAGE	AVERAGE	TOTAL		
	156,165	74.2	9:44	34		

This report did not evaluate the critical elements independently (call processing, turnout time, drive time, station location, impact of a dropped border response, etc.) to effectively evaluate the opportunities for improving response time for specific segments, beyond adding additional resources to reduce individual unit hour utilization.

Recommendations:

- **Emergency Response Performance:** Gilroy, Mountain View, Palo Alto, Santa Clara, and San Jose have adopted performance standards (goals) through their elected officials. Sunnyvale, and CCFD (including SFD and LAHCFD) have published response time goal, however, their elected officials have not adopted the standard. Morgan Hill, Milpitas and SCFD have not adopted a response time standard. Organizations should adopt a performance goal and present those to the elected officials for adoption. The organizations should consider a baseline standard that defines the expectation of service for the community.
- **Unit Utilization Hours:** San Jose, Palo Alto, Gilroy, and CCFD all have units with UHUs of over 10%. These agencies should add additional resources to effectively manage the call volume and improve response time performance.
- **Boundary Drop Response:** While SCFD, Morgan Hill, and Gilroy have entered into a boundary drop agreement to share resources, AP Triton recommends the fire agencies evaluate opportunities for a boundary drop response for critical incidents (where time significantly matters in the outcome) for the entire county. Note: To be more effective, this will require improved interoperability between CAD products for dispatch centers, including the existing agreement between SCFD, Morgan Hill, and Gilroy. The Santa Clara Fire Chiefs Association should coordinate this effort.
- **Station Identifiers:** All agencies have unique unit identifiers; however, only San Jose and CCFD have station numbers that match the unit assigned. Each agency should consider assigning station numbers (in addition to station names) that match the unit identifier assigned across the county to improve awareness of the home station of response units. The Santa Clara Fire Chiefs Association should coordinate this effort.

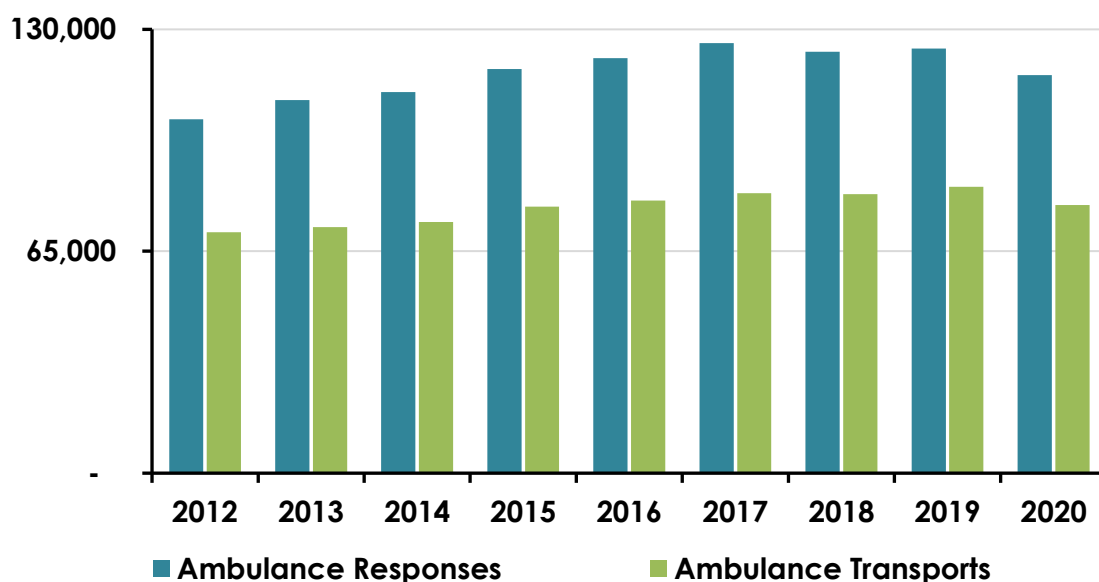
Emergency Medical Services

Ambulance Transport is provided by AMR through an exclusive operating area Agreement with Santa Clara County for all but Palo Alto and the Stanford contract area where Palo Alto Fire provides ambulance transport. Oversight and administration of the Santa Clara County emergency medical system is the responsibility of the Santa Clara County Emergency Medical Services Agency.

Eight of the nine fire agencies provide ALS pre-hospital care for their service area, and Sunnyvale provides BLS. Five agencies are available to provide ambulance transport when the system is busy. Mountain View, Sunnyvale, SCFD, and CCFD have not assumed responsibility for emergency medical transport.

In 2020, there were 116,647 responses by medical units to 911 emergency calls, which equals 74.7% of all emergencies. During 2020, ground ambulances completed 78,505 transports. Between 2012 and 2019, the total EMS responses increased by 20%, while ambulance transports increased by 18%. During the COVID-19 pandemic in 2020, response and transport levels fell by 6%. The following figure shows the emergency medical call trend from 2012 to 2020.²

Figure 7: Ambulance Response and Transports (2012–2022)³



² EMS Annual Report 2020_Final_.pdf (sccgov.org) [P42].

³ Data provided by the Santa Clara County Emergency Medical Services Agency published annual reports.

The county establishes medical emergency response standards for five zones based on the extent of development and population density. These areas are listed as Urban, with more than 101 people per square mile; Suburban, with between 51 to 100 people per square mile; or Rural/Wilderness, with fewer than 50 people per square mile.

The Medical Priority Dispatching System (MPDS) adopted by Santa Clara County EMS classifies emergencies from Alpha to Omega. Charlie, Delta, and Echo responses are more critical; participating agencies are required to respond with at least one paramedic.

The following figure shows the response standards for medical emergencies adopted by Santa Clara County EMS.

Figure 8: Performance Requirements by Demographics

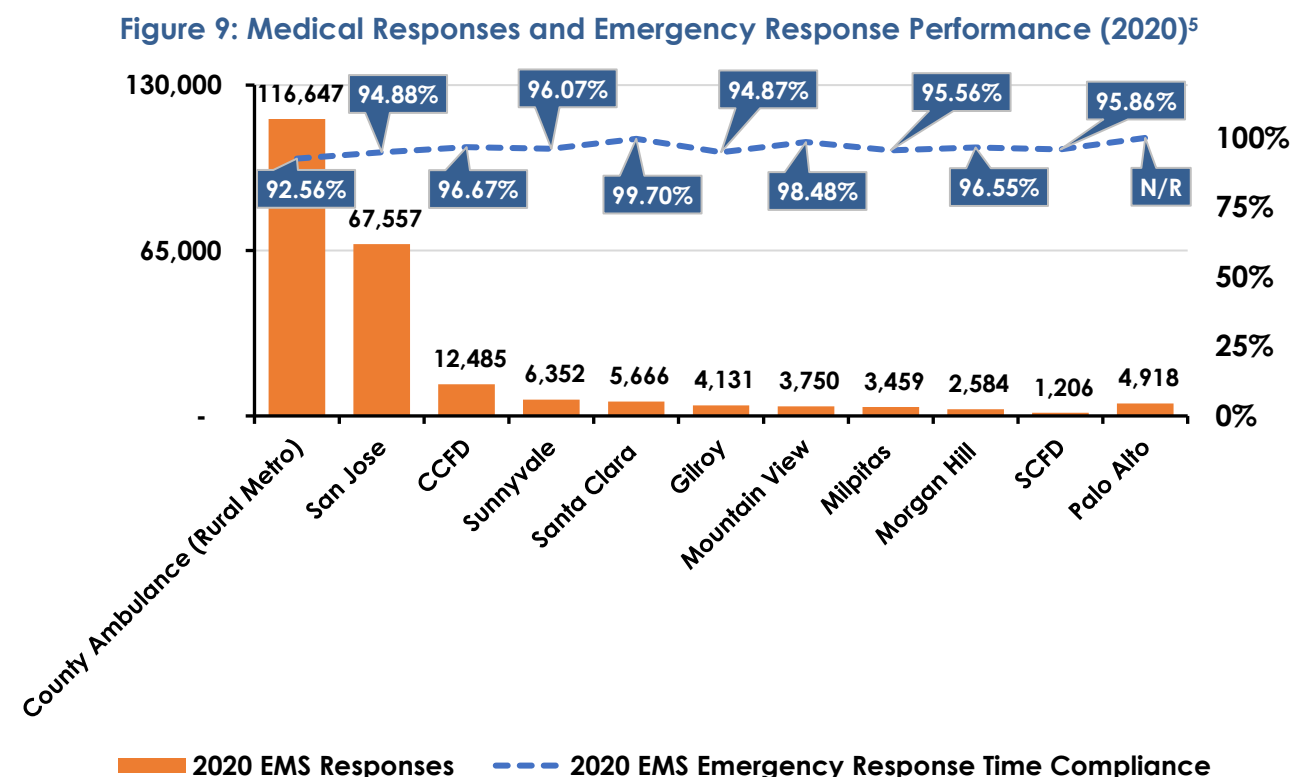
MPDS Call Classification		First Response	Transport	Notes
Alpha		ALS or BLS	ALS	Ambulance simultaneous dispatch.
Performance Requirement	Urban Area	12:59 ²	16:59 ¹	
	Suburban Area	14:59 ³	21:59 ¹	
	Rural/Wilderness Area	21:59 ³	41:59 ¹	
Bravo		ALS or BLS	ALS	Ambulance simultaneous dispatch.
Performance Requirement	Urban Area	7:59 ³	16:59 ¹	
	Suburban Area	9:59 ³	21:59 ¹	
	Rural/Wilderness Area	11:59 ³	41:59 ¹	
Charlie, Delta, & Echo		ALS	ALS	Ambulance simultaneous dispatch.
Performance Requirement	Urban Area	7:59 ³	11:59 ³	
	Suburban Area	9:59 ³	16:59 ³	
	Rural/Wilderness Area	11:59 ³	21:59 ³	
Omega		N/A	N/A	May not have a first response, transport may be a non-ambulance.
Performance Requirement	Urban Area	N/A	59:59 ¹	
	Suburban Area	N/A	89:59 ¹	
	Rural/Wilderness Area	N/A	ASAP ¹	

¹ Non-Emergent (No Emergency Lights or Sirens)

² Emergent or Non-Emergent (Emergency Lights and Sirens or No Emergency Lights or Sirens)

³ Emergent (Emergency Lights and Sirens)

The performance standard established by the county is that response time must be met at least 90% of the time per month in each zone and for each individual response. Failure to meet the standard results in fines to the contractor. The following figure shows the overall performance standard of each jurisdiction for 2020.⁴



Performance by public fire agencies consistently exceeds the 90th percentile standard, typically in the 95% to 98% range. Fines are waived when a fire service provider achieves 95% or greater compliance. Exceptions to the time standards are granted for calls to remote areas.

⁴ Ibid [P41].

⁵ Data and analysis provided by the Santa Clara County Emergency Medical Services Agency published annual reports. Palo Alto is not required to be compliant with this standard. Names of the agencies were modified for consistency with this report.

The exclusive operating area agreement granted by the county to AMR terminates on June 30, 2024. As a result, the county has issued an RFP for a competitive selection of an ambulance provider. Under the structure of the RFP, the public fire agencies are directly accountable to the County as direct contractors with the county, not subcontractors of the private ambulance provider (as under the current arrangement).

Fire Suppression

All agencies provide fire suppression for their communities, including local wildland suppression, and are available for statewide Cal OES mobilization for larger incidents.

Mutual & Automatic Aid

Mutual aid is characterized by one or more agencies providing support to another agency upon request as they have resources available. A countywide mutual aid agreement is in place in Santa Clara County, and all public fire departments are a signatory to the agreement. Automatic aid is characterized by an ongoing agreement between agencies that the resources of one department will respond automatically to service calls in the other jurisdiction. Fire agencies in Santa Clara County typically have automatic aid agreements with adjacent departments. Another form of cooperation is called a “boundary drop.” This occurs when two agencies agree that the closest unit will be the first responder to an incident and take responsibility for the incident regardless of political jurisdiction.

Aid types are typically defined in a formal agreement between agencies within proximity of each other but can be an informal arrangement. For example, in Santa Clara County, all fire agencies participate in various aid agreements and provide and receive aid from surrounding jurisdictions.

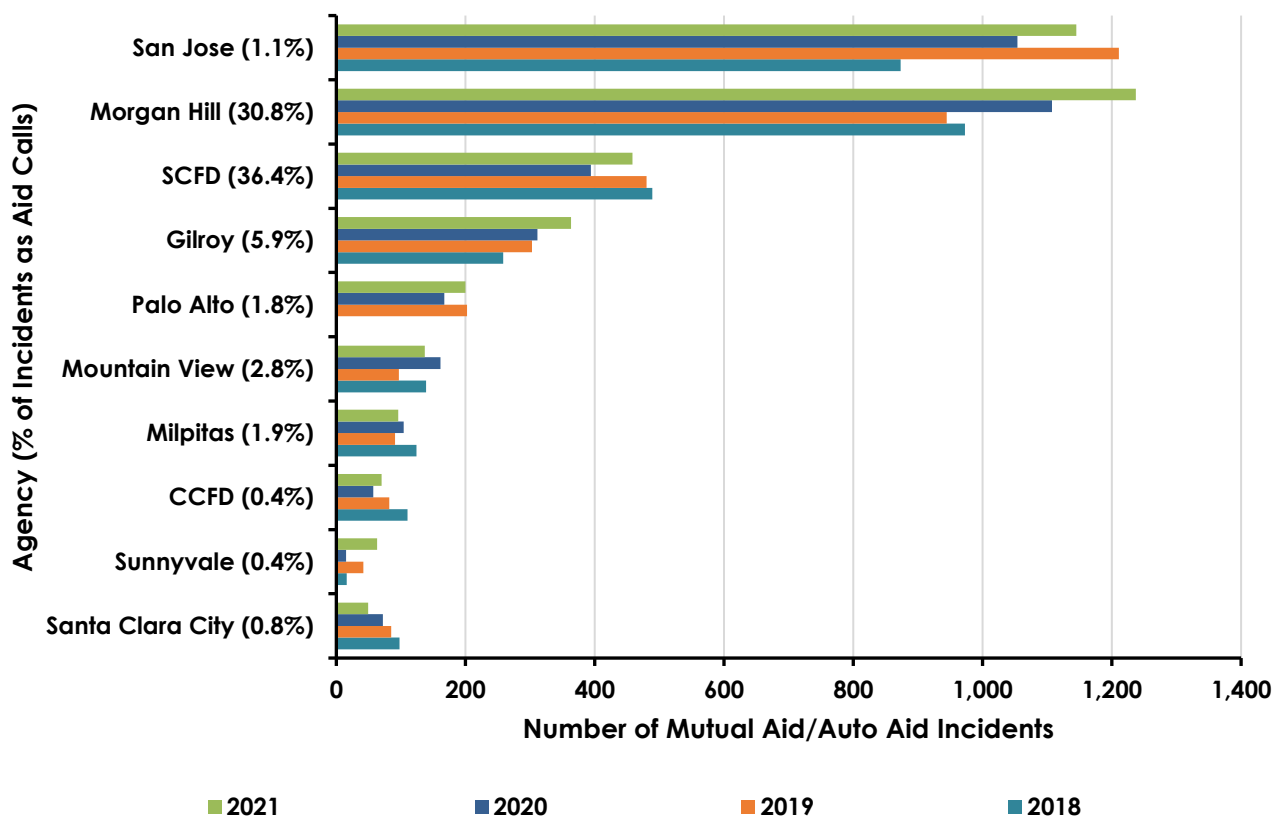
There are primarily two categories of assistance, either given or received. The first and most common type of assistance is mutual aid. In these arrangements, agencies agree to send support to neighboring jurisdictions upon request as they have resources available. All fire agencies within Santa Clara County are party to a countywide mutual aid agreement. The second, more specific, and formal agreement type is automatic aid. In these cases, an agency agrees to send resources into a specific area within another jurisdiction during the dispatch process. Automatic aid agreements are typically established when the physical presence of a station in one jurisdiction is sufficiently close to another jurisdiction to provide a quick response. The jurisdiction in which the incident occurs is the first responder and is responsible for the incident. The agreement may specify assistance given on any incident type or specific, more resource-intensive incident types.

The most inclusive type of automatic aid agreement is when agencies automatically support each other regardless of jurisdictional area. These types of arrangements are commonly referred to as boundary drops. To accommodate automatic aid agreements, either the agencies share a dispatch center, or there is some direct communication between centers. In Santa Clara County, almost all aid requires a dispatcher to call another center and request resources. Dispatch centers are not able to directly dispatch resources from the neighboring city. In urban centers where there are several small agencies in a fully built upon environment, there is typically more aid provided back and forth between agencies. Larger incidents use mutual aid to meet the demands of that incident. However, managing the “surge” or increased volume of incidents at a one time may be challenging due to the difficulties in requesting resources between dispatch centers in Santa Clara County. This may cause one city to be significantly short of resources during that peak demand period while the neighboring agency may have few incidents occurring at that specific time.

SCFD, the City of Gilroy, and the City of Morgan Hill have entered into an agreement to drop borders and send the closest appropriate available resource and Battalion Chief regardless of jurisdiction. This represents an exceptional step in sharing resources to assist not only with the larger incidents, but the surge that may occur for all emergency incidents. The lack of interoperability between the SCFD, Morgan Hill, and Gilroy Public Safety Answering Points (PSAPs) and dispatch centers is a significant issue as it prevents these agencies from fully benefiting from their agreement. Interoperability refers to the ability of different systems and agencies to communicate and exchange information effectively.

The following figure shows the number of aid given to surrounding areas by Santa Clara County fire agencies with the percentage of aid calls to total responses in parenthesis next to the agency name.

Figure 10: Aid Given by Agency⁶



The highest percentage of mutual aid to total call volume is between Morgan Hill and SCFD. These two agencies are served by CAL FIRE which shares resources between the two contract areas, almost operating like a single fire agency.

Agencies do not charge a fee for normal mutual aid between each other in Santa Clara County. For the Dropped Border agreement with SCFD and Gilroy, SCFD agrees to provide 25 days of Battalion Chief coverage to Gilroy as of July 2016. This agreement is reviewed annually.

⁶ San Jose provided the analysis for their mutual aid given. The analysis was consistent with SCFD's experience, however, the data for San Jose is by fiscal year instead of calendar year.

The limited number of automatic or mutual aid calls each year does not appear to impact an agency's ability to serve its community. However, when an agency is managing several incidents at once, delays in response to critical incidents may be experienced due to the lack of “boundary drop” opportunities in Santa Clara County. In addition, the closest resource is not always dispatched to critical incidents. An incident occurring at the border of an agency may have a closer resource available from the neighboring agency, especially if the first due resource is already committed to an incident and the jurisdictional agency is sent a resource from a station in the neighboring zone.

Under the Emergency Communications section, AP Triton has presented a recommendation to explore opportunities with dispatch centers to improve interoperability. This recommendation reinforces the need to address the existing gaps and enhance communication and coordination between dispatch centers.

Technical Rescue

All fire agencies, except for the Gilroy Fire Department, provide a basic level of technical rescue for their communities. CCFD, Mountain View, San José, and Santa Clara City provide a Type 1 Urban Search and Rescue (US&R) level service for their communities.

Hazardous Materials Response

All agencies provide an operations level Hazardous Materials (HazMat) Response for their communities. CCFD, Mountain View, San José, and Santa Clara City provide a Type 1 “Specialist” level of HazMat response for their communities.

Training

All fire agencies have stand-alone training divisions. While there are no agreements to share training responsibilities between agencies, they share facilities and training delivery on a regular basis. Many are sharing in the delivery of an entry level training academy for new firefighters. The facilities available are identified in the following figure:

Figure 11: Training Facilities in Santa Clara County

Service Provider	Classrooms	Drill Tower	Live Fire	Smoke Building	Outside Drill Grounds
Gilroy	No	No	No	No	No
Milpitas	Yes	Yes	Yes	Yes	Yes
Mountain View	Yes	Yes	Yes	Yes	Yes
Palo Alto	Yes	Yes	No	Yes	No
San José	Yes	Yes	Yes	No	Yes
Santa Clara	Yes	Yes	Yes	Yes	Yes
CCFD	Yes	Yes	Yes	Yes	Yes
Sunnyvale	Yes	Yes	Yes	Yes	Yes
CAL FIRE: Morgan Hill & SCFD	Yes	Yes	Yes	Yes	Yes

Fire Prevention & Public Education

Following is a review and analysis of the fire prevention, protection, and community resiliency programs that agencies are providing in Santa Clara County, including programs intended to strengthen local community resiliency to withstand and recover from wildland fires. This review will identify and use appropriate benchmarks to analyze the effectiveness of these programs; analyze the pros and cons of various alternative options for providing these programs/services; and identify applicable best practices for safe evacuation of residents, hazardous vegetation removal and mitigation, creation of fuel and fire breaks, better alignment of programs with plans, and increased community understanding of, and participation in, these programs.

Service Delivery

Delivery of fire prevention services in Santa Clara County is complex. There are 10 Fire Marshals with staff ranging from one to 42. Each of the seven cities with their own departments employs a Fire Marshal, as does the City of Morgan Hill, and two in the Santa Clara County Central Fire Protection District (one serving the county and SCFD and one for the seven cities that it serves).

Three of the four fire districts in Santa Clara County, LAHCFD, SCFD, and CCFD, are dependent districts, with the Board of Supervisors as their board of directors, responsible for oversight and coordination of fire prevention services. LAHCFD and SCFD utilize CCFD for Fire Marshal services within their jurisdictions. The fourth district is the SFD, which is independent of the county and provides no independent services related to fire prevention, using CCFD for these services. In addition, seven cities and CAL FIRE provide fire prevention services within their jurisdiction, with CAL FIRE serving Morgan Hill and SCFD for a portion of those services (CCFD provides the Fire Marshal responsibility for SCFD). In total, 9 of the 15 cities and 11 total agencies in the County provide some level of fire prevention service, including three that contract for suppression services.

In 1987, the County of Santa Clara entered a contract with CCFD to provide fire marshal services for development review performed by the County Department of Planning and Development and for fire and life safety inspections of buildings at Stanford University. The Fire Chief is responsible for plan review and inspection of all Santa Clara County construction projects, in addition to fire safety inspections of all existing county-owned and leased facilities. Jurisdiction for facilities in which the county leases only a portion of the location is shared with that location's local fire department. CCFD is responsible for fire prevention activities in most unincorporated areas of Santa Clara County, although there are a few areas where responsibilities are shared and/or deferred to other agencies. This makes it difficult to determine which agency customers should contact for a project or issue.

CCFD also provides a Fire Marshal and the full scope of fire and life safety service to the seven cities served by the district. It assigns a Deputy Fire Marshal and a Hazardous Materials Specialist to each city to assist in conducting plan review and inspection of construction and fire protection equipment installations, routine fire and life safety inspections of existing occupancies, regulation of hazardous materials, fire and arson investigation, and public education. CCFD serves as the fire marshal for SCFD, however, fire safety inspections are conducted by SCFD.

The goal of Fire Prevention staff is to prevent fires and hazardous materials incidents through education and awareness, building plan review, construction inspections, hazardous materials regulation, and fire safety inspections of commercial businesses, multi-family residential buildings, and schools. CCFD Staff also manage the Hazardous Vegetation Abatement Program.

Authority & Responsibilities

As required by state law, Santa Clara County and its cities adopted the 2022 California Codes, based on the 2021 International Codes, before January 1, 2023. Each of the 15 Fire Codes contains amendments based on local findings.

California Health and Safety Code (H&S), Section 13146, outlines the local fire agency's authority and responsibility to inspect certain occupancies. Namely:

- Multifamily dwellings, Group R-1 and R-2 must be inspected **annually**. (13146.2)
- Residential Care Facilities, Group R2.1, and R-4 must be inspected upon request of a licensee for a re-inspection and upon receipt of a licensing request. (H&S 13146.2 and 17921(b))

- High-rise structures more than 75 feet above the lowest floor level with building access must be inspected **annually**, and the result must be sent to the State Fire Marshal (SFM) within 30 days. *If the fire authority does not inspect, the SFM will conduct the inspections and assess a fee to the city.* (H&S 13217(a))
- Public and Private Schools, K-12, Group E-1, must be inspected **annually**. (H&S 13146.3)
- Detention facilities, Group I-3 must be inspected **every two years** by the SFM unless the Fire Chief indicates in writing to the SFM that the department will handle the inspections. The Fire Chief must submit inspection reports to the SFM and Board of Corrections within 30 days of inspection. *If the SFM conducts the inspection, they may assess a fee to the city.* (H&S 13146.1)

In September 2018, SB 1205 added Section 13146.4 to the California Health & Safety Code. This new section requires all fire authorities to annually report to their governing authority on compliance with H&S Sections 13146.2 and 13146.3, annual inspection of multifamily residential properties, and public and private schools. The governing authority must acknowledge receipt with a resolution.

In May 2020, the SFM's office issued a letter informing all fire agencies of a new requirement to report compliance with state mandates to annually inspect all high-rise buildings, schools, and multifamily dwellings, and detention facilities biennially.

Plan Review & Construction Inspection Services

The fire department plays a critical role in the planning and construction of new development. Staff review and inspect new sites and structures to ensure adequate access and water to the site and that construction and built-in fire protection systems meet code requirements and function as designed. They also review improvements to existing buildings to ensure changes adequately protect the structure and occupants. In Santa Clara County, 10 fire agencies provide plan review and construction inspection services from 15 locations.

The CCFD provides plan review to the county unincorporated areas and all seven cities served by the District from its main office in Los Gatos. Plans are typically submitted electronically, eliminating the need for travel. For smaller plan reviews and all construction inspections, CCFD sends a Deputy Fire Marshal to the city daily to complete the work. They also provide the following services related to planning and development within each jurisdiction.

- Public consultations at pre-application meetings for proposed land development permits.
- Review of environmental impact reports to determine findings regarding fire hazards and other emergencies.
- Provide comments, at the request of County Planning and Land Development Engineering, for site plans, use permits, and grading permits.
- Review plans and conduct inspections for special events and for entertainment permits.

The seven cities with their own fire departments and Morgan Hill also provide plan review and construction inspections. Most of the city fire departments in the county also co-locate Fire Prevention Bureau staff in the Planning/Building Department, creating a “one-stop shop” for customers. This arrangement also helps ensure fire and life safety issues are represented throughout the process and requirements are coordinated. Staff has expertise in the latest fire protection codes and standards, building design, fire protection systems and equipment, emergency egress, emergency water supply systems, and ever-changing technologies, including special extinguishing and detection systems in the variety of industries and occupancies represented in the city. Their vital work helps ensure fire safety in new and existing occupancies, including residential and commercial projects such as high-rise developments, construction in wildfire high-hazard zones, retail establishments, and facilities with hazardous materials.

Inspection Services

Inspection Services is responsible for code enforcement and compliance in existing structures, making regular visits to ensure fire code requirements are observed and changes in use and occupancy are appropriately regulated. Inspections help identify potential risks and non-compliance in local businesses and properties and teach the community how fire and life safety codes protect them and their property. Risks are reduced through the enforcement of locally adopted international and state consensus codes and standards. Inspections coupled with correction notices and, if necessary, fines for non-compliance also provide an economic disincentive for ignoring safety requirements. Evaluating program results can identify where more frequent enforcement and education are needed.

In Santa Clara County, six of the seven cities with their own fire departments and Morgan Hill conduct inspections within their jurisdiction. It is unknown if Gilroy completes fire and life safety inspections of various occupancies. SCFD conducts inspections with part-time staff.

CCFD conducts the following inspections through full-time staff and engine company personnel:

- Annual inspection of multi-family dwellings, private and public schools (grades K-12), detention facilities, and high-rise occupancies throughout the unincorporated areas of the county.
- Fire hazard complaint investigations.
- Inspections for facility fire clearance requested by state and local licensing agencies.
- Review and inspection applications for burn permits in unincorporated WUI areas of the county.

CCFD completes over 90% of the state-mandated inspections annually, with engine companies assisting in the inspection of multi-family residential occupancies. The remaining occupancies are on an annual, biannual, or triannual inspection cycle.

The fire code lists several occupancies and processes for which operational permits may be issued. Such permits constitute permission to maintain, store, or handle materials or conduct processes that produce conditions hazardous to life or property. Permit issuance is a sound practice as it provides the owner/operator with requirements for safe operation. If conditions are not met, the permit can be revoked. Permit fees support issuance and routine inspection to ensure conditions are in place. CCFD issues permit and assesses fees based on the fee schedule adopted by each jurisdiction.

Many of the fire agencies use inspection reports, guidelines, and checklists to assist inspectors and engine companies. Adding this information to their website will assist businesses in being proactive with safety compliance, particularly where inspections are not conducted annually.

Hazardous Materials Inspections

In 1993, California State Law required CalEPA to certify local agencies to serve as Certified Unified Program Agencies (CUPA) to implement and enforce six state hazardous waste and hazardous materials regulatory management programs. The law also allowed local cities to assume responsibility for any of the six programs, serving as a Participating Agency (PA).

The Hazardous Materials Compliance Division, within the Santa Clara County of Environmental Health, is the CUPA for all areas of Santa Clara County other than the cities of Santa Clara, Gilroy, and Sunnyvale. These three cities were assigned CUPA status in 1993, as was Milpitas. Milpitas transferred responsibility for all programs to the County CUPA in July 2018.

In addition, CCFD, Mountain View Fire Department, and Palo Alto Fire Department are PAs for the following programs:

- CCFD is the PA in Campbell, Cupertino, and Los Gatos for the Hazardous Materials Business Plan and Underground Storage Tank programs.
- The Mountain View Fire Department is the PA for the Hazardous Materials Business Plan, Underground, and Aboveground Storage Tank Programs.
- The Palo Alto Fire Department is the PA for Hazardous Materials Business Plans and Aboveground Storage Tanks.

The CCFD enforces the hazardous materials provisions of the fire code for the County, Campbell, Cupertino, Los Altos, Los Gatos, Monte Sereno, and Saratoga. They also administer the Hazardous Materials Storage and Toxic Gas Ordinances for Campbell, Cupertino, and Los Gatos.

All cities in Santa Clara County participate in “Unidocs,” a joint effort of the Santa Clara County Fire Chief’s Association and Santa Clara County Department of Environmental Health. The effort to assist with compliance with local and state hazardous materials and waste regulatory requirements includes standardized forms and guidelines, links, news, and other materials and processes. This is an excellent example of best practices.

Fire Investigation

All fires should be investigated to determine if they were accidental or intentionally set. The Guide for Fire and Explosion Investigations, NFPA 921, is the national standard for scientific-based fire investigation. The Guide outlines the systematic process for determining the cause and responsibility for fires, including the collection of evidence, witness statements, and analyses for arson fires.

It is equally important to conduct a thorough analysis of accidental fires to determine how and why the fire started. This information is critical to the development of effective fire prevention programs.

Santa Clara County fire agencies created the Santa Clara County Fire Investigation Task Force (Task Force), a non-profit organization. The Task Force provides fire investigators and/or equipment to participating agencies to determine the origin and cause of any fire, provides training in fire investigation, and maintains a liaison with the Santa Clara County District Attorney's Office. Fire agencies provide the staff for the Task Force who responds as requested. It is unclear if all the six city fire departments with their own investigators participate in or contribute investigators to the task force.

An improvement on this best practice would be the consolidation of fire reports in a database for use by participating agencies in the development of programs that target specific fire problems in the county.

Public Education

All 15 cities and in Santa Clara County provide some level of public education and/or outreach. Six cities provide at least one program while two limit outreach to weblinks.

There are a variety of community education programs provided to residents of the seven cities and unincorporated areas that make up CCFD. These include adult and senior safety, Boy Scout and Girl Scout training, CPR and fire extinguisher classes, school programs, Safe Sitter babysitter training, and youth fire setter intervention. CCFD has five Community Risk Reduction professionals that implement these programs throughout the jurisdiction.

Other fire agencies also provide public education using various methods ranging from information on their websites to in-person programs and training. Many use social media to send safety messages to residents.

Like other prevention programs, programs and messaging are not coordinated or consistent among fire agencies. Effective education is about behavior change, which is difficult in the best environment. Telling people to do too many things at once most often results in them doing nothing. The Behavior Change Continuum consists of:

Awareness→Understanding→Relevance→Differentiation→Satisfaction→Loyalty, and starts with clear, consistent messaging.

Figure 12: Fire Prevention Services in Santa Clara County

Provider	Staffing	Amend/ Adopt Fire Code	Plan Review & Construction Inspections	Mandated ¹ & Annual Inspections	HazMat ²	Investi- gations	Public Ed
Gilroy FD	Part of Community Development	Yes/Yes	FM in Building	Unknown	CUPA	No	Info on website
Milpitas FD	DC/AFM + 10	Yes/Yes	Yes	Yes	No	Yes	Yes
Mountain View FD	FM + 7	Yes/Yes	FPE in Building	Yes (Multi-family every 5-ys)	PA for HMBP All Tanks	Yes	Yes
Palo Alto FD	FM + 8 (functionally in Planning)	Yes/Yes	In Building	Yes	PA for HMBP AST	Yes	Yes
San José FD	FM/DC + 42	Yes/Yes	In Building	Yes	No	Yes	Yes
Santa Clara FD	FM + 17	Yes/Yes	Yes	Yes	CUPA	Yes	Yes
Sunnyvale Public Safety	FM + 9	Yes/Yes	In Building	Yes	CUPA	Yes	Info on website
CCFD	26 Chief is County FM + FM/DC +24 DFM	Yes/Yes	County Offices with frequent trips to cities served	Yes	PA for HMBP UST	CCFD Inv	Yes Comm Risk Red (CRR) Staff
Cupertino	0	Yes/Yes	CCFD	CCFD	PA via CCFD	CCFD Inv	CCFD CRR
Los Gatos	0	Yes/Yes	CCFD	CCFD	PA via CCFD	CCFD Inv	CCFD CRR
Monte Serrano	0	Yes/Yes	CCFD	CCFD	CCFD HazMat	CCFD Inv	CCFD CRR
SFD	0	Yes/Yes	CCFD	CCFD	CCFD HazMat	CCFD Inv	CCFD CRR
Los Altos	0	Yes/Yes	CCFD	CCFD	CCFD HazMat	CCFD Inv	CCFD CRR
Campbell	0	Yes/Yes	CCFD	CCFD	PA via CCFD	CCFD Inv	CCFD CRR
LAHCFD	2 FC and Education & Risk Reduction Manager	Yes/Yes	CCFD	CCFD	CCFD HazMat	CCFD Inv	CCFD CRR + On-line classes
Morgan Hill (CAL FIRE)	1.66 BC/FM	Yes/Yes	In Building	FM & Ops	No	CAL FIRE	Info on Web
SCFD (CAL FIRE)	0.33 Contracted FM + BC & 2FCs	N/A	CCFD	CCFD	No	CAL FIRE	Yes Eng Co

¹ Compliance with state-mandated inspection frequencies was not verified.² Hazardous Materials relates to the administration of the six CUPA programs only.

Maintaining several fire prevention bureaus results in duplication of management and support costs. Savings could be achieved by integrating prevention activities into fewer administrative units and matching resources to risks, with the largest allocation of funds going to the highest risk.

Unlike the emergency response to a large fire, risk prevention and mitigation in Santa Clara County is based on jurisdictional boundaries of the many agencies delivering services. These boundaries are not representative of fire risk and there is no objective measure or central coordination of efforts. Any consolidation or expansion of boundaries would result in more favorable risk reduction efforts. In addition, a multi-agency approach to fire-risk prevention and mitigation, like that implemented for emergency services, would result in improved efficiency and effectiveness of services and reduced impact from large fires. An alternative would be a collaborative or JPA for various fire prevention functions such as those that exist for fire investigation (Task Force) and wildfire (Fire Safe Council).

Despite the number of agencies delivering risk prevention and reduction services in the County, several examples of best practices exist in Santa Clara County:

- All fire agencies use “Unidocs” to simply and clearly identify which agencies are responsible for specific programs within each jurisdiction. The on-line service also provides program updates, training opportunities, relevant news, and direct links.
- The Santa Clara County Fire Investigation Task Force provides staff and equipment to any participating agency requesting assistance.
- CCFD extracts RMS data through the IT Division, Administration and Planning, and contracted staff to provide information and guidance to help steer programs.
- Los Altos Hills County Fire District provides an excellent model for augmenting contracted fire services. There is no duplication or inconsistency in efforts, and their website steers the user to the appropriate person/agency via phone numbers and links. They add resources to the most critical risks (wildfire) and those with inadequate resources allocated by the lead agency (public education). They also involve the public (CWPP Annex) which increases ownership and impact.

Fire Prevention Recommendations

- **Fire Codes:** The Santa Clara County Fire Marshals Association should continue to work toward consistency in its fire codes through coordination or reduction of amendments. Amendments to vegetation management and fire sprinkler requirements should receive special attention as inconsistencies have the greatest impact on residents and the development community.

- **Fire Inspections:** Each jurisdiction should annually report the status of mandated inspections to its governing body in accordance with state law (California Health & Safety Code 13146.4). This will allow the governing body to assess and make decisions regarding resources and corrective action. A similar report should be submitted to the State Fire Marshal per the 2020 letter of request from the State Fire Marshal.
- **Plan Review and Construction Processes:** The Santa Clara County Fire Marshals Association should consider creating processes like the one used for hazardous materials for plan reviews and construction inspections. Unidocs is an excellent way to clearly convey who is responsible, where to go, and what is required for service. Updates on requirements and/or turnarounds times, and other relevant information can be kept current on this living, web-based document.
- **Cities and Districts with Fire Prevention Services provided by other agencies:** Cupertino, Los Gatos, Monte Serrano, Los Altos, Campbell SFD, LAHCFD, SCFD should all provide an explanation and links on their websites to connect community members with the agency providing fire prevention services. Those providing the service should consider adding guidelines and checklists used by staff to assist customers.
- **Fire Prevention Fee Schedules:** Fee schedules adopted by each jurisdiction should be assessed for compliance with California Government Code Section 66016.6, requiring that fees not exceed the cost of providing service. Although fee schedules were not part of this study, compliance is questionable in the cities that contract with Santa Clara County Central Fire Protection District (CCFD) for service and develop their fees independently. Consider allowing the CCFD Governing Body to adopt fees for the services they provide each city.
- **Fire Investigators' Access to Incident Data:** CCFD and CAL FIRE should provide access to the incident database for every fire agency in Santa Clara County. The Fire Investigation Task Force is a best practice, and the data collected can be used to identify the fire problem countywide. The data quality must be high enough to determine what caused the fire (ignition source and material first ignited), where it occurred (fire origin in specific occupancy type, as well as geographic location), who caused it, if applicable (age, sex, etc.), and why it occurred (the action that brought the ignition source and material first ignited together). A shared database/geocoded map would facilitate the creation of programs that target specific populations and occupancies in areas at risk.

- **Public Education:** Public education regarding community risk reduction is sparse and distinct among the agencies. Many rely on their websites to provide information and links. Creating a set of coordinated materials, programs, and messages, based on the identified fire (and EMS) problem(s), would go a long way in providing a clear, consistent message to targeted occupancies and populations throughout the county. A Public Education Task Force, working with local CERT and Red Cross groups, would be a best practice in efficiency as well as maximize the potential for behavior change in impacted populations. The Santa Clara County Fire Marshals Association should coordinate this recommendation with all the fire agencies in the County.

Emergency Preparedness

The dangers of wildfires, earthquakes, floods, and a multitude of other natural and unnatural events reinforce the importance of emergency preparedness and resiliency plans for communities. There is a 72% chance of a magnitude 6.7 or greater earthquake in the next 30 years and the probability of large wildfires continues to increase as the area becomes hotter and drier due to climate change.⁷ In addition, the county population is growing, further increasing the need for preparedness programs.

Every city in Santa Clara County addresses these risks with information and programs that help prepare and equip residents, businesses, and city departments for various disasters. Although there are significant resources available for addressing the various threats, these resources are managed by 15 different cities (Los Gatos and Monte Serrano partner for service delivery). Because most disasters will cross jurisdictional lines, it is important that cities work with the county to coordinate efforts and improve outcomes.

In Santa Clara County, the county is the lead agency for the Santa Clara County Operational Area (OA). Per the County of Santa Clara Ordinance Code, the County Executive is the Director of Emergency Services. A Director of Emergency Management is designated by the County Executive and approved by the Santa Clara County Board of Supervisors to lead the Office of Emergency Management (OEM).

Since 2013, the Santa Clara County OEM has been a strategic partnership between the County of Santa Clara and CCFD who co-locate emergency management personnel resources and combine leadership resources. The partnership realizes benefits such as greater administrative efficiencies, improved operation efficacy and consistency, increased mutual aid capability, and cost savings during preparedness, response, recovery, and mitigation. This is an example of best practice.

In 2017, the first countywide Emergency Operations Plan (EOP) was jointly drafted by governmental agencies in the county. It was adopted by the Board of Supervisors and last updated in 2022. All local government agencies within the geographic area of the county are the same Operational Area (OA), including the 15 cities, all special districts, and governmental subdivisions. The EOP is an all-hazard plan that outlines the county's emergency organization, as well as the relationship between the county, local jurisdictions, and special districts within the Santa Clara County OA.

⁷ Association of Bay Area Governments: <https://abag.ca.gov/our-work/resilience/data-research/earthquake>.

The individual government entities handle day-to-day and small-scale emergencies while the county takes the lead when an emergency or disaster impacts two or more local jurisdictions or special districts. The county provides a focal point for communication between the OA and the state, as well as between the OA and local jurisdictions within the county. In its capacity as the OA lead, the county also manages and/or coordinates information, resources, and priorities among local governments and serves as the link between the local and regional government levels.

Figure 13: Emergency Management in Santa Clara County

City	Entity	CERT	Other Programs	Outreach
Gilroy	Office of Emergency Services*	No		Info on Website
Milpitas	Office of Emergency Management*	Yes	ARES/RACES	Info on Website
Mountain View	Fire Department	Yes + Neighborhood Groups	Disaster Preparedness Classes	Info on Website
Palo Alto	Office of Emergency Services*	Yes	Block Preparedness Coordinators, ARES/RACES, Citizen Corps	Info on Website
San José	Office of Emergency Management*	Yes	Preparedness Classes, RACES	Info on Website
Santa Clara	Fire Department	Yes	Special Needs Database	Info on Website
Sunnyvale	Public Safety Department	Yes	Listos Preparedness Classes, SARES	Info on Website
Santa Clara County	LEAD AGENCY Office of Emergency Management	CCFD	Personal Emergency Preparedness Classes	Info on Website
Cupertino	Office of Emergency Management*	Yes	Neighborhood Block Leader	Info on Website
Los Gatos	Police Services	Yes	DART, Emergency Vol Center & Training	Info on Website
Monte Serrano	Partners with Los Gatos			Info on Website
Saratoga	City	Yes		Info on Website
Los Altos	Police Department	Yes	Los Altos Prepares	Info on Website
Campbell	Police Department	Yes	ARES/RACES	Info on Website
Los Altos Hills	Town	Yes	HAM Radio, Be Ready Be Prepared Classes & Videos	Info on Website
Morgan Hill	PD/Office of Emergency Service	Yes	HAM Radio, Map Your Neighborhood	Info on Website

*Office of Emergency Services/Management is separate from Fire Department

Emergency Management Recommendations

- **Emergency Operations Plan Updates:** The County Office of Emergency Management should develop a schedule for regular updates of the Emergency Operations Plan.
- **Emergency Management Outreach:** The County Office of Emergency Management should build community resiliency to disasters through regular outreach and scheduled drills.
- **Emergency Management Partnerships:** The County Office of Emergency Management should look for additional strategic partnership opportunities that combine city and county-wide resources to improve the efficiency of service delivery like Los Gatos- Monte Serrano and CCFD and the county.
- **Fire Safe Council Representation:** The County Office of Emergency Management should consider adding a representative from the Santa Clara County Fire Safe Council as a partner in plan updates and revisions.
- **Community Wildfire Protection Plan:** The County Office of Emergency Management should include references to the Community Wildfire Protection Plan (CWPP) in the wildfire threat summary portion of the report and annex to help ensure coordination.

Emergency Communications

Public Safety Answering Points (PSAP) and Dispatch Center Overview

Santa Clara County has 17 unique PSAPs and nine unique fire and EMS dispatch centers with six different CAD products. Santa Clara Police agencies operate another six police dispatch centers with unique CAD products. This was a focus issue in 2010 LAFCO Countywide Fire Service report and a 2011 report on interoperability from Silicon Valley Regional Interoperability Authority for the 1.9 million residents living in the county.

Figure 14: Fire Department Emergency Communications

Service Provider	PSAP ⁸	Dispatch Center	CAD Product	MDCs	AVL Dispatch
CCFD	County Comms, Campbell Police, Los Altos Police, Los Gatos Police, and Monte Sereno Police	County Comms (CCFD)	Homegrown ⁹	Yes	No
Gilroy FD	Gilroy Police	Gilroy Police	Sunridge RIMS	Yes	No
Milpitas FD	Milpitas Police and County Comms for Zone 1	Milpitas Police	Central Square	Yes	Yes
Morgan Hill (CAL FIRE)	Morgan Hill Police	CAL FIRE	Peraton	No	No
Mountain View FD	Mountain View Police	Mountain View Police	Hexagon ¹⁰	Yes	Yes
Palo Alto FD	Palo Alto Police	Palo Alto Police	Hexagon ¹¹	Yes	Yes
San José FD	San José Police, County Comms for Zone 1 and San José State University Police	San José Fire	Hexagon	Yes	No ¹²
Santa Clara City FD	Santa Clara Police	Santa Clara Police	Hexagon	Yes	Yes
SCFD (CAL FIRE)	County Comms	CAL FIRE	Peraton	No	No
Sunnyvale PSD	Sunnyvale PSD	Sunnyvale PSD	CommandCAD	Yes	No
Rural/Metro Ambulance	14 separate PSAPS	County Comms	Homegrown	No	No

⁸ California Highway Patrol operates two PSAPs in Santa Clara County; one North and one South

⁹ Central Communications is transitioning to Hexagon.

¹⁰ Mountain View Police has a "Virtual Consolidation" with Palo Alto and Los Altos Police that allows for the dispatching of each other's units.

¹¹ Palo Alto Police has a "Virtual Consolidation" with Mountain View and Los Altos Police that allows for the dispatching of each other's units.

¹² San José Fire is transitioning to AVL Dispatch.

Processing the 911 Emergency Call

When an individual dials 911, they are routed to a PSAP based on the location of the call. Cell phones can further complicate the routing of a call to a PSAP based on the actual location of the cell tower instead of the actual location of the caller. If the PSAP is not also the fire or EMS dispatch center, the call will have to be transferred to the center for the actual dispatch of fire and EMS resources. Calls on the border of jurisdictions could be routed to the wrong PSAP based on the location of the event as opposed to the location of the caller.

The impact of transferring a 911 call is minimal if the PSAP and dispatch agency share a common CAD product and the call taker is trained to gather information from the caller, including Emergency Medical Dispatch protocol. The dispatcher will receive the call from the PSAP directly on the CAD screen and dispatch the emergency. If the call taker at the PSAP is not trained to process the emergency, then the caller is transferred to the dispatch center to complete the processing. This process creates risks because the call may be lost or disconnected, or the caller could become confused and hang up. Adding to the possible delays and frustrations for the caller are the National Emergency Number Association (NENA) and the Association of Public Communication Officers (APCO) recommendation that all calls be reinterrogated by the dispatch center that receives the transfer from the answering PSAP.

If the PSAP and the dispatch agency have a Common CAD or CAD-to-CAD solution the original call taker or dispatcher at the PSAP can receive, triage, and enter the call, sending it to the dispatch center. This increases call-to-dispatch efficiencies as well as agency response times, saving seconds and even minutes to arrive on scene and have patient contact. However, unless there is a common CAD or the CAD-to-CAD is configured or capable of bidirectional communication, the originating PSAP may not be able to confirm delivery and acknowledge that the call was received or have the ability to see available resources or resources and units managed by the other center. While two or more PSAPs or dispatch centers using the same CAD solution may provide standardization in how calls are entered and processed by a PSAP or dispatch center, they would still need to have a CAD-to-CAD interface or be required to transfer the emergency call, unless they were on the same network or platform,

In Santa Clara County, this occurs on a dedicated phone line, but it requires the call taker or dispatcher to manually transfer the emergency to the responsible PSAP or dispatch center. The tracking of the time to process a 911 call is not captured on the initial 911 call. Instead, the recorded time starts when the receiving center enters the information received from the phone call. This challenge makes it difficult to assess the time it actually takes to process an emergency call.

However, pursuant to NFPA 1225.15.4.3 *"Call processing time shall include the time from call answer to the initial notification of the responding ERU(s)."* Additionally, NFPA 1225.15.4.4 states, *"...processing for the highest prioritization level emergency events as listed in 1225.15.4.1 through 1225.15.4.4.2 shall be completed within 60 seconds, 90 percent of the time."*

With the large number of PSAPs and disparate CAD products in Santa Clara County, almost all the 911 emergency calls that are received by the PSAP where they do not provide dispatch are transferred using a phone call. San José Fire shares a common CAD with San Jose Police and has a direct CAD-to-CAD connection with County Communications to assist with the transfer of emergencies for EMS emergencies in the city.

Mountain View, Palo Alto, and Los Altos share a CAD product and have committed to a virtual consolidation that allows all three centers to view status and dispatch each other's resources to emergency incidents. For Fire, that allows Mountain View Fire and Palo Alto Fire to have seamless automatic aid with no delay. Los Altos Dispatch manually transfers its fire and EMS calls to County Communications for dispatch.

Figure 15: Processing a 911 Medical Emergency in Santa Clara County

Origin of 911 Call	Processing the Medical Emergency
Cupertino, Los Altos Hills, and Saratoga	911 calls are answered by County Communications who dispatches both fire and ambulance from the same center.
Unincorporated areas of CCFD, LAHCFD, and SFD	911 calls are answered by County Communications who dispatches both fire and ambulance from the same center.
Palo Alto	911 calls are answered by Palo Alto Police who dispatch both fire and ambulance from the same center.
San José	<p>911 calls are answered by San José Police then transferred or relayed via Common CAD to San José Fire Dispatch. Requests for EMS Transport are directly via CAD to County Communications.</p> <p>911 calls originating in the Zone 1 area served by San Jose Fire are answered by County Comms and transferred to San Jose Fire Dispatch.</p>
Santa Clara, Mountain View, Milpitas, Gilroy, and Sunnyvale	<p>911 calls are answered by the cities' Police Department who dispatches fire, then transfers the information via phone to County Communications for an ambulance response.</p> <p>911 calls originating in the Zone 1 area served by Milpitas are answered by County Comms and transferred to Milpitas Police for dispatch.</p>
Campbell, Los Altos, Los Gatos, and Monte Sereno	911 calls are answered by the Cities Police Department who transfers the information via phone to County Communications for fire and ambulance response.
Unincorporated areas of SCFD	911 calls are answered by County Communications who dispatches the ambulance, then transfers the information to the CAL FIRE dispatch center via phone for a fire response.
Morgan Hill	911 calls are answered by the Morgan Hill Police Department who transfers the information via phone call to the CAL FIRE dispatch center for a response from the Fire Department and to County Communications via phone for an ambulance response.

Emergency Medical Dispatch Protocols

All fire and EMS dispatch centers in Santa Clara County utilize Priority Dispatch's Emergency Medical Dispatch protocols to process medical emergencies. This structured call taking system interrogates the 911 caller following strict protocols that cannot be modified by an individual dispatch center. Once the determinate is made, each agency can individually define the response they assign to each determinate level. While this can cause additional time to process certain emergencies, the common platform provides potential consistency between dispatch centers for emergency medical call taking. While this system provides for standardization and consistency, there is little flexibility in its application. Fire and EMS agencies should evaluate their operational and services priorities to determine the most efficient way to provide initial triaging of emergency medical calls and the response by the agency(s).

Dispatching based on automated vehicle location.

Fire agencies have been utilizing Automatic Vehicle Location (AVL) to dispatch the closest available resources for decades. The alternative is dispatch by the station location, regardless of the actual location of the unit. AVL is integrated into the CAD system through GIS mapping to find the closest unit.

AVL dispatch can improve overall response times slightly and can make a significant difference in the outcome of critical calls.

Milpitas, Mountain View, Palo Alto, and Santa Clara City Fire Departments are currently dispatching their units via AVL. San José Fire is transitioning to an AVL dispatch.

Automatic and Mutual Aid

Fire agencies often experience incidents that either require assistance beyond their available resources or a time sensitive incident is near the border of two jurisdictions and the neighboring fire agency may have resources that are closer to the incident than the jurisdiction responsible for the emergency.

For Santa Clara County, only Palo Alto and Mountain View centers can view status and dispatch each other's resources directly from their CAD. All other centers require the dispatcher to either submit the request for a resource via CAD when there is a CAD-to-CAD connection or make a phone call requesting a resource from the neighboring agency. There is no method inside of CAD for one dispatch center to know resource availability of the neighboring agency without a phone call or a manual CAD request. Palo Alto and Mountain View are also required to manually contact centers outside of these cities for a mutual aid resource.

This interoperability problem limits the value of sending the closest unit for emergencies regardless of political boundary. Even if the agencies are motivated to "drop borders" with their response, the time it takes to determine if a resource is available complicates the process and adds time to the alarm handling.

Radio Systems

Silicon Valley Regional Interoperability Authority (SVRIA), formed in 2010, exists to identify, coordinate, and implement communications interoperability solutions to its member agencies. SVRIA represents the interests of all public safety agencies in Santa Clara County through its 15 municipal members. Its service area includes Santa Clara County, its 15 cities and towns, and special districts providing service delivery. Funding is provided primarily through assessments of its members.

Members of the SVRIA, including AMR and CAL FIRE for their contracted areas, have access to the Silicon Valley Regional Communications System (SVRCS) which is a Project 25 (P-25) compliant trunked digital communications system using 700 MHz frequency spectrum as of June 2020.¹³ Radio sites and dispatch centers are connected through the SVRIA EComm, a digital microwave system that links virtually all essential government centers and provides connectivity to remote government radio sites.

This has provided a significant improvement in interoperability for Santa Clara County. Prior to the implementation of the SVRCS there were four separate radio bands and frequencies in use for Santa Clara County which did not allow for direct radio communications between the emergency responders.

¹³ Morgan Hill ECC is in the process of switching radio systems to the SVRCS system and once complete, CAL FIRE will conduct performance acceptance testing (PAT) prior to transitioning resources assigned to Morgan Hill and SCFD to the SVRCS system.

Communications Summary

Santa Clara County has an excessive number of PSAPs and dispatch centers that do not use a common computer-aided dispatch (CAD) platform or even have a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status.

Santa Clara County residents are routinely subjected to their 911 emergency call being transferred to another dispatch center by a manual phone call from one dispatcher to another. This occurs for a significant number of emergency medical calls in the county.

Except for Palo Alto and Mountain View sharing a CAD between these cities, Santa Clara County fire agencies are unable to seamlessly provide automatic aid or boundary drop dispatching of the closest emergency unit without manual time-consuming intervention by two dispatchers.

Recommendations:

- **CAD-to-CAD Interoperability:** Establish a CAD-to-CAD connection between dispatch centers to enhance interoperability. This connection would enable the transfer of information and real-time monitoring of neighboring agency resource status. It would streamline the process of requesting resources from neighboring centers and facilitate the determination of available resources outside the center for specific incidents. Silicon Valley Regional Interoperability Authority (SVRIA) should provide coordination with all the Fire Dispatch Centers to meet this recommendation.
- **AVL Dispatch of Resources:** Gilroy, Morgan Hill, San Jose, Sunnyvale, CCFD, and SCFD are not currently utilizing Automatic Vehicle Location (AVL) technology to dispatch the closest available resource for emergencies. By integrating AVL into the CAD system through GIS mapping, the system can identify and dispatch the nearest unit to the incident. AVL Dispatch can help improve overall response times, potentially making a significant difference in critical calls. Each of these agencies should implement AVL dispatch in their dispatch center.

- **Communications Feasibility Study:** Silicon Valley Regional Interoperability Authority (SVRIA) should commission a comprehensive feasibility study to address weaknesses in the overall emergency communications system in the county. The study should focus on reducing the number of Public Safety Answering Points (PSAPs), establishing a common Computer-Aided Dispatch (CAD) platform for fire and EMS agencies, and evaluating the benefits and challenges of combining fire and EMS dispatch centers, at least virtually. This study will provide valuable insights to improve services for individual agencies and the entire county. SVRIA's existing Joint Powers Agreement (JPA) with every city and fire district in the county, involving SVRIA in the study aligns with its mission and can facilitate collaboration and support for implementing improvements.

These recommendations aim to enhance interoperability, optimize resource allocation, improve emergency response times, and establish a more efficient and effective emergency communications system in Santa Clara County.

Funding Sources and Challenges

Revenue Sources

California law allows municipalities the latitude in creating various revenue streams to fund their operations. Included in these sources are property tax revenues, sales tax, transient occupancy tax, licenses and permits, intergovernmental revenues, charges for services, special assessments, special measures benefitting targeted operations, development impact fees, and investment income. This number of sources creates opportunities to develop additional funding for shortfalls in operating budgets.

California Fire Districts are restricted to revenues from property taxes, special assessments such as parcel taxes, and cost recovery measures.

On November 2, 1993, California voters enacted Proposition 172, which established a permanent statewide half-cent sales tax for support of local public safety functions in cities and counties. This measure was placed before the voters by the Legislature and the Governor as partial mitigation for the property tax transfers included in the 1993-94 state budget agreement. This revenue is provided to Santa Clara County; AP Triton did not evaluate how much of the revenue has been shared for fire services specifically.

Challenges to Funding Operations

There are inherent challenges in funding any type of government activity. In most instances, this comes in the form of the political will of the governing body to make decisions on the level of service to be provided to the community. In those instances where existing funding is not available to provide the level of service expected by the community, the governing body is faced with not providing the expected level of services, marginalizing services in other areas, or developing a revenue stream through establishing fees for the service or a voter-approved initiative.

With California's Proposition 13, limiting property tax revenue growth, jurisdictions facing increased demand for services are often caught between the increased costs of providing those services and the limited increase in revenues to pay those costs. This creates significant challenges in providing services to rural areas with minimal development or very small communities. The use of a parcel tax with funding specifically targeted to fire protection services is an option that may help close the funding gap. But this option also has limitations if the funding gap is too great.

Applicable Fire & EMS Recent Regulations & Legislation

Planning Requirements

Land use authorities are responsible for several mandated plans to inform hazard mitigation efforts and identify means to meet existing and future demand for public safety services. Over the past decade, there have been numerous efforts to coordinate and align hazard mitigation and climate adaptation planning with other planning efforts. State legislation is increasingly requiring jurisdictions to use mitigation and adaptation planning efforts to inform their safety and housing elements. Many communities have other resilience-related plans (e.g., community wildfire protection plans and climate adaptation plans) that also inform the General Plan elements.

In the past five years, new legislation has been enacted, creating a new paradigm for local planning efforts, requiring cities and municipalities to include climate risk and resilience strategies through various plan updates, including:

- **Senate Bill (SB) 1035 (Gov. Code § 65302) and SB 379 (Gov. Code § 65302.g.4)** require cities to address climate change adaptation and resilience in the safety element of all general plans. Originally, SB 379, signed into law in 2016, tied the requirement to the next update of a jurisdiction's local hazard mitigation plan (updated every five years). SB 1035 built off SB 379, requiring that the safety element be updated every eight years with the housing element. Both bills require that fire mitigation, climate adaptation, and climate resilience are addressed within the update.
- **Assembly Bill (AB) 747 (Gov. Code § 65302.15)** requires that jurisdictions, after January 1, 2022, review and update the safety element of their general plan as necessary to identify evacuation routes and evaluate their capacity, safety, and viability under a range of emergency scenarios. A jurisdiction that has adopted a Local Hazard Mitigation Plan (LHMP), Emergency Operations Plan (EOP) or other document that fulfills these objectives may summarize and incorporate that document into the safety element to comply with AB 747.
- **SB 99 (Gov. Code § 65302)** requires cities, upon the next revision of the housing element on or after January 1, 2020, to review and update the Safety Element to include information identifying residential developments in hazard areas that do not have at least two emergency evacuation routes.

- **SB 1241 (Gov. Code § 65302, 65302.5)** applies to communities with very high fire hazard severity hazard or unincorporated communities in the state responsibility areas. Starting in 2014, communities subject to SB 1241 need to ensure consistency between the housing and safety elements to address the risk of fire. SB 1241 requires that the draft safety element amendment be submitted to the State Board of Forestry and Fire Protection for review. In 2018, AB 2911 strengthened the designation of local very high fire hazard severity zones.
- **AB 2140 (Gov. Code § 65302.6, 8685.9)** authorizes local governments to adopt the LHMP with the general plan safety element. Integration by reference or annexation is encouraged through a post-disaster financial incentive that authorizes the state to use available California Disaster Assistance Act funds to cover local shares of the 25% non-federal portion of grant-funded post-disaster projects when approved by the legislature.

General Plan Safety Element

The Safety Element is a required component of a General Plan. According to the California Governor's Office of Planning and Research (OPR), the goal of the Safety Element is to reduce the potential short and long-term risk of death, injuries, property damage, and economic and social dislocation resulting from fires, floods, droughts, earthquakes, landslides, climate change, and other hazards. The Safety Element directly relates to topics also mandated in the (1) land use, (2) conservation, (3) environmental justice and (4) open-space elements, as development plans must adequately account for public safety considerations and open space for public health and ecological benefits often incorporate areas of increased hazard risk. The Safety Element must identify hazards and hazard abatement provisions to guide local decisions related to zoning, subdivisions, and entitlement permits. The Safety Element should also contain general hazard and risk reduction strategies complementary with those of the LHMP. Ideally, the LHMP will be incorporated into the Safety Element in accordance with AB 2140. As previously mentioned, SB 1035 now requires that the Safety Element be updated concurrently with the Housing Element update every eight years.

Local Hazard Mitigation Plan

Local governments are required by the Federal Emergency Management Agency (FEMA) to update their LHMP every five years, as a requirement of federal assistance grant programs, including FEMA's Hazard Mitigation Grant Program and Building Resilient Infrastructure and Communities funding.

LAFCO Related Legislation

The Cortese Knox Hertzberg Local Government Reorganization Act of 2000 (CKH Act) legislates LAFCO's process requirements. Existing law generally prescribes the powers and duties of LAFCO in each county with respect to the review approval or disapproval of proposals for changes of organization or reorganization of cities and special districts within that county. Certain sections of the Act pertain to processing changes of organization specific to fire services as described here.

Government Code §56134

In 2016, the CKH Act was amended to include Government Code §56134 providing for fire protection service by contract outside a public agency's jurisdictional boundary in accordance with Senate Bill 239 (Hertzberg). This statute applies to fire protection agreements/contracts, which are contracts or agreements for the exercise of new or extended fire protection services outside a public agency's boundary. The statutes apply to these contracts if the contract would transfer responsibility for providing services in more than 25% of a public agency's service area to another public agency, or it changes the employment status of more than 25% of the employees of a public agency affected by the contract.

The agency must receive written approval from LAFCO in the affected county before providing new or extended services. The application for approval must include 1) a certified copy of a resolution of application adopted after an open public hearing (when a State agency is not involved),¹⁴ 2) a written agreement from affected public agencies and recognized employee organizations or provision of appropriate proof of notice to these agencies prior to adoption of the resolution as required, 3) a plan for provision of the new or extended fire protection services containing all required content, and 4) independent fiscal analysis consistent with the aforementioned plan for services.¹⁵

¹⁴ Exceptions for initiation of an application involving a state agency are outlined in Government Code §56134(c) and (d).

¹⁵ The independent financial analysis must describe "how the costs of the existing service provider compare to the costs of service provided in service areas with similar populations and of similar geographic size that provide a similar level and range of services and make a reasonable determination of the costs expected to be borne by the public agency providing new or extended fire protection services."

The plan for services contained in the application for consideration must include, at a minimum, all the following:

1. The total estimated cost to provide the new or extended fire protection services.
2. The estimated cost of the new or extended fire protection services.
3. An identification of existing service providers of the new or extended proposed services and the potential fiscal impact to the customers of those providers.
4. A plan for financing the new or extended fire protection services.
5. Alternatives for the exercises of the new or extended fire protection services.
6. An enumeration and description of the proposed new or extended fire protection services.
7. The level and range of new or extended fire protection services.
8. An indication of when services can feasibly be extended to the affected territory.
9. An indication of any improvements or upgrades to structures or facilities, or other conditions the public agency would impose or require within the affected.
10. A determination, supported by documentation, that the proposed fire protection contract meets the criteria established, and a comprehensive fiscal analysis prepared by the executive officer in accordance with specified requirements.

An application for contract services is processed by LAFCO substantially similar to other applications. Within 30 days of receipt, LAFCO must determine whether the application is complete and acceptable for filing. When the application is determined to be complete, consideration of the application must be placed on the agenda of the next Commission meeting for which adequate notice can be given but not more than 90 days later. At least 21 days prior to the hearing date, LAFCO must notify each affected agency and interested party, publish notice in a newspaper of general circulation, and post notice on LAFCO's website.

LAFCO is mandated to deny an application for fire contract services unless LAFCO determines all the following:

1. The public agency will have sufficient revenues to carry out the exercise of the new or extended fire protection services outside its jurisdictional boundaries, or if the Commission conditions its approval on the concurrent approval of sufficient revenue sources.
2. The proposed exercise of new or extended fire protection services outside a public agency's jurisdictional boundaries is consistent with the intent of the CKH Act.
3. The Commission has reviewed the fiscal analysis.
4. The Commission has reviewed any testimony presented at the public hearing.
5. The proposed affected territory is expected to receive revenues sufficient to provide public services and facilities and a reasonable reserve during the three fiscal years following the effective date of the contract or agreement between the public agencies to provide the new or extended fire protection services.

Government Code §56668(q)

Government Code §56668 outlines several factors LAFCO must consider in the review of a proposal. In 2018, subsection (q) was added to the section requiring LAFCO review of hazard and safety issues in the area in question and enabling LAFCO condition of any proposal as to very high fire hazard severity zones. Specifically, LAFCO must consider the following:

(q) Information contained in a local hazard mitigation plan, information contained in a safety element of a general plan, and any maps that identify land as a very high fire hazard zone pursuant to Section 51178 or maps that identify land determined to be in a state responsibility area pursuant to Section 4102 of the Public Resources Code, if it is determined that such information is relevant to the area that is the subject of the proposal.

To fully analyze this factor in a proposal, it is recommended that LAFCO adopt a policy defining component elements that will inform its review. Elements to be considered when analyzing this factor, may include, but are not necessarily limited to:

- Hazards related to fire protection and/or emergency response in the area as reported in the local hazard mitigation plan;
- Issues, needs, challenges related to fire protection and/or emergency response in the Public Safety Element of the applicable General Plan;
- Identification of whether an area is categorized as a very high fire hazard zone or in a State Responsibility Area;
- Existing and planned land uses that may affect demand for fire protection and/or emergency response in any area categorized as very high fire hazard zone or in a State Responsibility Area; and
- Degree of fire protection and emergency response services provided in the area in relation to the combined level of hazard severity and demand factors.

Section III: FOCUS ISSUES

Growing Wildfire Concerns in the Wildland Urban Interface

Wildfire mitigation in the wildland urban interface (WUI) is recognized as one of the most significant emergency management challenges in California with serious negative implications to local economies, watersheds, and most importantly firefighter and public safety. There has been a significant increase in destructive WUI fires with fifteen of the most destructive occurring within the last decade.

There is only one fire on the CAL FIRE Top 20 Most Destructive California Wildfires more than thirty years old—the Tunnel Fire (Oakland Hills) of 1991. For a time, the Tunnel Fire sparked renewed discussions and debate over the importance of the WUI and the historical comparisons related to older Berkley Hills fires and the notorious Bel Air Fire, both having caused tremendous losses due to a wildland fire burning through urban communities. The Tunnel Fire also brought to bear the potential direct risks from WUI fires to human life, with at least twenty-five civilian fatalities because of the fire, making it second only to the Camp Fire as most deadly in state history. While many of the lessons learned from the Tunnel Fire helped pave the way for a new view of the potential of WUI fires, it took two decades, numerous structure losses, and loss of life to bring it to the forefront of firefighting culture.

The regional implications of the Tunnel Fire, and numerous other WUI fires, cannot be understated. A review of CAL FIRE's Top 20 Most Destructive California Fires shows at least six Bay Area fires with 13,000 lost structures and over 600,000 acres burned. Statistics such as these have significant implications for Santa Clara County due to regional Bay Area proximity, similarity of the fire behavior elements of fuels, weather, and topography, regional climate, and human settlement patterns around the Bay Area. The CZU Lightning Complex of 2020 was significant in terms of acres burned at nearly 400,000, but only accounted for 225 structures lost. This is now considered a "close call" with respect to potential losses, as the fire occurred just a few miles from its final perimeter. The LNU Lightning Complex, which occurred concurrently with the SCU Lightning Complex, caused the destruction of nearly 1,500 structures within a similar fire footprint size. The context of time and the local weather conditions cannot be lost when discussing the potential for a major WUI fire occurring in Santa Clara County.

Climate change and the implications related to possible changes in weather patterns must be viewed within the context of the last decade of WUI fires within the region. While making specific predictions for localized specific climate change related fire behavior is nearly impossible, and would be considered speculative at best, one has only to look to the last 10 years of drought-related fire behavior to conclude the implications have to be considered when planning for future community threats. There's no question the year-over-year extended dry seasons of the last decade have created conditions where the potential for unprecedented extreme fire behavior is possible in nearly every region of California. Additionally, the last 100 years of fire history has shown substantial wildland fire potential in and around Bay Area communities where development has progressively intruded into the wildlands. Warmer summer weather conditions, longer fire seasons, and proximity to human populations will most certainly equate to more destructive WUI fires if the current climate pattern persists. Every community within the bounds of Santa Clara County is subject to WUI fire threats and should consider mitigation of these threats a high priority.

It is well understood that wildland fire incidents within the WUI are always high-risk, high complexity firefighting operations. Fast-moving fire through residential neighborhoods and commercial businesses presents tremendous challenges for firefighting resources due to the high complexity nature of community evacuations and the resource demands of any WUI fire suppression operation. Additionally, WUI firefighting operations require tactical considerations unlike a normal wildland vegetation fire by including all the complexities of structure firefighting combined with a high-intensity, fast-moving wildland fire. Firefighting resources are normally too few to make significant firefighting successes and mutual aid resources well out of range to make any immediate operational difference. It must be understood that any consideration of future climate change implications has to evaluate the fire behavior from the last decade when determining appropriate local initial attack firefighting resource plan.

WUI Hazard Mitigation in Santa Clara County

Santa Clara County includes approximately 304 square miles along the WUI. The County's WUI areas are noncontiguous and represent about 23.3% of the county when they are aggregated.

Following some of the state's most destructive wildfires in communities in and around the greater San Francisco Bay Area, counties in that area have become more proactive in addressing the threat. The Bay Area's Tunnel, Tubbs, LNU Lightning Complex, CZU Lightning Complex and the Nuns Fires resulted in tremendous community losses. The similarities to Santa Clara County fuels, weather, topography, and community population patterns are striking, as is the level of community risk. The county, cities, fire agencies, and communities are proactive in addressing the growing wildfire risk.

Community Action

The most notable achievement is the establishment of the Santa Clara County Fire Safe Council (SCCFSC) in 2002. This non-profit 501 (c)3 is funded by grants, local funding from the county, cities, fire agencies, contributions from many community partners, and donations. Its programs protect thousands of residents and homes and bring together individuals, public and private agencies, and companies that share a common, vested interest in preventing and reducing losses from wildfires. The mission of the SCCFSC is to mobilize the people of Santa Clara County to protect their homes, communities, and environment from wildfires. The main areas of focus are Communications, Outreach, and Hazardous Fuel Reduction. While a countywide organization, the SCCFSC wildfire-related programs and projects concentrate on protecting the fourteen designated communities at highest risk of wildfire: Stanford, Palo Alto, Los Altos Hills, Cupertino, Saratoga, Monte Sereno, Los Gatos, Lexington Hills, San José, Morgan Hill, San Martin, Gilroy, East Foothills, and Milpitas. The homes, schools, businesses and important county-wide infrastructure such as power transmission lines, communications facilities, and creeks and reservoirs, are all benefactors of the programs and protection measures.

With an annual budget of \$4.5 million (2020), the SCCFSC has the support of a wide range of agency stakeholders and community leaders who regularly provide inputs on programs and projects.

The development of the Fire Safe Council was a pivotal step in creating a community-based, grassroots organization where members of the public, local resource professionals, industry, stakeholders, and local fire agencies can gather to share ideas regarding issues affecting the WUI. It is also one of the main educational/informational platforms available to the community to provide residents with resources to develop solutions for dealing with the reality of living in an area where catastrophic WUI fires are likely to occur.¹⁶

The Santa Clara County Fire Safe Council is also a local partner and advocate for the National Fire Protection Association Firewise USA program. Firewise provides resources to communities related to fire adaptation necessary for living with wildfire and encourages neighbors to work together and take action to prevent the losses associated with wildfire. The Firewise program is considered one of the most effective ways to engage and leverage energy of residents of the community to act.¹⁷

In 2016, Santa Clara County was successful in creating a regional strategic Community Wildfire Protection Plan (CWPP) to create a safer wildland urban interface. The purpose of the CWPP is to assist in protecting human life and reducing property loss due to wildfire throughout the planning area. The plan is the result of a communitywide wildland fire protection planning process and the compilation of documents, reports, and data developed by a wide array of contributors. The plan was compiled in 2015–2016 in response to the Federal Healthy Forests Restoration Act (HFRA) of 2003. The Act called for:

1. Collaborative development by multiple agencies at the state and local levels in consultation with federal agencies and other interested parties.
2. Identification and prioritization of fuel reduction treatments and recommendations for types and methods of treatments to protect at-risk communities and pertinent infrastructure.
3. Suggestions for multi-party mitigation, monitoring, and outreach.
4. Recommendations on measures and action items that residents and communities can take to reduce the ignitability of structures.
5. Facilitation of public information meetings to educate and involve the community to participate in and contribute to the development of the CWPP.

¹⁶ Santa Clara County Fire Safe Council: <https://sccfiresafe.org/>.

¹⁷ <https://sccfiresafe.org/learn/why-go-firewise/>.

The most critical component of the CWPP is to create a framework for collaboration, prioritization, and community involvement for the development of specific projects or actions to mitigate the threats from wildfire. It has been recognized that a regional approach where projects avoid being siloed and are designed to work in conjunction with one another is the best approach for the efficient utilization of limited funding.

CAL FIRE has awarded a \$250,000 grant to SCCFSC to lead the 2022–2023 CWPP update. With this grant, the SCCFSC will utilize a consultant to update the current CWPP in coordination with regional stakeholders. The CWPP update will build on the current CWPP and will cover the entire county with a focus on the wildland urban interface WUI. The planning process is expected to go through August 2023.

Agency Action

Government agencies in Santa Clara County have also been active in addressing the wildfire risk. Agency activities take place within a regulatory framework created by the state.

Fire Hazard Severity Zones

In 2017, CAL FIRE estimated that 88% of the 7,198 homes in Santa Clara County's WUI were also in a "high" or "very high" fire hazard severity zones, defined as areas of significant fire hazard based on fuels, terrain, weather, and other factors.

State Requirements (SRA Lands)

In addition to the California Fire and Building Codes, there are requirements in the California Code of Regulations (CCR) that must be enforced by local fire agencies within areas designated as fire hazard severity zones.

Title 14 Natural Resources, Division 1.5, Chapter 7

Subchapter 2 was adopted in 2022 to establish minimum wildfire protection standards in conjunction with building, construction, and development in the SRA and LRA Very High Fire Hazard Severity Zone.

Public Resources Code 4290

PRC 4290 requires emergency access, signing and building numbering, private water supply reserves for emergency fire use, and vegetation modification in areas designated as a State Responsibility Area (SRA) and in the Very High Fire Hazard Severity Zones of a Local Responsibility Area (LRA).

Public Resources Code 4291

PRC 4291 requires owners of property to create defensible space around structures on their property where firefighters can provide protection during a wildfire. PRC 4291 applies to areas of the state within the responsibility area of CAL FIRE (SRA) and includes: "a building or structure in, upon, or adjoining any mountainous area, forest- covered lands, brush-covered lands, grass-covered lands, or any land that is covered with flammable material..."

Wildfire Mitigation Services

CCCFD manages the hazard reduction inspection program (LE-100) through the Battalion Chief assigned to each planning area. Engine companies are responsible for performing inspections within their first due areas during spring and summer months. Engine companies leave an inspection notice at properties to inform the homeowner there has been an inspection. They also leave notices at residences where access is blocked. During the inspection, engine company personnel review and educate the homeowner on fire prevention requirements. If there are violations, a notice is issued, and the homeowner is instructed to mitigate the violation. The engine company then returns for a reinspection and if the violation is not mitigated, a citation may be issued and/or turned over to fire prevention staff for enforcement.

Several wildfire prevention and mitigation services are offered through the Santa Clara County Fire Safe Council. It offers Home Ignition Zone assessments for individual homeowners. Upon request, a trained representative from the Council visits a home and walks the property with the homeowner. Defensible space and home hardening principles are discussed, and the council member makes recommendations for the property. The homeowner receives a written copy of the recommendations. Every spring, the Fire Safe Council offers chipping services to residents who have created defensible space on their property.

The Santa Clara County Consumer and Environmental Protection Agency also participates in hazard mitigation through a Weed Abatement Program. The department works with cities in Santa Clara County to prevent fire hazards posed by vegetative growth and the accumulation of combustible materials. Department representatives inspect and enforce requirements to maintain growth in compliance with fire-safe regulatory standards.

Figure 16: Overview of Wildfire Mitigation Services

Jurisdiction	CAL FIRE Comm At Risk	Very High Fire Hazard Zones	FSC/ CWPP	Programs
Gilroy	Yes	No	Annex 12	Ready, Set, Go! (RSG)
Milpitas	Yes	No	None	Info on Website
Mountain View	No	No	N/A	None
Palo Alto	Yes	No	Annex 3	RSG, Classes, Evac Plans
San José	Yes	Yes	Annex 10	RSG Website
Santa Clara	No	No	N/A	None
Sunnyvale	No	No	N/A	None
Unincorporated	No	Yes	Annex 1	Inspections, Website
Cupertino	Yes	Yes	Annex 7	CCFD
Los Gatos	Yes	Yes	Annex 9	CCFD
Monte Sereno	Yes	Yes	Annex 8	CCFD
Saratoga	Yes	Yes	Annex 5	City Weed, County D-Space
Los Altos	No	No	Annex 11	D-Space
Campbell	No	No	N/A	CCFD
Los Altos Hills	Yes	No	Annex 4	April Inspections, Monthly Chipping, Prescribed Goat Grazing, HIZ Assessments and rebate, Firewise communities, evacuation route hardening, strategic fuel breaks and community outreach.
Morgan Hill	Yes	Yes	Annex 11	RSG, Be Ember Aware

Recommendations:

- **CWPP Updates:** Santa Clara County Fire Safe Council should coordinate CWPP updates with particular emphasis on ensuring all communities within Santa Clara County are participating (Milpitas does not have an Annex).
- **Multi Party Fuel Mitigation:** Santa Clara County Fire Safe Council should concentrate on multi-party mitigation, monitoring, and outreach in the CWPP update.
- **Combine Fuel Mitigation Strategies:** Santa Clara County Fire Safe Council should consider combining mitigation strategies from city Annexes into a single list that can be used to locate fuel breaks and fuel modifications to protect multiple jurisdictions, recognizing efficiencies of scale. The list should be prioritized to fund the most significant risks to the County first. The Santa Clara County Fire Safe Council should also develop public messages and online tools for all fire agencies to echo and make available to residents. Grants are available to fund projects. Implementation of projects should involve staff of impacted fire agencies, cities, and County OES, as well as hired contractors. Napa, Marin, and San Diego counties have already implemented this best practice and can serve as examples.
- **Annual Updates of the CWPP:** Santa Clara County Fire Safe Council should conduct annual CWPP and fire agency updates regarding project planning, implementation, and maintenance.
- **Annual CWPP Project Coordination Meetings:** Santa Clara County Fire Safe Council should conduct annual project coordination meetings between fire agencies, land management agencies, local non-profits, and the Santa Clara County Fire Safe Council to evaluate project priorities and review project accomplishments.
- **CWPP Project Database:** Santa Clara County Fire Safe Council should maintain an extensive project database available to the community.
- **Funding Santa Clara County Fire Safe Council:** The Santa Clara County Fire Safe Council is actively working at a countywide level to improve mitigation efforts. While the Fire Safe Council has access to some grant funding, the Fire Safe Council needs sustainable funding to provide consistent long-term service. AP Triton recommends Santa Clara County provide some level of consistent funding each year to the Fire Safe Council. In addition, funding for projects within a fire agency's jurisdiction should be budgeted by the fire agency in accordance with CWPP timeframes.

Governance Structure Alternatives

As part of this service review, LAFCO is required to identify potential governmental structure options and operational efficiencies upon which the agencies may be able to capitalize. Amongst those options are reorganizations in multiple forms and other boundary or SOI changes to address areas that remain outside of the boundaries of an identified fire service provider.

Over the course of this review, several forms of collaboration and reorganization were recognized that may benefit the fire providers and may enhance fire and emergency medical services for residents, visitors, and businesses in Santa Clara County. The options and recommendations included here are intended to initiate discussions amongst the affected agencies. Any organizational change will be dependent on the agencies themselves to move forward.

Restructuring efforts, however, should be initiated in a thoughtful and comprehensive manner. This would involve engaging agency administrations, as well as the affected labor organizations, to ensure all stakeholders are involved in the decision-making process. By including the relevant parties, it becomes possible to address concerns, consider different perspectives, and facilitate a smoother transition to a new or altered service structure.

Efficiencies of Contracts and Joint Powers Agreements/Authorities

Full consolidation is often discussed as the ultimate level of efficiency for municipal service providers of most types; however, consolidation of that scale would take several steps and may face significant challenges.

Joint service structures aimed at resource sharing, consist of contracting for services or joint powers authorities to combine operations of two or more agencies. Both options would promote regionalization of service provision, meaning fewer providers serving the County and elimination of duplications and inefficiencies. This would provide opportunities to pool resources, share expertise, and optimize operations, leading to improved service delivery despite limitations in personnel and facilities. Considering the constraints faced by many of the agencies reviewed, establishing a larger entity may hold value. While reorganization, consolidation, and other shared service structures will likely have efficiencies from which agencies can benefit, if they are facing service-related constraints, these structure alternatives do not provide a singular solution to all constraints to services and must be combined with other strategies. Examples of possible opportunities in Santa Clara County are described in the following sections.

Joint service structures and other cooperative service agreements have the potential to improve the overall efficiency and effectiveness of emergency services, which can be achieved by a more efficient use of scarce resources and a reduction in equipment needs and duplicate efforts, and at the same time promote greater flexibility. Operational and political challenges can be overcome through other joint service structures. Boundary disputes can be minimized with the closest and most appropriate resources being dispatched. This will foster rational service response zones and the likelihood of faster response. A joint service structure would allow each agency to retain its identity while at the same time combining resources or specialty assets. Santa Clara fire providers have taken the first steps toward this kind of joint service structure through contract agreements with neighboring agencies. However, further steps could be taken to maximize planning between the agencies and allow for even further efficiencies.

There are two basic types of agreements that fire providers can enter that constitute shared services—contracts and joint powers agreements. Contracts are used when jurisdictions agree to provide a service to another for a set fee, for example SFD receives services from CCFD through a contract arrangement. Joint agreements include the fire service standard of mutual aid as well as joint power agreements. A joint powers agreement is an agreement between two or more jurisdictions that share a common power and want to work together and share resources for mutual support. It can be further expanded to create a joint powers authority where a separate organization is established to provide a service on behalf of the participating jurisdictions.

Contracting for Services

Contracting for certain services from other agencies may offer cost efficiencies depending on the structure and participating agencies. Contractual arrangements are, for instance, extensively practiced in Solano County, where districts that contract with cities enjoy the lowest cost per capita and per call, while receiving services from city fire departments with paid staff and high certification levels. A local example of a district contracting with a city for services is CCFD's Zone 1 agreements with the cities of Milpitas and San José for areas in CCFD boundaries that are non-contiguous with its larger service area but in closer proximity to city infrastructure. There are also effective contracts between districts in Santa Clara, such as LAHCFD's contract with CCFD for services.

Additionally, contract services are a key tool to cohesively addressing the areas that presently are located outside of any local fire provider's jurisdiction.

Joint Powers Authorities

Joint powers are exercised when the public officials of two or more agencies agree to create another legal entity or establish a joint approach to work on a common problem, fund a project, or act as a representative body for a specific activity.

A joint powers agreement is a formal legal agreement between two or more public agencies that share a common power and want to jointly implement programs, build facilities, or deliver services. Officials from those public agencies formally approve a cooperative arrangement. The government agencies that participate in joint powers agreements are called member agencies. With a joint powers agreement, a member agency agrees to be responsible for delivering a service on behalf of the other member agencies. Each joint powers agreement is unique as there is no set formula for how governments should use their joint powers. One agency will administer the terms of the agreement, which may be a short-term, long-term, or perpetual service agreement.

A joint powers authority (JPA) is a new separate government organization created by the member agencies but is legally independent from them. Like a joint powers agreement (in which an agency administers the terms of the agreement) a JPA shares powers common to the member agencies and those powers are outlined in the JPA agreement. Agencies create JPAs to deliver more cost-effective services, eliminate duplicative efforts, and consolidate services into a single agency.

A joint powers authority offers the advantages of a more ephemeral and potentially more limited consolidation (e.g., training), continued accountability and local control, and a potential structure to overcome inherent financial incompatibilities among the providers.

Within Santa Clara County, the Silicon Valley Regional Interoperability Authority (SVRIA) is a JPA that exists to identify, coordinate, and implement communications interoperability solutions to its member agencies. The purpose of these projects is to seamlessly integrate voice and data communications between law enforcement, the fire and rescue service, emergency medical services and emergency management for routine operations, critical incidents and disaster response and recovery. SVRIA is composed of all 15 cities and special districts within the County. Operational funding for SVRIA is provided through assessments to its members. The operating and systems maintenance budget covers the cost of staff, maintenance of installed systems and reserves for equipment replacement. Specific projects are often funded by grants with some local matching funds.

A JPA service structure may be most beneficial for neighboring city fire departments of Mountain View, Palo Alto, Sunnyvale, Santa Clara, and CCFD. Creating a larger independent entity with a unified structure, or a specific function such as training, can offer benefits such as increased accountability, improved efficiency, and enhanced effectiveness in delivering fire services to the community. Considering the varying capacity constraints faced by many of these fire departments, alternative service structures may hold particular value. Regionalization of fire and emergency medical services in this manner could provide opportunities to pool resources, share expertise, and optimize operations, leading to improved service delivery despite limitations in personnel and facilities.

One example of where creation of a JPA between city fire departments delivered lower costs and better services is the joint service structure of the City of Livermore FD and City of Pleasanton FD. The consolidated department is operated by a JPA board. While a formal joint powers structure was put in place, the powers assigned to the JPA board were limited: all major fiscal and labor relations decisions are made by the two cities' City Councils, with the JPA board serving in an advisory capacity to each body. The Board is comprised of the Mayor and a City Council member from each city. The City Managers of the two cities serve as joint Executive Directors and appoint the Fire Chief.

By forming the consolidated department, the partner cities avoided creating another agency with its own overhead costs for fiscal and personnel management. The new department uses existing city support services. The City of Pleasanton provides payroll, personnel and budget services, and the City of Livermore provides risk management and workers' compensation services. Legal services for code enforcement are provided by both cities' legal departments.

To properly allocate the joint department's management expenses, the two cities use a four-part cost-sharing formula that takes into account factors such as the number of emergencies or fire prevention inspections occurring in each city. Each city maintains the right to determine the number of fire stations and firefighters it needs, so growth in one city does not affect the other city's fire service costs.

One of the management improvements resulting from the consolidation was the movement of top officers in both departments into full-time specialty roles. Before consolidation, division chiefs in both departments managed responsibilities such as emergency operations, training and emergency medical services on a part-time basis. Effectiveness is improved in the consolidated agency with full-time managers for each function. The separate fire prevention bureaus also were consolidated; the single bureau jointly serves both cities, including their one-stop building permit centers.

Initially, all fire station personnel remained in their parent cities but were cross trained in the other city's stations and on its fire equipment; currently, firefighters regularly work in the other city's stations, providing coverage for those on vacation or sick leave. The two fire union locals also merged, and the five-year labor agreement negotiated by the cities with the newly combined International Association of Fire Fighters local contributes to the consolidated fire department's long-term cost stability. The JPA immediately agreed to joint promotional testing, and the several promotions, which since being made have contributed to the blending of the two cities' fire services.

A single training system serves both cities' firefighters. Managed by a division chief, it uses a modern training tower and classroom located in Pleasanton. Emergency operations also have been completely merged, with a single "duty officer" responding to emergencies wherever they occur and both cities' fire equipment responding wherever needed. Dispatch services were consolidated in Livermore's public safety communications center. The consolidated department has focused on the creation of one "culture" and one set of operating procedures, which combines the "best practices" that were in use in both cities.

A JPA is one of way for cities to increase efficiency by building close partnerships, particularly with cities that are immediately adjacent, providing for a logical service area.

Addressing Areas Outside of a Local Fire Service Provider

A focus of this review is the areas within Santa Clara County that currently lack an identified local fire provider. This does not necessarily mean that these areas lack services, as fire service providers will often respond outside of boundaries if dispatched and will not deny service even if not within jurisdiction. Providers do not receive compensation for these responses outside of their bounds unless the agency has a fee system in place to charge the caller for the response.

There are several aims of ensuring all territory in the County lies within the boundaries of a local fire protection provider.

- A majority of the territories that exist outside of a local fire provider are categorized as State Responsibility Areas where CAL FIRE is responsible for wildfire fire prevention and suppression; however, a majority of the CAL FIRE stations are only staffed during the fire season, and during the off season the CAL FIRE response may be lengthy. It is critical to ensure prompt response in these areas, particularly during the non-fire season or if a CAL FIRE station is not best positioned to provide the quickest response. Rapid response in the SRA is essential in preventing the spread of wildfire and is most crucial in those areas considered wildland urban interface.
- Areas of critical concern are those where there are residents and/or individuals that may require emergency services. In areas that are identified as State Responsibility Areas, CAL FIRE is responsible for fire prevention and suppression; however, areas categorized as Local Responsibility Areas are the responsibility of either a city fire department or a special district. Identifying a provider for these areas would address public safety deficiencies of paramount concern.
- Analysis of these areas and potential providers ensures the ability of an agency to provide necessary services based on capacity and service adequacy. Alternatively, it is identified if an agency is not capable and may need to contract with another provider to meet the needs of the area.
- At present, fire providers in Santa Clara County struggle with disjointed dispatch systems. The lack of a local service provider in these areas confounds this issue by making it unclear what agency should be dispatched. Many of these areas are located in wildland urban interface (WUI) territory and border urbanized areas that require timely response for wildfires to minimize the spread and protect denser developments. Ensuring all areas have an identified local fire provider would enhance efficiency and speed of dispatch and response in critical areas.
- By clearly identifying the responsible agency for fire and emergency medical services in every area in the County, accountability for services would be greatly enhanced.
- As mentioned, while the areas are lacking a formally identified provider, neighboring agencies are likely not refusing service to those outside of their boundaries, and they are not receiving compensation for those services. Incorporating all areas within the boundaries of an appropriate provider would allow agencies to recoup some costs for services likely already provided.

Ultimately, it will be dependent on the agencies to ensure these areas are protected and safeguard public safety needs in all areas of the County.

Thirty-three distinct areas, totaling over 539 square miles, without a dedicated provider, were identified based on each territory's location with respect to critical boundaries, such as the Sphere of Influence and the Urban Service Area. These areas are shown and identified with a unique number in Figure 17 and Figure 18.

Figure 17: Map of Areas Outside of an Identified Local Fire Service Provider

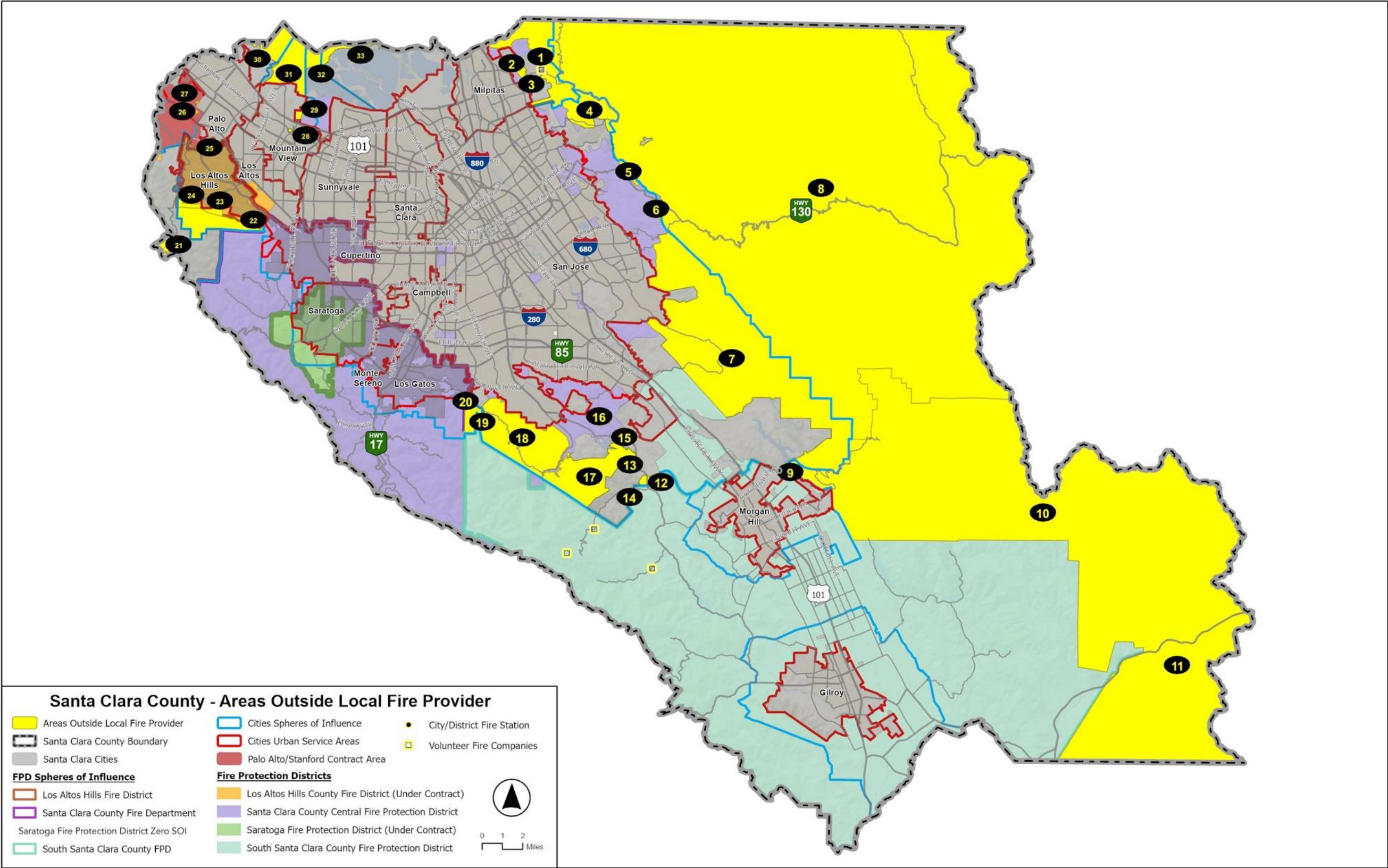
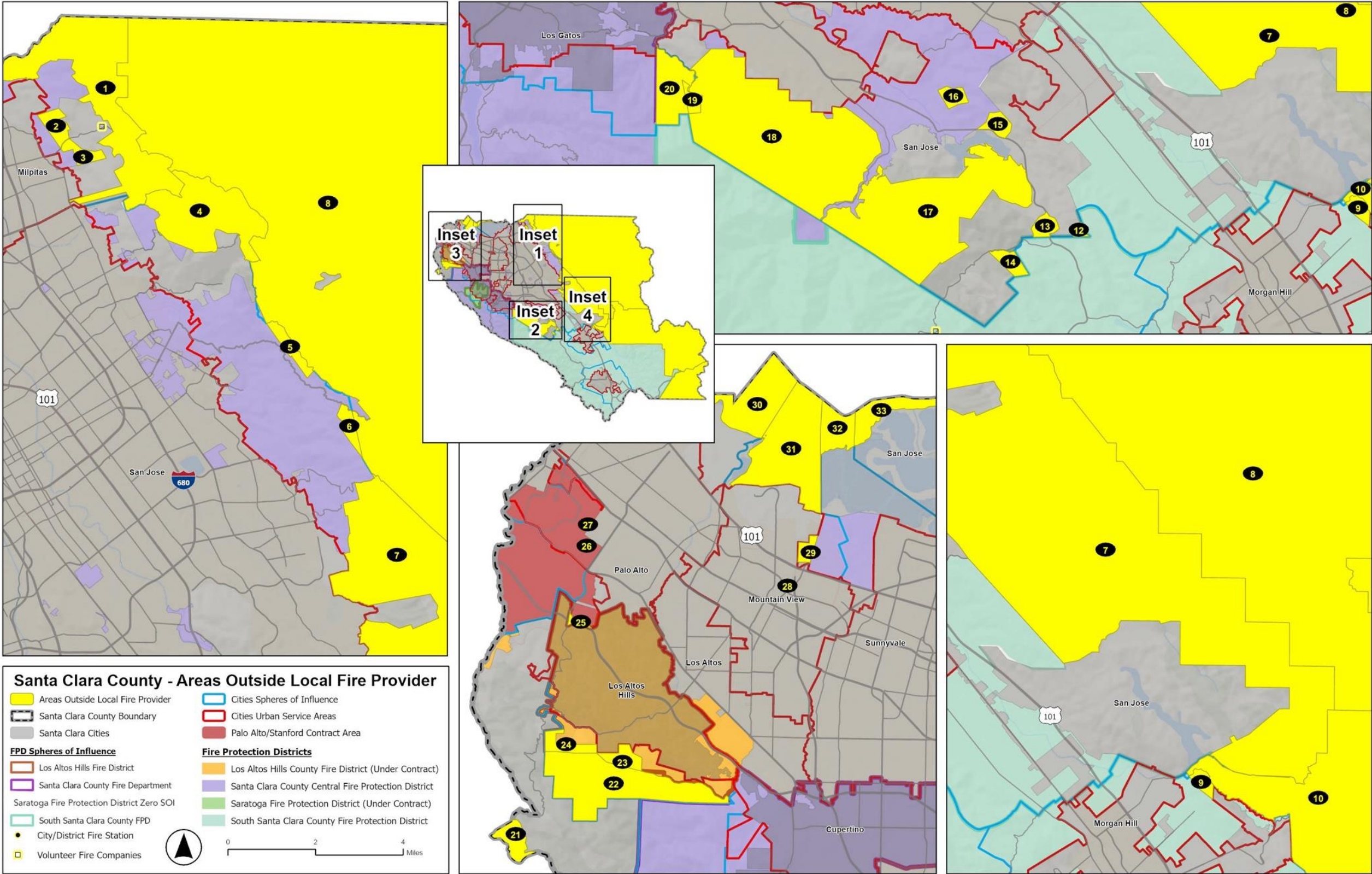


Figure 18: Map of Areas Outside of an Identified Local Fire Service Provider (cont.)



Analysis Factors

Recommendations for addressing these areas were made based on several factors, including 1) type of land use, 2) degree and type of demand for fire and emergency services, 3) level of fire hazard and responsible agency (i.e., State or Local Responsibility Area), 4) whether the area is in the wildland urban interface, 5) available providers within the vicinity, 6) feasibility and legality of each agency to extend services to the area given orientation with agency borders and planning lines, and 7) potential for income to recoup costs for services already likely provided. Details on each factor for every area with available options and recommendations are compiled in Figure 19.

Option Constraints

There are limitations to the options available in addressing these areas outside of a local fire provider, in particular due to the adopted Urban Service Area (USA) in Santa Clara County combined with the location of agency facilities capable of providing services.

In Santa Clara County, the SOI as defined in state law is relevant for special districts; however, for cities, the inclusion of an area within a city's SOI should not necessarily be seen as an indication that the city will either annex or allow urban development and services in the areas. The USA is the more critical boundary considered by LAFCO for the cities and serves as the primary means of indicating whether an area will be annexed to a city and provided with urban services. Review and amendment of USA boundaries is LAFCO's primary vehicle for encouraging orderly city growth. Within the USAs, LAFCO does not review city annexations and reorganizations if the proposals are initiated by city resolution and meet certain conditions. State law gives cities in Santa Clara County the authority to approve such reorganizations. Of the 33 areas identified, all but three areas are outside the USA of a neighboring/nearby city, meaning the cities are precluded from formally annexing the territory and extending services there. Fire districts are not subject to these limitations and are instead bounded by the location of the SOI.

At the same time, many city fire departments are best positioned to provide services in the areas due to the location of fire stations. However, Government Code Section 56133 restricts cities and special districts from providing services outside of their bounds (with certain exemptions) unless otherwise approved by LAFCO as 1) a contract or agreement, 2) in anticipation of a later change of organization, or 3) existing or impending threat to public safety exists, thus prohibiting the cities/districts from extending services to the areas in question unless by contract or agreement and approved by LAFCO.

Consequently, in the case of many of these areas, there was only one possible service structure generally consisting of annexation by the neighboring fire district and then contracting with the neighboring city fire department for services where those cities are best positioned to provide the services but precluded from annexing the areas due to location of the USA.

Financing Constraints

Financing sources for fire protection and emergency medical services are greatly constrained, with agencies generally relying on property taxes, development impact fees, and other General Fund revenue sources, such as sales taxes and transient occupancy taxes. Property taxes and their distributions to public agencies in California are limited by Proposition 13, meaning the potential for additional income for fire providers from that resource is nominal. Even if annexed, and property tax sharing occurs, the areas in question are generally lightly developed with few structures and lower assessed values, meaning minimal property tax income would be allocated to the fire provider taking on services there. Additionally, public lands are property tax-exempt, meaning there is no revenue for state parks, county parks, and open space lands, which are expansive in Santa Clara and still necessitate fire and emergency services for facility users and wildland areas.

Some cities in Santa Clara have had success in getting a sales tax measure approved specifically to fund fire and emergency services. Other agencies have had success in getting special taxes approved by voters for augmenting service levels. Both of these funding options are dependent on voter approval of two-thirds.

Because of these constraints to funding mechanisms for fire and emergency services, there is minimal revenue potential available even if the areas discussed here are annexed into a fire provider. These constraints to financing further limit the options available for areas presently outside a provider's boundaries, particularly the expansive open space and park lands to the east and west of the urban county core.

However, as mentioned, most of these areas are already receiving services and any additional funding received as a result of service structure reorganization or formalization would be beneficial to some degree. Also, beyond additional funding, there are numerous benefits of ensuring critical lands in the County have an identified fire provider as previously mentioned.

Figure 19: Recommendations for Areas Outside of an Identified Local Fire Service Provider

Area	Sq. Miles	Land Use	Location to Essential Borders	Current Initial Responder	Nearest Station	Necessity/Fire Hazard	Wildland Urban Interface	Options	Recommendation
1, 2, 3	6.26	Hillside, large lot residential, regional park	Within Milpitas SOI, outside Milpitas USA, adjacent to CCFD boundaries	City of Milpitas/ Spring Valley Volunteer Fire Department	Milpitas Station 2, Spring Valley VFD Station	Mostly SRA, some LRA. Large lot residences and few other structures.	Yes	1. Annexation by CCFD (requires SOI expansion) and contract with Milpitas	Annexation by CCFD with SOI expansion and contract with Milpitas.
4	3.1	Hillside with residences on 1+acre.	Inside San José SOI, outside San José USA, adjacent to CCFD boundaries and San José city limit	San José FD	San José Station 19	SRA—Hillside development with ~30 residences and equine facilities.	Yes	1. Annexation by CCFD (requires SOI expansion)	Annexation by CCFD with SOI expansion and contract with San José.
5	0.33	Hillside with ranch and 1 residence	Inside San José SOI, outside San José USA, adjacent to CCFD boundaries	San José FD/CAL FIRE	San José Station 2, CAL FIRE Station 12	SRA—One residence	Yes	1. Annexation by CCFD (requires SOI expansion) 2. Continued service by CAL FIRE	Annexation by CCFD with SOI expansion and contract with San José.
6	0.27	Agricultural with orchard, Hillside with residences	Inside San José SOI, outside San José USA, adjacent to CCFD boundaries	San José FD/CAL FIRE	San José Station 21, CAL FIRE Station 12	SRA—3 residences	Yes	1. Annexation by CCFD (requires SOI expansion) 2. Continued service by CAL FIRE	Annexation by CCFD with SOI expansion and contract with San José.
7	38.9	Agricultural ranchlands and Hillside, United Technologies Corp. Closed Facility (HAZMAT site)	Inside San José SOI, outside San José USA, adjacent to CCFD and SCFD boundaries and San José city limit	San José FD/CAL FIRE and contracts	San José Station 11, CAL FIRE Station 12	SRA—few structures	Yes	1. Annexation by SCFD (requires SOI expansion) 2. Annexation by CCFD (requires SOI expansion)	Annexation by CCFD of the northern half and annexation by SCFD of southern half with SOI expansions and contract service by San José or CAL FIRE.
8	284.4	Agricultural ranchlands	Outside city SOIs and USAs, adjacent to San José City boundaries, outside FPD SOIs, adjacent to CCFD boundaries and SCFD SOI	CAL FIRE (only during fire season)	CAL FIRE Stations 12 and 25 in area	Entirely SRA, few to no structures, recreation related service calls	Yes	1. Extend CAL FIRE staffing year round through Amador Contract. 2. Status quo—CAL FIRE service during wildfire season only.	Extend CAL FIRE staffing year round, with possible Amador Contract through off season contingent on funding mechanism.
9	0.2	Hillside, Rosendin County Park	Inside Morgan Hill SOI, outside USA, inside SCFD SOI, adjacent to Morgan Hill city limits, adjacent to SCFD	Morgan Hill FD	Morgan Hill Station 58 (Dunne Hill)	SRA, no structures, State park	Yes	1. Annexation into SCFD	Annexation into SCFD as area is already located within its SOI. Identify funding structure for emergency services in County parks.
10	138.5	Agricultural Ranchlands/ Henry W. Coe State Park	Outside SCFD boundaries, inside SOI	CAL FIRE	CAL FIRE Station 21 and 31	Entirely SRA, few to no structures	Yes	1. Annexation into SCFD	Annexation into SCFD.
11	37.6	Agricultural ranchlands	Outside SCFD boundaries and SOI	CAL FIRE	CAL FIRE Station 31	Entirely SRA, few to no structures	Yes	1. Annexation by SCFD (SOI expansion needed) 2. Continued service by CAL FIRE	Annexation by SCFD (SOI expansion needed) including entirety of highway, with contract services provided by CAL FIRE.
12	0.08	Ranchlands, no structures (1 parcel)	Inside San José SOI, outside San José USA, adjacent to San José city limits and SCFD boundaries	Unknown	Casa Loma VFA Station	SRA, no structures	Yes	1. Annexation by SCFD (requires SOI expansion)	Annexation by SCFD with SOI expansion with contract for services if necessary.
13	0.24	Hillside, about 8 residential structures with some ag (10 parcels)	Inside San José SOI, outside San José USA, adjacent to San José city limits and SCFD boundaries	Unknown	Casa Loma VFA Station	SRA	Yes	1. Annexation by SCFD (requires SOI expansion)	Annexation by SCFD with SOI expansion with contract for services if necessary.

Area	Sq. Miles	Land Use	Location to Essential Borders	Current Initial Responder	Nearest Station	Necessity/Fire Hazard	Wildland Urban Interface	Options	Recommendation
14	0.28	Hillside with ag, some residential structures (2 parcels)	Inside San José SOI, outside San José USA, adjacent to San José city limits and SCFD boundaries	Unknown	Casa Loma VFA Station	SRA	Yes	1. Annexation by SCFD (requires SOI expansion)	Annexation by SCFD with SOI expansion with contract for services if necessary.
15	0.26	Hillside, agricultural no structures (1 parcel)	Inside San José SOI, adjacent to San José city limits and CCFD boundaries	San José FD	San José Station 28, CAL FIRE Station 22	SRA, no structures	Yes	1. Annexation by CCFD (requires SOI expansion) and contract with San José for services	Annexation by CCFD with SOI expansion and contract service by San José for consistency of response with all territory in the region regardless of city SOI.
16	0.23	Hillside with residence and agricultural activities (1 parcel)	Surrounded by CCFD boundaries, inside San José SOI, outside San José USA	San José FD	San José Station 28, CAL FIRE Station 22	SRA, few structures	Yes	1. Annexation by CCFD (requires SOI expansion) and contract with San José for services	Annexation by CCFD with SOI expansion and contract service by San José for consistency of response with all territory in the region regardless of city SOI.
17	6.73	Calero Reservoir County Park, and Hillside with ~10 residences	Inside San José SOI, outside San José USA, adjacent to SCFD boundaries and San José city limits	Likely San José FD	San José Station 28, CAL FIRE Station 22, Casa Loma VFA Station	SRA, few structures, regional park	Yes	1. Annexation by SCFD (requires SOI expansion) 2. Annexation by CCFD (requires SOI expansion and overlap with San José SOI) and contract with San José for services	Annexation by SCFD with SOI expansion and contract service by San José for consistency of response with all territory in the region regardless of city SOI. Identify funding structure for emergency services in County parks.
18	9.2	Hillside with ~11 Residences, Almaden Quicksilver County Park, Sierra Azul Open Space Preserve	Inside San José SOI, outside San José USA, adjacent to SCFD boundaries, and San José city limits	Likely San José FD	San José Stations 22 and 28, CAL FIRE Station 22	SRA, few structures, regional park	Yes	1. Annexation by SCFD (requires SOI expansion) 2. Annexation by CCFD (requires SOI expansion and overlap with San José SOI) and contract with San José for services	Annexation by SCFD with SOI expansion and contract service by San José for consistency of response with all territory in the region regardless of city SOI. Identify funding structure for emergency services in County parks.
19	0.17	Sierra Azul Open Space Preserve	Outside of Los Gatos and San José SOI, outside USA of Los Gatos and San José	Likely San José FD	San José Station 22, CCFD Station 82, CAL FIRE Station 22	SRA, no structures, open space	Yes	1. Midpeninsula Regional Open Space District ensure structure in place with provider for fire suppression of fires on district properties until CAL FIRE is on scene. 2. Annexation by SCFD (requires SOI expansion) 3. Annexation by CCFD (requires SOI expansion and overlap with San José SOI) and contract with San José for services	Midpen ensure structure in place with provider for fire suppression of fires on district properties until CAL FIRE is on scene. Annexation by SCFD with SOI expansion and contract service by San José for consistency of response with all territory in the region regardless of city SOI. Identify funding structure for emergency services in recreational areas.
20	1.05	Sierra Azul Open Space Preserve	Inside Los Gatos SOI, Outside Los Gatos USA, adjacent to CCFD and SCFD	Likely San José FD	San José Station 22, CCFD Station 82, CAL FIRE Station 22	SRA, no structures, open space	Yes	1. Midpeninsula Regional Open Space District ensure structure in place with provider for fire suppression of fires on district properties until CAL FIRE is on scene. 2. Annexation by SCFD (requires SOI expansion) and contract with San José for services 3. Annexation by CCFD (requires SOI expansion) and contract with San	Midpen ensure structure in place with provider for fire suppression of fires on district properties until CAL FIRE is on scene. Annexation by SCFD with SOI expansion and contract services by San José FD for consistency of response with all territory. Identify funding structure for emergency services in recreational areas.

Area	Sq. Miles	Land Use	Location to Essential Borders	Current Initial Responder	Nearest Station	Necessity/Fire Hazard	Wildland Urban Interface	Options	Recommendation
								José for services	
21	0.41	Skyline Ridge Open Space Preserve, Hillside, and private residences	Inside Palo Alto SOI, outside Palo Alto USA, adjacent to Palo Alto city limits	CAL FIRE San Mateo/Santa Cruz Cal Fire Units (CZU)	CAL FIRE Saratoga Summit and Skylonda Stations, Palo Alto Station 68	Mostly LRA - 65 acres private ownership, including residences, 163 acres Midpen ownership, and 12 acres public right-of-way. 14 acres of SRA.	Yes	1. Midpeninsula Regional Open Space District ensure structure in place for fire suppression of fires on district properties. 2. Annexation into Palo Alto outside USA to protect open space and/or ag. 3. Responsible agency contract with or enter into a mutual aid agreement with CAL FIRE CZU to have CAL FIRE CZU be the responding agency for fire and emergency medical response. 4. Consider formal inclusion in the SRA.	Midpen ensure structure in place with appropriate provider, for fire suppression of fires on district properties. City of Palo Alto FD is nearest local fire provider; however, CAL FIRE has the nearest stations that are operated year-round. Structure be put in place to enable contract or mutual aid agreement with CAL FIRE CZU.
22	3.07	Rancho San Antonio Open Space Preserve, private non-profit Hidden Villa, Hillside	Inside Los Altos Hills SOI, Outside LAHCFD SOI, outside CCFD SOI, adjacent to Palo Alto city limits and CCFD boundaries, outside Los Altos Hills USA	LAHCFD/ CCFD	CCFD Stations 74	SRA, no structures, regional park	Yes	1. Annexation by LAHCFD (requires SOI expansion) 2. Midpeninsula Regional Open Space District ensure structure in place with LAHCFD/CCFD for fire suppression of fires on district properties until CAL FIRE is on scene. 3. Status quo	Annexation by LAHCFD with SOI expansion. Identify funding structure for emergency services in County parks and open space.
23	0.31	Rancho San Antonio Open Space Preserve, Hillside	Inside Los Altos Hills SOI, inside LAHCFD SOI, adjacent to Los Altos Hills city limits, outside Los Altos Hills USA	LAHCFD/ CCFD	CCFD Stations 74, 77, 76	SRA, no structures, regional park	Yes	1. Annexation by LAHCFD 2. Midpeninsula Regional Open Space District ensure structure in place with LAHCFD/CCFD for fire suppression of fires on district properties until CAL FIRE is on scene. 3. Status quo	Annexation by LAHCFD. Identify funding structure for emergency services in County parks and open space.
24	0.33	Private nonprofit – Hidden Villa	Inside Los Altos Hills SOI, inside LAHCFD SOI, adjacent to Los Altos Hills and Palo Alto city limits, outside Los Altos Hills USA	LAHCFD/ CCFD	CCFD Stations 76, 77, 74	SRA, structures	Yes	1. Annexation by LAHCFD 2. Status quo	Annexation by LAHCFD.
25	0.05	Roadway—Interstate 280	Inside City of Palo Alto SOI, adjacent to City of Los Altos Hills city limits, adjacent to Los Alto Hills FPD boundaries, outside of Los Altos Hills FPD SOI, outside Los Altos Hills USA	LAHCFD/CCFD	CCFD Station 74, 76, 75, 77	Interstate with demand for emergency services	Yes	1. Annexation by LAHCFD (requires SOI expansion) 2. Status quo	Annexation by LAHCFD with SOI expansion for logical service boundaries along the interstate.
26	0.01	Lucille M. Nixon Elementary School	Inside Palo Alto SOI, inside Palo Alto USA	City of Palo Alto FD	Palo Alto Station 2 and 6	Elementary school with demand for fire protection and emergency services	No	1. Palo Alto FD develop contract for services with school district. 2. Status quo.	PAUSD contract with City of Palo Alto FD for services at school.

Area	Sq. Miles	Land Use	Location to Essential Borders	Current Initial Responder	Nearest Station	Necessity/Fire Hazard	Wildland Urban Interface	Options	Recommendation
27	0.01	Escondido Elementary School	Inside Palo Alto SOI, adjacent to Palo Alto city limits, inside Palo Alto USA	City of Palo Alto FD	Palo Alto Station 2 and 6	Elementary school with demand for fire protection and emergency services	No	1. Palo Alto FD develop contract for services with school district. 2. Annexation into City of Palo Alto. 3. Status quo.	PAUSD contract with City of Palo Alto FD for services at school.
28	0.03	Federally owned, multi-family residential, park	Surrounded by Mountain View city limits	Mountain View by contract with the County	Mountain View Station 51	Dense residential area	No	1. Status Quo 2. Annexation to Mountain View.	Maintain status quo to retain funding mechanism from County through existing contract for the services provided by Mountain View to the area.
29	0.18	Part of Nasa Ames Research Center	Inside Mountain View SOI, outside Mountain View USA, adjacent to Mountain View city limits and CCFD boundaries, outside CCFD SOI	Nasa Ames (inside facility)/ Mountain View by contract with County following dissolution of Fremont FPD (outside facility)	Nasa Ames Station 56	FRA, several research facilities	No	1. Status quo 2. Annexation by CCFD (requires SOI expansion)	Status quo as the area is presently receiving services and plans for future services should any changes occur at the Base.
30	1.85	Wetlands	Inside Palo Alto SOI, outside Palo Alto USA, adjacent to Palo Alto city limits	Mountain View by contract with the County (following dissolution of Fremont FPD)	Palo Alto Station 63	LRA and FRA— Minimal to no demand	No	1. Status quo	Status quo is sufficient given lack of demand.
31	3.48	Wetlands	Inside Mountain View SOI, outside Mountain View USA, adjacent to Mountain View city limits	Mountain View by contract with the County (following dissolution of Fremont FPD)	Mountain View Station 55	LRA and FRA— Minimal to no demand	No	1. Status quo	Status quo is sufficient given lack of demand.
32	0.65	Wetlands	Inside Sunnyvale SOI, outside Sunnyvale USA, adjacent to Sunnyvale city limits	Unknown	Mountain View Station 55	LRA and FRA— Minimal to no demand	No	1. Status quo	Status quo is sufficient given lack of demand.
33	0.94	Wetlands	Inside San José SOI, outside San José USA, adjacent to San José city limits	Unknown	Sunnyvale Stations 45 and 46	LRA and FRA— Minimal to no demand	No	1. Status quo	Status quo is sufficient given lack of demand.

Recommendations to Address Areas Outside an Identified Local Service Provider

The primary service structure that is most feasible and leads to logical boundaries is annexation of areas outside a fire provider's boundaries by the adjacent fire protection district and the district contracting with the nearest provider with facilities in the area. For example, areas 1 through 6 are recommended to be annexed into CCFD as its territory is immediately adjacent; however, CCFD does not directly provide services along the eastern side of the urban core and instead contracts with the cities of Milpitas and San José for services there through its Zone 1 agreement. Similarly, it would be anticipated that CCFD would annex the six areas and then contract with the appropriate city FD for services in the expanded territory. This similar structure is proposed for areas adjacent to SCFD and LAHCFD boundaries and is applicable to Areas 7, 9–20, and 22–25.

CCFD and LAHCFD have demonstrated sustainable financing for services and are capable of expanding their jurisdictions to the areas in question. While SCFD is working to address projected financial shortfalls over the next five years, the district remains the only viable option for taking on services in six areas—Areas 9–14.

The service structure for Areas 28–33 is recommended to remain unchanged given minimal demand (no or few structures), extremely limited financing potential, expansive SRA receiving necessary services from CAL FIRE, and a lack of feasible options.

Expansion of the SOIs of CCFD, SCFD, and LAHCFD

The recommendations here inform the Sphere of Influence recommendations for the special districts reviewed. Each district's SOI would need to be expanded to align with the recommended annexations for a majority of the territories. A change in an agency's SOI does not affect existing service structure and is intended as a communication tool regarding the recommended manner for addressing these areas for each agency's consideration. Any future boundary change would require the district to initiate the annexation process with an application to LAFCO. Given the well-defined land uses, zoning designations, and urban service area boundary delineation in these areas, it is not anticipated that inclusion in a fire district's SOI or boundaries would induce growth. Inclusion of these areas in a fire district's SOI is not intended to be a precedent for other services and service providers as the circumstances are unique for fire services and it is in the interest of public safety throughout the County.

Promote Annexation of Existing Areas in LAHCFD and SCFD SOIs

There are certain areas that are presently within the fire districts' SOIs that have not been annexed to date and remain outside of the boundaries of a local fire provider. Similarly, it is not productive or beneficial should additional territory be added to the districts' SOIs to address these outside areas, and areas currently within their SOIs remain unannexed.

LAFCO and the County (because it has jurisdiction over the unincorporated lands within the district SOIs and because it is the governing body for both the districts) should consider developing strategies to promote the annexations. Potential strategies may be continued discussions and engagement with districts to provide guidance regarding the process and reiterate the benefits of the annexations. Another incentive may be to allocate resources to reduce the financial burden on the districts for being the conduit to address these areas of concern.

Amador Plan

CAL FIRE is responsible for wildfire protection in State Responsibility Areas in Santa Clara County during fire season months, typically May to November. This is the case for almost all of CAL FIRE's stations in the County in remote areas, particularly along the eastern side of the County (Area 8). Should an incident occur in this area during off season when CAL FIRE is not present, then the nearest resource would be dispatched, and response times would likely be lengthy.

The Amador Plan, authorized by Public Resources Code 4144, allows local government to contract with CAL FIRE to provide year-round fire protection services at CAL FIRE stations, which would normally be closed during the non-fire season. The referenced remote eastern portion of the County has in the past been staffed by CAL FIRE through the Amador Plan. The funds to pay for the extended staffing were reportedly discretionary funds from the County Board of Supervisors. This agreement is no longer in effect. Reimplementing the Amador Plan in Area 8, where there are no other nearby alternative fire providers, would enhance public safety ensuring faster response year-round in these remote areas. For this to occur, a financing source would need to be identified. Given that the County has in the past financed this service, there may be a means for the County to find funding once again for enhanced public safety services.

Palo Alto/PAUSD Agreement

Lucille M. Nixon Elementary School and Escondido Elementary School are located outside of the City of Palo Alto city limits but inside its SOI and USA. Lucille M. Nixon Elementary School is entirely surrounded by the Stanford University property, and Escondido Elementary School is surrounded on three sides by the university property. Palo Alto FD provides contract services to Stanford University's property; however, the two schools are excluded from the contract service area, meaning the schools lack a formally identified fire and emergency medical provider. Given the nature of the use of the property with structures and students, there is a need to ensure adequate fire and emergency services are provided to the two properties.

Due to the atypical circumstances, it is recommended that the City of Palo Alto and Palo Alto Unified School District form an agreement for fire and emergency medical services at two elementary schools that lie outside of local fire service provider and are excluded from the City's contract service area with Stanford University.

Recreation and Open Space Areas

Many of the areas that lie outside of a fire service provider have recreational and open space areas, consisting of county parks, state parks, and open space preserves. The Henry W. Coe State Park makes up a significant portion of Area 10. County parks compose all or portions of Areas 9, 17-18, and 22-23. Sizeable open space properties owned by the Midpeninsula Regional Open Space District (Midpen) are located in the rural areas outside of the urban core throughout the County, portions of which are in Areas 19-23.

These public lands are property tax exempt, meaning there is no revenue for territories that still necessitate fire and emergency services for facility users and wildland areas. While there is no precedent for this consideration, it may be beneficial for the fire agencies to attempt conversations with the appropriate local, county, or state agency regarding the potential for reimbursement for emergency responses on these lands. Another potential funding option for these lands may be CEQA mitigation where applicable.

Of note is that Midpen is charged in Public Resources Code Section 5561.6 to “be primarily responsible for the prevention and suppression of all fires on any lands in its possession or control, excluding all lands of a district located within the exterior boundaries of any municipality or other fire protection district.” To meet this responsibility, Midpen actively enacts fire prevention, preparation, and response services and relies on CAL FIRE for fire protection services as most of its lands lie in the SRA. However, in certain cases, stations of other providers are closer and may provide faster response than CAL FIRE, particularly during the off season, which is the case in Areas 19, 20, 22, and 23. Should one of the adjacent providers choose not to annex the areas in question, it may be beneficial for Midpen to enter into an agreement with these neighboring agencies that can provide timely initial response until CAL FIRE can arrive on scene. Midpen asserts it is meeting its statutory obligations on all its properties.

Area 21 is the only area with Midpen properties that is categorized as LRA. Given that the area is LRA with no local fire provider, Midpen is primarily responsible for the fire prevention and protection services in this area on its properties. It may be beneficial for Midpen to contract or come to agreement with CAL FIRE San Mateo/Santa Cruz Cal Fire units (CZU) or Palo Alto to meet its responsibility as outlined in the Public Resources Code. Additionally, given that the area is outside of Palo Alto's USA and there are no other neighboring local fire providers, the area has no feasible options for annexation to identify a responsible local agency able to provide services directly or by contract in the area. It is recommended that some structure be identified, perhaps through Santa Clara County, to enact a contract with CAL FIRE CZU for fire protection and emergency medical services in Area 21. It should be noted that if CAL FIRE is contracted through the County for services in the area, Midpen remains primarily responsible for fire prevention and suppression services on its properties, as the area in question would not be within the boundaries of a local fire provider.

Recategorization of the area as SRA may be appropriate given the remote nature of the area and that the area is predominantly surrounded by SRA; however, recategorization will not address the issue of the lack of formally identified provider of structural and emergency medical services.

State Contract County

In California, CAL FIRE typically has responsibility for the protection of State Responsibility Areas, unless there is an alternative structure in place within a county. Six counties have opted to become “contract counties” by providing contract services to the State, filling the services that would otherwise be provided by CAL FIRE for reimbursement. The six counties are Kern, Los Angeles, Marin, Orange, Santa Barbara, and Ventura. There are several benefits to this service structure, including:

- This service structure supplies revenue to the county fire agencies for services that can often be provided at a lower cost than by CAL FIRE thereby enhancing revenue.
- The fire agencies can offer services beyond CAL FIRE's obligations to include structural fire protection and emergency medical response in the areas that presently lack a local fire provider.
- Staffing can be extended to year-round at remote facilities if needed.

In the past, Santa Clara agencies have had discussions with Alameda and Contra Costa fire agencies regarding the possibility of all three counties transitioning to this model and joining Marin to form a block of Bay Area contract counties. However, the plan was not pursued at that time. Given the changes to fire service that have occurred over the last two decades, reassessing the possibility of Santa Clara transitioning to a contract county may be warranted. Inclusion of Alameda and Contra Costa in the restructuring, as previously mentioned, would create a more cohesive fire service structure in the Bay Area and likely enhance bargaining power with the State. A challenge may be CAL FIRE's long-term established presence in the County and existing infrastructure that is in place.

Governance Structure Alternatives for the Four Fire Districts

Governance structure options for each of the four special districts reviewed in this report were identified based on service efficiency, cost effectiveness, and viability as established in the criteria for this review.

CCFD

Because CCFD has reasonable economies of scale that allow for greater efficiency and effectiveness, there are few governance structure alternatives available for the District. However, CCFD does face service constraints as a result of limited staffing levels for uniformed support staff in Operations, Training, Fire Prevention, and Admin/Planning, as well as IT support, indicating there could be enhanced efficiencies and value-added services to CCFD by developing a shared services structure with Mountain View, Palo Alto, Sunnyvale, Santa Clara through a JPA. Regionalization of fire and emergency medical services in this manner could provide opportunities to pool resources, share expertise, and optimize operations, leading to improved service delivery.

Previous reviews and audits have identified the opportunity for SFD and LAHCFD to be reorganized with CCFD to realize possible enhancements to service efficiency and cost effectiveness. These options are analyzed in each district's respective section in the following.

There are several areas that are presently outside of a local fire provider but within the vicinity of CCFD. There is the potential for CCFD to enhance public safety services in the County by annexing several areas that currently lack an identified fire protection and emergency response provider. In many cases, CCFD is the only feasible and capable provider of services or is the only agency positioned to annex the territory and contract with another agency for services.

LAHCFD

There may be potential for alternatives with regards to LAHCFD's governance and administration, where duplicated efforts could be minimized. Similar to SFD, LAHCFD contracts with CCFD for fire protection services, which can be indicative of duplication of costs, if the contract provider provides all services and the contractee provides only governance and administrative oversight. A potential option for streamlining the governance structure would be annexation of LAHCFD's territory by CCFD and subsequent dissolution of LAHCFD, with CCFD identified as the successor agency.

However, in this case, LAHCFD augments services within its boundaries, through additional staffing, enhanced equipment and engines, funding of expanded crews during fire season, and supplemental properties/facilities for fire protection activities. While there may be a nominal duplication of costs in this service structure, given LAHCFD's key supplements to services within its boundaries, strong financial position, and lack of impact on logical boundaries of other providers due to location, there appears to be no impetus to pursue any potential cost savings that would be the result of this reorganization.

In 2020, the LAHCFD Commission was reviewed by the Management Audit Division of Santa Clara County. The review found several deficiencies that resulted in five findings and seven recommendations to the Board of Supervisors for correction, consisting of 1.1) determination by County Counsel regarding legality of use of LAHCFD funds for other entities' capital projects, 1.2) suspension of delegation of authority to LAHCFD Commission, 2.1) end the discretionary tree services program and re-direct funds to property services designed to survive wildfire, 3.1) use of County Counsel as LAHCFD's legal representative, 4.1) use the Santa Clara County Community Wildfire Protection Plan for service development, 5.1) bring LAHCFD's contracting under the purview of the County Director of Procurement with review by County Counsel, and 5.2) digitize records with storage in a central repository. The Board of Supervisors approved the review excluding Recommendation 1.2 suspending the delegation of authority to the LAHCFD Commission. Since that time, the Commission has made efforts to institute the other recommendations with support from County staff and as documented in monthly reports to the Management Audit Division. These changes have in essence restructured some of the services provided by the district and the manner in which they are provided; however, the governance of the district has remained unchanged, and the Commission continues to retain authority to make decisions on behalf of the Board of Supervisors for LAHCFD. However, ultimately, the Board of Supervisors has the final determination of whether the Commission shall retain that authority based on the discharge of its duties.

There is also the potential for LAHCFD to enhance public safety services in the County by annexing four areas that currently lack an identified fire protection and emergency response provider. In four cases, LAHCFD is the only feasible and capable provider of services or is the only agency positioned to annex the territory and contract with another agency for services.

SFD

SFD has contracted with CCFD for services since 2006. The 2010 Countywide Fire Service Review and the 2014 Special Study: Saratoga Fire Protection District both indicated that duplicative costs and efforts could be reduced by dissolving the district and consolidating with CCFD. The 2014 study identified the potential for between \$82,600 and \$151,800 in cost savings should SFD be dissolved and annexed into CCFD. Beyond cost savings, the 2014 study identified that reorganization "promotes public access and accountability for community service needs and financial resources" in a number of ways. Additionally, there would be no change in the current provision of fire protection services to the former SFD service area. At the time this study was completed, the district was opposed to a reorganization of this nature. This review affirms that there are redundancies in the current service structure that could be more efficient with just one fire district serving the area.

SCFD

The southern region of Santa Clara is served by SCFD and the cities of Gilroy and Morgan Hill. These agencies each play an integral role in the other's services, as the jurisdictions experience a degree of isolation from external service providers and rely primarily on themselves or each other to furnish the necessary resources to handle almost all emergencies, except for the most severe ones, without assistance from external sources.

The combination of geographical isolation and financial constraints that hinder any single jurisdiction from affording a service level with adequate resources and staff to handle all service calls independently, makes a cooperative service delivery model the most favorable long-term option for all three jurisdictions. This model maximizes the utilization of their combined resources, ensuring optimal operational and fiscal effectiveness and efficiency.¹⁸

As such, the three agencies have practiced significant collaboration, planning, and resource sharing. In 2016, the three agencies entered into a boundary drop agreement to respond to emergency calls in each other's jurisdictions. The agencies have also instituted several practices to maximize efficiency in administration and operations. SCFD and Morgan Hill operations, support, and dispatch are co-located, and they currently share funding for several positions: Heavy Equipment Mechanic, Emergency Medical Services Chief, Staff Services Analyst, Battalion Chief, and Administrative Chief. The three agencies have also conducted joint planning through a Standard of Coverage Assessment in 2019.

¹⁸ Standards of Cover Assessment, 2019, p. 5.

The Standards of Coverage Assessment found that “a cooperative fire service model that maximizes utilization of the combined three fire agency jurisdictions’ resources is the best alternative going forward for efficient and cost-effective delivery of fire services in south Santa Clara County.”

There are further opportunities to better share and leverage resources and develop cohesive response in the region:

- Possibly enter into a Memorandum of Understanding outlining the three agencies’ commitment to providing long-term cooperative fire services.
- Establishment of a joint strategic planning team with policy-level direction “to evaluate potential cooperative service elements for approval by the respective policy bodies, and then to conduct the detailed implementation planning necessary.”¹⁹
- Gilroy may contract with CAL FIRE, thus making the region served by a single entity for consistency and cohesiveness of response and ease of communication. Additionally, with all three agencies served by CAL FIRE, they may have greater negotiation power for contracts.
- In the long-term, the agencies may wish to consider annexation of Morgan Hill and Gilroy fire services into SCFD to fully maximize efficiencies and effectiveness.

¹⁹ Standards of Cover Assessment, 2019, p. 10.

There are several areas that are presently outside of a local fire provider but within the vicinity of SCFD. There is the potential for SCFD to enhance public safety services in the County by annexing several areas that currently lack an identified fire protection and emergency response provider. In many cases, SCFD is the only feasible provider of services or is the only agency positioned to annex the territory and contract with another agency for services.

Section IV: AGENCY PROFILES

Introduction

This section provides a profile of the agencies providing fire and rescue services to Santa Clara County. Each fire agency provided information for the AP Triton Team to review and analyze.

Agencies were asked to evaluate the condition of their apparatus and facilities using an AP Triton rating tool. Apparatus and other vehicles, trained personnel, firefighting and emergency medical equipment, and fire stations are the essential capital resources for a fire department to carry out its mission. No matter how competent or numerous the firefighters are, if appropriate capital equipment is not available for operations personnel, it would be impossible for a fire agency to perform its responsibilities effectively. The essential capital assets for emergency operations are facilities, apparatus, and other emergency response vehicles.

Fire stations play an integral role in delivering emergency services for several reasons. A station's location will dictate response times to emergencies to a large degree. A poorly located station can mean the difference between confining a fire to a single room and losing the structure or survival from sudden cardiac arrest. Fire stations also need to be designed to adequately house equipment and apparatus and meet the needs of the organization and its personnel.

Fire station activities should be closely examined to ensure that the structure is adequate in size and function. Examples of these functions can include the following:

- Kitchen facilities, appliances, and storage
- Residential living space and sleeping quarters for on-duty personnel (all genders)
- Bathrooms and showers (all genders)
- Training, classroom, and library areas
- Firefighter fitness area
- The housing and cleaning of apparatus and equipment, including decontamination and disposal of biohazards
- Administrative and management offices, computer stations, and office facilities
- Public meeting space

In gathering information from each of the agencies, Triton asked the fire department to rate the condition of their fire stations using the criteria from the following figure. The results are displayed under the Fire Station section for each agency.

Figure 20: Criteria Utilized to Determine Fire Station Condition

Excellent	Like new condition. No visible structural defects. The facility is clean and well maintained. The interior layout is conducive to function with no unnecessary impediments to the apparatus bays or offices. No significant defect history. Building design and construction match the building's purposes. Age is typically less than 10 years.
Good	The exterior has a good appearance with minor or no defects. Clean lines, good workflow design, and only minor wear on the building interior. The roof and apparatus apron are in good working order, absent any significant full-thickness cracks or crumbling of apron surface or visible roof patches or leaks. Building design and construction match the building's purposes. Age is typically less than 20 years.
Fair	The building appears structurally sound with a weathered appearance and minor to moderate non-structural defects. The interior condition shows normal wear and tear but flows effectively to the apparatus bay or offices. Mechanical systems are in working order. Building design and construction may not match the building's purposes well. Showing increasing age-related maintenance but with no critical defects. Age is typically 30 years or more.
Poor	The building appears to be cosmetically weathered and worn with potential structural defects, although not imminently dangerous or unsafe. Large, multiple full-thickness cracks and concrete crumbling on the apron may exist. The roof has evidence of leaking and multiple repairs. The interior is poorly maintained or showing signs of advanced deterioration with moderate to significant non-structural defects. Problematic age-related maintenance and major defects are evident. It may not be well-suited to its intended purpose. Age is typically greater than 40 years.

For fire apparatus, Engines and Truck apparatus was the primary focus with other apparatus, such as medics, rescues, and command units captured in a separate portion of the table. For the purpose of this report, Engine and Truck apparatus are defined as:

- **Engine:** An apparatus with the capability of carrying and pumping water. The apparatus typically carries the tools necessary to assist the firefighters in solving most problems they face, including medical emergencies.
- **Truck:** An apparatus with a fixed aerial ladder, a large assortment of ground ladders and may or may not have the capability of pumping water. The apparatus typically carries specialty tools to assist in search, rescue, and other “truck functions” defined by the agency.

The following figure represents the evaluation criteria for each agency's apparatus.

Figure 21: Apparatus and Vehicles Evaluation Criteria

Evaluation Components		Points Assignment Criteria	
Age:		One point for every year of chronological age, based on in-service date.	
Miles/Hours:		One point for each 10,000 miles or 1,000 hours	
Service:		1, 3, or 5 points are assigned based on service-type received (e.g., a pumper would be given a 5 since it is classified as severe duty service).	
Condition:		This category takes into consideration body condition, rust interior condition, accident history, anticipated repairs, etc. The better the condition, the lower the assignment of points.	
Reliability:		Points are assigned as 1, 3, or 5, depending on the frequency a vehicle is in for repair (e.g., a 5 would be assigned to a vehicle in the shop two or more times per month on average, while a 1 would be assigned to a vehicle in the shop on average of once every 3 months or less.	
Point Ranges		Condition Rating	Condition Description
Under 18 points		Condition I	Excellent
18–22 points		Condition II	Good
23–27 points		Condition III	Fair (consider replacement)
28 points or higher		Condition IV	Poor (immediate replacement)

1 Gilroy Fire Department

Agency Overview

Gilroy Fire Department provides fire protection and the ability for medical transport to a population of 59,520 in 16.5 square miles. It operates three stations with a total of 44 personnel. A fourth station operates 12 hours per day with plans to be fully operational by November 2023.

Background

Gilroy Fire Department established a Strategic Plan in 2020 and a Standards of Cover in 2019. Both documents have been adopted by Gilroy elected officials.

The City earned a Public Protection Classification (PPC) rating of 2/2Y from the Insurance Services Office (ISO) in May 2021. ISO measures various data elements to determine the PPC for a community. The PPC rating is based on an evaluation of three main components: the fire department, the water system, and the communications center. Insurance companies often subscribe to ISO's services to retrieve the PPC rating for a community. The PPC rating plays a significant role in determining insurance rates for properties within that community. A lower PPC rating indicates a higher level of fire protection and can result in lower insurance premiums for property owners.

The Fire Chief's top three critical issues:

- Staffing: Gilroy Fire is currently operating with two firefighter vacancies; two firefighters have been hired but won't be available for staffing until January 2024.
- Aging stations and fleet.
- Maintenance of an aging fleet, however, the recent purchase of two type 1 engines is reducing the concerns of the aging fleet.

The Fire Chief's top three opportunities to increase value and/or efficiency for the public:

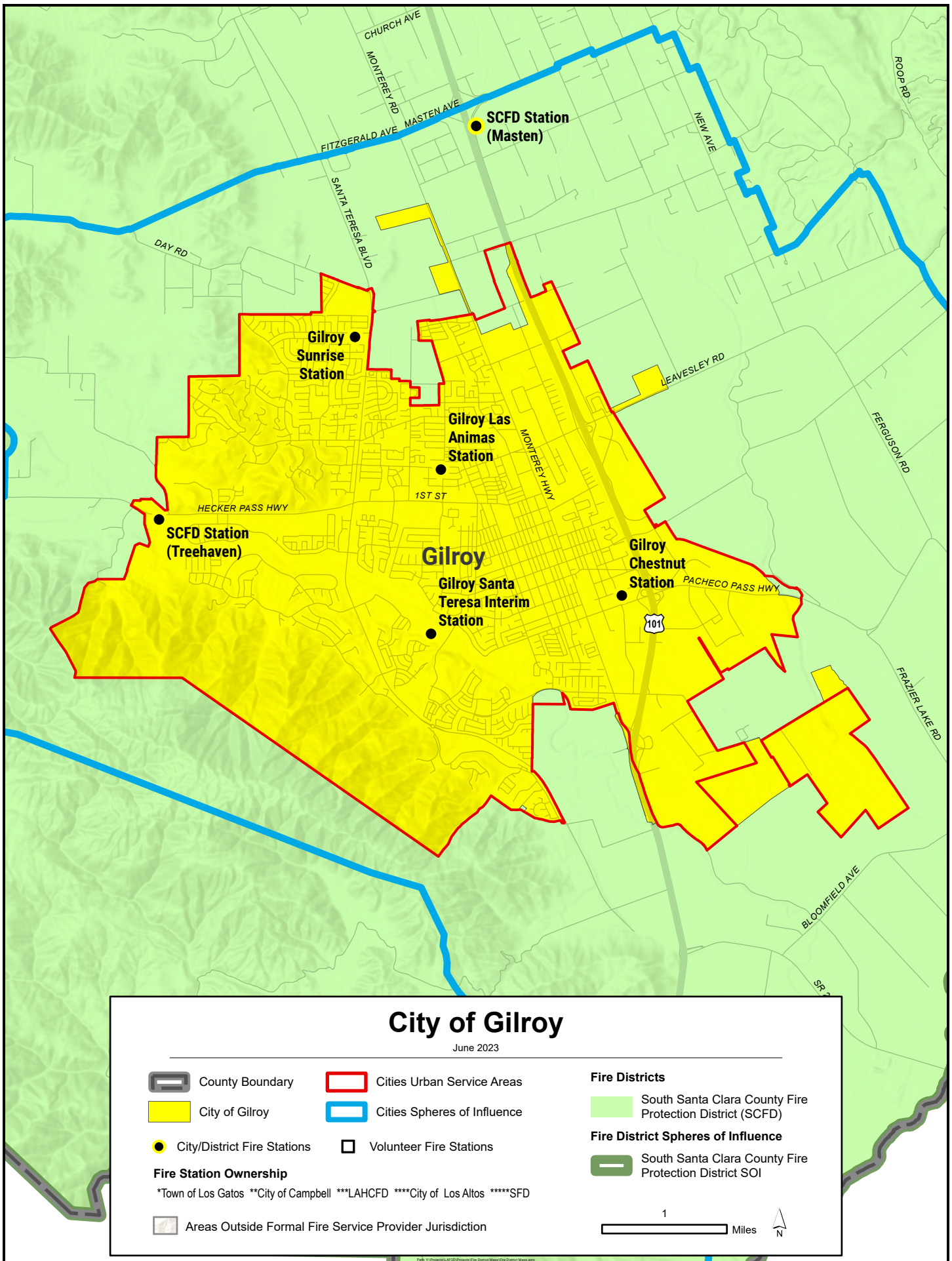
- Increase recruitment and retention incentives to attract new firefighters and prevent attrition.
- Replace aging fleet to prevent engine breakdowns during emergency responses. With the recent purchase of two new engines, all three permanent stations have nearly new apparatus.
- Build a permanent fourth fire station.

Boundaries and Sphere of Influence

The City of Gilroy is located in the southern portion of Santa Clara County at the intersection of Highways 101 and 152. The city is entirely surrounded by unincorporated territory and spans 16.55 square miles, while its Urban Service Area (USA) spans 15.6 square miles. The city's USA and municipal boundaries are nearly contiguous except for five small unincorporated islands and some incorporated areas located outside the City's USA

The city's Sphere of Influence (SOI) encompasses 57.51 square miles. The city's SOI expands well beyond its city limits in all directions. The 2015 City Service Review notes that the city's SOI was not a commitment to staging urban expansion but rather a planning tool for LAFCO to use as a framework in considering expansion actions. The city's SOI was last reviewed in 2015 and was reaffirmed without change at that time.

Figure 22: City Gilroy Map



Type & Extent of Services

Services Provided

Gilroy Fire Department provides a full range of services for its residents, including the ability to provide ambulance transport when the system demand is excessive. The following figure represents each of the services and the level performed.

Figure 23: Overview of Services Provided

Service	Y/N	Level
Fire Suppression	Yes	
Wildland Fire Suppression	Yes	Structural and Wildland based suppression (Type 3 and 6)
Statewide Mobilization	Yes	Available for Cal OES mobilization
EMS First Response	Yes	Paramedic (ALS)
Ambulance Transport	Yes	Capability to transport if the system is busy
Specialized/Technical Rescue	No	
HazMat Response	Yes	
Fire Inspection/Code Enforcement	Yes	Fire Marshal is assigned to the Community Development Department
Plan Reviews	Yes	
Public Education/Prevention	Yes	
Fire & Arson Investigation	No	

Service Area

Gilroy Fire Department is a municipal fire department statutorily responsible for fire and emergency services within the city limits. It also has a dropped border agreement to respond automatically into the City of Morgan Hill and SCFD.

Collaboration

- Agreement to participate in countywide mutual aid.
- Agreement with Sunnyvale Department of Public Safety to send employees to Sunnyvale Department of Public Safety for an entry-level fire training academy in 2022.
- Agreement with Santa Clara County Emergency Medical Services Agency to operate ALS-level first response and ambulance transport.

- The City of Gilroy is a partner in an operational agreement with the City of Morgan Hill and SCFD to drop borders and send the closest appropriate available resource and BC regardless of jurisdiction. This agreement was revised in July 2016 and shall continue in full force and effect unless terminated as provided in the agreement.

Joint Powers Agreements (JPAs)

- JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.

Contracts to Provide Services to Other Agencies

- Gilroy entered into an agreement with California Office of Emergency Services (Cal OES) on May 3, 2021, to provide staffing on a type 6 engine for mutual aid requests in exchange for Cal OES providing a temporary transfer of the type 6 engine to the City of Gilroy. The agreement is effective with no termination date, however, either party can terminate the agreement with 14 days written notice.

Contracts for Service from Other Agencies

- None identified.

Governance & Administration

The City of Gilroy functions under the Council-Administrator form of government. The City Council, made up of seven members, including the Mayor, is the governing body and is elected directly by the voters. The Council appoints the City Administrator, and the Fire Chief reports to the City Administrator.

Figure 24: Fire Department Organizational Chart

Accountability for Community Services—Transparency

The following figure identifies the efforts to meet state laws designed to ensure transparency and accountability.

Figure 25: Transparency and Accountability

Transparency and Accountability	Available
Agency website ²⁰	Yes
Adopted budget available on website	Yes
Notice of public meetings provided	Yes
Agendas posted on website ²¹	Yes
Public meetings are live streamed	Yes
Minutes and/or recordings of public meetings available on website	Yes
Master Plan (fire service specific) available on website	Yes
Strategic Plan (fire service specific) available on website	Yes
Community Risk Assessment and Standards of Cover documents available on website	Yes
SOC performance reports available on website	No
Efforts to engage and educate the public on the services to the community	Yes
Staff and governing board member ethics training and economic interest reporting completed	Yes
Compliance with financial document compilation, adoption, and reporting requirements	Yes
Adherence to open meeting requirements	Yes

Efforts to engage and educate the public on the fire and emergency services to the community consist of participation in local events, ride-alongs, access to fire department planning documents on the city's website, a social media presence on Facebook, and educational programs focused on safety tips, lifesaving and CPR training for use during emergencies, and programming aimed at becoming a HeartSafe Community.

²⁰ As of January 1, 2020, independent special districts are required to maintain websites according to Government Code Sections 6270.6 and 53087.8 to provide the public easily accessible and accurate information about the district. Government Code Section 53087.8 lists what must be included on the website.

²¹ Government Code §54954.2.

In addition to meeting state laws, the City of Gilroy makes efforts to ensure financial transparency through its website. There, financial reports and statements can be accessed and searched for, including budgets, audited financial statements, and other financial forms and policies. The public can also file complaints with the city online, obtain contact information and links to social media sites, pay bills, fill out forms and permits, and gather information about various social services. On the Fire Department's website, the public can make an incident report request via the city's portal. The city abides by Assembly Bill 2257 (Government Code §54954.2), which updated the Brown Act with new requirements governing the location, platform, and methods by which an agenda must be accessible on the agency's website for all meetings occurring on or after January 1, 2019.

Land Use & Population Projections

Land Use

The City of Gilroy has adopted a system of zoning property to guide future development. Its Land Use Element establishes goals, policies, and programs and is designed to plan for future growth strategically. The city's General Plan was adopted in 2020 and provides a vision for the community through 2040. Gilroy focuses on supporting the local economy and growing employment opportunities, allowing more residents to work closer to home. Other high priorities include restoring its downtown, preservation of open space while not limiting growth, and providing housing. Lastly, the General Plan allows flexibility to adjust to economic, environmental, and social change. A breakdown of land use categories is shown in the following figure.

Figure 26: Existing Land Use Percentages²²

Land Use Categories	% of Total Area
Open Space	16.5%
Agriculture	13.4%
Single-Family Residential	21.2%
Multifamily Residential	3.3%
Commercial	6.4%
Industrial	4.85
Institutional, Pubic and Quasi-public	3.75
Parks and Recreation	6.7%
Public Utilities	5.8%
Vacant	18.6%

Current Population

Based on information from the 2020 U.S. Census, the population in Gilroy is estimated at 59,520.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city-level are not yet available. Gilroy is in Superdistrict 14, projected to have a cumulative growth rate of 0.07% between 2020 and 2035, or < 0.01% annually. The growth rate between 2035 and 2050 is expected to increase to 5% cumulatively or 0.32% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income of less than 80% of the statewide annual median household income (i.e., \$60,188).²³ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.²⁴

There are no DUCs in the City of Gilroy.

²² Gilroy Land Use and Community Character, 2014.

²³ Government Code §56033.5.

²⁴ Government Codes §56425(e)(5) and §56430(2).

Financial Overview

City of Gilroy

This section reviews the receipts and disbursements within the General Fund (GF) of the City of Gilroy and considers the impact of revenues from other funds pertinent to the city's operations of its Fire Department.

The City Council establishes goals and objectives regarding service levels to provide City staff with guidance in preparing a biennial operating budget based on a July through June fiscal year. Budget preparations for the subsequent biennial period begin with a review of the service level priorities, community engagement, and outreach, and results in an updated draft of the second year's budget. The final budget presentation to City Council takes place no later than May. A five-year Capital Improvement Plan review is conducted in the years opposite the budget presentations to allow the staff to focus their efforts on each process.

General Fund Recurring Revenues and Expenses

A significant amount of GF information was reviewed to develop a financial trend analysis for the five-year period. This review of the historical information of GF revenues revealed revenues increased from \$53,263,450 in FY 2018 to \$55,668,131 in FY 2019, an approximate 4.5% increase.²⁵ This was followed by a significant decline in revenues in FY 2020 (\$50,715,267), approximately 9% in total, as a result of the COVID-19 pandemic. Revenue growth sufficient enough to return to pre-pandemic levels occurred in FY 2021. In FY 2022, a significant one-time spike in revenues was from the receipt of the American Rescue Plan Act (ARPA) funding from the federal government.

Sales tax revenues are the most significant source of GF revenues, followed by property tax revenues. Sales tax revenues have increased from \$18,827,000 in FY 2018 to \$18,907,000 in FY 2022, returning to the pre-pandemic levels after falling by \$4,000,000 between FY 2019 and FY 2021. Property values have increased from \$8.1 billion in 2018 to \$9.8 billion in 2021, a 21% increase in that period. Combined, these two sources account for approximately 60% of General Fund Revenues. Other sources of revenue include transient occupancy taxes, charges for services, licenses, fines, and forfeitures, charges to other funds, franchise fees, use of property and money income, and other sources.

²⁵ FY 2020/FY 2021 Adopted Budget.

As previously indicated, the city's GF expends funds for general government services. These include general government services, public safety, including police and fire departments, recreation services, community development, public works, and minor capital outlay expenditures.

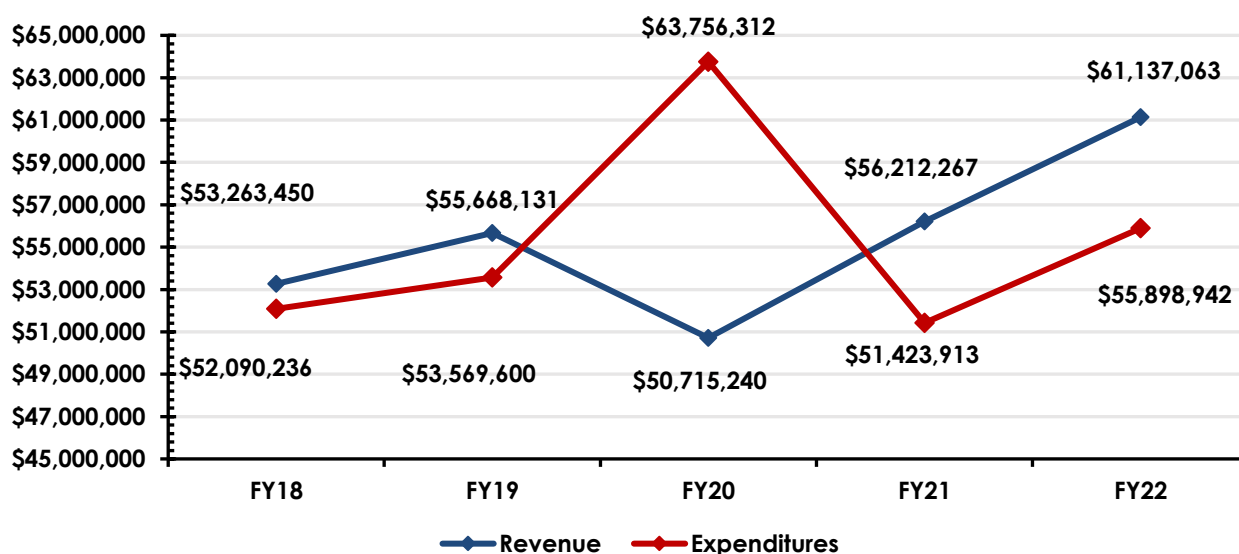
The GF has typically produced a surplus, but in FY 2020, significant transfers from the GF to other funds and the approximate \$5,000,000 reduction in GF revenues led to the use of reserve balances to balance revenues with expenditures. The City Council established a requirement for the GF to maintain a reserve balance of 20% of annual expenditures and an additional 10% for economic uncertainties. The COVID-19 pandemic had a significant effect on the city's GF operations in FY 2020. The following figures indicate the impact of reduced sales tax revenue due to the COVID-19 pandemic.

Figure 27: City of Gilroy Summarized General Fund Revenues & Expenses, FY 2018–FY 2022

Revenue/Expenses	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Adopted FY 2022
Revenue	53,263,450	55,668,131	50,715,240	56,212,267	61,137,063
Expenditures	52,090,236	53,569,600	63,756,312	51,423,913	55,898,942
Surplus (Deficit)	1,173,214	2,098,531	(13,041,072)	4,788,354	5,238,121

The preceding information displayed graphically indicates the impact of the pandemic on the city's sales tax revenues.

Figure 28: Summarized General Fund Revenues and Expenses, FY 2018–FY 2022



Gilroy Fire Department

Gilroy Fire Department operates through two separate divisions—Fire Administration and Operations Division, with the Operations Division containing Field Operations, EMS, and Training.

Salaries and benefits are approximately 87% of the operating costs of Gilroy Fire Department. The city and the Department participate in the CalPERS pension system. The city has incurred a significant unfunded actuarial liability (UAL) balance on its pension obligations. Annual payments on this UAL are projected to increase through the year 2030 and will continue to represent a very significant portion of the Gilroy Fire Department's pension costs. In addition, Other Post Benefit Cost liabilities (OPEB) have also continued to increase.

Gilroy Fire Department receives funding for its various expenses through an allocation of GF revenues. The GF receives revenues generated by the fire department, including fire permits, planning fees, and false alarm fees.

The following figure summarizes Gilroy Fire Department operating expenses requiring funding from the GF from FY 2018 through FY 2022.

Figure 29: Gilroy Fire Department Operating Expenses, FY 2018–FY 2022

Revenue	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Budgeted FY 2022
Expenses by Division					
Fire Administration	1,125,895	1,310,691	1,359,546	1,397,571	1,769,641
Operations Division	8,757,813	9,459,368	9,336,197	10,277,397	10,382,790
Expenditures	9,883,708	10,770,059	10,695,743	11,674,968	12,152,431

Financial Projections

City of Gilroy

The city is facing economic challenges as its CalPERS pension cost payments will continue to rise. Absent a refinancing of these costs at a lower annual cost and/or the creation of an additional revenue stream, growth in GF operating expenditures may be limited by the Council's GF reserve requirements. Revenues are projected to increase by 2% annually, with expenditures increasing by 1% annually. The following figure summarizes the projected growth in GF revenues and expenses between FY 2023 and FY 2027 based on the analysis of the trends observed in analysis of the historical information.

Figure 30: Gilroy General Fund Summarized Projected General Fund Revenues & Expenditures

Revenue/Expenses	FY 2023 ²⁶	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	56,320,594	57,447,006	58,595,946	59,767,865	60,963,222
Expenditures	57,428,222	58,002,504	58,582,529	59,168,355	59,760,038
Surplus (Deficit)	(1,107,628)	(555,498)	13,417	599,510	1,203,184

Gilroy Fire Department

Projected expenditures of the Gilroy Fire Department will be constrained by the revenue streams of the city and by the funds generated from the revenues for the services the department provides to the community.

Capital Planning

City staff prepare a five-year Capital Improvement Program to identify infrastructure and other projects and identify the source of funding for each. This is completed in the years opposite the biennial budget process.

Demand for Services and Performance

Gilroy Fire Department is an urban system that provides aid services to other communities when requested. Dispatch data was provided by the agency, but it did not provide any National Fire Incident Reporting System (NFIRS) data. Therefore, NFIRS data was requested from the California State Fire Marshal's Office from the publicly available state NFIRS extract. The information was blended and created a reasonably complete data set from January 1, 2018, through June 30, 2022. This analysis focuses primarily on incidents within the statutory response area. The following figure is the overview statistics for Gilroy Fire Department.

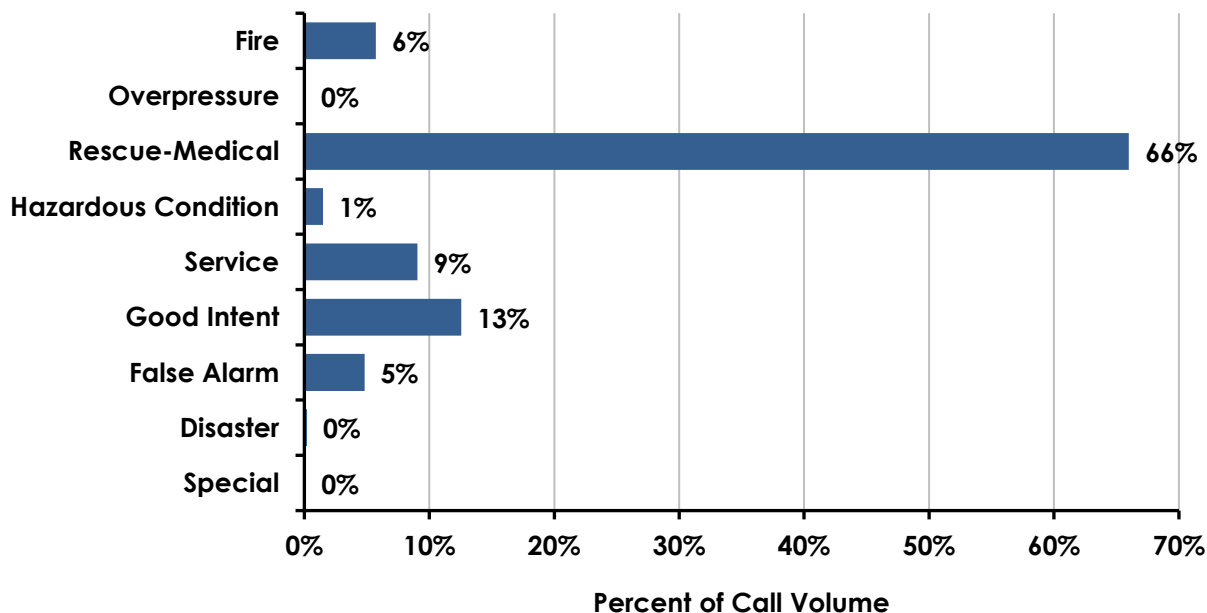
Figure 31: City of Gilroy Overview

Agency	Avg. Annual Incident Vol.	Incidents per 1,000 Population	90th Percentile Total Time
Gilroy Fire Department	5,193	90	10:54

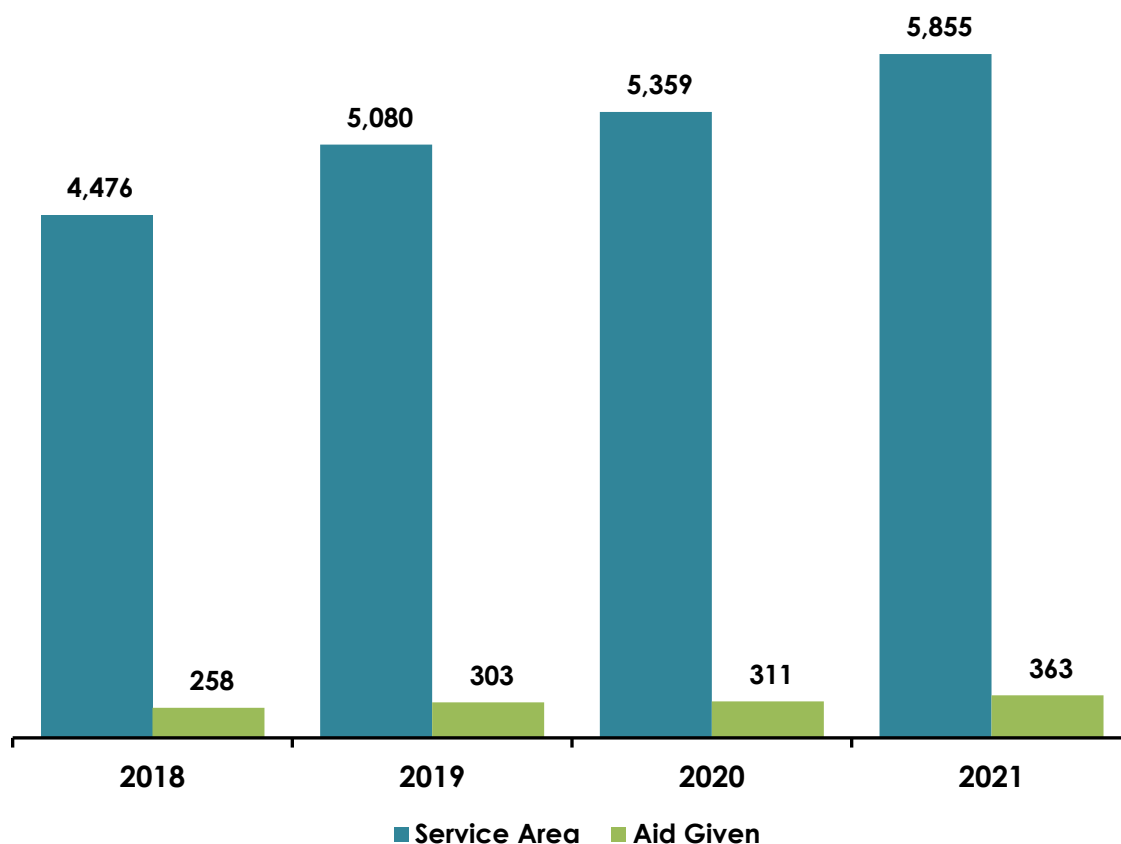
²⁶ FY 2022/FY 2023 Adopted Budget.

Each incident was grouped into the main categories following the NFIRS coding system. Gilroy Fire Department medical and rescue calls, classified in the "300" category of NFIRS, accounted for most of the incident types. These incidents accounted for over 66% of the incident volume. This proportion of incidents as medical calls is like most American fire service agencies. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

Figure 32: Total Incident Responses by Type as a Percentage

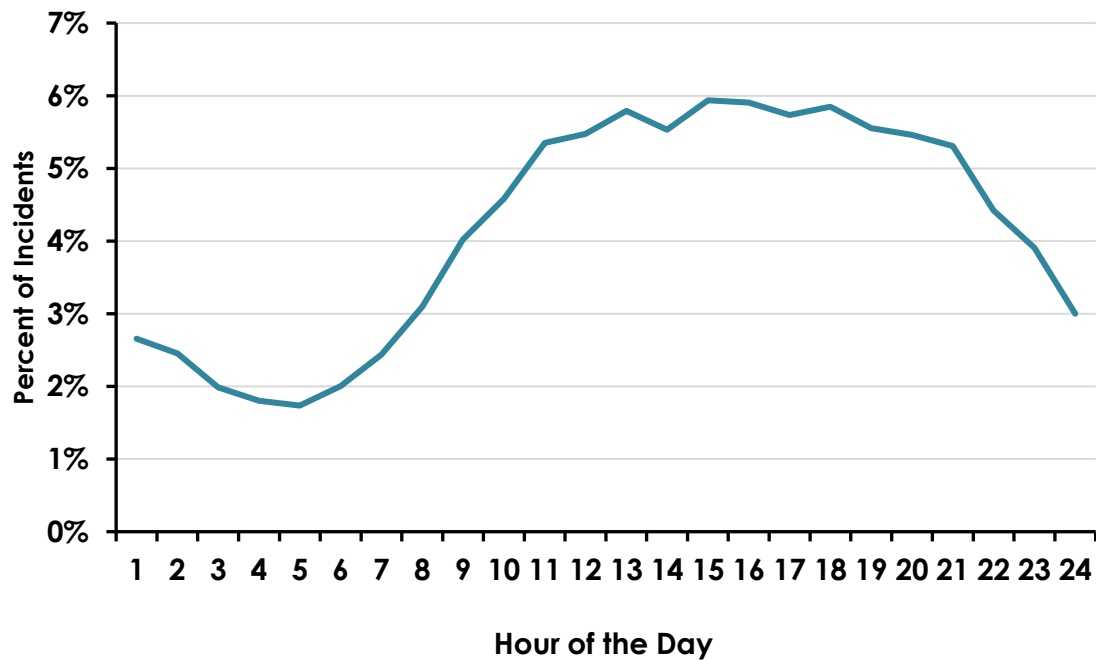


Unlike many of the agencies in this study, the COVID-19 pandemic did not appear to have a dramatic effect on Gilroy Fire Department. The department experienced an average incident growth rate from 2018–2021 of 9%. If this trend continues, the department can expect to double its call volume before 2032. The following figure shows the annual incident volume by year. Aid given includes mutual and automatic aid types provided to neighboring agencies.

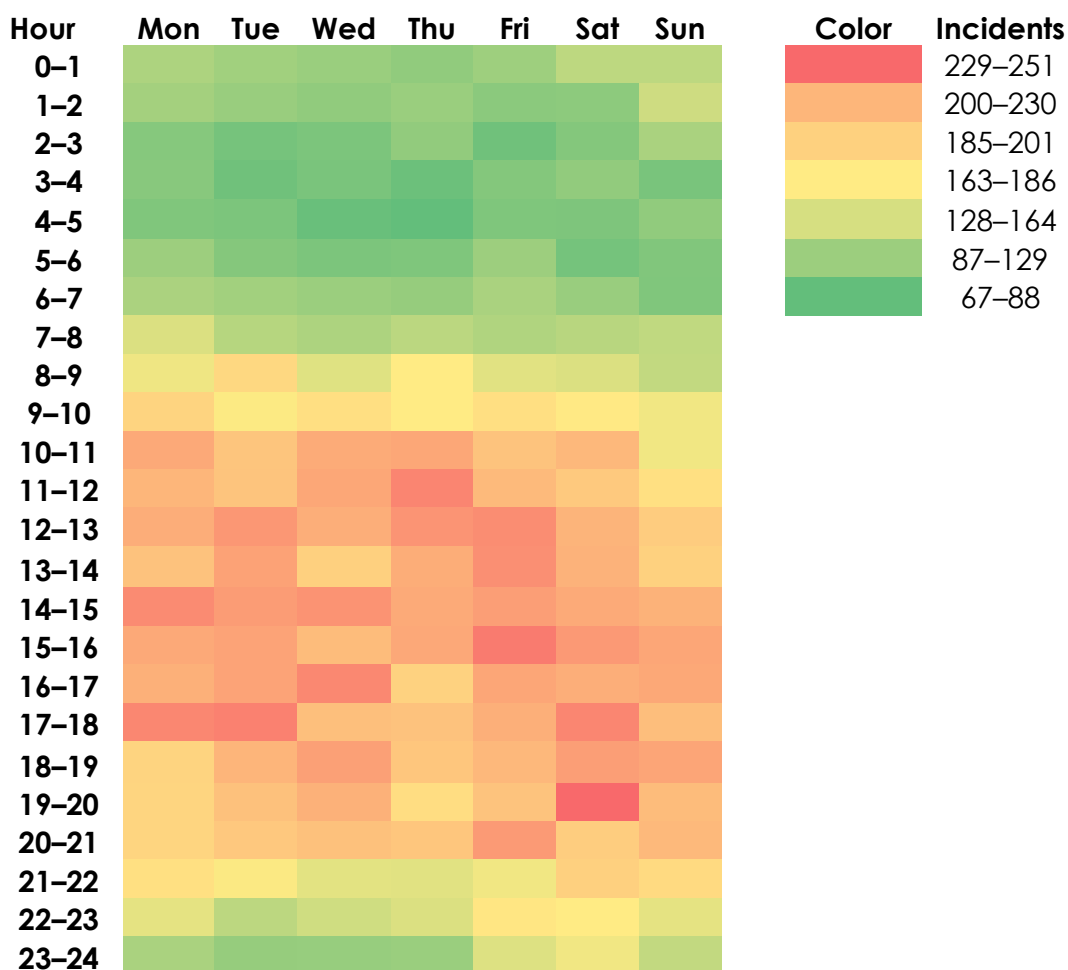
Figure 33: Annual Incident Volume by Year

A temporal study indicated very little seasonality in the response data. The volume fluctuation month to month was less than 1% from the expected variation. This suggests the monthly variation does not appear defined enough to affect overall service demand and delivery.

A study of demand by hour shows that Gilroy Fire Department, like many fire agencies, sees a significant variation by the hour. In fact, over 71% of all incidents happen between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour of the day.

Figure 34: Incident Percentage by Hour

The average daily swing is typical and likely due to the number of awake and active people. However, the day-to-day variation in this information does play a part. The following figure is the incident heat map by the hour and day of the week.

Figure 35: Day and Hour Incident Heat Map

The preceding figure indicates a slightly different picture than the overall hourly evaluation. Monday through Friday are relatively consistent, and the evening hours remain moderately active, with a significant drop after midnight. However, Friday and Saturday appear to be more active later into the evening and night. The overall daily call volume did not vary distinctly, but Saturday was consistently the most and Thursday the least active.

Emergency Response Performance

The performance of Gilroy Fire Department response was also evaluated. The performance times are calculated using only emergent responses or high-priority incidents where units responded with lights and sirens. The 90th percentile is typically used in the fire service and is considered the standard for measuring incident response performance. In addition, only those incidents within the city boundary are evaluated.

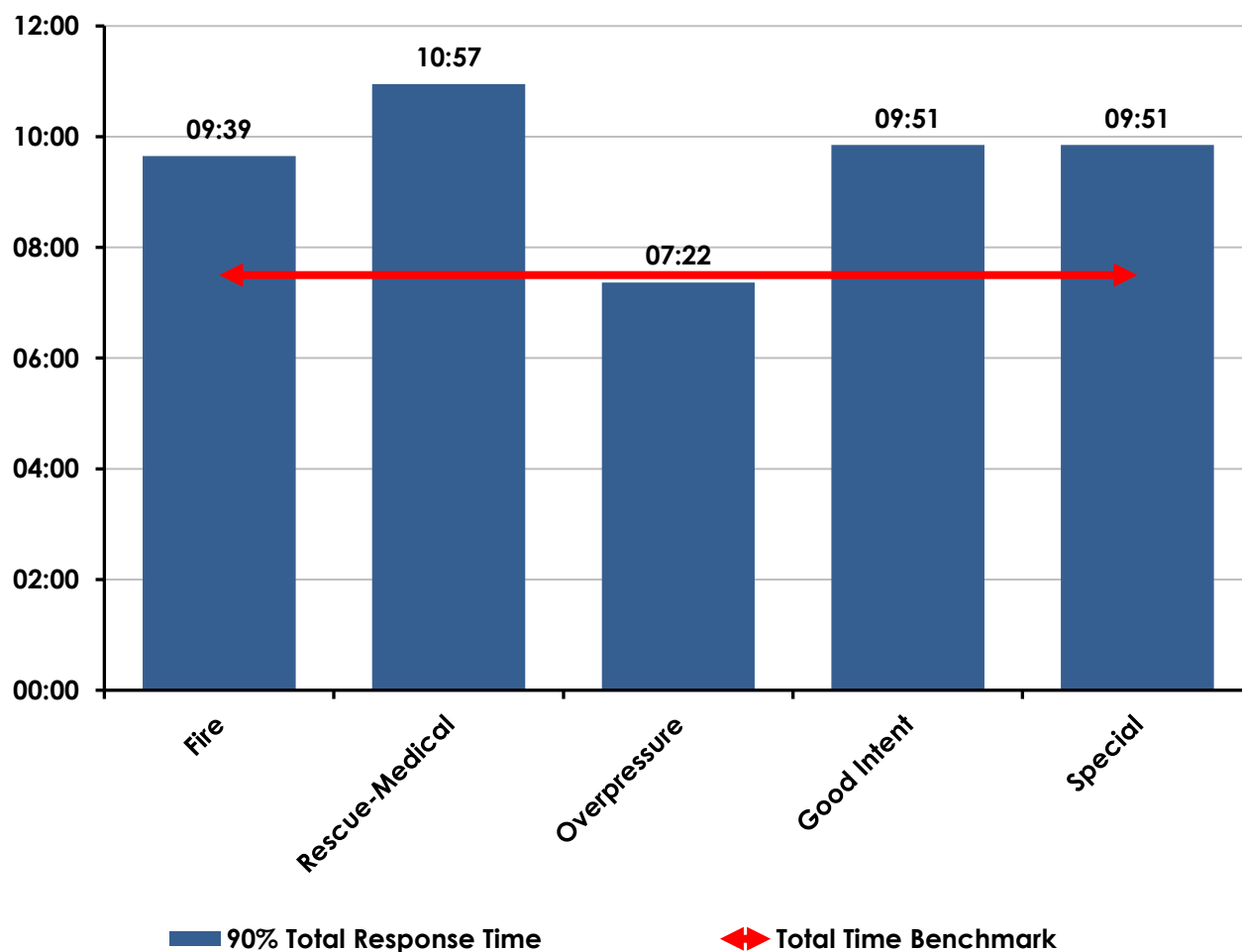
Three unique time segments are included when evaluating an agency's response performance. The first is the time it takes for the dispatcher to answer the 911 call and notify the agency (call processing); the second is the time it takes for the agency to receive the call and go en route to the call (turnout time); and third is the time it takes for the unit to drive to the incident (travel time). All three segments combined make up the **total response time**. For this evaluation, the unit type was not discriminated against, and the first arriving unit was used to determine the total response time.

Gilroy Fire Department completed a Standards of Cover Assessment on November 14, 2019. That study recommended the best practice of a 1-minute, 30-second call processing time, a 2-minute turnout time, and a 4-minute travel time be adopted throughout the city. This was confirmed as the response goal by the department. Therefore, the standard set for GFD is 7 minutes, 30 seconds (7:30) or less total response time 90% of the time. Between January 1, 2018, through June 30, 2022, Gilroy Fire Department's performance for the 8,855 analyzable emergent incidents within the fire response area was a **total response time** of 10 minutes, 54 seconds (10:54) or less, 90% of the time. The following figure shows the adopted standard compared to the performance of the Gilroy Fire Department.

Figure 36: Local Standard vs. Actual Total Response Time Performance

NFPA 1710 Standard	1/2018–6/2022 Performance
7:30 or less, 90% of the time	10:54 or less, 90% of the time

Each call type may have a variable in performance. For example, questioning the caller to get appropriate information may take more or less time. In addition, it may take longer for crews to respond depending on the personal protective equipment to be worn, which varies with the type of incident. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 37: Emergent Incidents 90th Percentile Total Response Times, January 2018–June 2022

The final analysis investigated the unit usage for all apparatus within the system. Three dimensions are studied in this report. The first dimension is the unit hour utilization (UHU). This number represents the time a unit was committed to an incident as a percentage of the total time they were on duty. The next is the average time a unit was committed to an incident. And finally, the average number of incidents a unit was deployed daily.

Gilroy Fire Department primarily staffs three engines out of the three stations. In addition, several units were listed as cross-staffed units at each station. While the staffing levels were listed as three on the primary engine, it was unclear whether the cross-staffed units were also sent or the entire crew moved from apparatus to apparatus. Therefore, the primary engine at each station was evaluated separately, and the cross-staffed units combined. The cross-staffed apparatus included a truck and four additional engines. One apparatus, Engine 648, had only one response in the data, and Engine 50 appears to have been placed in service sometime in 2021. The following figure shows the general statistics for each frontline unit within the Gilroy Fire Department system.

Figure 38: Gilroy Fire Department Unit Usage

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
B47	2.0%	27 Minutes	1.1
E47	8.8%	24 Minutes	5.2
Sta. 47 Cross Staffed	2.1%	27 Minutes	1.1
E48	8.0%	22 Minutes	5.2
E49	3.9%	22 Minutes	2.5
Sta. 49 Cross Staffed	0.6%	22 Minutes	0.4

Both Engine 47 and Engine 48 appear to be moderately busy. However, Station 47/ Chestnut Station has two units cross-staffed with the three personnel assigned to the station. The Station 47/Chestnut Station crew has an hour utilization of 10.9%. This station's first due area will continue to have difficulty in meeting the 90th percentile response standard since they are committed on emergencies 10.9% of the day already.

Staffing

The following figure shows the total number of personnel for the Gilroy Fire Department. The Building Department manages Fire Prevention for the City of Gilroy.

Figure 39: Staffing

Assignment	Staffing
Uniformed Administration	4
Non-Uniformed Administration	2
Fire Prevention	0
Operations Staff	38
Emergency Communications	0
Volunteers, Reserve, On Call	0
Total Personnel	44

The following figure shows the daily operational staffing at each station and on each unit in the station. Operations staff have three shifts, each working a 48/96 schedule (48 hours on-duty/96 hours off-duty).

Figure 40: Daily Operational Staffing

Station	Daily Staffing	Unit Staffing
Chestnut	4	Engine (3), Division Chief (1) ²⁷
Las Animas	3	Engine (3)
Sunrise	3	Engine (3)
Santa Teresa ²⁸	2	Brush Engine (2) 12 or 24 hours
Total	9-12	Minimum of 9 on 24-hour shift

Gilroy operates with a minimum staffing of nine personnel each day working the 24-hour shift schedule. The interim station (Santa Teresa) is staffed with two personnel when staffing and budget permits.


²⁷ Division Chiefs work a 40-hour week, however there is one assigned 24/7. If the DC lives in the city, they are allowed to respond from home after hours.

²⁸ Santa Teresa is an interim station. Gilroy continues to strive to increase staffing to three for a full 24 hours and desires to construct a permanent fire station.


Facilities & Apparatus

The following figure outlines the basic features of each of the City of Gilroy's fire stations. The condition of each station is rated based on the criteria identified in the introduction to this section of the report.


Figure 41: Gilroy Fire Department Stations

Station Name/Number:		Chestnut				
Address/Physical Location:		7070 Chestnut St, Gilroy, CA				
		General Description:			This 51-year-old station does not meet the needs of a modern fire station.	
Structure						
Date of Original Construction		1971				
Seismic Protection		No				
Condition (from rating sheet)		Poor				
Number of Apparatus Bays		Drive-through Bays		3	Back-in Bays	0
Length of each Apparatus Bay		60 feet				
Facilities Available						
Sleeping Quarters		4	Bedrooms	8	Beds	Dorm Beds
Current daily staffing		3				
Maximum staffing capability		4				
Kitchen Facilities		2				
Bathroom/Shower Facilities		Yes				
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-47	3	Type 1 Engine				
T-47	3CS	Truck				
E-647	2CS	Type 6 Engine (Patrol)				
Total Daily Staffing:		3				

*Cross-staffed (CS)

Station Name/Number:	Las Animas				
Address/Physical Location:	8383 Wren Ave, Gilroy, CA				
	General Description: This 45-year-old station does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1977				
Seismic Protection	No				
Condition (from rating sheet)	Fair				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0	
Length of each Apparatus Bay	60 feet				
Facilities Available					
Sleeping Quarters	2	Bedrooms		Beds	9
Current daily staffing	3				
Maximum staffing capability	4				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-48	3	Type 1 Engine			
E-348	3CS	Type 3 Engine			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Station Name/Number:	Sunrise Station				
Address/Physical Location:	880 Sunrise Dr, Gilroy, CA				
	General Description: This 18-year-old station meets most needs of a modern fire station.				
Structure					
Date of Original Construction	2004				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay	60 feet				
Facilities Available					
Sleeping Quarters	4	Bedrooms	8	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	4				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-49	3	Type 1 Engine			
E-649	2CS	Type 6 Engine (Patrol)			
RM-49	2CS	Ambulance			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Fire Stations Discussion

One Gilroy fire station was rated in each category of "Good," "Fair," and "Poor." The Chestnut station was rated "Poor" in condition due mostly to its age. The expected lifespan of a fire station is usually 50 years. Gilroy's three fire stations range from 18 years to 51 years old, with an average age of 38 years.

There is a fourth interim fire station operating from 0800 to 2200 with two personnel. While there are plans to construct a permanent fire station in the future, there is currently no funding available for the construction. Funding for this station should be available from the Glen Loma Development Corporation after a certain number of building permits are issued through an agreement between the Corporation and the City.

The following figure summarizes Gilroy's fire stations and their features. The interim station is not included.

Figure 42: Station Configuration and Condition

Station	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Chestnut	3	4	Poor	51 years
Las Animas	2	4	Fair	45 years
Sunrise	2	4	Good	18 years
Totals/Average:	7	12		38 years average

The older Gilroy fire stations do not meet the requirements of modern firefighting. As the firefighting environment has changed, the technology, equipment, and safety systems have changed to meet new demands. Older buildings do not typically have the space or engineering systems to meet that new environment. Modern living also requires much more access to electrical outlets than was expected in older buildings. The older GFD stations are no exception.

For example, older buildings do not meet the requirements due to the need to decontaminate personnel and equipment after many of the responses in the current firefighting context. Every crew member should have access to facilities to decontaminate immediately after a fire event, and showers should allow for gender separation. In addition, there needs to be enough partitioned space to allow for gear and equipment to be thoroughly washed and designed to control contamination in the living and working space of the station.

While all structures require routine maintenance, fire stations require even more due to the continuous occupancy by a minimum of three adults. Multiple departures and returns of heavy apparatus also affect these structures.

Facility Replacement

With two of Gilroy Fire Department's three stations being over forty years old, there should be a facility replacement plan in place. In reviewing the city's current capital improvement budget, there were no fire facilities identified.

Ensuring the stations are in good repair also requires regular maintenance and scheduled replacement of specialized equipment. Plans for updating and repairing systems such as heating and air conditioning (HVAC), generators, roofs, driveways, parking areas, security gates, painting, carpet replacement, and small appliances can keep costs down and buildings in service longer. In addition, establishing a facility replacement and maintenance plan will enable the city to plan for ongoing service for each station more efficiently.

Status of Shared Facilities

Gilroy Fire Department currently has no shared facilities with other fire agencies.

The City of Gilroy is a partner in an operational agreement with the City of Morgan Hill and SCFD to drop borders and send the closest appropriate available resource and BC regardless of jurisdiction. Gilroy operates a standalone dispatch center that does not have a connection to the City of Morgan Hill or SCFD. Operating with a common CAD product would streamline the operation of this agreement and allow for AVL dispatching. Gilroy does participate in the county's Mutual Aid Plan.

Apparatus

Apparatus was evaluated by agency staff based on age, miles/hours, service, condition, and reliability, with the criteria available for reference in the introduction for this section of the report. The recent purchase of two new engines and the planned replacement of additional fleet in 2024 has significantly improved the condition of Gilroy's fleet.

The following figures represent all apparatus and vehicles operated by Gilroy Fire Department.

Figure 43: Gilroy Fire Department Apparatus

Unit	Type	Status	Year	Condition	Features
Engines & Aerial Apparatus					
Engine 47	Type 1 Engine	Frontline	2022	Excellent	1500gpm/600gal.
Truck 47	Truck	Frontline	2004	Poor	1500gpm/400gal./75' aerial
Engine 48	Type 1 Engine	Frontline	2023	Excellent	1500gpm/600gal.
Engine 49	Type 1 Engine	Frontline	2017	Good	1500gpm/600gal.
Engine 348	Type 3 Engine	Frontline	1999	Poor	500gpm/530gal.
Engine 649	Type 6 Engine	Frontline	2007	Fair	120gpm/200gal.
Engine 148	Type 1 Engine	Reserve	2001	Poor	1500gpm/600gal.
Engine 149	Type 1 Engine	Reserve	2007	Poor	1500gpm/600gal.
Engine 647	Type 6 Engine	Reserve	2005	Poor	120gpm/200gal.
Medics/Rescues/Other					
Rescue 49	Ambulance	Frontline	2003	Fair	

Figure 44: Supervisor & Command Vehicles

Unit	Assigned To	Manufacturer	Year	Condition
Admin 1	Admin Captain	Chev. Tahoe	2003	Poor
N/A	Not Assigned	Chev. Suburban	2007	Good
Batt. 47	Div. Chief 2	Chev. Tahoe	2007	Poor
Batt. 47	Div. Chief 4	Chev. Tahoe	2007	Poor
Chief 1	Fire Chief	Ford Explorer	2017	Excellent
Utility 1	Not Assigned	Ford F-350 P/U	2017	Excellent
N/A	Not Assigned	Ford F-550 flatbed	2008	Excellent
Batt. 47	Div. Chief 3	Chev. Tahoe	2008	Poor

Dispatch & Communications

The City of Gilroy Police Department operates the city's 911 Public Safety Answer Point (PSAP) and dispatch center. The center provides service for Gilroy Fire Department and Gilroy Police.

Figure 45: PSAP and Dispatch Center

Item	Description
CAD Application	Sunridge RIMS (2022)
Telephone System	Vesta
Radio System	Digital (Fire is not encrypted)
Fire/EMS Notification	Phoenix G2, Mobile RIMS
Ability for fire agencies to communicate via radio with other fire agencies in the county	Yes
Ability for fire agencies to communicate via radio with police agencies in the county	Yes
Ability for fire agencies to communicate via radio with non-Fire EMS agencies in the county	Yes
Ability for PSAP to communicate CAD-to-CAD (how do you transfer a call to another center)	No
Criteria-based dispatch system in place	No
Formal EMD quality assurance program in place	Yes
Options for non-emergent calls not requiring EMS	Yes
AVL used on fire apparatus	No
AVL used on ambulances & EMS units	No
Do all fire & EMS units have MDTs/MDCs in vehicles	Yes
Closest unit dispatched via AVL	No
No. of 911 calls	24,693
No. of 7-digit incoming calls	66,817

Gilroy FD Service Review Determinations

LAFCO is required to prepare a written statement of determination with respect to six areas as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Based on the criteria described in Section I of this report, the following determinations are proposed for the City of Gilroy fire-related services.

Growth and Population Projections

- 1-1: Based on information from the 2020 U.S. Census, the population in the City of Gilroy is estimated at 59,520.
- 1-2: Gilroy is projected by the Association of Bay Area Governments to have minimal growth through 2050 with a cumulative growth rate of 0.07% between 2020 and 2035, or less than 0.01% annually, and 5% cumulatively between 2035 and 2050 or 0.32% annually.

Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence

- 1-3: There are no disadvantaged unincorporated communities (DUCs) in the City of Gilroy and its SOI.

Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Those Related to Sewers, Water, and Fire in Any DUCs Within or Contiguous to the SOI

- 1-4: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that the City generally has capacity to serve existing demand, as the highest utilization of any unit was 8.8%. However, the Chestnut Station has two units cross-staffed with the three personnel assigned to the station, and the crew has an hour utilization of 10.9%. This station's first due area will continue to have difficulty meeting the 90th percentile response standard as they are already committed on calls 10.9% of the day.
- 1-5: It appears that Gilroy FD staffing is constrained by multiple vacancies resulting in cross staffing of stations and longer response times. Recruiting and maintaining necessary staffing levels is essential to meet existing and projected demand. Additionally, there is an identified need for an additional permanent station to address facility capacity constraints.

- 1-6: The City of Gilroy FD provides an adequate level of services based on the latest ISO rating. However, staffing constraints and the lack of funding to staff a fourth station have historically resulted in extended response times. The recent hiring of additional firefighters has reduced the staffing constraints, however, two of the new Firefighters are not scheduled to begin work until FY24; the city does not meet its response time goal of within 7:30 minutes for 90% of Priority 1 incidents with a response time of 10:54 for 90% of incidents.
- 1-7: Two of Gilroy's stations are older and do not meet the requirements of modern firefighting. One Gilroy fire station was rated in each category of "Good," "Fair," and "Poor." The expected lifespan of a fire station is usually 50 years. Gilroy's three fire stations range from 18 years to 51 years old, with an average age of 38 years. The city has acquired a temporary fourth station; however, it is unclear how long this temporary station will be in use prior to replacement. There is a need for a comprehensive facility replacement and maintenance plan to enable the city to plan for ongoing service for each station more effectively.
- 1-8: The primary challenges to fire services within the City of Gilroy are 1) staffing constraints as GFD is currently operating with firefighter vacancies (two new firefighters are not scheduled to begin work until FY24), 2) aging stations and fleet, and 3) deferred maintenance.
- 1-9: There is a possibility for enhanced efficiency/gained value through 1) increased recruitment and retention incentives to attract new firefighters and prevent attrition, 2) continued replacement of aging fleet to prevent engine breakdowns during emergency responses, and 3) construction of a permanent fourth fire station.
- 1-10: Santa Clara County has an excessive number of PSAPs and Dispatch Centers that are not using a common computer-aided dispatch (CAD) platform or even a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status creating disjointed dispatch services that greatly constrains the potential for efficient dispatch and mutual/automatic aid support. There is a need for a comprehensive feasibility study to determine the best method to address weaknesses in the County's overall emergency communications system.

Financial Ability of Agency to Provide Services

- 1-11: The COVID-19 pandemic had a significant negative impact on the FY 20 General Fund revenue streams with a decline of approximately \$5 million in revenue sources from the previous year, or 9% in total. Gilroy's GF has typically produced a surplus, but in FY 20, coinciding significant transfers from the GF to other funds and reduction in GF revenues led to use of reserves to cover the deficit. Revenues returned to pre-pandemic levels in FY 21 and, in FY 22, spiked due to receipt of the American Rescue Plan Act (ARPA) funding.
- 1-12: The city has incurred a significant unfunded actuarial liability (UAL) balance on its pension obligations. Annual payments on UAL are projected to increase through 2030 and will continue to represent a significant portion of Gilroy FD's pension costs. Other Post Benefit Cost liabilities (OPEB) have also continued to increase.
- 1-13: The city is facing economic challenges as its CalPERS pension payments continue to rise. Absent a refinancing at a lower annual cost and/or creation of an additional revenue stream, growth in GF operating expenditures may be limited by the Council's GF reserve requirements. There are also constraints to funding needed fire-related capital projects as indicated by the lack of identified projects and funding in the city's five-year capital plan.

Status and Opportunities for Shared Services

- 1-14: Gilroy FD practices resource sharing as a member of the regional Mutual Aid agreement and through a JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting. The city also has an agreement with Sunnyvale Department of Public Safety to send employees to Sunnyvale for an entry-level fire training academy and an agreement with Santa Clara County Emergency Medical Services Agency to operate ALS level first response and ambulance transport.

- 1-15: The City of Gilroy is a partner in an operational agreement with the City of Morgan Hill and SCFD to drop borders and send the closest appropriate available resource and BC regardless of jurisdiction. Gilroy operates a standalone dispatch center that does not have a connection to the City of Morgan Hill or SCFD. The time it takes to manually determine if a resource is available complicates the process, adds time to the alarm handling, and may minimize the opportunity to improve the response time for critical emergencies along the borders. Operating with a common CAD product would streamline the operation of the existing agreement and allow for AVL dispatching.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- 1-16: The City of Gilroy meets State laws for transparency and accountability, including making information easily accessible to the public, maintaining a compliant website, providing ethics training and economic interest reporting, following financial reporting requirements, and adhering to open meeting requirements. Beyond meeting State laws, the city makes itself available online for public feedback and requests with the ability to file complaints, obtain links to social media, pay bills, fill out forms/permits, and request incident reports.
- 1-17: Exploring options for alternative structures, such as joint powers authorities combining operations of two or more entities, could potentially bring efficiencies and value-added se. Creating a larger entity with a unified structure can offer benefits such as increased accountability, improved efficiency, and enhanced effectiveness in delivering fire services to the community. Considering the staffing and facility constraints specific to the City of Gilroy, collaborating with the City of Morgan Hill and SCFD to establish a larger entity may hold particular value. This would provide opportunities to pool resources, share expertise, and optimize operations, leading to improved service delivery despite limitations in personnel and facilities.

2 Milpitas Fire Department

Agency Overview

Milpitas Fire Department provides fire protection and advanced life support, emergency medical treatment, and transportation to a population of 80,273 in 13.6 square miles. It operates four fire stations staffed with a total of 82 full-time career personnel.

Background

Milpitas Fire Department completed a Standards of Cover in May 2019 and developed its vision, mission, and established goals and objectives in May 2022. These have not been adopted by the elected officials.

The City earned a Public Protection Classification (PPC) rating of 2 from the Insurance Services Office (ISO) in 2022. ISO measures various data elements to determine the PPC for a community. The PPC rating is based on an evaluation of three main components: the fire department, the water system, and the communications center. Insurance companies often subscribe to ISO's services to retrieve the PPC rating for a community. The PPC rating plays a significant role in determining insurance rates for properties within that community. A lower PPC rating indicates a higher level of fire protection and can result in lower insurance premiums for property owners.

Cost minimization efforts identified by the Fire Chief over the last ten years include a shared Fire Academy on training grounds and training classes with other Bay Area cities.

Potential for facility, personnel, and equipment sharing from the Fire Chief's perspective includes boundary drops and AVL technology that dispatches the nearest apparatus regardless of political boundaries.

The Fire Chief's top three critical issues:

- Project and Program coordination and management for Fire Admin and Line Battalion Chiefs—new fire station, new OES/Training out building, EMS ambulance deployment, fire academies, EMS and facilities contracts, ambulance contracts, Designated Infectious Control Officer, and wildland resource programs.
- Staffing and training of new personnel in Fire Administration, Suppression, and Prevention—50% of the staff are new to Fire with under three years of experience.
- Ambulance Deployment—The need to enhance the ability to provide transport of patients who require immediate care.

The Fire Chief's top three opportunities to increase value and efficiency for the public:

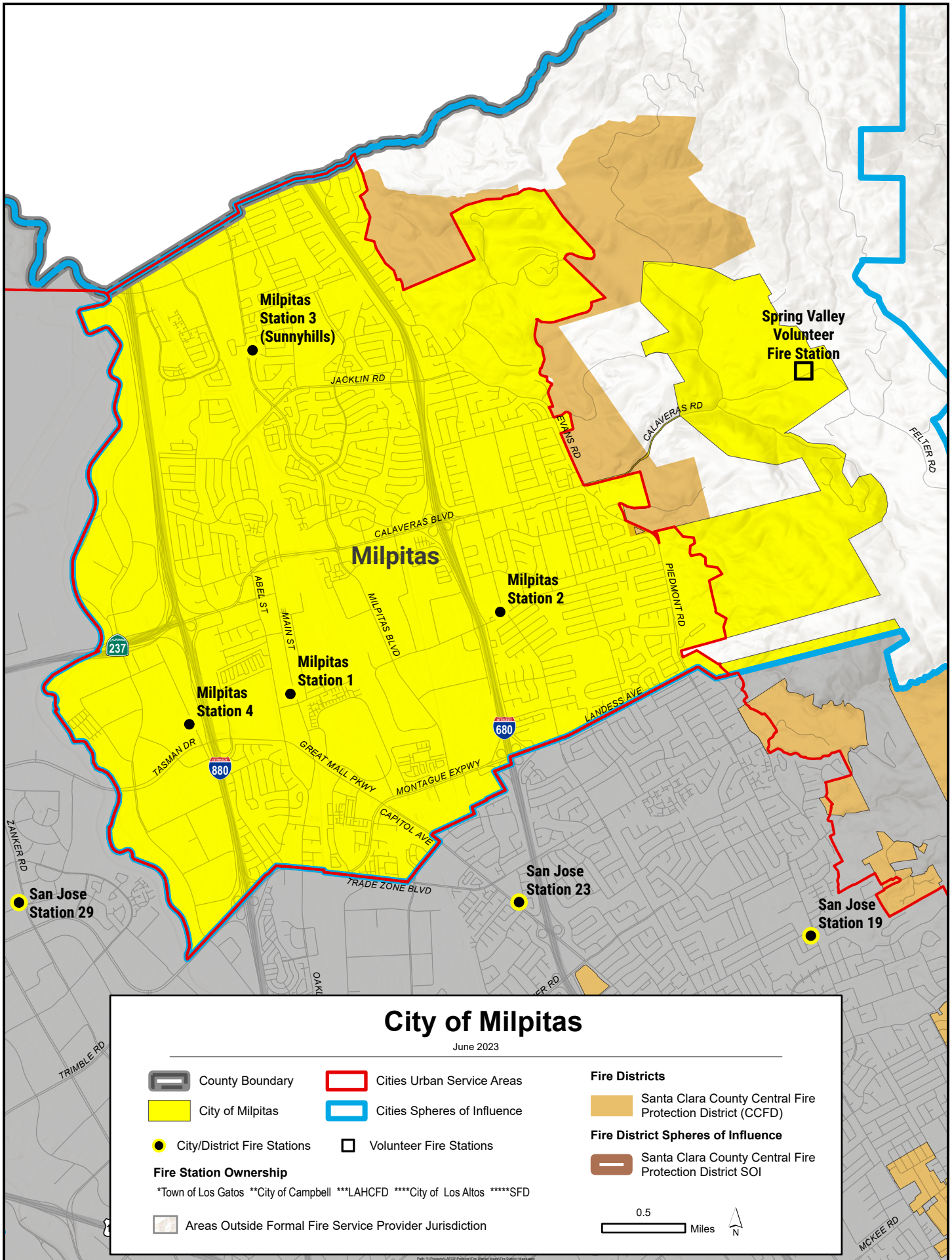
- Staffed ambulances provide enhanced pre-hospital paramedic level services to the community.
- “All hazards” mission of the fire department. MFD strives to provide “big city” services with a much leaner workforce.
- Automatic and Mutual Aid agreements. As the city continues to grow and approves additional high-density residential projects, it would be beneficial to identify potential enhancements to automatic and mutual aid agreements with neighboring agencies.

Boundaries and Sphere of Influence

The City of Milpitas is located in the northern portion of Santa Clara County, surrounded on the west and south by the City of San José, to the east by unincorporated territory, and abuts the Santa Clara-Alameda County line to the north. As of 2022, the city's incorporated area spans 13.55 square miles. The city's Urban Service Area (USA) and city limits are contiguous except for the city's municipal boundary that extends into a largely unpopulated area in the east, north of Piedmont Road.

The city's Sphere of Influence (SOI) encompasses 21.38 square miles. The watershed lands that are owned by the San Francisco Water Department define the eastern side of the SOI boundary. The city limit and SOI boundary are contiguous with the San José city limits to the west and south and the county line to the north. The city's SOI was last reviewed in 2015 and was reaffirmed without change at that time.

Figure 46: City of Milpitas



Type & Extent of Services

Services Provided

Milpitas Fire Department provides a full range of services for its residents, including the ability to provide ambulance transport when the system demand is excessive. The following figure represents each of the services and the level performed.

Figure 47: Overview of Services Provided

Service	Y/N	Level
Fire Suppression	Yes	
Wildland Fire Suppression	Yes	Structural and Wildland Engine-based suppression (Type 3, 5, and 6 Engines)
Statewide Mobilization	Yes	Available for Cal OES statewide mobilization
EMS First Response	Yes	Advanced Life Support, however, they are not the primary provider
Ambulance Transport	Yes	Advanced Life Support
Specialized/Technical Rescue	Yes	Cal OES US&R Type 1 Operational Level, Structural Collapse, Confined Space, High/Low Angle, Trench
HazMat Response	Yes	Awareness level with a minimum of two HazMat Specialists on duty each day
Fire Inspection/Code Enforcement	Yes	
Plan Reviews	Yes	
Public Education/Prevention	Yes	
Fire & Arson Investigation	Yes	

Service Area

The Milpitas Fire Department is a municipal fire department statutorily responsible for fire and emergency services within the city limits.

Collaboration

- None identified.

Joint Power Agreements (JPAs)

- JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.

Contracts to provide services to other agencies

- None identified.

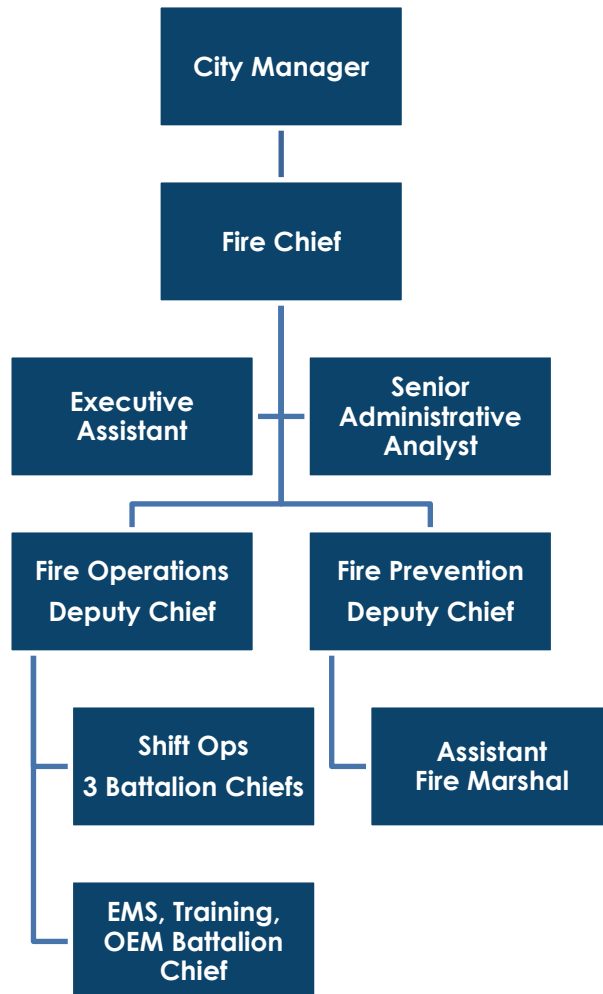
Contracts for Service from other agencies

- None identified.

Governance & Administration

The City of Milpitas functions under the Council-Manager organizational structure. The City Council, made up of five members, is the governing body elected by the voters of Milpitas. The Mayor is elected directly by Milpitas voters, and the Vice Mayor is selected from those on the Council. The Council appoints the City Manager. The Fire Chief reports to the City Manager.

Figure 48: Milpitas Fire Department Organizational Chart



Accountability for Community Services—Transparency

The following figure identifies efforts to meet state laws designed to ensure transparency and accountability.

Figure 49: Transparency and Accountability

Transparency and Accountability	Available
Agency website ²⁹	Yes
Adopted budget available on website	Yes
Notice of public meetings provided	Yes
Agendas posted on website ³⁰	Yes
Public meetings are live streamed	Yes
Minutes or recordings of public meetings available on website	Yes
Master Plan (fire service specific) available on website	No
Strategic Plan (fire service specific) available on website	Yes
Community Risk Assessment and Standards of Cover documents available on website	No
SOC performance reports available on website	No
Efforts to engage and educate the public on the services to the community	Yes
Staff and governing board member ethics training and economic interest reporting completed	Yes
Compliance with financial document compilation, adoption, and reporting requirements	Yes
Adherence to open meeting requirements	Yes

²⁹ As of January 1, 2020, independent special districts are required to maintain websites according to Government Code Sections 6270.6 and 53087.8 to provide the public easily accessible and accurate information about the district. Government Code Section 53087.8 lists what must be included on the website.

³⁰ Government Code §54954.2.

Efforts to engage and educate the public on the fire and emergency services provided to the community consist of participating in local events, tours of the fire stations, and educational programs. The fire department's Public Education Program is intended to educate the public on fire safety issues, much of which is targeted at school-aged children. This programming includes educational presentations on fire safety and prevention subjects to preschool and elementary school-aged children, information demonstration booths and displays at community functions, corporate health fairs, school district science events, station tours and equipment displays, participation in student/government career days, and corporate fire extinguisher safety classes. Milpitas Fire Department has also prepared information bulletins on a variety of subjects relating to fire safety that are accessible on its webpage.

In addition to meeting state laws, the City of Milpitas makes efforts to ensure financial transparency through its website with access to budgets, financial plans, and reports. The city also allows for bill payment online and provides information about its investment and debt management policies, fees, utility rates, and more. The public is also able to make complaints via the city's website, link to its social media sites and online newsletter, and provide feedback on posted topics in its online public forum. The City of Milpitas abides by Assembly Bill 2257 (Government Code §54954.2), which updated the Brown Act with new requirements governing the location, platform, and methods by which an agenda must be accessible on the agency's website for all meetings occurring on or after January 1, 2019.

Land Use & Population Projections

Land Use

The City of Milpitas has adopted a system of zoning property to guide future development. The City's General Plan was adopted in 2021 and replaced the 1994 version. The plan provides an outline to guide the city when making decisions on "growth, development, and conservation of open space and resources, [. . .] consistent with the quality of life desired by the city's residents and businesses" through 2040.³¹

³¹ City of Milpitas General Plan (2021). https://www.milpitas.gov/wp-content/uploads/2021/05/Milpitas-General-Plan-Final_Online-Version.pdf.

The plan is designed to provide the Milpitas City Council and the Planning Commission with a framework to decide how the city will grow in the future relating to land use, transportation, community services, and conservation. The new future land use designations provide a general distribution and location for the different land uses for housing, business, industry, open space, education, public buildings, and other categories. A breakdown of the current land use categories is shown in the following figure.

Figure 50: Existing Land Use Percentages³²

Land Use Categories	% of Total Area
Low Density Residential	16.76%
Medium Density Residential	3.11%
High Density Residential	2.57%
Multifamily Residential	5.86%
Residential	21.6%
Industrial	9.02%
Manufacturing	5.84%
Parks and Open Space	11.09%
Commercial	3.72%
Institutional	2.65%
Mixed Use and Town Center	5.53%
Transportation/Highway Services/Waterways	1.72%
No Land Use Class	10.52%

Current Population

Based on information from the 2020 U.S. Census, the population in Milpitas is estimated at 80,273.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the super district level for Santa Clara County. Population projections at the city level are not yet available. Milpitas is primarily in Superdistrict 12 and a portion is in Superdistrict 9. Superdistrict 12 is projected to have a cumulative growth rate of 17% between 2020 and 2035, or 1.06% annually. The growth rate between 2035 and 2050 is to increase slightly to 30% cumulatively or 2% annually.

³² Mountain View 20 General Plan.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).³³ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.³⁴

There are no DUCs in Milpitas.

Financial Overview

This study will focus on the receipts and disbursements within the General Fund (GF) of the City of Milpitas and will consider the impact of revenues from other funds that are pertinent to the city's operations of its fire department.

The City Council establishes Council Priority Areas regarding service levels to provide City staff with guidance in preparing a one-year operating budget that synchronizes with the annual capital plan. The Council also develops a ten-year GF financial forecast based on a July through June fiscal year. Budget preparations for the subsequent year begin with a review of the service level priorities, community engagement, and outreach, resulting in a draft of the following year's budget being produced. The final budget presentation to City Council takes place no later than the second week in May.

General Fund Recurring Revenues and Expenses

A significant amount of GF information was reviewed to develop financial trend analysis for the five-year period 2017 to 2021. This review of the historical information of GF revenues revealed revenues increased from \$99,123,231 in FY 2018 to \$108,104,033 in FY 2019, approximately 9.1%. This was followed by significant declines in revenues in FY 2020 (\$99,421,870) and FY 2021 (\$98,130,755), approximately 9% in total, as the impact of the COVID pandemic was felt. FY 2022 saw a return to revenue growth sufficient enough to return to pre-COVID levels.

³³ Government Code §56033.5.

³⁴ Government Codes §56425(e)(5) and §56430(2).

Property tax revenues are the most significant source of GF revenues, followed by sales tax revenues. Property tax values have increased from \$17.5 billion in 2017 to \$21.5 billion in 2021, a 23% increase in that time period. Combined, these two sources account for over 60% of GF revenues. Other sources of revenue include transient occupancy taxes, charges for services, licenses, fines and forfeitures, charges to other funds, franchise fees, use of property and money income.

On November 3, 2020, the city's voters approved Measure F to provide funding to maintain the city's finances and services, including police and fire protection, 911 emergency response, and natural disaster preparation; youth, senior, and recreation services; repairing park equipment and maintaining parks and recreation centers; attracting and retaining local businesses. The measure, establishing a 1/4% sales tax, is expected to provide approximately \$6,500,000 annually for eight years, requires all funds be spent locally, independent audits, and a citizens' oversight committee.

As previously indicated, the city's GF expends funds for general government services. These include General Government Services, Building, Safety and Housing, Recreation and Community Services, Public Works, Engineering, Planning, Police, Fire, and Debt Service payments.

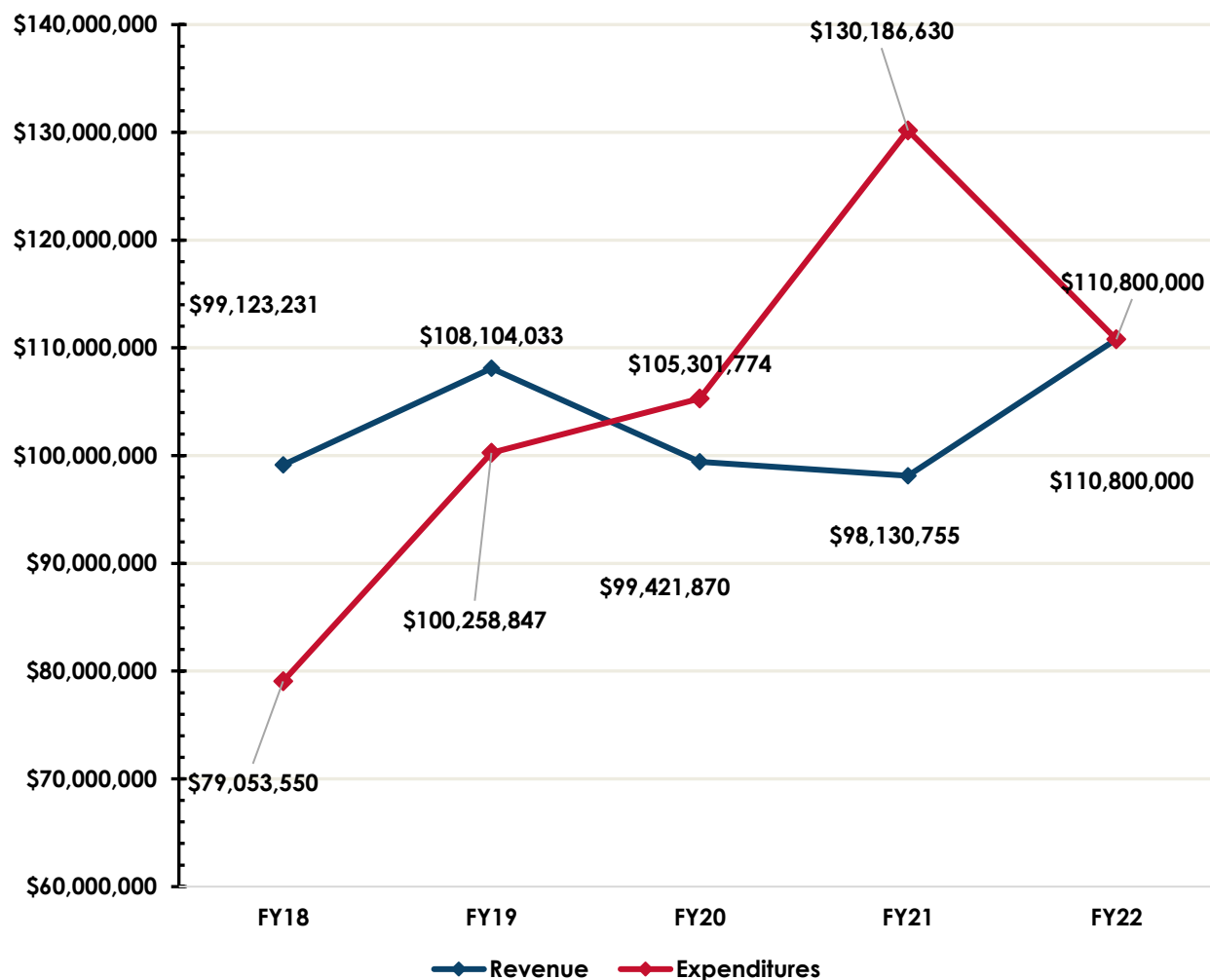
The GF used reserve balances to balance revenues with expenditures on an annual basis in FY 2020 and FY 2021. The COVID-19 pandemic had a significant effect on the city's GF operations in FY 2020 and FY 2021, with lingering effects on the FY 2022 budget. The following figures show how the city's tax revenues were reduced due to the impacts of the COVID-19 pandemic. The increased expenditure for FY2021 was for a transfer to create a pension fund reserve.

Figure 51: City of Milpitas Summarized General Fund Revenues and Expenses, FY 2018–FY 2022

Revenue/Expenses	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Budgeted FY 2022
Revenue	99,123,231	108,104,033	99,421,870	98,130,755	110,800,000
Expenditures	79,053,550	100,258,847	105,301,774	130,186,630	110,800,000
Surplus (Deficit)	20,069,681	7,845,186	(5,879,904)	(32,055,875)	—

The following figure is a graphical representation of the information in the previous figure and shows the impact of the pandemic on the city's sales tax revenue.

Figure 52: Graphical Presentation of Summarized General Fund Revenues and Expenses, FY 2018–FY 2022 (FY22 is projected)



Milpitas Fire Department

The Milpitas Fire Department operates through six separate divisions: Fire Administration, Operations Division, EMS and Training, Office of Emergency Management, Fire Prevention, and Fire Prevention Administration. The Department charges for the services it provides to the community, which offsets funding requirements from the city's taxpayers.

Salaries and benefits are approximately 90% of the operating costs of the Department. The city and the department participate in the CalPERS pension system. The city has incurred a significant unfunded actuarial liability (UAL) balance on its pension obligations. Annual payments on this UAL are projected to increase through the year 2030 and will continue to represent a very significant portion of the MFD's pension costs. In addition, Other Post Benefit Cost (OPEB) liabilities have also continued to increase.

Milpitas Fire Department receives funding for its various expenses through an allocation of GF revenues. The GF receives revenues generated by the fire department, including fire permits, planning fees, and false alarm fees.

Salaries and benefits are approximately 90% of the department's operating costs on an annual basis. Supplies and services costs are the balance of the department's funding requirements. The department has minimal capital expenditures on an annual basis.

The following figure summarizes Milpitas Fire Department's operating expenses requiring funding from the GF from FY 2018 through FY 2022.

Figure 53: Milpitas Fire Department Operating Expenses, FY 2018–FY 2022

Revenue	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Budgeted FY 2022
Expenses by Division					
EMS Transport	—	—	27,597	27,309	68,627
Fire Administration	769,376	1,043,334	2,135,682	2,165,576	1,972,718
Fire Prevention	1,428,243	1,604,470	1,733,256	2,027,931	2,914,138
Fire Prevention Admin.	863,729	1,273,746	1,386,571	1,319,468	744,956
Office of Emergency Mgmt.	242,126	253,543	259,221	246,993	244,243
Operations Division	17,747,389	19,462,115	20,873,268	22,431,263	20,664,289
Expenditures	21,050,863	23,637,208	26,415,595	28,218,540	26,608,971

Financial Projections

In conjunction with the preparation of the annual budget, City staff prepares a ten-year revenue and expenditure projection to identify and anticipate funding available for operations and capital projects. These projections indicate strong growth in several categories over the next five years as the economy recovers from the effects of the pandemic and other economic stresses, followed by a return to a more normal growth pattern. Growth in expenditures has been matched to the available revenues. The following figure summarizes the projected growth in GF revenues and expenses between FY 2023 and FY 2027.

Figure 54: Milpitas General Fund Summarized Projected General Fund Revenues and Expenditures

Revenue/Expenses	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	117,600,000	123,900,000	130,000,000	134,300,000	138,700,000
Expenditures	117,600,000	122,500,000	126,700,000	130,300,000	135,000,000
Surplus (Deficit)	—	1,400,000	3,300,000	4,000,000	3,700,000

Milpitas Fire Department

Projected expenditures of the Milpitas Fire Department will be constrained by the revenue streams of the city and by the funds generated from the revenues for the services the department provides to the community.

Capital Planning

City staff prepares an annual Capital Improvement Program to identify infrastructure and other projects, identifying the source of funding for each. In 2020, the city issued \$13,000,000 of fire station bonds to rehabilitate and construct fire stations. A Measure F Sales Tax Initiative added significant funding to the GF, which may allow for fire apparatus to be scheduled for replacement.

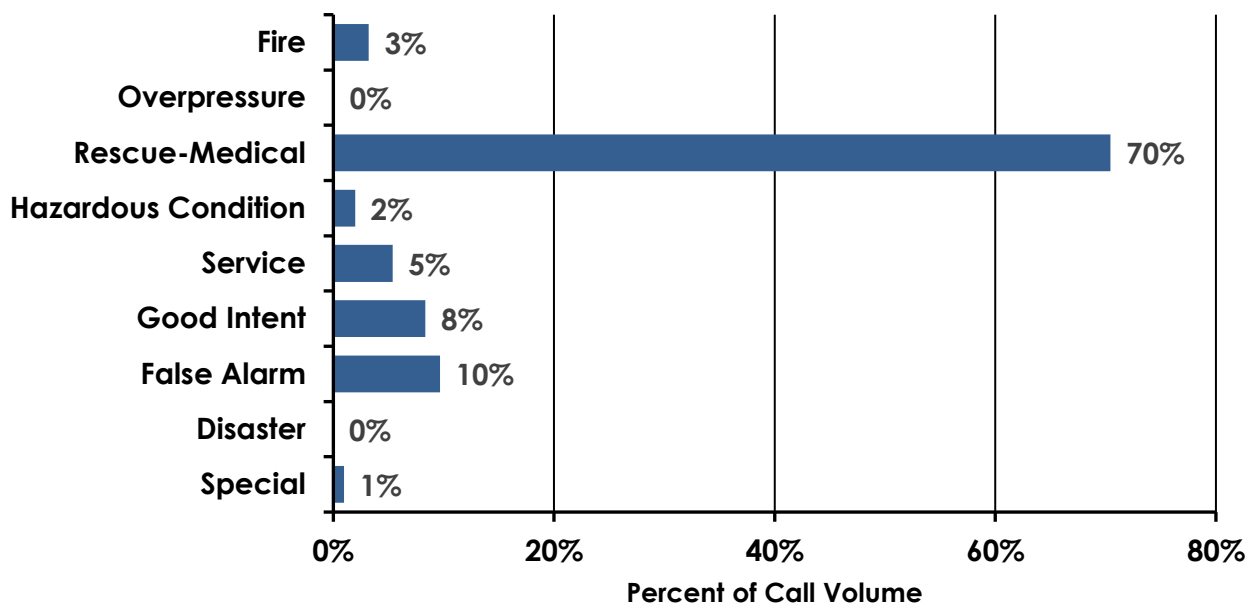
Demand for Services and Performance

Milpitas Fire Department is an urban system that provides aid services to other communities when requested. Data was provided by the agency and its dispatch center and included incident information from January 1, 2018, through June 30, 2022. This analysis focuses primarily on incidents within the statutory response area. The following figure is the overview of statistics for Milpitas Fire Department.

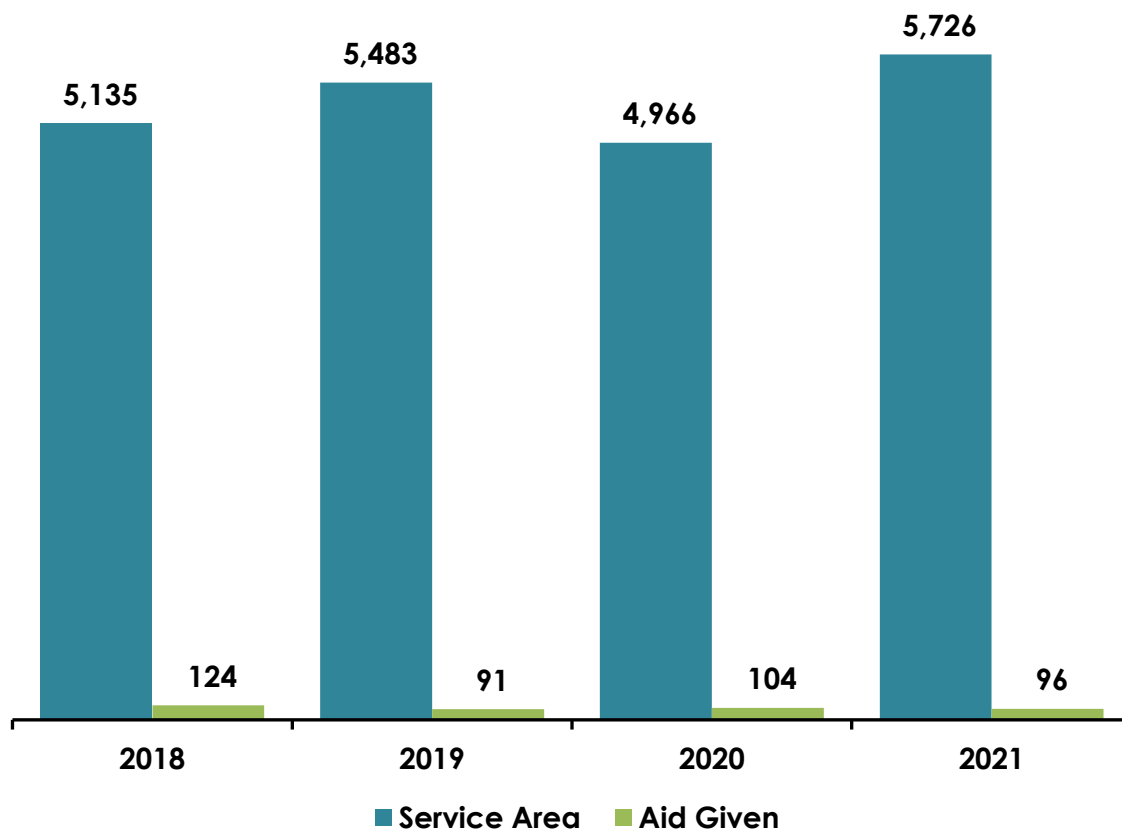
Figure 55: City of Milpitas Overview

Agency	Avg. Annual Incident Vol.	Incidents per 1,000 Population	90th Percentile Total Time
Milpitas Fire Department	5,328	62	8:39

Each incident was grouped into the main categories following the National Fire Incident Reporting System's (NFIRS) coding system. Milpitas Fire Department medical and rescue calls, classified in the "300" category of NFIRS, accounted for most of the incident types. These incidents accounted for over 70% of the incident volume. This proportion of incidents as medical calls is like most fire service agencies nationwide. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

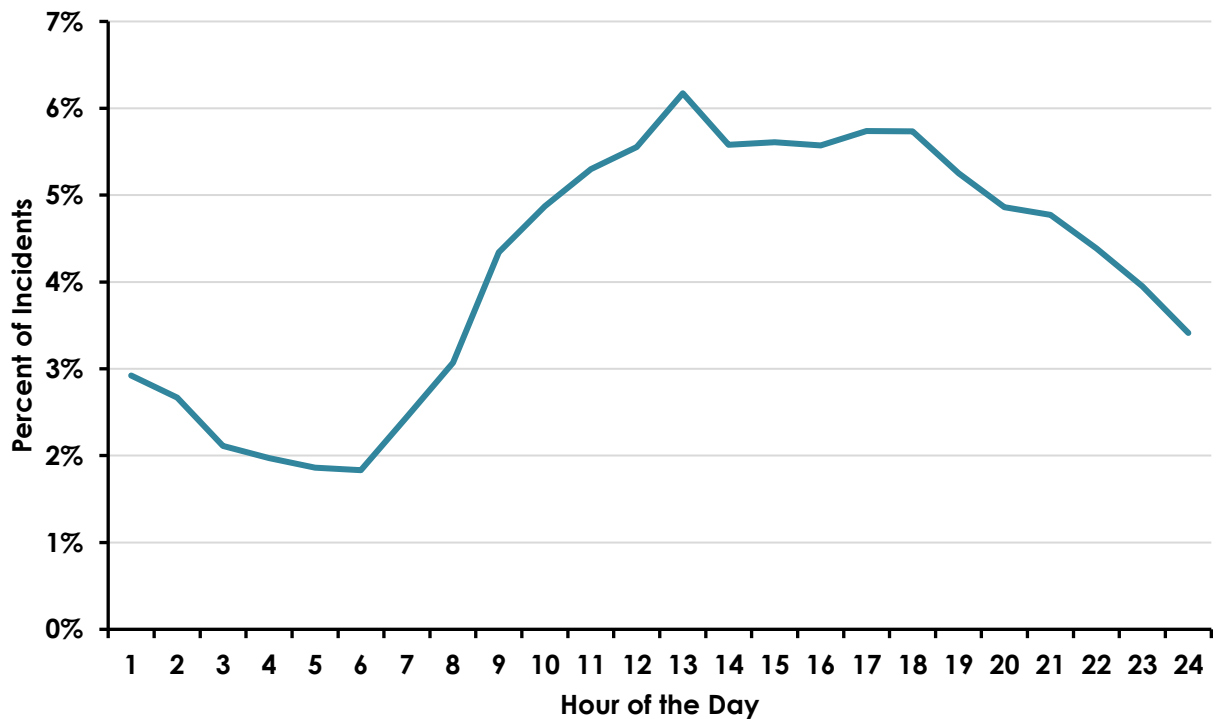
Figure 56: Total Incident Responses by Type as a Percentage

Typically, an analysis of incidents by year can yield a trend or indicate what call volume might look like in the next few years. Unfortunately, due to the COVID-19 pandemic and subsequent social and economic constraints, this is difficult with this data set. As a result, a trend was not easily spotted or extrapolated. It appears that Milpitas Fire Department response numbers are returning to a pre-COVID-19 pandemic level, with 2022 on track to break 6,000 calls. The following figure shows the annual incident volume by year. Aid given includes mutual and automatic aid types provided to neighboring agencies.

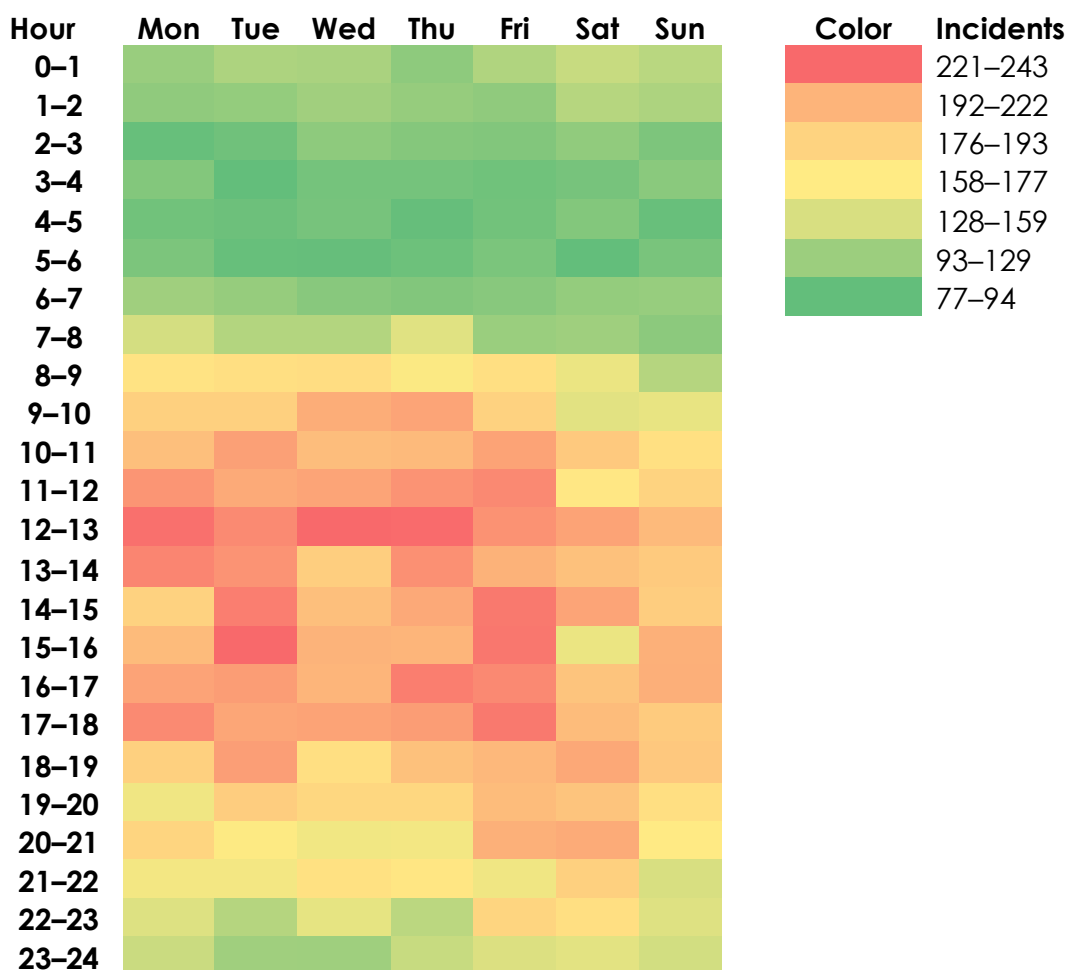
Figure 57: Annual Incident Volume by Year

A temporal study indicated a very minor seasonality in the response data. Incident volume was marginally below expected values from March through June, with the largest variation occurring in April. The variation is less than plus or minus 1% and does not appear defined enough to affect overall service demand and delivery.

A study of demand by hour shows that Milpitas Fire Department, like many fire agencies, sees a significant variation by the hour. In fact, over 69% of all incidents happen between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour.

Figure 58: Incident Percentage by Hour

The average daily swing is typical and likely due to the number of awake and active people. However, the day-to-day variation in this information does play a part. The following figure is the incident heat map by the hour and day of the week.

Figure 59: Day and Hour Incident Heat Map

The preceding figure indicates a slightly different picture than the overall hourly evaluation. Monday through Friday are relatively consistent, and the evening hours remain moderately active, with a significant drop after midnight. Sunday was the least busy day across all hours, and the incidents started later and ended earlier. Saturday was similarly less busy, but incidents continued later.

Emergency Response Performance

The performance of Milpitas Fire Department response was also evaluated. The performance times are calculated using only emergent responses or high-priority incidents where units responded with lights and sirens. The 90th percentile is typically used in the fire service and is considered the standard for measuring incident response performance. In addition, only those incidents within the city boundary are evaluated.

Three unique time segments are included when evaluating an agency's response performance. The first is the time it takes for the dispatcher to answer the 911 call and notify the agency (call processing); the second is the time it takes for the agency to receive the call and go en route to the call (turnout time); and third is the time it takes for the unit to drive to the incident (travel time). All three segments combined make up the **total response time**. For this evaluation, the unit type was not discriminated against, and the first arriving unit was used to determine the total response time.

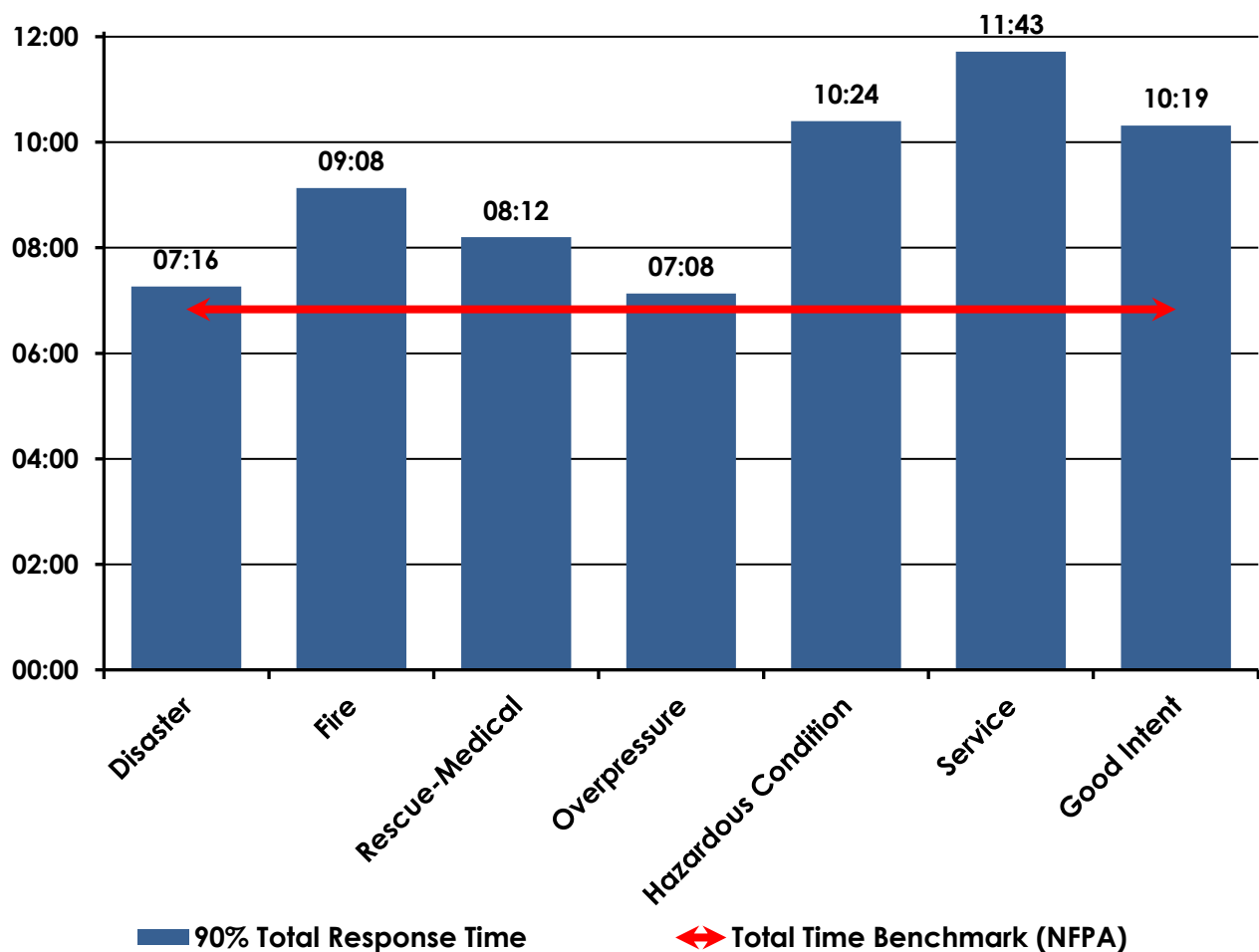
Milpitas Fire Department and an evaluation of available public documentation did not indicate an adopted response time standard for emergency incidents. In the absence of an adopted standard, the National Fire Protection Association (NFPA) 1710: *Standard for the Organization and Deployment by Career Fire Departments* is used to evaluate performance for turnout time, travel time, and call processing. For turnout time, the standard is 60 seconds for EMS calls and 80 seconds for fire and special operations responses. For this evaluation, the 80-second standard for turnout time is used. For travel time, the NFPA 1710 standard in an urban area is 240 seconds. For call processing, the NFPA standard is 64 seconds or less 90% of the time, or 90 seconds or less 90% of the time for calls requiring emergency medical dispatch questioning. For this evaluation, the 90-second standard for call processing is used.

The Total Response Time Standard used for Milpitas Fire Department is the sum of 90 seconds for call processing, 80 seconds for turnout, and 240 seconds for travel for a total response time standard of **6 minutes 50 seconds or less, 90% of the time**. Between January 1, 2018, through June 30, 2022, Milpitas Fire Department's performance for the 22,882 analyzable emergent incidents within the fire response area was a **total response time** of 8 minutes, 39 seconds (8:39) or less, 90% of the time. The following figure shows the NFPA 1710 standard compared to the performance of Milpitas Fire Department.

Figure 60: NFPA Standard vs. Actual Total Response Time Performance

NFPA 1710 Standard	1/2018–6/2022 Performance
6:50 or less, 90% of the time	8:39 or less, 90% of the time

Each call type may have a variable in performance. For example, questioning the caller to get appropriate information may take more or less time. In addition, it may take longer for crews to respond depending on the personal protective equipment to be worn, which varies with the type of incident. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 61: Emergent Incidents 90th Percentile Total Response Times, Jan 2018–Jun 2022

The final analysis investigated the unit usage for all apparatus within the system. Three dimensions are studied in this report. The first dimension is the unit hour utilization (UHU). This number represents the time a unit was committed to an incident as a percentage of the total time they were on duty. The next is the average time a unit was committed to an incident. And finally, the average number of incidents a unit was deployed daily.

In addition to the four primary engines, one truck, and one Battalion Chief, Milpitas Fire Department had data for three additional engines. One of these is listed as a reserve, one as a Type 3, unstaffed engine, and the other as a Type 5, unstaffed wildland engine. Because it was not clear which crew would staff these units and the total number of incidents for all three apparatus for 2021 and 2022 was 35, these are not included here. The following figure shows the general statistics for each frontline unit within the Milpitas Fire Department system.

Figure 62: Milpitas Fire Department Unit Usage

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
B86	1.5%	18 Minutes	1.2
E86	7.8%	19 Minutes	6.0
T86	4.1%	15 Minutes	3.9
E87	7.5%	21 Minutes	5.2
E88	7.1%	22 Minutes	4.7
E89	2.6%	20 Minutes	1.9

Staffing

The following figure shows the total number of personnel for Milpitas Fire Department.

Figure 63: Staffing

Assignment	Staffing
Uniformed Administration	4
Non-Uniformed Administration	5
Fire Prevention	9
Operations Staff	64
Emergency Communications	0
Volunteers, Reserve, On Call	0
Total Personnel	82

The Fire Chief feels that daily staffing is adequate to respond to the current call volume. However, projected population growth along with the introduction of new high-density development will require the fire department to consider adding additional staff in the future.

The following figure shows the daily staffing at each station and on each unit in the station. Operations staff works a 48/96 schedule.

Figure 64: Daily Staffing


Station	Daily Staffing	Unit Staffing
1	10	BC (1), Engine (3), Truck (4), Rescue (2)
2	3	Engine (3)
3	3	Engine (3)
4	3	Engine (3)
Total	19	

Facilities & Apparatus


Milpitas City Fire Stations

The following figures outline the basic features of each of the City of Milpitas's fire stations. The condition of each station is rated based on the criteria identified in the introduction to this section of the report.


Figure 65: Milpitas Fire Department Stations

Station Name/Number:	Milpitas Station 1				
Address/Physical Location:	777 S. Main St, Milpitas, CA				
	General Description: This 24-year-old station does meet the needs of a modern fire station. Building includes training and administration.				
Structure					
Date of Original Construction	1998				
Seismic Protection	No				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	4	Back-in Bays	0	
Length of each Apparatus Bay	66 feet				
Facilities Available					
Sleeping Quarters	9	Bedrooms	10	Beds	Dorm Beds
Current daily staffing	10				
Maximum staffing capability	10				
Kitchen Facilities	2				
Bathroom/Shower Facilities	8/6				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-86	3	Type 1 Engine			
T-86	4	Truck			
RM-86	2	Rescue Ambulance			
B-86	1	Command Vehicle			
Total Daily Staffing:	10				


*Cross-staffed (CS)

Station Name/Number:	Milpitas Station 2					
Address/Physical Location:	1263 Yosemite Dr, Milpitas, CA					
	General Description: This new station meets all the needs of a modern fire station.					
Structure						
Date of Original Construction	2022					
Seismic Protection	Yes					
Condition (from rating sheet)	Excellent					
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays	0		
Length of each Apparatus Bay	78 feet					
Facilities Available						
Sleeping Quarters	9	Bedrooms	9	Beds	0	Dorm Beds
Current daily staffing	3					
Maximum staffing capability	9					
Kitchen Facilities	1					
Bathroom/Shower Facilities	5/4					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-87	3	Type 1 Engine				
E-387	3CS	Type 5 Engine				
Total Daily Staffing:	3					

*Cross-staffed (CS)

Station Name/Number:	Milpitas Station 3				
Address/Physical Location:	45 Midwick Dr, Milpitas, CA				
	General Description: This 54-year-old station does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1968				
Seismic Protection	No				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay	78 feet				
Facilities Available					
Sleeping Quarters	1	Bedrooms	6	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	6				
Kitchen Facilities	1				
Bathroom/Shower Facilities	3/3				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-88	3	Type 1 Engine			
E-588	3CS	Type 5 Engine			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Station Name/Number:	Milpitas Station 4				
Address/Physical Location:	775 Barber Ln, Milpitas, CA				
	General Description:				
	This 34-year-old station does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1988				
Seismic Protection	No				
Condition (from rating sheet)	Fair				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay	61 feet				
Facilities Available					
Sleeping Quarters	1	Bedrooms	9	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	9				
Kitchen Facilities	1				
Bathroom/Shower Facilities	3/3				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-89	3	Type 1 Engine			
HM-89	3CS	Hazardous Materials			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Fire Stations Discussion

One Milpitas fire station was rated in each category of "Excellent," "Good," "Fair," and "Poor." Station 3 was rated "Poor" in condition mostly due to its age. The expected lifespan of a fire station is usually 50 years. Milpitas's four fire stations range from new to 54 years old, with an average age of 28 years. The following figure summarizes Milpitas's fire stations and their features.

Figure 66: Station Configuration and Condition

Station	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Station 1	4	10	Good	24 years
Station 2	3	9	Excellent	1 year
Station 3	2	6	Poor	54 years
Station 4	2	9	Fair	34 years
Totals/Average:	11	34		28 years

The older Milpitas fire stations do not meet the requirements of modern firefighting. As the firefighting environment has changed, the technology, equipment, and safety systems have changed to meet new demands. Older buildings do not typically have the space or engineering systems to meet that new environment. Modern living also requires much more access to electrical outlets than was expected in older buildings. The older MFD stations are no exception.

For example, older buildings do not meet the requirements due to the need to decontaminate personnel and equipment after many of the responses in the current firefighting context. Every crew member should have access to facilities to decontaminate immediately after a fire event, and showers should allow for gender separation. In addition, there needs to be enough partitioned space to allow for gear and equipment to be thoroughly washed and designed to control contamination in the living and working space of the station.

While all structures require routine maintenance, fire stations require even more due to the continuous occupancy by a minimum of three adults. Multiple departures and returns of heavy apparatus also affect these structures.

Facility Replacement

With one of Milpitas Fire Department's four stations being over fifty years old, there should be a facility replacement plan in place. In reviewing the fire department's current Capital Improvement Plan, the only identified project was a portable building replacement project at Station 1 that is housing the Office of Emergency Services. The city has just finished the replacement of Station 2, so work is being done to replace old facilities.

Ensuring the stations are in good repair also requires regular maintenance and scheduled replacement of specialized equipment. Plans for updating and repairing systems such as heating, ventilation, and air conditioning (HVAC), generators, roofs, driveways, parking areas, security gates, painting, carpet replacement, and small appliances can keep costs down and buildings in service longer. In addition, establishing a facility replacement and maintenance plan will enable the city to plan for ongoing service from each station more efficiently. There appears to be planning in place with HVAC replacements in the current budget.

Status of Shared Facilities

Milpitas Fire Department currently has no shared facilities with other fire agencies, and, with the city and the surrounding cities almost fully built out, there does not appear to be opportunities for sharing in the future. Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closest best resource regardless of jurisdiction could help surrounding agencies provide more seamless service. Milpitas does participate in the county's Mutual Aid Plan.

Apparatus

Apparatus was evaluated by agency staff based on age, miles/hours, service, condition, and reliability with the criteria available for reference in the introduction for this section of the report. The Fire Chief feels that the apparatus replacement plan was neglected in the past; however, the department is in the process of establishing a long-term apparatus replacement plan consistent with industry standards. Current priorities include acquiring an additional ambulance and replacing the current US&R apparatus.

The following figures represent all apparatus and vehicles operated by Milpitas Fire Department.

Figure 67: Apparatus

Unit	Type	Status	Year	Condition	Features
Engines & Aerial Apparatus					
E86	Engine Type 1	Frontline	2018	Good	1500GPM/500G Tank
E87	Engine Type 1	Frontline	2018	Good	1500GPM/500G Tank
E88	Engine Type 1	Frontline	2018	Good	1500GPM/500G Tank
E89	Engine Type 1	Frontline	2019	Good	1500GPM/500G Tank
E387	Engine Type 3	Frontline	2001	Poor	500GPM/400G Tank/Pump and Roll/ 4x4
E588	Engine Type 5	Frontline	2006	Poor	50GPM Pump, 300 Gal Tank/Pump and Roll/4x4
E686	Brush Patrol Type 6	Frontline	1989	Poor	50GPM Pump, 300 Gal Tank
T86	Aerial TDA	Frontline	2019	Good	110 Foot Aerial Ladder
T186	Truck RMA	Reserve	2005	Poor	75 Foot Aerial Ladder with 1250GPM Pump, 300 G Tank
E187	Engine Type 1	Reserve	2010	Poor	1250GPM/500G Tank
E188	Engine Type 1	Reserve	2004	Poor	1250GPM/500G Tank
E189	Engine Type 1	Reserve	2003	Poor	1250GPM/500G Tank
Medics/Rescues/Other					
USAR 86	Rescue	Frontline	1999	Poor	Lights and Heavy Rescue
RM86	Ambulance	Frontline	2019	Good	Transport Ambulance with Rescue Tools
REMS 86	4x4 Crew Cab PU	Frontline	1999	Poor	REMS Module Out of County Deployment
Utility 86	Utility Flat Bed 4x4 Pick Up Truck	Frontline	2008	Poor	Flatbed with Liftgate

Figure 68: Supervisor & Command Vehicles

Unit	Assigned To	Manufacturer	Year	Condition
F037	Fire Chief A1	Chevy Tahoe 4x4 SUV	2019	Good
F038	Deputy Chief A2	Chevy Tahoe 4x4 SUV	2019	Good
B86	Duty BC	Ford F250 4x4 Crew Cab	2019	Good
B186	Duty BC Reserve	Chevy Tahoe 4x4 SUV	2017	Good
F434	Training BC 40hr	Ford Crown Victoria Sedan	2011	Poor
F476	Training Captain 40hr	Ford Crown Victoria Sedan	2007	Poor
F419	Strike Team Leader	Ford F250 4x4 Crew Cab	2009	Poor
F418	Strike Team Leader	Ford F250 4x4 Crew Cab	2009	Poor

Dispatch & Communications

The City of Milpitas operates the city's 911 Public Safety Answer Point (PSAP) and dispatch center. The center provides service for Milpitas Fire Department and Police.

Figure 69: PSAP and Dispatch Center

Item	Description
CAD Application	Central Square (2005)
Telephone System	Vesta 9-1-1
Radio System	Motorola Encrypted
Fire/EMS Notification	Locution Systems—Prime Alert Dispatcher
Ability for fire agencies to communicate via radio with other fire agencies in the county	Yes
Ability for fire agencies to communicate via radio with police agencies in the county	Yes
Ability for fire agencies to communicate via radio with non-Fire EMS agencies in the county	Yes
Ability for PSAP to communicate CAD-to-CAD (how do you transfer a call to another center)	No
Criteria-based dispatch system in place	Yes
Formal EMD quality assurance program in place	Yes
Options for non-emergent calls not requiring EMS	Yes
AVL used on fire apparatus	Yes
AVL used on ambulances & EMS units	No (County EMS)
Do all fire & EMS units have MDTs/MDCs in vehicles	Yes
Closest unit dispatched via AVL	Yes
No. of 911 calls	21,868 in 2021
No. of 7-digit incoming calls	53,211 in 2021

Milpitas FD Service Review Determinations

LAFCO is required to prepare a written statement of determination with respect to six areas as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Based on the criteria described in Section I of this report, the following determinations are proposed for the City of Milpitas fire related services.

Growth and Population Projections

- 2-1: Based on information from the 2020 U.S. Census, the population in Milpitas is estimated at 80,273.
- 2-2: The Association of Bay Area Governments (ABAG) projects that Milpitas will have a cumulative growth rate of 17% between 2020 and 2035, or 1.06% annually. The growth rate between 2035 and 2050 is to increase slightly to 30% cumulatively or 2% annually.

Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence

- 2-3: There are no Disadvantaged Unincorporated Communities in the City of Milpitas and its SOI.

Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Those Related to Sewers, Water, and Fire in Any DUCs Within or Contiguous to the SOI

- 2-4: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that the City has sufficient capacity to serve existing demand, as the highest utilization of any unit was 7.8%.
- 2-5: Given projected growth and new high-density development within Milpitas and existing available UHU capacity, there appears to be sufficient capacity to meet projected growth in the near term. Once UHU reaches 10% for a primary responding unit, the Fire Department will see increased challenges to meet 90th percentile response times, due to unavailability for immediate response. The city recognizes that it will need to consider adding additional staff in the future.
- 2-6: The City of Milpitas Fire Department provides a satisfactory level of services based on the latest ISO rating and staffing levels. The city does not meet the National Fire Protection Association (NFPA) 1710 total response time standard for a career fire department of within 6:50 minutes for 90% of Priority 1 incidents, with a response time of 8:39 or less, 90% of the time.

- 2-7: The primary critical issues related to fire services within the City of Milpitas as reported by the City are 1) project and program coordination and management for Fire Admin and Line Battalion Chiefs, 2) staffing and training of new personnel in—50% of the staff are new to Fire with under three years of experience, and 3) the need to enhance the ability to provide transport of patients who require immediate care.
- 2-8: As identified by the City, the top three opportunities to increase value and/or efficiency for the public consist of 1) ambulance staffing to provide enhanced pre-hospital paramedic level services to the community, 2) the mission of providing “big city” services with a much leaner workforce, and identifying potential enhancements to automatic and mutual aid agreements with neighboring agencies.
- 2-9: One Milpitas fire station was rated in each category of “Excellent,” “Good,” “Fair,” and “Poor.” Station 3 was rated “Poor” in condition mostly due to its age. The expected lifespan of a fire station is usually 50 years. Milpitas’s four fire stations range from new to 54 years old, with an average age of 28 years. The older Milpitas fire stations do not meet requirements of modern firefighting. There should be a facility replacement and maintenance plan for the Fire Department’s facilities. The City’s current capital improvement plan only identified project related to fire stations was a portable building replacement project at Station 1 that is housing the Office of Emergency Services.
- 2-10: Santa Clara County has an excessive number of PSAPs and Dispatch Centers not using a CAD platform or even a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status. There is a need for a comprehensive feasibility study to determine the best method to address weaknesses in the overall emergency communications system in the County.

Financial Ability of Agency to Provide Services

- 2-11: Similar to other cities in Santa Clara County, the COVID-19 pandemic had a significant negative impact on General Fund revenues, which declined to \$99.4 million in FY 20 and \$98.1 million in FY 21, totaling approximately 9% in revenue loss over the two-year period. During those two years, the City operated at a General Fund deficit of \$37.9 million. In FY 22, revenues returned to pre-COVID-19 pandemic levels.

- 2-12: Voters approved a ¼ percent sales tax in 2020 to provide funding to maintain the city's finances and services, including fire protection. This enhanced revenue source will augment fire protection services in the City and ensures sufficient funds to provide an adequate and sustained level of services.
- 2-13: Milpitas has incurred a significant unfunded actuarial liability (UAL) balance on its pension obligations. Annual payments on this UAL are projected to increase through the year 2030 and will continue to represent a very significant portion of the MFD's pension costs. In addition, Other Post Benefit Cost (OPEB) liabilities have also continued to increase.

Status and Opportunities for Shared Services

- 2-14: Milpitas FD practices collaboration and resource sharing with neighboring service providers through a JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.
- 2-15: Milpitas did not identify any potential for further facility, personnel, and equipment sharing.
- 2-16: Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closest best resource regardless of jurisdiction could help Milpitas and neighboring agencies provide seamless service to the community along their borders. However, the dispatch interoperability challenges throughout the County limit the ability to implement this change. Even if the agencies are motivated to "drop borders," the time it takes to manually determine if a resource is available complicates the process, adds time to the alarm handling, and may minimize the opportunity to improve the response time for critical emergencies along the borders.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- 2-17: The City of Milpitas meets State laws for transparency and accountability, including making information easily accessible to the public, maintaining a compliant website, providing ethics training and economic interest reporting, following financial reporting requirements, and adhering to open meeting requirements. The City could enhance document accessibility on its website by making available its Standards of Cover documents and any related master plans. In addition, the City goes beyond these requirements by inviting public feedback on posted topics in its online public forum.

- 2-18: Service structure options regarding areas in Santa Clara County that are presently outside of a local fire provider but within the vicinity of Milpitas are discussed in the Governance Structure Alternatives of Section III of this report. There is the potential for Milpitas FD to enhance public safety services in the County by providing contract services in three areas that currently lack an identified fire protection and emergency response provider. In all three areas, Milpitas FD is the only feasible and capable provider of services.

3 Morgan Hill Fire Department

Agency Overview

The City of Morgan Hill contracts with CAL FIRE for fire/rescue protection and Advanced Life Support (ALS) emergency medical services (EMS), including the ability to provide transport when the private provider is overly busy, to a population of 45,483 in 12.9 square miles. CAL FIRE operates two stations for Morgan Hill, and the city provides staffing for portion of the staffing for a third engine located at CAL FIRE Headquarters in Morgan Hill with a total of 36.83 personnel.

Background

The City of Morgan Hill conducted a Standards of Coverage Assessment, together with the South Santa Clara County Fire District (SCFD) and the City of Gilroy, in November 2019. CAL FIRE has a Strategic Plan adopted in 2021 and a Standard of Cover adopted in 2019 for all of CAL FIRE, which includes the Morgan Hill service area.

The City earned a Public Protection Classification (PPC) rating of 3/3X from the Insurance Services Office (ISO) in 2021. ISO measures various data elements to determine the PPC for a community. The PPC rating is based on an evaluation of three main components: the fire department, the water system, and the communications center. Insurance companies often subscribe to ISO's services to retrieve the PPC rating for a community. The PPC rating plays a significant role in determining insurance rates for properties within that community. A lower PPC rating indicates a higher level of fire protection and can result in lower insurance premiums for property owners.

Over the last 10 years, cost minimization efforts include the continued support by the City of Morgan Hill for staffing a portion of the engine stationed at HQ, including maintenance and repair of Engine 67.

The Fire Chief's top three critical issues:

- Obtaining paramedics to work in Santa Clara County
- Continuing with adequate funding for expanding the fire department
- Upgrading technologies to increase efficiencies within the fire department

The Fire Chief's top three opportunities to increase value and/or efficiency for the public:

- Additional station and equipment (planned for 2024) on Butterfield Avenue near Dunne Ave

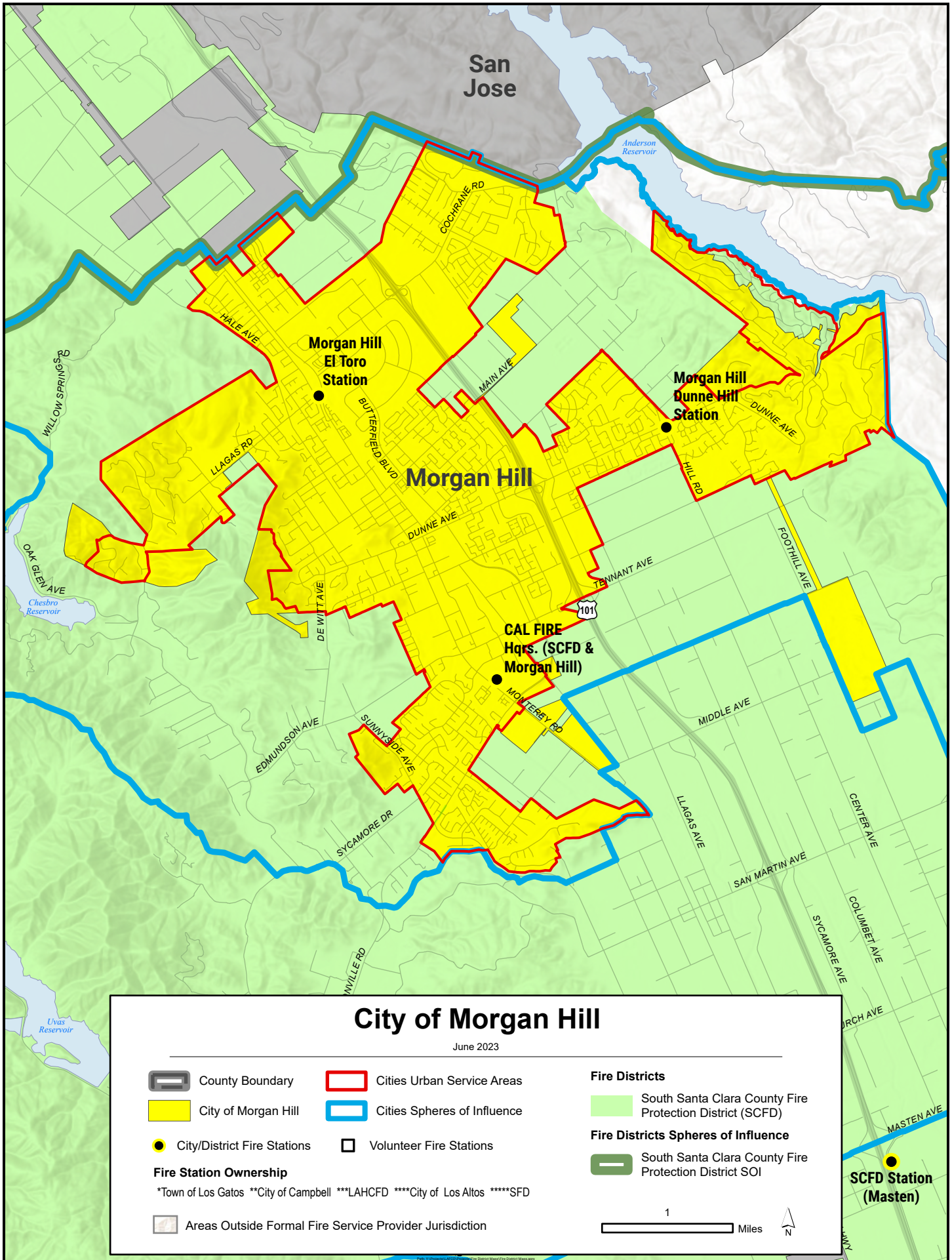
- Technology improvements
- Maintain split cost share of personnel with SCFD for Engine 67 Staffing

Boundaries and Sphere of Influence

Morgan Hill is situated between the Santa Cruz Mountains to the west and Diablo Mountains to the east in the southern portion of the Santa Clara Valley. The city is largely surrounded by unincorporated territory with the exception of minimal areas to the north where it abuts the City of San José. As of 2022, Morgan Hill's incorporated territory spans 12.9 square miles, and its Urban Service Area (USA) is 11.9 square miles. According to LAFCO's 2015 Cities Service Review, two unincorporated islands exist within the City's USA. The larger island, referred to as MH01 or Holiday Lake Estates, is approximately 121 acres of private residential development on smaller lots along the city's eastern border. The smaller island, MH02, is approximately 20 acres.

The city's Sphere of Influence (SOI) is considerably larger than the city's boundary and encompasses 30.58 square miles. The 2015 City Service Review indicates that the city's SOI boundary should not necessarily be seen as an indication that the city will or should either annex or allow urban development and services in the area. The city's USA boundary is the more critical factor considered by LAFCO and serves as the primary means of indicating whether the areas will be annexed and provided urban services. Morgan Hill's SOI was last reviewed in 2015 and was reaffirmed without change at that time. The following figure is the Morgan Hill Fire Department service area.

Figure 70: City of Morgan Hill



Type & Extent of Services

Services Provided

CAL FIRE provides a full range of services to Morgan Hill, including ambulance transport when the system is stressed. The following figure represents each of the services and the level performed.

Figure 71: Overview of Services Provided

Service	Y/N	Level
Fire Suppression	Yes	
Wildland Fire Suppression	Yes	Engine, aircraft, hand crews, and bulldozers are available due to proximity to the State Response Area to Morgan Hill
Statewide Mobilization	Yes	Available for Cal OES mobilization
EMS First Response	Yes	
Ambulance Transport	Yes	Can transport when the system is overly busy
Specialized/Technical Rescue	Yes	Low Angle Rope Rescue
HazMat Response	Yes	Operations level
Fire Inspection/Code Enforcement	Yes	
Plan Reviews	Yes	City Development Review Committee
Public Education/Prevention	Yes	
Fire & Arson Investigation	Yes	

Service Area

The Morgan Hill Fire Department is a municipal fire department statutorily responsible for fire and emergency services within the city limits. It is currently under contract and serviced by staff from CAL FIRE.

Collaboration

- The City of Morgan Hill is a participant in the Countywide Mutual Aid agreement.
- The City of Morgan Hill is a partner in an operational agreement with the City of Gilroy and SCFD to drop borders and send the closest appropriate available resource and BC regardless of jurisdiction. This agreement was revised in July of 2016 and shall continue in full force and effect unless terminated as provided in the agreement.

Joint Powers Agreements (JPAs)

- Morgan Hill is part of a JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.

Contracts to provide services to other agencies

- None.

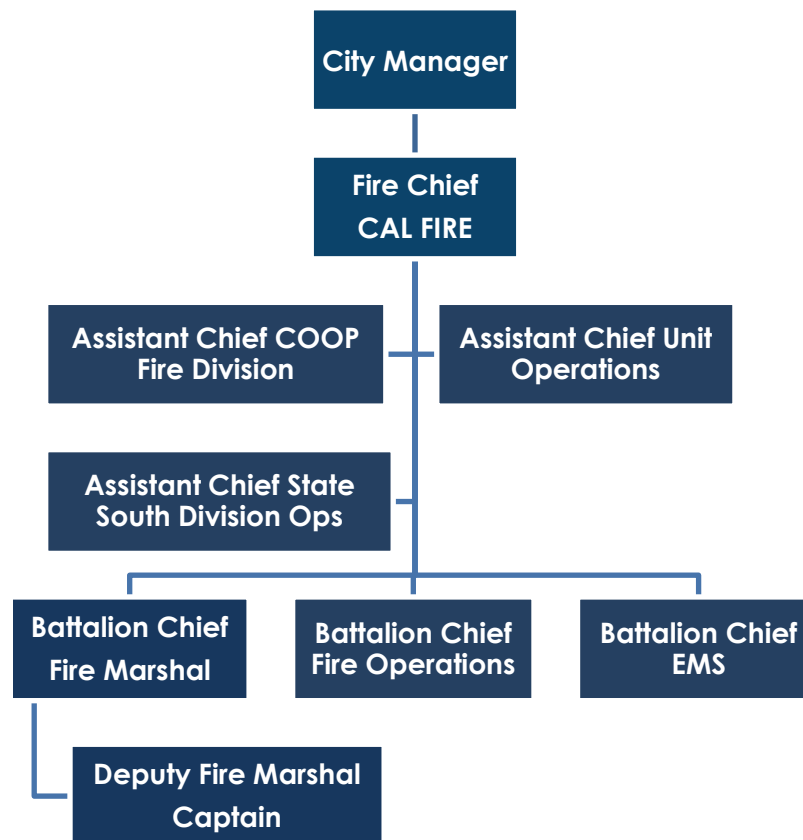
Contracts for Service from other agencies

- The City of Morgan Hill contracts with CAL FIRE to provide service to the City of Morgan Hill. The agreement terminates on June 30, 2023 (renewal of this agreement is in process). This agreement includes staffing of the City's Fire Marshal's office, which is responsible for annual Fire & Life Safety Inspections and enforcement of the Fire Code. The agreement also includes shared staffing of one Engine between CAL FIRE, SCFD, and Morgan Hill.

Governance & Administration

The City of Morgan Hill functions under the Council-Manager form of government. The City Council, made up of five members including the Mayor, is the governing body and is elected directly by the voters. The Council appoints the City Manager who oversees the agreement with CAL FIRE.

Figure 72: Fire Department Organizational Chart



The Fire Chief and Assistant Chiefs are not solely assigned to Morgan Hill, they oversee the resources assigned to the city through an agreement. The cost of shift Battalion Chiefs are shared with other agencies where CAL FIRE provides service; the City of Morgan Hill funds 1.5 full BC positions and 17% of the Battalion Chief for EMS. The city provides all overtime and overhead expenses for the Battalion Chief/Fire Marshal to perform the role of Fire Marshal for the city.

Accountability for Community Services—Transparency

The following figure identifies the efforts to meet state laws designed to ensure transparency and accountability.

Figure 73: Transparency and Accountability

Transparency and Accountability	Available
Agency website ³⁵	Yes
Adopted budget available on website	Yes
Notice of public meetings provided	Yes
Agendas posted on website ³⁶	Yes
Public meetings are live streamed	Yes
Minutes and/or recordings of public meetings available on website	Yes
Master Plan (fire service specific) available on website	Yes
Strategic Plan (fire service specific) available on website	Yes
Community Risk Assessment and Standards of Cover documents available on website	Yes
SOC performance reports available on website	No ³⁷
Efforts to engage and educate the public on the services to the community	Yes
Staff and governing board member ethics training and economic interest reporting completed	Yes
Compliance with financial document compilation, adoption, and reporting requirements	Yes
Adherence to open meeting requirements	Yes

CAL FIRE provides contract fire service to the City of Morgan Hill and maintains a webpage and Twitter account dedicated to fire services within the city. However, CAL FIRE staff also educates the public on fire and emergency services through participation in local events, fire station tours, and providing resources and educational programs focused on fire prevention and wildfire and emergency preparedness.

³⁵ As of January 1, 2020, independent special districts are required to maintain websites according to Government Code Sections 6270.6 and 53087.8 to provide the public easily accessible and accurate information about the district. Government Code Section 53087.8 lists what must be included on the website.

³⁶ Government Code §54954.2.

³⁷ CAL FIRE indicates the SOC reports will be available on the website in the near future.

In addition to meeting state laws, the City of Morgan Hill makes efforts to ensure financial transparency. Financial documents are posted on its website and are searchable. The public can request records and documents, have online access to archival records, file complaints, obtain contact information and links to social media sites, pay bills online, fill out permits, and gather information about various social services. The city abides by Assembly Bill 2257 (Government Code §54954.2) which updated the Brown Act with new requirements governing the location, platform and methods by which an agenda must be accessible on the agency's website for all meetings occurring on or after January 1, 2019.

Land Use & Population Projections

Morgan Hill Land Use

Morgan Hill has adopted a system of zoning property to guide future development. The city's General Plan was adopted in 2016 and provided a collective vision for the community through 2035. The predominant purpose is to guide the city with goals, policies, and actions for the next 20 years. Downtown revitalization policies include higher density housing, commercial and mixed-use projects. The plan supports single-family neighborhoods and developing the city's employment districts. A breakdown of land use categories is shown in the following figure.

Figure 74: Morgan Hill Existing Land Use Percentages³⁸

Land Use Categories	% of Total Area
Single-family	38%
Multi-family	2%
Health care/Assisted Living	< 1%
Retail/Office	5%
Industrial/Technology/Logistics	6%
Mixed Use	< 1%
Government infrastructure, public ways	16%
Public Use, Schools/Libraries/Centers	2%
Parks and open spaces	5%
Agricultural/Undeveloped	20%
Other	6%

³⁸ Morgan Hill General Plan.

Current Population

Based on information from the 2020 U.S. Census, the population in Morgan Hill is estimated at 45,483.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city level are not available. Morgan Hill is in Superdistrict 14, projected to have a cumulative growth rate of < 1% between 2020 and 2035, or < 0.01% annually. The growth rate between 2035 and 2050 is expected to increase to 5% cumulatively, or 0.32% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).³⁹ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.⁴⁰ There are no DUCs in the City of Morgan Hill.

Financing

This study will focus on the receipts and disbursements within the General Fund (GF) of the City of Morgan Hill and will consider the impact of revenues from other funds that are pertinent to the city's operations of its fire and EMS service contract with the CAL FIRE Department.

Guided by the Council's strategic priorities, budget policies, and various long range planning documents, city staff prepares a biennial operating budget based on a July through June fiscal year. Budget preparations for the subsequent year begin in January with reviews of recent accomplishments of the various objectives and service level priorities, and include community engagement and outreach, after which a draft budget is produced. The final budget workshop with City Council takes place in May, with public hearings and the final budget adoption occurring in June.

³⁹ Government Code §56033.5.

⁴⁰ Government Codes §56425(e)(5) and §56430(2).

General Fund Recurring Revenues and Expenses

A significant amount of GF data was reviewed to develop a financial trend analysis for the five-year period of 2018–2022. Revenues increased by approximately 16% from \$39,298,513 in FY 2018 to \$45,637,702 in FY 2019. This was followed by a 5.6% decline in revenues in FY 2020 (\$43,089,196) as the impact of the COVID-19 pandemic was felt. FY 2021 saw a return to revenue growth sufficient to exceed the pre-COVID-19 pandemic levels.

Property tax values have increased from \$8.5 billion in FY 2017–2018 to \$11.1 billion in FY 2022. This is a 31% increase in that time period.⁴¹ Property tax revenues are the most significant source of GF revenues, followed by sales tax revenues. Combined, these two sources account for over 60% of GF revenues. Other sources of revenue include local taxes, charges for services, licenses, fines and forfeitures, charges to other funds, franchise fees, investments, and other sources.

The City's GF funds such services as the City Attorney, City Manager, and City Council as well as other departments, including Facilities, Community Services, Human Resources, Community Development, Public Works, Finance, Economic Development, Dispatch Services, Park Operations, Fire, and Police.

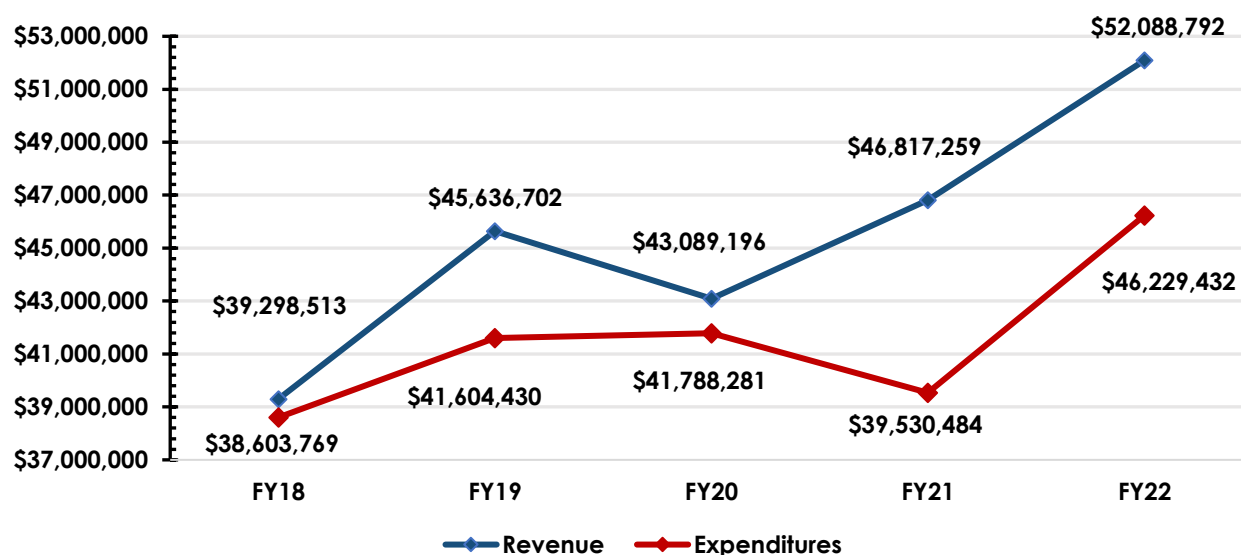
The following figures show the city's revenues and expenditures from 2018–2022, including how the COVID-19 pandemic impacted tax revenues.

Figure 75: City of Morgan Hill Summarized General Fund Revenues and Expenses, FY 2018–FY 2022⁴²

Revenue/Expenses	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Actual FY 2022
Revenue	39,298,513	45,636,702	43,089,196	46,817,259	52,088,792
Expenditures	38,603,769	41,604,430	41,788,281	39,530,484	46,229,432
Surplus (Deficit)	694,744	4,032,272	1,300,915	7,286,775	5,859,360

⁴¹ Santa Clara County Annual Assessors Report.

⁴² City of Morgan Hill CAFR, FY 2017/2018, FY 2018/2019, FY 2019/FY 2020; FY 2020/FY 2021; FY 2021/FY 2022.

Figure 76: Summarized General Fund Revenues and Expenditures, FY 2018–FY 2022

Fire Department

The City of Morgan Hill contracts with CAL FIRE for fire and EMS services. The city charges for fire inspections, which offsets a portion of the funding requirements from the city's taxpayers. The city also imposes a Fire Impact fee on new development to offset capital expenditures.

CAL FIRE provides the city with its estimated expenditures for budget purposes, which includes salaries and benefits, other operating costs, debt service calculations, and capital expenditures. CAL FIRE only bills the city for the costs incurred in providing the contracted services. Both the city and CAL FIRE participate in the CalPERS pension system. The city has incurred a significant unfunded actuarial liability (UAL) balance on pension obligations for its employees. The city is not responsible for any CalPERS liability for state employees. Annual payments on this UAL are projected to increase for the foreseeable future and will continue to represent a significant portion of the city's pension costs.

The following figure summarizes the expenditures for operating expenses and other costs requiring funding from the GF from FY 2018 through FY 2022.⁴³

⁴³ Adopted Budgets, FY 2018/2019–FY 2023/2024.

Figure 77: Fire Protection Services Expenditures, FY 2018–FY 2022

Expenditures	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Actual FY 2022
Contract Services	4,500,000	4,468,657	5,457,603	4,782,431	6,075,780
Other Supplies & Services	1,097,788	945,554	319,165	853,707	267,494
Capital Outlay	—	217,007	185,069	—	151,673
Debt Service	—	127,831	476,004	101,371	457,604
Internal Services	162,507	142,920	253,844	147,336	250,043
Expenditures	5,760,295	5,901,969	6,691,685	5,884,845	7,202,594

Financial Projections**City of Morgan Hill**

In conjunction with the preparation of the biennial budget, city staff prepares a six-year revenue and expenditure forecast to identify and anticipate funding available for operations and capital projects. Such projections indicate strong growth in several categories over the next six years as the economy recovers from the effects of the pandemic and other economic stresses, followed by a return to a more normal growth pattern. As indicated in the following figure and identified in the city's most recent budget presentation, additional measures are required to increase revenues or reduce expenditures in future years. The following figure summarizes the projected growth in GF revenues and expenses between FY 2023 and FY 2027.

Figure 78: Morgan Hill General Fund Summarized Projected General Fund Revenues and Expenditures⁴⁴

Revenue/Expenses	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	50,511,568	52,206,814	53,921,194	56,014,205	57,333,294
Expenditures	52,470,094	54,586,429	57,513,792	59,189,008	60,724,881
Surplus (Deficit)	(1,958,526)	(2,379,615)	(3,592,598)	(3,174,803)	(3,391,587)

⁴⁴ Adopted Budget, FY 2022–FY 2024

Fire Department

Projected future expenditures of the Fire Department contract, capital, and other operating costs will require budgetary commitment from the city.

Capital Planning

As previously discussed, city staff works with the City Council to identify expenditure priorities and potential sources of funding. This includes an additional city fire station to improve service to the city. The city has provided initial funding for a Equipment Replacement Fund with \$960,000 of GF budget savings from FY2022. In FY 2023, all city fire apparatus will be 10 years old and approaching the end of frontline service lives.

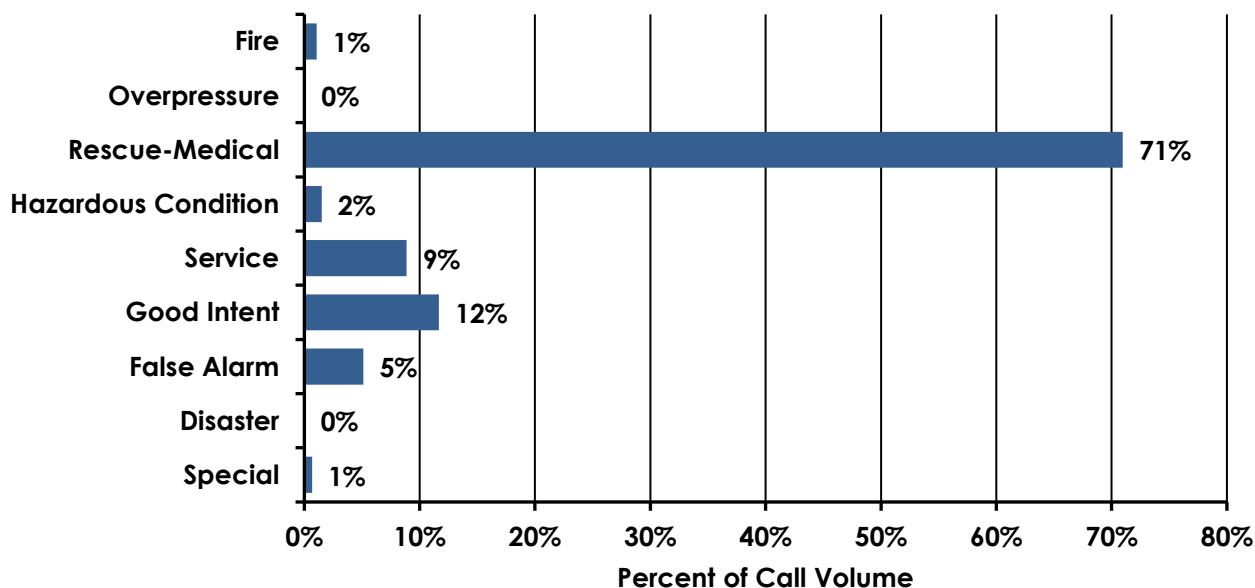
Demand for Services and Performance

The Morgan Hill Fire Department is an urban system that provides aid services to other communities when requested. CAL FIRE also serves SCFD and operates with assigned personnel to each contract. However, the two communities share resources freely, much like a dropped border. Therefore, Morgan Hill and SCFD have a larger amount of mutual aid provided than most agencies in Santa Clara County. Data provided by the agency and its dispatch center includes incident information from January 1, 2018, through June 30, 2022. This analysis focuses primarily on incidents within the statutory response area. The following figure is the overview statistics for CAL FIRE's service to the City of Morgan Hill.

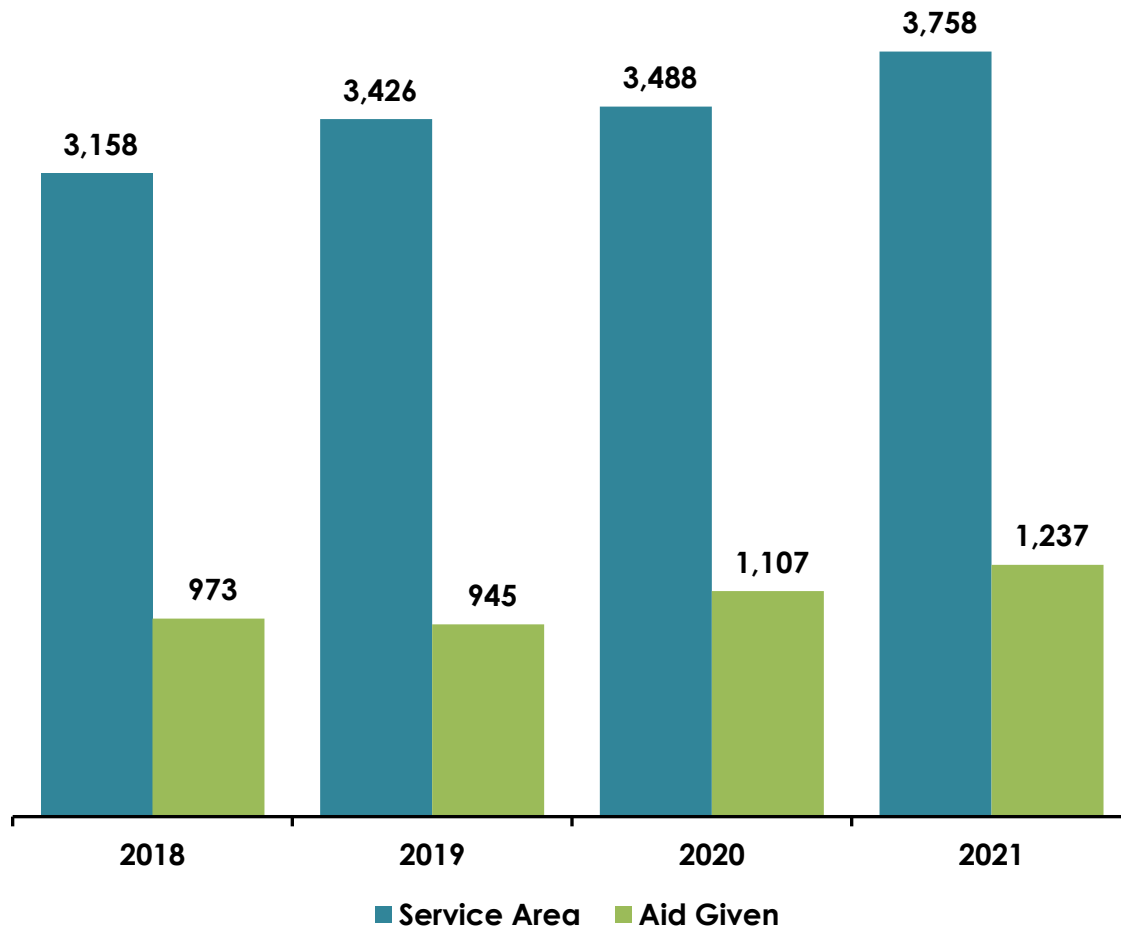
Figure 79: City of Morgan Hill Overview

Agency	Avg. Annual Incident Vol.	Incidents per 1,000 Population	90th Percentile Total Time
Morgan Hill Fire Department	3,458	77	9:56

Each incident was grouped into the main categories following the National Fire Incident Reporting System's (NFIRS) coding system. Morgan Hill medical and rescue calls, classified in the "300" category of NFIRS, accounted for most of the incident types. These incidents accounted for 71% of the incident volume. This proportion of incidents as medical calls is like most American fire service agencies. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

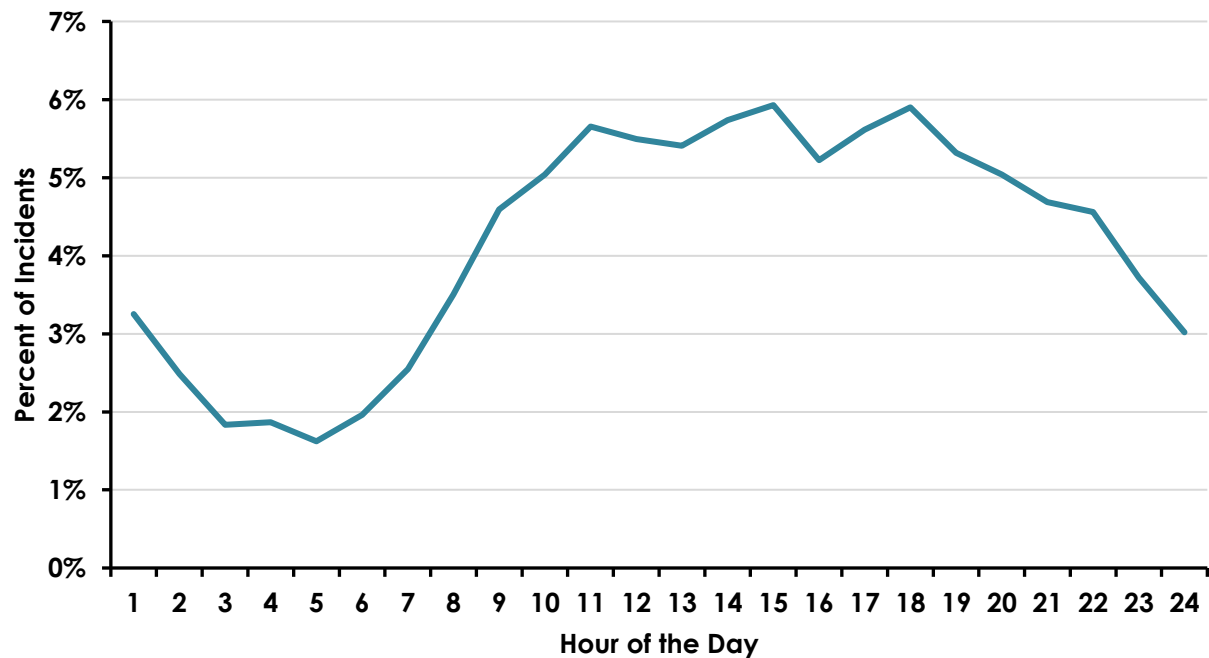
Figure 80: Total Incident Responses by Type as a Percentage

Typically, an analysis of incidents by year can yield a trend or indicate what call volume might look like in the next few years. The COVID-19 pandemic and subsequent social and economic constraints have interrupted smooth incident trends; however, the 4-year incident volume trend has continued to increase each year for Morgan Hill. This report is limited to data through June 30, 2022, CAL FIRE reports that Morgan Hill had 4,486 incidents in 2022. The following figure shows the annual incident volume by year.

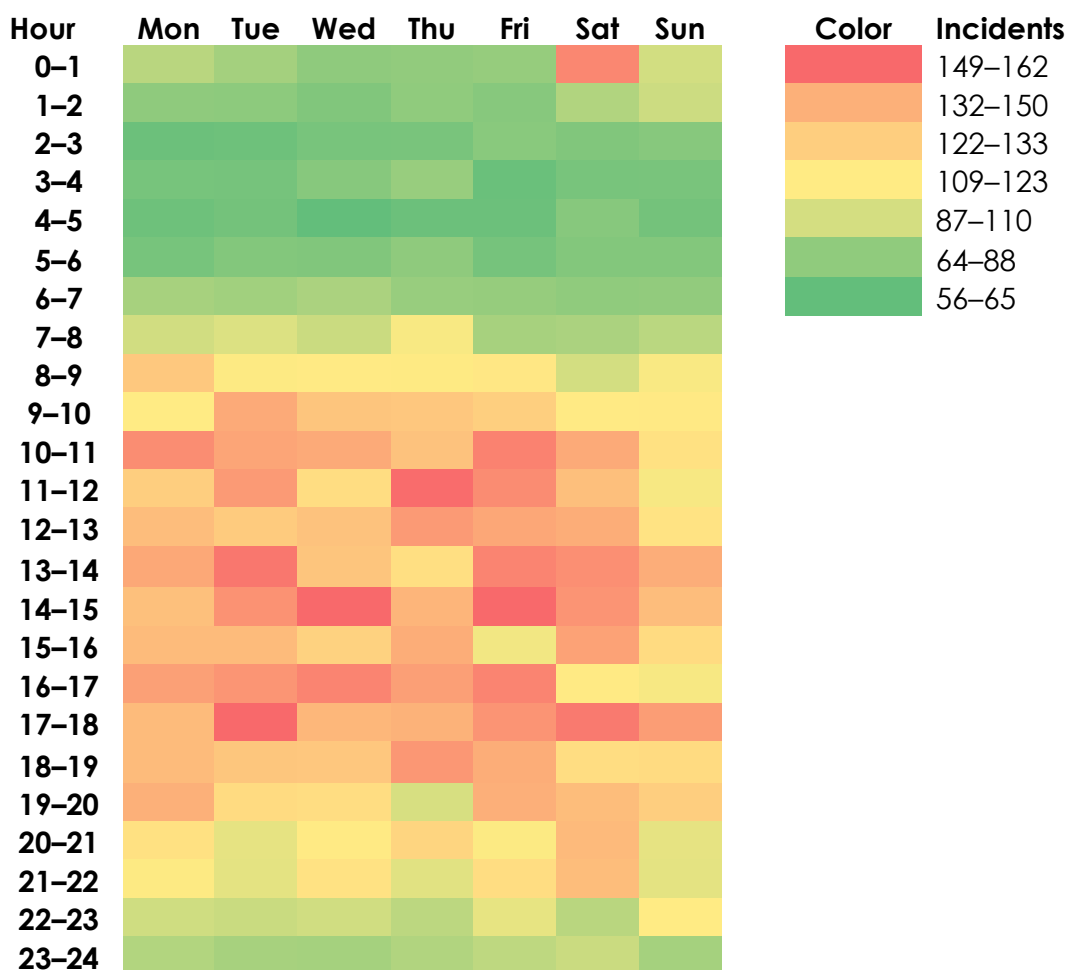
Figure 81: Annual Incident Volume by Year

A temporal study indicated no significant seasonal variation. While the greatest variations happened in April and September, the variation is less than plus or minus 1% and does not appear defined enough to affect overall service demand and delivery.

A study of demand by hour shows that Morgan Hill sees a significant variation by the hour. In fact, over 69% of all incidents happen between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour.

Figure 82: Incident Percentage by Hour

The average daily swing is typical and likely due to the number of awake and active people. However, the day-to-day variation in this information does play a part. The following figure is the incident heat map by the hour and day of the week.

Figure 83: Day and Hour Incident Heat Map

The preceding figure shows a very similar incident load across each day of the week and hour. However, there is a significant and consistent bump in the incident volume on Saturday between midnight and 1:00 a.m. There is also a lower call volume on Sunday during the day which is not substantial.

Emergency Response Performance

The performance of CAL FIRE service to the City of Morgan Hill was also evaluated. Because CAL FIRE data did not specify the response priority, all incidents were included in the analysis. The 90th percentile is typically used in the fire service and is considered the standard for measuring incident response performance. In addition, only those incidents within the city boundary are evaluated.

Three unique time segments are included when evaluating an agency's response performance. The first is the time it takes for the dispatcher to answer the 911 call and notify the agency (call processing); the second is the time it takes for the agency to receive the call and go en route to the call (turnout time); and third is the time it takes for the unit to drive to the incident (travel time). All three segments combined make up the **total response time**. For this evaluation, the unit type was not discriminated against, and the first arriving unit was used to determine the total response time.

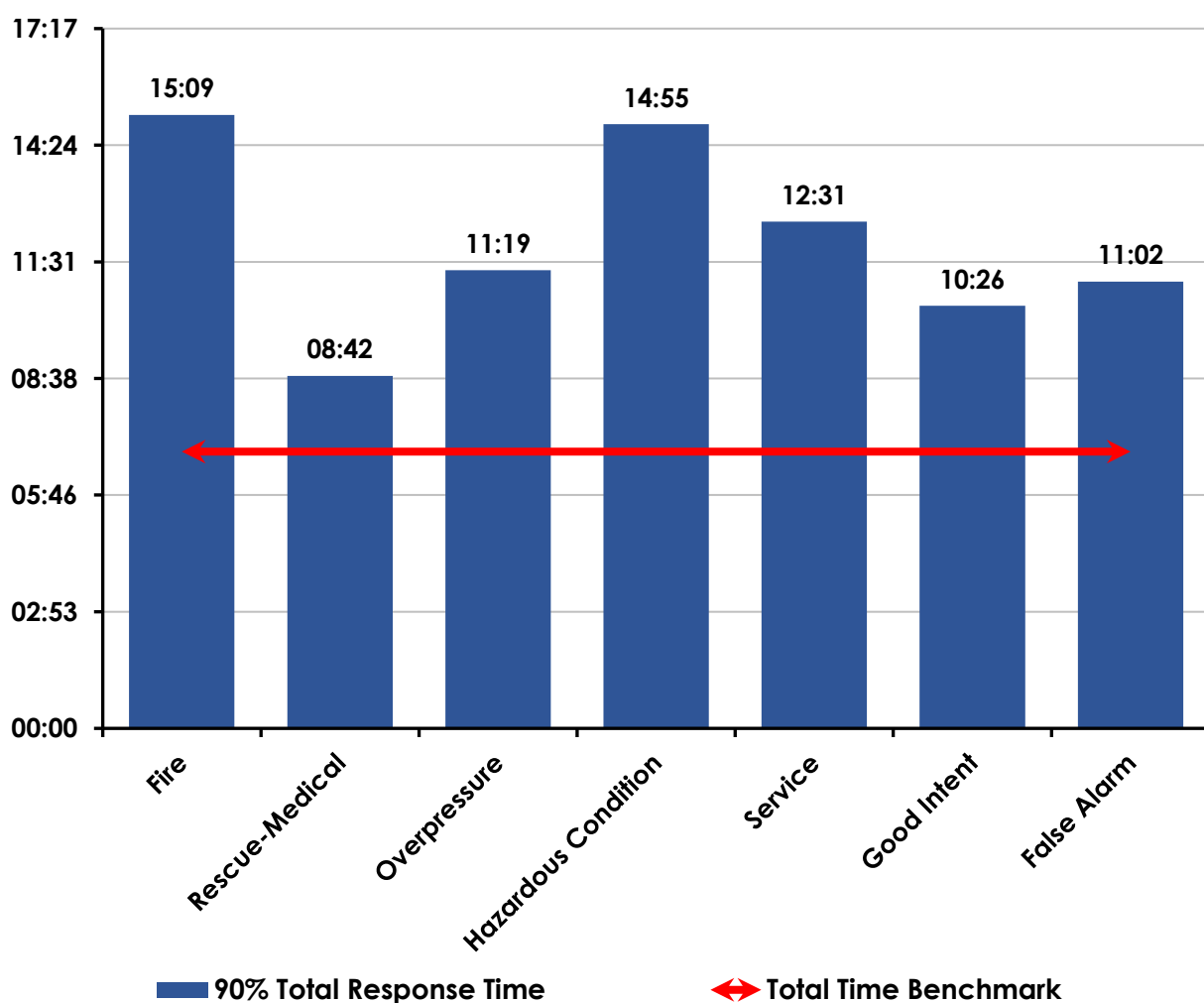
The City of Morgan Hill and an evaluation of available public documentation did not indicate an adopted response time standard for emergency incidents. In the absence of an adopted standard, the National Fire Protection Association (NFPA) 1710: *Standard for the Organization and Deployment by Career Fire Departments* is used to evaluate performance for Turnout Time, Travel Time, and Call Processing. For Turnout Time, the standard is 60 seconds for EMS calls and 80 seconds for fire and special operations responses. For this evaluation, the 80-second standard for turnout time is used. For Travel Time, the NFPA 1710 standard in an urban area is 240 seconds. For Call Processing, the NFPA standard is 64 seconds or less 90% of the time, or 90 seconds or less 90% of the time for calls requiring emergency medical dispatch questioning. For this evaluation, the 90-second standard for call processing is used.

The Total Response Time Standard used for the City of Morgan Hill is the sum of 90 seconds for call processing, 80 seconds for turnout, and 240 seconds for travel for a total response time standard of **6 minutes, 50 seconds or less, 90% of the time**. Between January 1, 2018, through June 30, 2022, the **total response time** for Morgan Hill Fire Department's performance for the 17,687 incidents within the fire response area was 9 minutes, 56 seconds (9:56) or less, 90% of the time. The following figure shows the adopted benchmark against and performance of CAL FIRE's service to Morgan Hill Fire Department.

Figure 84: NFPA Standard vs. Actual Total Response Time Performance

NFPA Standard	1/2018–6/2022 Performance
6:50 or less, 90% of the time	9:56 or less, 90% of the time

Each call type may contain variables. For example, questioning the caller to get appropriate information may take more or less time. In addition, it may take longer for crews to respond depending on the personal protective equipment to be worn, which varies with the type of incident. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 85: Emergent Incidents 90th Percentile Total Response Times, Jan 2018–Jun 2022

The final analysis looked at the unit usage for all apparatus within the system. This analysis considered three dimensions. The first is the unit hour utilization (UHU). This number represents the time a unit was committed to an incident as a percentage of the total time they were on duty. The next is the average time a unit was committed to an incident. And finally, the average number of incidents a unit was deployed daily.

CAL FIRE staff two engines and a squad in Morgan Hill. In addition, a truck is cross staffed by an engine. One other aspect of the unit performance is the amount of time Engine 67 serves Morgan Hill. This is a shared apparatus between Morgan Hill Fire Department and SCFD. Engine 67 is accounted for in the contract with SCFD. The following figure shows the general statistics for each frontline unit within the Morgan Hill system.

Figure 86: Morgan Hill Department Unit Usage

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
E67	8.5%	28 Minutes	4.4
Morgan Hill FD (70%)	5.9%	26 Minutes	3.3
SCFD (30%)	2.6%	34 Minutes	1.1
E57 & T57	5.6%	26 Minutes	3.0
SQ59	1.8%	29 Minutes	0.9
E58	2.9%	27 Minutes	1.6

Staffing

The cost of shift Battalion Chiefs are shared with other agencies where CAL FIRE provides service; the City of Morgan Hill funds 1.5 full BC positions and 17% of the Battalion Chief for EMS. The city provides all overtime and overhead expenses for the CAL FIRE Battalion Chief/Fire Marshal to perform the role of Fire Marshal for the city.

The following figure shows the total number of personnel for the Morgan Hill Fire Department.

Figure 87: Staffing

Assignment	Staffing
Uniformed Administration	.5
Non-Uniformed Administration	3.5
Fire Prevention	1.5
Operations Staff	29.33
Emergency Communications	2.0
Volunteers, Reserve, On Call	0
Total Personnel	36.83

The following figure shows the daily operational staffing at each station and on each unit in the station. CAL FIRE utilizes a unique platoon schedule to staff the various stations throughout the year. There are three platoons that are operational in this system. Platoon A works for three consecutive days. Platoon B works the three alternate days. The third platoon is a relief platoon with personnel typically working the seventh day not covered by either Platoon A & B and covering for scheduled vacancies on either of the other two platoons.

Figure 88: Daily Operational Staffing


Station	Daily Staffing	Unit Staffing
EL Toro	5	Engine (3), ALS Squad (2)
Dunne Hill	3	Engine (3)
Total	8	

Facilities & Apparatus


Fire Stations

The following figures outline the basic features of the City of Morgan Hill fire stations that are contracted to CAL FIRE for staffing. The condition of each station is rated based on the criteria identified in the introduction to this section of the report.

Figure 89: Morgan Hill Fire Department Stations

Station Name/Number:	El Toro				
Address/Physical Location:	18300 Old Monterey Rd, Morgan Hill, CA				
	General Description: This 48-year-old station does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1974				
Seismic Protection	No				
Condition (from rating sheet)	Fair				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay	72 feet				
Facilities Available					
Sleeping Quarters	5	Bedrooms	9	Beds	Dorm Beds
Current Daily Staffing	5				
Maximum Staffing Capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-57	3	Type 1 Engine			
SQD-59	2	Squad			
T-57	3CS	Truck			
RM-58	2CS	Ambulance			
Total Daily Staffing:	5				

*Cross-staffed (CS)

Station Name/Number:	Dunne Hill					
Address/Physical Location:	2100 E. Dunne Ave, Morgan Hill, CA					
	General Description: This 44-year-old station does not meet the needs of a modern fire station.					
Structure						
Date of Original Construction	1978					
Seismic Protection	No					
Condition (from rating sheet)	Fair					
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0		
Length of each Apparatus Bay	Unknown					
Facilities Available						
Sleeping Quarters	3	Bedrooms	6	Beds	0	Dorm Beds
Current daily staffing	3					
Maximum staffing capability	6					
Kitchen Facilities	1					
Bathroom/Shower Facilities	Yes					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-58	3	Type 1 Engine				
Total Daily Staffing:	3					

*Cross-staffed (CS)

Fire Stations Discussion

CAL FIRE operates a total of 13 fire stations in Santa Clara County. Eight meet the state mission of wildfire suppression on state-responsibility lands and five are part of service to local government.

The City of Morgan Hill owns two fire stations, with a third under construction. Both current stations are rated in "Fair" condition. The expected lifespan of a fire station is usually 50 years. Morgan Hill's fire stations are 44 and 48 years old, with an average age of 46 years. The following figure summarizes Morgan Hill's fire stations and their features.

Figure 90: City of Morgan Hill Station Configuration and Condition

Station	Apparatus Bays	Staffing Capacity	General Condition	Station Age
El Toro	2	8	Fair	48 years
Dunne Hill	2	6	Fair	44 years
Totals/Average:	4	14		46 years average

The majority of CAL FIRE's fire stations, including Morgan Hills, are older and do not meet the requirements of modern firefighting. Because the firefighting environment has changed, the technology, equipment, and safety systems have also changed to meet new demands. However, older buildings do not typically have the space or engineering systems to meet that new environment. Modern living also requires much more access to electrical outlets than was expected in older buildings. The older Morgan Hill fire stations are no exception.

For example, older buildings do not meet the requirements due to the need to decontaminate personnel and equipment after many of the responses in the current firefighting context. Every crew member should have access to facilities to decontaminate immediately after a fire event. The Morgan Hill station provides separate bedrooms and restrooms.

In addition, there needs to be enough partitioned space to allow for gear and equipment to be thoroughly washed and designed to control contamination in the living and working space of the station. While all structures require routine maintenance, fire stations require even more due to the continuous occupancy by a minimum of three adults. Multiple departures and returns of heavy apparatus also affect these structures.

Facility Replacement

The City of Morgan Hill is building a new station that is expected to open in 2024. AP Triton did not identify any other capital projects in the current budget documents.

Ensuring the stations are in good repair also requires regular maintenance and scheduled replacement of specialized equipment. Plans for updating and repairing systems such as heating and air conditioning (HVAC), generators, roofs, driveways, parking areas, security gates, painting, carpet replacement, and small appliances can keep costs down and buildings in service longer. In addition, establishing a facility replacement and maintenance plan will enable the city to plan for ongoing service from each station more efficiently.

Status of Shared Facilities

The City of Morgan Hill, through CAL FIRE, currently shares one facility, personnel, and equipment through a Cooperative Agreement between CAL FIRE and the city. CAL FIRE also integrates its resources seamlessly into local responses, including participation in the County's Mutual Aid Plan.

Apparatus

Apparatus was evaluated by agency staff based on age, miles/hours, service, condition, and reliability with the criteria available for reference in the introduction for this section of the report.

The following figures represent all apparatus and vehicles operated by CAL FIRE in Morgan Hill.

Figure 91: Morgan Hill Apparatus

Unit	Type	Status	Year	Condition	Features
Engines & Aerial Apparatus					
E57	Engine	Frontline	2013	Good	1500 GPM / 600 Tank
E58	Engine	Frontline	2013	Good	1500 GPM / 600 Tank
E158	Engine	Reserve	1994	Poor	1500 GPM / 750 Tank
T57	Truck	Frontline	2013	Excellent	2000 GPM / 475 Tank
Medics/Rescues/Other					
SQD59	ALS Squad	Frontline	2013	Excellent	ALS Squad
RM58	Ambulance	Frontline	2003	Poor	

Figure 92: Supervisor & Command Vehicles

Unit	Assigned To	Manufacturer	Year	Condition
B57	Battalion Chief	Ford	2013	Good
B59	Battalion Chief	Ford	2020	Excellent
P59	Fire Marshall	Ford	2013	Good

Dispatch & Communications

The Morgan Hill Police Department operates the city's 911 Public Safety Answer Point (PSAP) and CAL FIRE operates the dispatch center. The center provides service for CAL FIRE, Morgan Hill Fire Department, SCFD, Alameda County Station 14, Spring Valley Fire Volunteer Fire Department, Casa Loma Volunteer Fire Department, Uvas Volunteer Fire Department, and Stevens Creek Volunteer Fire Department.

Figure 93: PSAP and Dispatch Center

Item	Description
CAD Application	Peraton
Telephone System	Vesta 911
Radio System	VHF Digital, encrypted
Fire/EMS Notification	Moducom, CAD Paging
Ability for fire agencies to communicate via radio with other fire agencies in the county	Yes
Ability for fire agencies to communicate via radio with police agencies in the county	Yes
Ability for fire agencies to communicate via radio with non-Fire EMS agencies in the county	Yes
Ability for PSAP to communicate CAD-to-CAD (how do you transfer a call to another center)	No, all 911 calls are transferred via phone to CAL FIRE dispatch for CAL FIRE response and Santa Clara County Communications for Ambulance response.
Criteria-based dispatch system in place	No
Formal EMD quality assurance program in place	No
Options for non-emergent calls not requiring EMS	No
AVL used on fire apparatus	Yes
AVL used on ambulances & EMS units	No
Do all fire & EMS units have MDTs/MDCs in vehicles	No
Closest unit dispatched via AVL	No
No. of 911 calls	23,222
No. of 7-digit incoming calls	143,269

Morgan Hill FD Service Review Determinations

LAFCO is required to prepare a written statement of determination with respect to six areas as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Based on the criteria described in Section I of this report, the following determinations are proposed for the City of Morgan Hill fire-related services.

Growth and Population Projections

- 3-1: Based on information from the 2020 U.S. Census, the population in the City of Morgan Hill is estimated at 45,483.
- 3-2: Morgan Hill is projected by the Association of Bay Area Governments at the Superdistrict level to have a cumulative growth rate of < 1% between 2020 and 2035, or < 0.01% annually and increase to 5% cumulatively between 2035 and 2050, or 0.32% annually.

Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence

- 3-3: There are no disadvantaged unincorporated communities (DUCs) in the City of Morgan Hill and its SOI.

Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Those Related to Sewers, Water, and Fire in Any DUCs Within or Contiguous to the SOI

- 3-4: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that the City generally has capacity to serve existing demand, as the highest utilization of any unit was 8.5%.
- 3-5: It appears that Morgan Hill has sufficient capacity to serve existing demand, although additional resources are necessary to reduce response times. Aging facilities pose the primary constraint to providing service to existing and future growth in demand; therefore, the City should continue prioritizing the facility replacement fund and maintenance plan that enables the City to plan for ongoing replacement of major components of fire stations.
- 3-6: The City of Morgan Hill FD provides an adequate level of services based on the latest ISO rating and staffing levels. However, the city (CAL FIRE) does not meet the National Fire Protection Association (NFPA) 1710 total response time standard for a career fire department of within 6:50 minutes for 90% of Priority 1 incidents, with a response time of 9:56 or less, 90% of the time.

- 3-7: The primary challenges to fire services within Morgan Hill, according to the City, are recruiting paramedics, maintaining adequate funding for expanding the fire department, and upgrading technologies to increase efficiencies within the fire department. The City recognizes these challenges and is addressing the critical issues.
- 3-8: There is a possibility for enhanced efficiency/gained value as reported by the City through an additional station and equipment (planned for 2024), technology improvements, and maintaining a split cost share of personnel with SCFD for Engine 67 staffing.
- 3-9: The City of Morgan Hill owns two fire stations, with a third under construction. Both current stations are rated in "Fair" condition. The expected lifespan of a fire station is usually 50 years. Morgan Hill's fire stations are 44 and 48 years old. Morgan Hill's stations are older and do not meet the requirements of modern firefighting.
- 3-10: Santa Clara County has an excessive number of PSAPs and Dispatch Centers that are not using a common computer aided dispatch (CAD) platform or even a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status creating disjointed dispatch services that greatly constrains the potential for efficient dispatch and mutual/automatic aid support. There is a need for a comprehensive feasibility study to determine the best method to address weaknesses in the County's overall emergency communications system.

Financial Ability of Agency to Provide Services

- 3-11: The COVID-19 pandemic had a significant negative impact on Morgan Hill's FY 20 General Fund revenue streams with a decline of approximately 5.6% from the previous year. FY 2021 saw a return to revenue growth sufficient to exceed the pre-COVID-19 pandemic levels. Unlike other cities in the area, Morgan Hill's General Fund operated with a surplus from FY 18 to FY 22, including during FY 20 when revenues were greatly reduced.
- 3-12: CAL FIRE's annual payments on its unfunded actuarial liability are projected to increase for the foreseeable future and will continue to represent a significant portion of Morgan Hill's costs associated with the service contract. Morgan Hill is experiencing a significant increase in cost of the CAL FIRE contract as a result of increased personnel costs and a reduction in weekly hours worked by CAL FIRE.

- 3-13: The rise in expenditures is anticipated to outpace increases in GF revenues for Morgan Hill through FY 27, causing the city to operate at a deficit in its GF each year from FY 23 to FY 27. Additional measures will be required to increase revenues or reduce expenditures in future years. The city should review its ability to continue with the contract for services in future years and whether to prioritize fire service in its expenditures or find additional revenue to continue providing service at least at the current level.

Status and Opportunities for Shared Services

- 3-14: The City of Morgan Hill, through CAL FIRE, currently shares one facility, personnel, and equipment through a Cooperative Agreement between CAL FIRE and the city.
- 3-15: Morgan Hill FD practices resource sharing as a member of the regional Mutual Aid agreement and as a partner in an operational agreement with the City of Gilroy and SCFD to drop borders and send the closest appropriate available resource regardless of jurisdiction. Additionally, Morgan Hill is a member of the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.
- 3-16: A fire operational analysis found that Morgan Hill and SCFD should initiate discussions with CAL FIRE to find greater efficiencies and operability in their fire and EMS dispatch operations.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- 3-18: The City of Morgan Hill meets State laws for transparency and accountability, including making information easily accessible to the public, maintaining a compliant website, providing ethics training and economic interest reporting, following financial reporting requirements, and adhering to open meeting requirements. CAL FIRE manages a website dedicated to fire services in Morgan Hill where fire planning documents can be found. CAL FIRE could enhance transparency regarding its fire services by making the Standards of Cover available on its website.

- 3-19: Exploring options for alternative service structures, such as joint powers authorities combining operations of two or more neighboring agencies, could potentially bring efficiencies and value-added services to Morgan Hill. While CAL FIRE provides contractual service of a large-scale fire agency to Morgan Hill, creating a larger local entity consisting of Morgan Hill, Gilroy, and SCD with a unified structure could offer benefits such as increased accountability, improved efficiency, and enhanced effectiveness in delivering fire services to the community. While Morgan Hills' services are satisfactory and appear to be sustainable, there are facility capacity constraints and regionalization could offer opportunities to pool resources, share expertise, and optimize operations, leading to improved service delivery. While reorganization, consolidation, and other shared service structures will likely have efficiencies from which agencies can benefit, if they are facing service-related constraints, these structure alternatives do not provide a singular solution to all constraints to services and must be combined with other strategies.

4 Mountain View Fire Department

Agency Overview

Mountain View Fire Department provides fire suppression, rescue, emergency medical first response, fire prevention, environmental protection, and emergency services to a population of 84,038 in 12 square miles. Mountain View Fire Department operates five fire stations with a total of 86.5 personnel.

Background

Mountain View Fire Department completed a Standards of Cover and Strategic Plan in 2019. Per the Fire Chief, these have not been presented to the elected officials as there has not been capacity to provide a study session to Council, however, Mountain View elected officials have adopted the emergency response performance standards

The City earned a Public Protection Classification (PPC) rating of 1 from the Insurance Services Office (ISO) in 2021. ISO measures various data elements to determine the PPC for a community. The PPC rating is based on an evaluation of three main components: the fire department, the water system, and the communications center. Insurance companies often subscribe to ISO's services to retrieve the PPC rating for a community. The PPC rating plays a significant role in determining insurance rates for properties within that community. A lower PPC rating indicates a higher level of fire protection and can result in lower insurance premiums for property owners.

Cost minimization efforts identified by the Fire Chief over the last ten years was the purchase of a Tiller.

The Fire Chief did not identify any potential for facility, personnel, and equipment sharing.

The Fire Chief's top three critical issues:

- City Growth
- EMS Transport
- Facilities

The Fire Chief's top three opportunities to increase value and/or efficiency for the public:

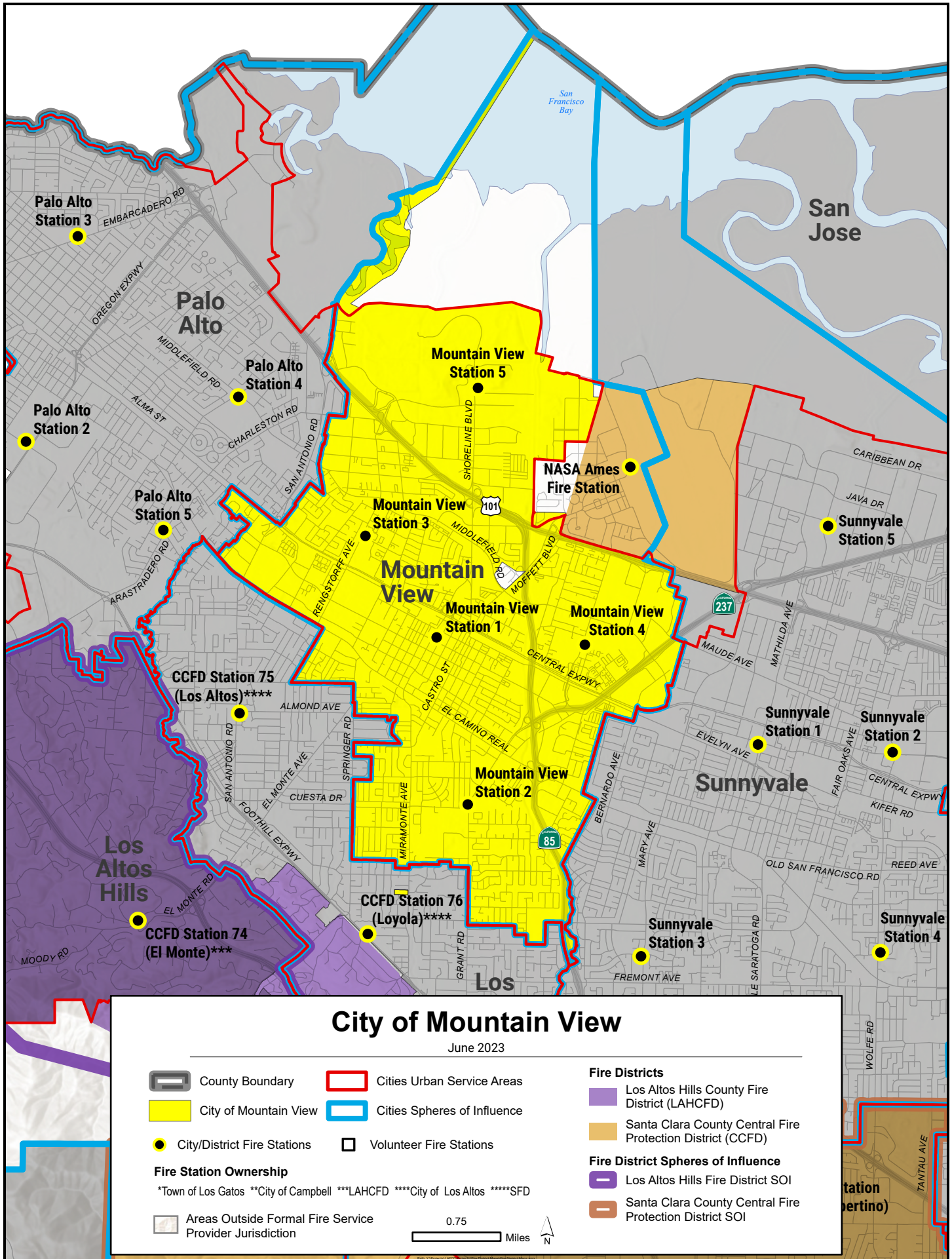
- EMS Transport
- Dispatch Consolidation
- Fleet Replacement

Boundaries and Sphere of Influence

Mountain View is located in the northern part of Santa Clara County. The city is substantially bounded by the City of Sunnyvale to the east; by the City of Los Altos to the south; and by the City of Palo Alto to the west. The city's incorporated territory consists of 12.2 square miles. The city's Urban Service Area (USA) and municipal boundaries are nearly contiguous with the exception of two unincorporated islands that are served by Mountain View through an agreement with Santa Clara County. The Spheres of Influence (SOIs) of Mountain View and Sunnyvale bisect Moffett Field and its federal research park.

The city's SOI encompasses 16.36 square miles and is coterminous with the city limits to the east, south, and west. The northern portion of the City's SOI boundary includes unincorporated areas and extends two miles into the San Francisco Bay. It also includes approximately half of Moffett Field. The city's SOI was last reviewed in 2015 and was reaffirmed without change at that time.

Figure 94: City of Mountain View



Type & Extent of Services

Services Provided

Mountain View Fire Department provides a full range of services for its residents but currently lacks the ability to provide ambulance transport when the system demand is excessive. The following figure represents each of the services and the level performed.

Figure 95: Overview of Services Provided

Service	Y/N	Level
Fire Suppression	Yes	
Wildland Fire Suppression	Yes	Structural and Wildland Engine based fire suppression (Type 6 Engine)
Statewide Mobilization	Yes	Available for Cal OES statewide mobilization
EMS First Response	Yes	Paramedic (ALS) level
Ambulance Transport	No	MVFD will begin providing back up ambulance transport after they receive an ambulance this fiscal year
Specialized/Technical Rescue	Yes	Specialist Level
HazMat Response	Yes	Specialist Level
Fire Inspection/Code Enforcement	Yes	
Plan Reviews	Yes	
Public Education/Prevention	Yes	
Fire & Arson Investigation	Yes	

In addition to the normal fire prevention responsibilities, MVFD also regulates, inspects, and manages industrial pretreatment of wastewater and urban water runoff for the city and inspects the living interior conditions of all multifamily residential buildings (more than three units) under the cities Family Housing Ordinance. MVFD also manages the Office of Emergency Services (OES) for the city.

Service Area

Mountain View Fire Department began service as a volunteer company on April 1, 1874. The town was incorporated almost 30 years later in 1902. Mountain View Fire Department is statutorily responsible for fire, medical, rescue, environmental protection, OES and other hazard incidents within the city limits.

Collaboration

- Instructional services agreement with the South Bay Regional Public Safety Training Consortium to provide instructors.
- Mountain View Fire Department provides ALS service and in the future will be able, with its plan to purchase an ambulance, to provide backup ambulance transport through an agreement with Santa Clara County Emergency Medical Services Agency.

Joint Power Agreements (JPAs)

- JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.

Contracts to Provide Services to Other Agencies

- Mountain View provides service to unincorporated areas within the city through an agreement with Santa Clara County after the dissolution of the Fremont Fire District in 1991.

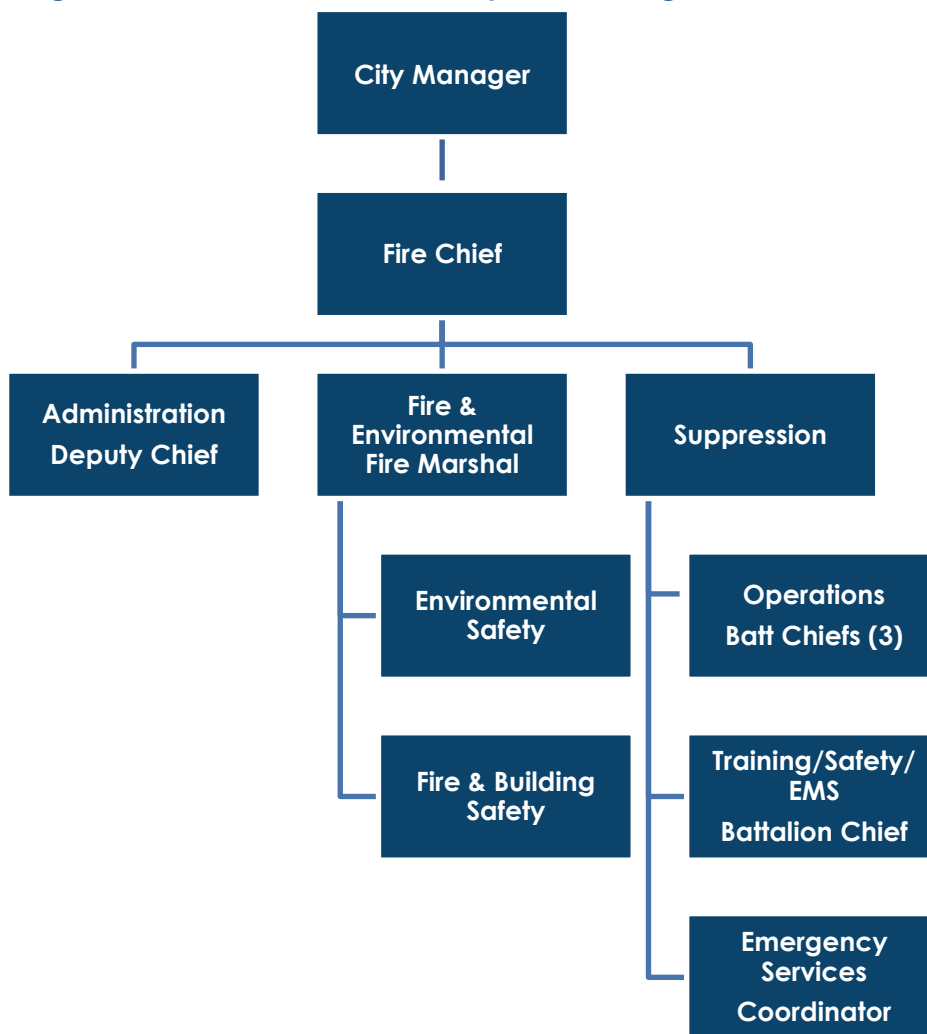
Contracts for Services From Other Agencies

- None identified.

Governance & Administration

The City of Mountain View functions under the Council-Manager organizational structure. The City Council, made up of seven members, is the governing body elected by the voters of Mountain View. The Mayor and Vice Mayor are selected from those on Council. The Council appoints the City Manager. The Fire Chief reports to the City Manager.

Figure 96: Mountain View Fire Department Organizational Chart



Accountability for Community Services—Transparency

The following figure identifies the efforts to meet state laws designed to ensure transparency and accountability.

Figure 97: Transparency and Accountability

Transparency and Accountability	Available
Agency website ⁴⁵	Yes
Adopted budget available on website	Yes
Notice of public meetings provided	Yes
Agendas posted on website ⁴⁶	Yes
Public meetings are live streamed	Yes
Minutes and/or recordings of public meetings available on website	Yes
Master Plan (fire service specific) available on website	No ⁴⁷
Strategic Plan (fire service specific) available on website	Yes
Community Risk Assessment and Standards of Cover documents available on website	Yes
SOC performance reports available on website	Yes
Efforts to engage and educate the public on the services to the community	Yes
Staff and governing board member ethics training and economic interest reporting completed	Yes
Compliance with financial document compilation, adoption, and reporting requirements	Yes
Adherence to open meeting requirements	Yes

Efforts to engage and educate the public on the fire and emergency services to the community consist of an active CERT program, participation in local events, tours of the fire stations, access to fire department planning documents on the city's website, and Fire Safety Education and Community Outreach consisting of fire safety tips, youth firesetter intervention, Kids Corner, pancake breakfasts, tours, the PulsePoint Respond program, residential smoke and carbon monoxide alarm program, and the premise information program.

⁴⁵ As of January 1, 2020, independent special districts are required to maintain websites according to Government Code Sections 6270.6 and 53087.8 to provide the public easily accessible and accurate information about the district. Government Code Section 53087.8 lists what must be included on the website.

⁴⁶ Government Code §54954.2.

⁴⁷ MVFD does not have a Master Plan.

In addition to meeting state laws, the city makes efforts to ensure financial transparency through its website's search tools and "Open Budget" tool allowing access to information by fund, department, and expense type. Additionally, there is an "Open Public Records" web portal which allows access to records of public agencies within the state. The public can easily access financial information related to how the City of Mountain View makes purchases, city tax information, revenue, and other budgetary reports. The city has uploaded all of its historical Laserfiche archives into the City Records database on its website, allowing for ease of access to all historical information. The public is also able to file complaints, obtain contact information and links to social media sites, pay bills online, fill out permits, and gather information about various social services. The Fire Department issues media releases on its webpage regarding any significant incidents. The city abides by Assembly Bill 2257 (Government Code §54954.2) which updated the Brown Act with new requirements governing the location, platform, and methods by which an agenda must be accessible on the agency's website for all meetings occurring on or after January 1, 2019.

Land Use & Population Projections

Land Use

The City of Mountain View has adopted a system of zoning property to guide future development. The city's General Plan was adopted in 2012 and provides a vision for the community through 2030. It discusses the city's commitment to allocate the resources to meet the intent of the plan and divides the city into different planning areas. The General Plan established goals and policies citywide where major growth and development is anticipated through 2030. This allows the city to strategically manage its critical resources for a sustainable future. A breakdown of land use categories is shown in the following figure.

Figure 98: Existing Land Use Percentages ⁴⁸

Land Use Categories	% of Total Area
Residential	42%
Industrial, Office	18%
Public, Institutional	16%
Open Space	16%
Commercial	7%
Vacant/Agriculture	2%

Current Population

Based on information from the 2020 U.S. Census, the population in Mountain View is estimated at 82,376.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city-level are not yet available. Mountain View is primarily in Superdistrict 8 with a small portion in Superdistrict 9. Superdistrict 8 is projected to have a cumulative growth rate of 14% between 2020 and 2035, or 0.88% annually. The growth rate between 2035 and 2050 is expected to reduce to 5% cumulatively or 0.32% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).⁴⁹ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.⁵⁰

There are no DUCs in the City of Mountain View.

Financing

This study will focus on the receipts and disbursements within the General Fund (GF) of the City of Mountain View and will consider the impact of revenues from other funds that are pertinent to the city's operations of its fire department.

⁴⁸ Mountain View 2030 General Plan.

⁴⁹ Government Code §56033.5.

⁵⁰ Government Codes §56425(e)(5) and §56430(2).

The City Council adopted the Strategic Roadmap Action Plan (Council Work Plan) in June of 2021 to identify and memorialize the Council's vision for the future of the city. The Strategic Roadmap is utilized to make decisions regarding the allocation of resources to accomplish the goals and objectives of the plan. City staff, with guidance from the Council and the plan, prepares a one-year operating budget based on a July through June fiscal year. Budget preparations for the subsequent year begin with a review of recent accomplishments of plan objectives, a review of the service level priorities, community engagement and outreach, resulting in a draft of the following year's budget being produced. The final budget presentation to City Council takes place no later than the second week in May.

General Fund Recurring Revenues and Expenses

A significant amount of GF information was reviewed to develop a financial trend analysis for the five-year period. This review of the historical information of GF revenues revealed that revenues increased from \$136,377,000 in FY 2018 to \$146,010,000 in FY 2019, an approximate 7% increase. This was followed by a significant decline in revenues in FY 2020 (\$142,677,000), approximately 2.3% in total, as the impact of the COVID-19 pandemic was felt. FY 2022 saw a return to revenue growth sufficient enough to exceed the pre-COVID-19 levels.

Property tax values have increased from \$28.0 billion in FY 2017–2018 to \$37.6 billion in FY 2022, a 34% increase during that time period. Property tax revenues are the most significant source of GF revenues, followed by sales tax revenues. Combined, these two sources account for over 50% of GF revenues. Other sources of revenue include other local taxes, charges for services, licenses, fines and forfeitures, charges to other funds, franchise fees, use of property and money income, and other sources.

As previously indicated, the city's GF expends funds for general government services. These include City Attorney, City Manager, City Clerk, and City Auditor. Other Departments funded by General Fund revenues are the Library, Community Services, Human Resources, Community Development, Public Works, Finance, Fire, and Police.

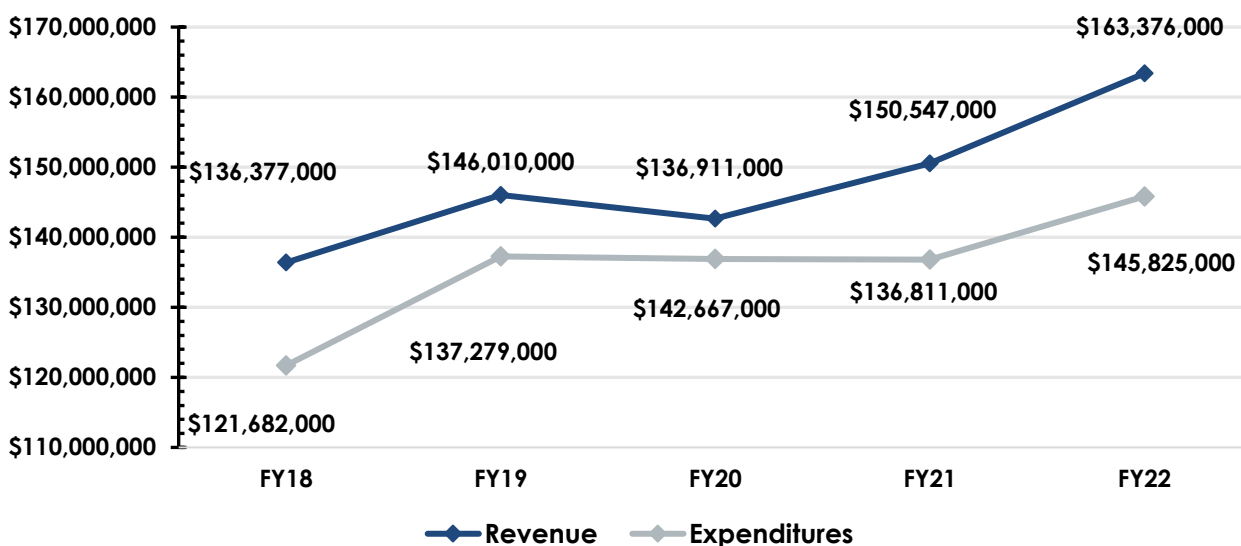
The city's policy is to transfer GF surpluses to other GF reserve accounts on an annual basis. The COVID-19 pandemic had a significant effect on the city's GF operations in FY 2020. The following figure indicates those revenue effects as the COVID-19 pandemic impacted the city's sales tax revenues were reduced.

Figure 99: City of Mountain View Summarized General Fund Revenues and Expenses, FY 2018–FY 2022⁵¹

Revenue/Expenses	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Budgeted FY 2022
Revenue	136,377,000	146,010,000	142,667,000	150,547,000	163,376,000
Expenditures	121,682,000	137,279,000	136,911,000	136,811,000	145,825,000
Surplus (Deficit)	14,695,000	8,731,000	5,756,000	13,736,000	17,551,000

Shown graphically, the above information indicates the impact on the city's sales tax revenues of the pandemic.

Figure 100: General Fund Revenues and Expenditures, FY 2018–FY 2022



Mountain View Fire Department

Mountain View Fire Department operates through three separate divisions: Fire Administration (Including OES), Fire Suppression, and Fire and Environmental Protection. The MVFD charges for services provided to the community which offsets a portion of the funding requirements from the City's taxpayers.

⁵¹ Adopted Budgets, FY 2019/FY 2020; FY 2020/FY 2021; FY 2021/FY 2022.

Salaries and benefits are approximately 94% of the operating costs of Mountain View Fire Department. The city and the department participate in the CalPERS pension system. The city has incurred a significant unfunded actuarial liability (UAL) balance on its pension obligations. Annual payments on this UAL are projected to decrease through the year 2038 but will continue to represent a very significant portion of the MVFD's pension costs. Supplies and services costs are the balance of the department's funding requirements. The department has minimal capital expenditures on an annual basis.

Mountain View Fire Department receives funding for its various expenses through an allocation of GF revenues, General Non-Operating Fund, Building/Development Services Fund, Shoreline Regional Park Community, and the Wastewater Fund. The GF receives revenues generated by the fire department, including fire permits, planning fees, and false alarm fees.

The following figure summarizes Mountain View Fire Department's operating expenses requiring funding from the GF from FY 2018 through FY 2022.

Figure 101: Mountain View Fire Department Expenditures and Revenues, FY 2018–FY 2022

Expenditures/Revenue	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Budgeted FY 2022
Expenses by Division					
Fire Administration	953,320	1,105,898	1,302,781	1,325,813	1,368,218
Fire & Envir. Protection	2,430,025	2,413,010	2,805,753	2,899,635	3,935,262
Fire Suppression	23,543,076	23,815,673	24,379,526	27,709,514	27,052,191
Expenditures	26,926,421	27,334,581	28,488,060	31,934,962	32,355,671
General Licenses & Permits	599,951	651,999	636,885	737,444	541,000
Fines & Forfeitures	62,795	19,770	13,480	3,748	1,000
General Service Charges	265,702	302,731	270,816	246,013	236,300
Miscellaneous Revenues	2,061,189	2,122,046	872,801	3,106,455	367,400
Interfund Transfers	—	—	46,615	188,730	—
Revenues	2,989,637	3,096,546	1,840,597	4,282,390	1,145,700
Net Required from Other Sources	23,936,784	24,238,035	26,647,463	27,652,572	31,209,971

Financial Projections

In conjunction with the preparation of the annual budget, city staff prepares a five-year revenue and expenditure projection to identify and anticipate funding available for operations and capital projects. These projections indicate strong growth in several categories over the next five years as the economy recovers from the effects of the pandemic and other economic stresses, followed by a return to a more normal growth pattern. Growth in expenditures has been matched to the available revenues. The following figure summarizes the projected growth in General Fund revenues and expenses between FY 2023 and FY 2027.

Figure 102: Mountain View General Fund Summarized Projected General Fund Revenues and Expenditures⁵²

Revenue/Expenses	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	163,836,000	170,921,000	178,278,000	185,880,000	192,820,000
Expenditures	160,080,000	170,523,000	177,285,000	183,333,000	188,151,000
Surplus (Deficit)	3,756,000	398,000	993,000	2,547,000	4,669,000

⁵² Adopted Budget, FY 2022–FY 2023.

Mountain View Fire Department

Projected expenditures of the Mountain View Fire Department will be constrained by the revenue streams of the city and by the funds generated from the revenues for the services the department provides to the community.

Capital Planning

As previously discussed, city staff and City Council worked together to develop the Strategic Roadmap Action Plan (Council Work Plan) to identify expenditure priorities and potential sources of funding.

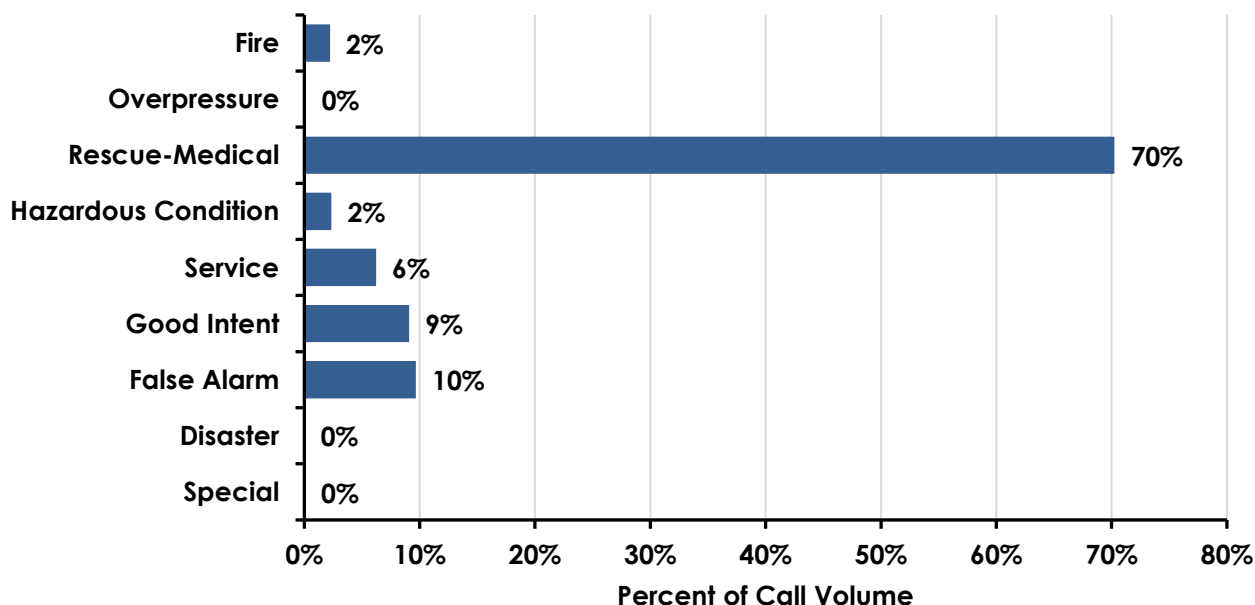
Demand for Services and Performance

Mountain View Fire Department is a moderately busy urban system that provides aid services to other communities when requested. Data was provided by the agency and its dispatch center and included incident information from January 1, 2018, through June 30, 2022. This analysis focuses primarily on incidents within the statutory response area. The following figure is the overview statistics for MVFD.

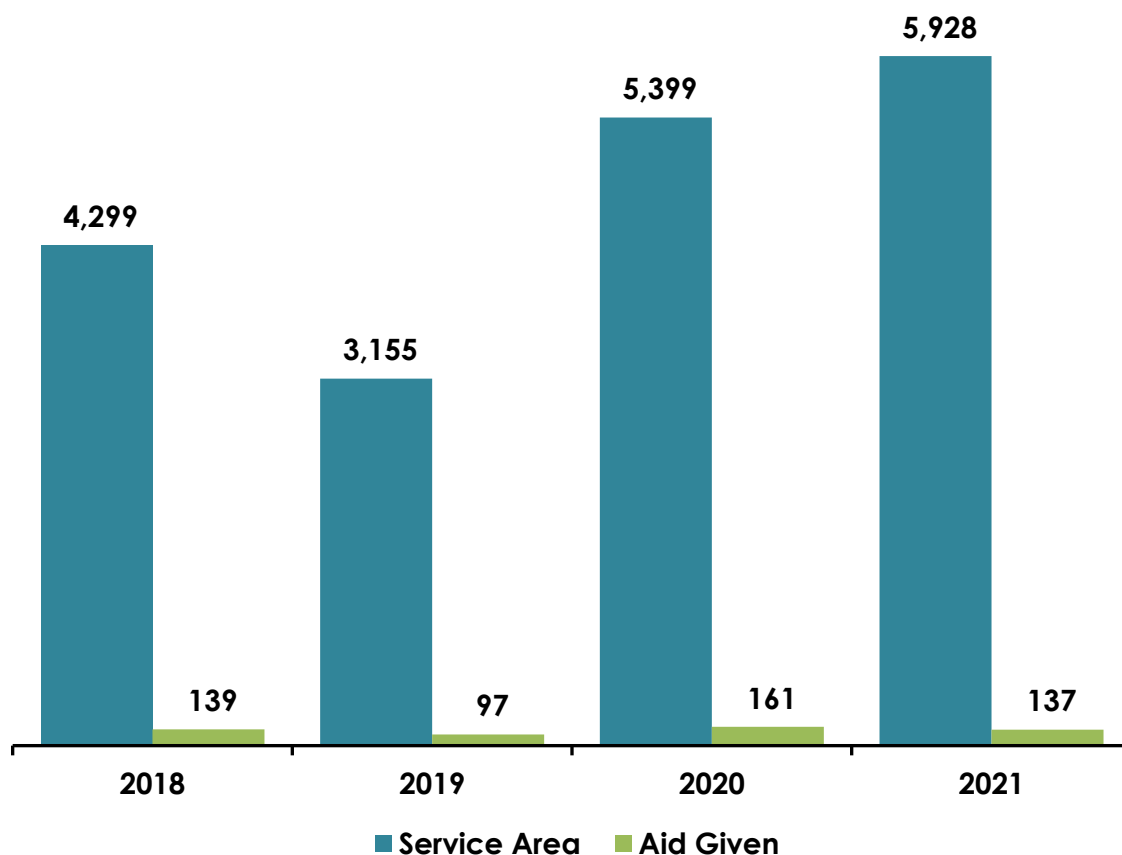
Figure 103: City of Mountain View Overview

Agency	Avg. Annual Incident Vol.	Incidents per 1,000 Population	90th Percentile Total Time
Mountain View Fire Department	4,695	64	8:15

Each incident was grouped into the main categories following the National Fire Incident Reporting System's (NFIRS) coding system. Mountain View Fire Department medical and rescue calls, classified in the "300" category of NFIRS, accounted for most of the incident types. These incidents accounted for over 70% of the incident volume. This proportion of incidents coded as medical calls is similar to most fire service agencies nationwide. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

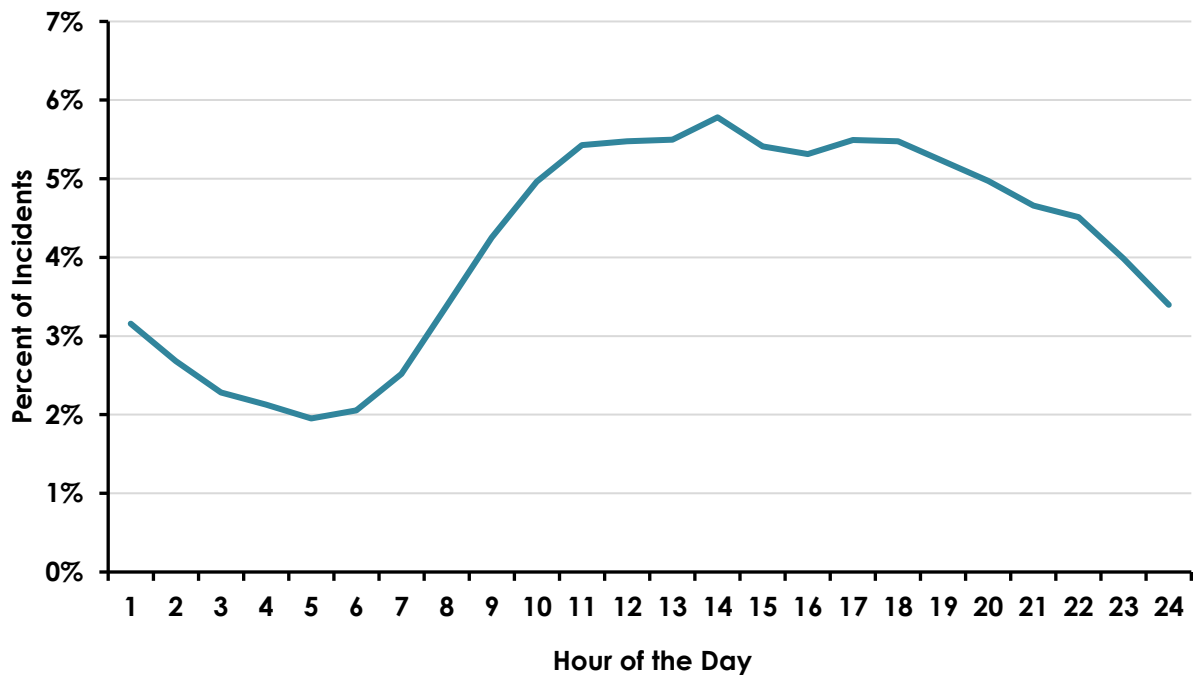
Figure 104: Total Incident Responses by Type as a Percentage

Typically, an analysis of incidents by year can yield a trend or indicate what call volume might look like in the next few years. Unfortunately, due to the COVID-19 pandemic and subsequent social and economic constraints, this is difficult with this data set. As a result, a trend was not easily spotted or extrapolated. It appears that MVFD response numbers are returning to pre-COVID-19 pandemic levels, with 2022 on track to break 7,000 calls. The following figure shows the annual incident volume by year. Aid given includes mutual and automatic aid types provided to neighboring agencies.

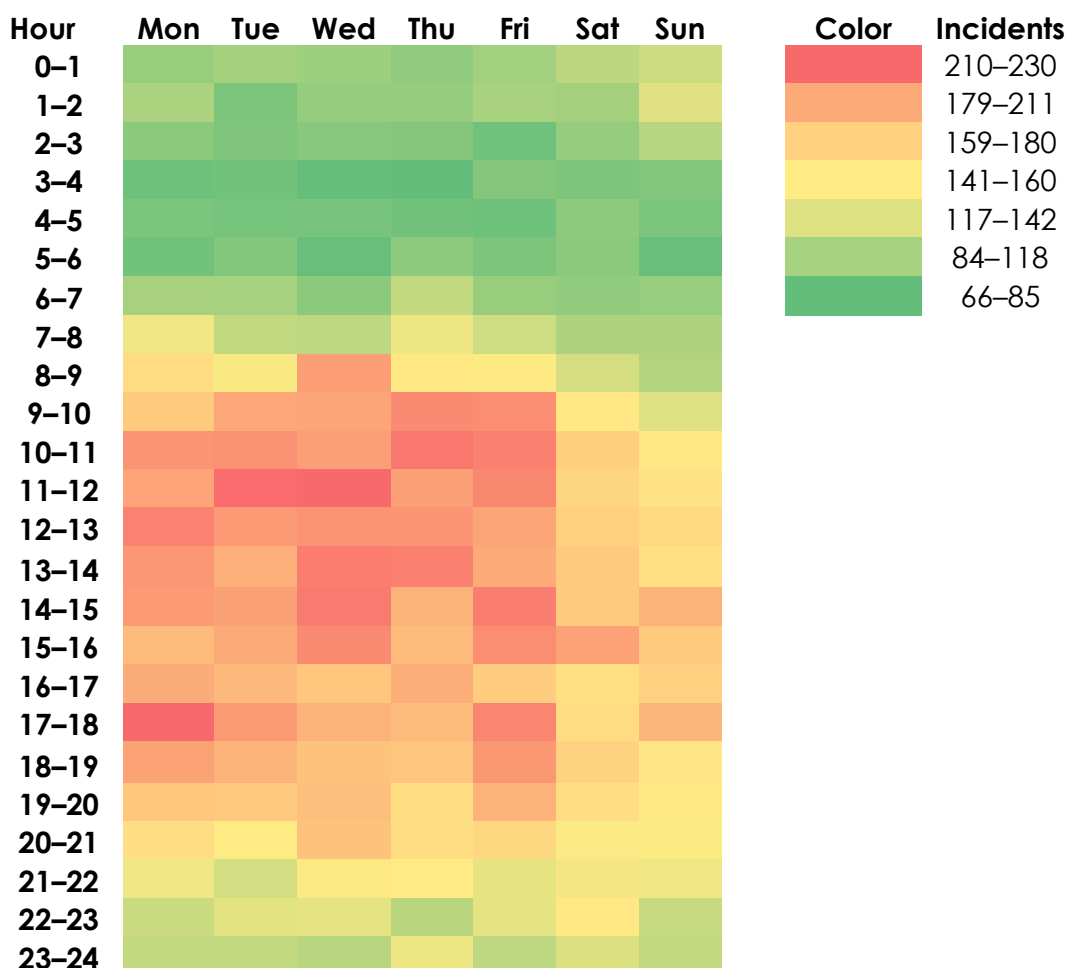
Figure 105: Annual Incident Volume by Year

A temporal study indicated an apparent seasonality to the response data. Incident volume marginally below expected values from April through August, with the largest variation occurring in April. The seasonality does not appear defined enough to affect overall service demand and delivery.

A study of demand by hour shows that Mountain View Fire Department, like many fire agencies, sees a significant variation by hour. In fact, over 69% of all incidents happen between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour.

Figure 106: Incident Percentage by Hour

The average daily swing is typical and likely due to the number of people awake and moving around. However, the day-to-day variation in this information does play a part. The following figure is the incident heat map by the hour and day of the week.

Figure 107: Day and Hour Incident Heat Map

The preceding figure indicates a slightly different picture than the overall hourly evaluation. Monday through Friday are relatively consistent, and the evening hours remain moderately active, with a significant drop after midnight. Two interesting points are the later responses on Thursday nights and 2 a.m. Sunday. The Sunday increase is typical of a lively weekend bar or party demographic, but the Thursday phenomenon is not well understood.

Emergency Response Performance

The performance of Mountain View Fire Department response was also evaluated. The performance times are calculated using only emergent responses or high-priority incidents where units responded with lights and sirens and the 90th percentile measure. The 90th percentile is typically used in the fire service and is considered the standard for measuring incident response performance. In addition, only those incidents within the city boundary are evaluated.

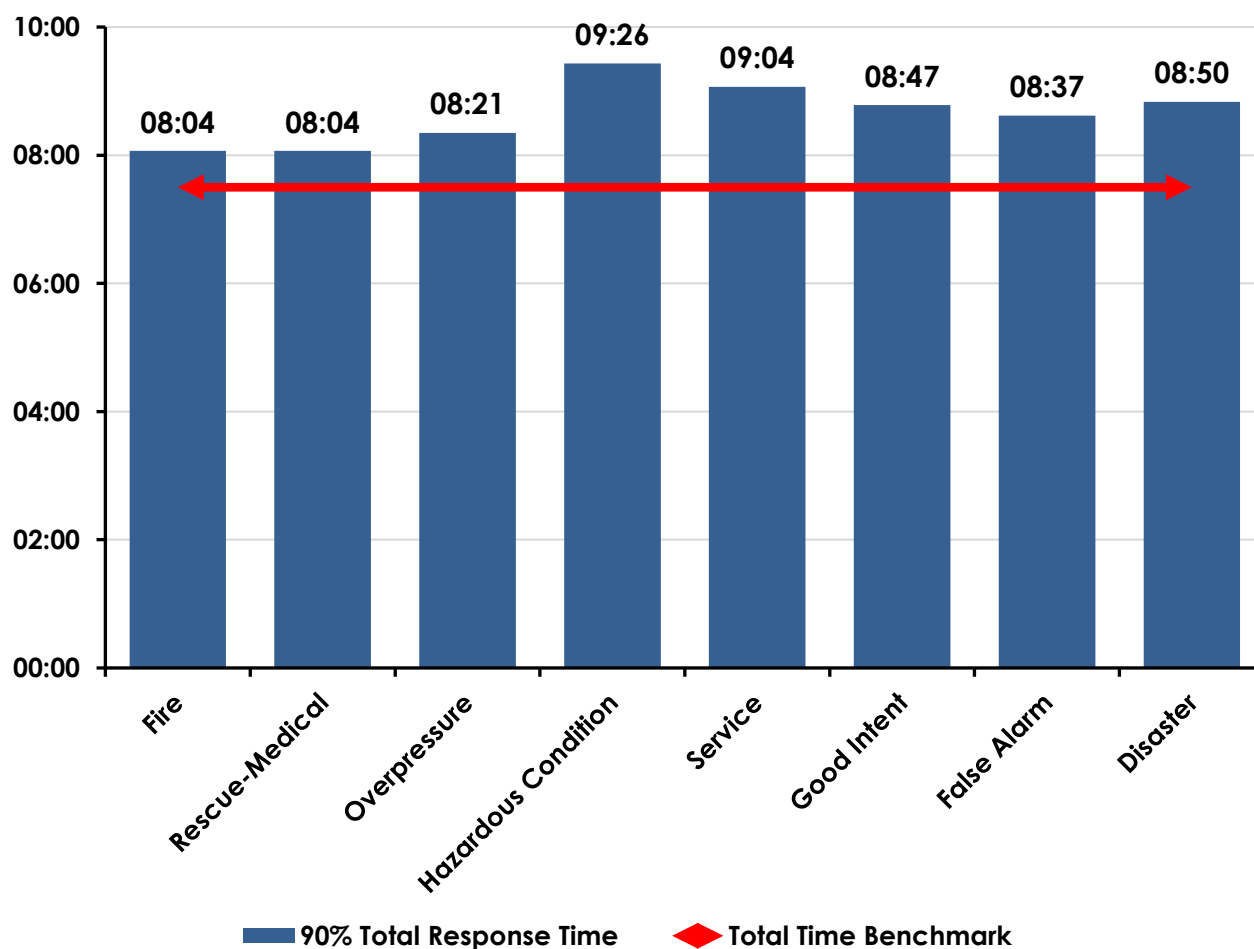
There are three unique time segments that are included when evaluating an agency's response performance. The first is the time it takes for the dispatcher to answer the 911 call and notify the agency (call processing); the second is the time it takes for the agency to receive the call and go en route to the call (turnout time); and third is the time it takes for the unit to drive to the incident (travel time). All three segments combined makeup the **total response time**. For this evaluation, the unit type was not discriminated against, and the first arriving unit was used to determine the total response time.

Mountain View Fire Department has adopted two performance measures. Their call processing standard is 2 minutes or faster 90% of the time. An additional time of 4 minutes or faster 90%, which appears to mirror the National Fire Protection Association's (NFPA) benchmark for travel time. However, to present the data in this report consistently, a turnout time component needs to be added. In this case, NFPA has identified 1 minute 20 seconds as the highest turnout time standard. However, Mountain View Fire Department is using a 90 second standard for turnout that was recommended from a study with Citygate Associates. Therefore, the standard in this report for Mountain View Fire Department's total response time is set at 7 minutes, 30 seconds or faster, 90% of the time. Between January 1, 2018, through June 30, 2022, Mountain View Fire Department performance for the 10,265 analyzable emergent incidents within the fire response area was a **total response time** of 8 minutes, 15 seconds (8:15) or less, 90% of the time. The following figure shows the adopted benchmark against and performance of Mountain View Fire Department.

Figure 108: Adopted Standard vs. Actual Total Response Time Performance

Adopted Standard	1/2018–6/2022 Performance
7:30 or less, 90% of the time	8:15 or less, 90% of the time

Each call type may have a variable in performance. For example, questioning the caller to get appropriate information may take more or less time. In addition, it may take longer for crews to respond as they need to wear different personal protective equipment. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 109: Emergent Incidents 90th Percentile Total Response Times, Jan 2018–Jun 2022

The final analysis investigated the unit usage for all apparatus within the system. Three dimensions are studied in this report. The first dimension is the unit hour utilization (UHU). This number represents the time a unit was committed to an incident as a percentage of the total time they were on duty. The next is the average time a unit was committed to an incident. And finally, the average number of incidents a unit was deployed daily.

Some units in the Mountain View Fire Department system are cross staffed, most notably at Station 5. This means the crew from a different apparatus at the station will take the secondary unit on specific incident types. To better understand full impact of incident response on apparatus usage, these cross-staffed units were combined with the primary engine at the same station. The following figure shows the general statistics for each frontline unit within the Mountain View Fire Department system.

Figure 110: Mountain View Fire Department Unit Usage

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
B51	2.7%	24 Minutes	1.6
E51	7.6%	23 Minutes	4.9
R51	5.1%	15 Minutes	5.0
T51	3.4%	21 Minutes	2.4
E52	6.9%	22 Minutes	4.6
E53	7.6%	23 Minutes	4.8
E54	4.0%	23 Minutes	2.6
E55, HM55, & UTV55	2.1%	27 Minutes	1.1

Staffing

The following figure shows the total number of personnel for Mountain View Fire Department.

Figure 111: Staffing

Assignment	Staffing
Uniformed Administration	2
Non-Uniformed Administration	1.5
Office of Emergency Services	1
Fire Prevention	14
Operations Staff	68
Emergency Communications	0
Volunteers, Reserve, On Call	0
Total Personnel	86.5

The Fire Chief believes the current staffing level is not sufficient to meet the increase calls for service primarily driven by the increase in population. The Fire Chief has made multiple budget requests to add a Fire Captain position on the Rescue 51 company and believes that with the additional supervision and staffing the unit would be able to respond as a single resource, improving response time performance by responding to additional calls for service. The following figure shows the daily staffing at each station and on each unit in the station. Operations staff works a 48/96 schedule.

Figure 112: Daily Staffing


Station	Daily Staffing	Unit Staffing
1	9	BC (1), Engine (3), Rescue Engine (2), Truck (3)
2	3	Engine (3)
3	3	Engine (3)
4	3	Engine (3)
5	3	Engine (3)
Total	21	

Facilities & Apparatus

Mountain View Fire Department Stations

The following figures outline the basic features of each of the City of Mountain View's fire stations. The condition of each station is rated based on the criteria identified in the introduction to this section of the report.

Figure 113: Mountain View Fire Stations

Station Name/Number:	Mountain View Station 1				
Address/Physical Location:	251 S. Shoreline Blvd, Mountain View, CA				
	General Description: This 28-year-old station does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1994				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays	1	
Length of each Apparatus Bay	80 feet				
Facilities Available					
Sleeping Quarters	3	Bedrooms	11	Beds	8
Current daily staffing	9				
Maximum staffing capability	10				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-51	3	Type 1 Engine			
T-51	3	Truck			
R-51	2	Rescue			
B-51	1	Command Vehicle			
U-51	3CS	Utility Pickup Truck Vehicle			
Total Daily Staffing:	9				

*Cross-staffed (CS)

Station Name/Number: Mountain View Station 2

Address/Physical Location: 160 Cuesta Dr, Mountain View, CA



General Description:

This 20-year-old station meets the needs of a modern fire station.

Structure

Date of Original Construction 2002

Seismic Protection Yes

Condition (from rating sheet) Good

Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0
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Length of each Apparatus Bay 60 feet

Facilities Available

Sleeping Quarters	3	Bedrooms	3	Beds	0	Dorm Beds
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Current daily staffing 3

Maximum staffing capability 3


Kitchen Facilities 1

Bathroom/Shower Facilities Yes


Assigned Apparatus/Vehicles

CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments
E-52	3	Type 1 Engine
E-652	3CS	Type 6 Engine (Patrol)
Total Daily Staffing:	3	


*Cross-staffed (CS)

Station Name/Number:	Mountain View Station 3					
Address/Physical Location:	301 N. Rengstorff Ave, Mountain View, CA					
	General Description: This 61-year-old station does not meet the needs of a modern fire station.					
Structure						
Date of Original Construction	1961					
Seismic Protection	Yes					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays			
Length of each Apparatus Bay	30 feet					
Facilities Available						
Sleeping Quarters	1	Bedrooms	3	Beds	3	Dorm Beds
Current daily staffing	3					
Maximum staffing capability	3					
Kitchen Facilities	1					
Bathroom/Shower Facilities	Yes					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-53	3	Type 1 Engine				
OES-404	3CS	Type 1 Engine				
Total Daily Staffing:	3					

*Cross-staffed (CS)

Station Name/Number:	Mountain View Station 4					
Address/Physical Location:	229 N. Whisman Rd, Mountain View, CA					
	General Description:					
	This 55-year-old station is the second oldest in the city and does not meet most needs of a modern fire station. The Training Site is also located with this station and lacks offices, restrooms and showers, classrooms, and storage to effectively conduct daily training and fire academies.					
Structure						
Date of Original Construction	1968					
Seismic Protection	Yes					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays			
Length of each Apparatus Bay	70 feet					
Facilities Available						
Sleeping Quarters	1	Bedrooms	6	Beds	4	Dorm Beds
Current daily staffing	3					
Maximum staffing capability	5					
Kitchen Facilities	1					
Bathroom/Shower Facilities	Yes					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-54	3	Type 1 Engine				
U-54	3CS	Utility Flat Bed Pickup Truck				
E-153	0	Reserve Type 1 Engine				
E-154	0	Reserve Type 1 Engine				
B-151	0	Reserve Battalion Chief Vehicle				
USAR/EMS Trailers	0	2 Trailers for Urban Search and Rescue and EMS				
Total Daily Staffing:	3					

*Cross-staffed (CS)

Station Name/Number:	Mountain View Station 5				
Address/Physical Location:	2195 N. Shoreline Blvd, Mountain View, CA				
	General Description: This 11-year-old station does meet the needs of a modern fire station.				
Structure					
Date of Original Construction	2011				
Seismic Protection	Yes				
Condition (from rating sheet)	Excellent				
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays	0	
Length of each Apparatus Bay	75 feet				
Facilities Available					
Sleeping Quarters	4	Bedrooms	4	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	3				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-55	3	Type 1 Engine – ALS			
HZ-55	3CS	Hazardous Materials			
UTV-55	3CS	Utility			
Reserve Truck	0	Shared resource with Palo Alto Fire Department			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Fire Stations Discussion

One Mountain View fire station was considered in "Excellent" condition. Two of the remaining four fire stations were rated as "Good," and two were rated as "Poor." Stations 3 and 4 were rated "Poor" in condition. The expected lifespan of a fire station is usually 50 years. Mountain View's fire stations range from 11 to 61 years old, with an average age of 35 years. The following figure summarizes Mountain View's fire stations and their features.

Figure 114: Station Configuration and Condition

Station	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Station 1	3	10	Good	28 years
Station 2	2	3	Good	20 years
Station 3	2	3	Poor	61 years
Station 4	3	5	Poor	55 years
Station 5	3	3	Excellent	11 years
Totals/Average:	13	24		35 years

The majority of Mountain View's fire stations are older and do not meet the requirements of modern firefighting. The Training Center is located at Fire Station 4 and is inadequate to serve the needs of Mountain View Fire Department according to the Fire Chief. As the firefighting environment has changed, the technology, equipment, and safety systems have changed to meet new demands. Older buildings do not typically have the space or engineering systems to meet that new environment. Modern living also requires much more access to electrical outlets than was expected in older buildings. The older MVFD stations are no exception.

For example, older buildings do not meet the requirements due to the need to decontaminate personnel and equipment after many of the responses in the current firefighting context. Every crew member should have access to facilities to decontaminate immediately after a fire event, and showers should allow for gender separation. In addition, there needs to be enough partitioned space to allow for gear and equipment to be thoroughly washed and designed to control contamination in the living and working space of the station.

While all structures require routine maintenance, fire stations require even more due to the continuous occupancy by a minimum of three adults. Multiple departures and returns of heavy apparatus also affect these structures.

Facility Replacement

With two of Mountain View Fire Department's five stations and the training center being over 50 years old, there should be a facility replacement plan in place. In reviewing the Fire Department's current Capital Improvement Plan, the only identified project was an apparatus bay door replacement project. The City of Mountain View Public Works Department is responsible for the planning and maintenance of all facilities. The Fire Chief stated that Fire Station 3 is on the schedule for a capital replacement, however per Public Works, it is an "unfunded capital replacement project."

Ensuring the stations and existing training centers are in good repair also requires regular maintenance and scheduled replacement of specialized equipment. Plans for updating and repairing systems such as heating and air conditioning (HVAC), generators, roofs, driveways, parking areas, security gates, painting, carpet replacement, and small appliances can keep costs down and buildings in service longer. Fire Stations and the Fire Department's Training Division/Center are critical infrastructures which should be components of capital improvement and replacement plan for the city.

Status of Shared Facilities

Mountain View Fire Department currently has no shared facilities with other fire agencies. With the city and the surrounding cities almost fully built out there, does not appear to be opportunities for sharing in the future. Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closed best resource regardless of jurisdiction could help surrounding agencies provide more seamless service. Mountain View does participate in the County's Mutual Aid Plan and has a programmed response plan with the City of Palo Alto Fire Department sharing Battalion Chiefs and a Truck Company in all structure fire responses mutually.

Apparatus

Apparatus was evaluated by agency staff based on age, miles/hours, service, condition, and reliability with the criteria available for reference in the introduction for this section of the report. The Fire Chief feels the current apparatus maintenance and replacement program is adequate. However, the Fire Chief stated there is a need for an additional reserve engine and a Mountain View Fire Department reserve truck that is not shared. At times both reserve engines are in service which leaves no reserve apparatus available, and the shared truck is not available for Mountain View Fire Department when it is in use by Palo Alto. Additionally, during a large disaster, such as an earthquake, both agencies have a need to staff an additional truck company, however, there will only be one reserve truck available for both agencies. The Fire Chief stated that a new aerial ladder truck is on order and once this unit is placed in service, Mountain View Fire Department will terminate the agreement for a shared truck with Palo Alto.

The following figures represent all apparatus and vehicles operated by Mountain View Fire Department.

Figure 115: Mountain View FD Apparatus

Unit	Type	Status	Year	Condition	Features
Engines & Aerial Apparatus					
E51	Engine	Frontline	2009	Fair	500-gallon Tank 1500 gpm
E52	Engine	Frontline	2009	Fair	500-gallon Tank 1500 gpm
E53	Engine	Frontline	2009	Fair	500-gallon Tank 1500 gpm
E54	Engine	Frontline	2009	Fair	500-gallon Tank 1500 gpm
E55	Engine	Frontline	2009	Fair	500-gallon Tank 1500 gpm
R51	Rescue Engine	Frontline	2010	Fair	500-gallon Tank 1500 gpm
T51	Truck	Frontline	2017	Fair	100' Ladder
E652	Type 6 Engine	Frontline	2017	Good	320-gallon Tank 125 gpm
OES404	Engine	Frontline	2018	Good	
E152	Engine	Reserve	2009	Fair	500-gallon Tank 1500 gpm
E154	Engine	Reserve	2009	Fair	500-gallon Tank 1500 gpm
HAZMAT55	Engine	Frontline	2010	Good	
T155	Truck	Reserve	2017	Good	100' Ladder
Medics/Rescues/Other					
B151	Other	Frontline	2011	Fair	
U54	Other	Frontline	2008	Fair	
UTV55	Other	Frontline	2019	Good	
B51	Other	Frontline	2016	Good	

Figure 116: Supervisor & Command Vehicles

Unit	Assigned To	Manufacturer	Year	Condition
SUV	Fire Chief	GM	2021	Excellent
Pickup	Deputy Chief	Ford	2020	Excellent
Pickup	Training BC	Ford	2019	Good
SUV	Training CA	GM	2008	Poor
Sedan	Fire Marshal	GM	2014	Good

Dispatch & Communications

Mountain View Police operates the city's 911 Public Safety Answer Point (PSAP) and dispatch center. The center provides service for Mountain View Fire Department, Police, and Public Works.

Figure 117: PSAP and Dispatch Center

Item	Description
CAD Application	Hexagon
Telephone System	Netgear
Radio System	VHF, DIGITAL (700/800 MHX)
Fire/EMS Notification	None
Ability for fire agencies to communicate via radio with other fire agencies in the county	Yes
Ability for fire agencies to communicate via radio with police agencies in the county	Yes
Ability for fire agencies to communicate via radio with non-Fire EMS agencies in the county	Yes
Ability for PSAP to communicate CAD-to-CAD (how do you transfer a call to another center)	Virtual Consolidation with Palo Alto and Los Altos; No CAD-to-CAD with other dispatch centers
Criteria-based dispatch system in place	Yes
Formal EMD quality assurance program in place	Yes
Options for non-emergent calls not requiring EMS	Yes
AVL used on fire apparatus	Yes
AVL used on ambulances & EMS units	N/A
Do all fire & EMS units have MDTs/MDCs in vehicles	Yes
Closest unit dispatched via AVL	Yes
No. of 911 calls (each of last 3 years)	24,894
No. of 7-digit incoming calls (each of last 3 years)	(None reported)

Mountain View FD Service Review Determinations

LAFCO is required to prepare a written statement of determination with respect to six areas as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Based on the criteria described in Section I of this report, the following determinations are proposed for the City of Mountain View fire related services.

Growth and Population Projections

- 4-1: Based on information from the 2020 U.S. Census, the population in Mountain View is estimated at 82,376.
- 4-2: The Association of Bay Area Governments (ABAG) projects that Mountain View will have a cumulative growth rate of 14% between 2020 and 2035, or 0.88% annually. The growth rate between 2035 and 2050 is expected to reduce to 5% cumulatively or 0.32% annually.

Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence

- 4-3: There are no Disadvantaged Unincorporated Communities in the City of Mountain View and its SOI.

Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Those Related to Sewers, Water, and Fire in Any DUCs Within or Contiguous to the SOI

- 4-4: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of the total time they were on duty—it appears that the City has sufficient capacity to service existing demand, as the highest utilization of any unit was 7.6%. Mountain View does not currently provide back up transport to the primary provider, however, the department has an ambulance on order and will begin providing back up ambulance transport after it is placed in service.
- 4-5: Given the minimal growth projected for Mountain View and existing available UHU capacity, there appears to be sufficient capacity to meet projected growth. Once UHU reaches 10% for a primary responding unit, the Fire Department will see increased challenges to meet 90th percentile response times, due to unavailability for immediate response. The city would need to add resources to that station or reduce call volume to meet response time standards.

- 4-6: The City of Mountain View Fire Department provides a satisfactory level of services based on the latest ISO rating and staffing levels. The City does not meet its adopted response time performance goal of within 7:20 minutes for 90% of Priority 1 incidents, with a response time of 8:15 or less, 90% of the time.
- 4-7: The primary critical issues related to fire services within the City of Mountain View, according to the city, are managing the growth of the city, implementing back up ambulance transport for residents when the primary provider is busy, and addressing facility needs of the two older stations. In addition, Mountain View operates a stand-alone PSAP and dispatch center that shares a computer-aided dispatch (CAD) system with Palo Alto and Los Altos. The shared CAD with Palo Alto provides greater opportunity for seamlessly sharing resources between the two cities. However, the center does not connect with other fire dispatch centers, making automatic aid or a "dropped border" response with neighboring agencies other than Palo Alto impractical.
- 4-8: As identified by the City, the top three opportunities to increase value and/or efficiency for the public consist of EMS transport, dispatch consolidation, and fleet replacement.
- 4-9: Two of Mountain View's fire stations are older, considered in "Poor" condition, and do not meet the requirements of modern firefighting. Additionally, its training division/center facility is inadequate to serve the needs of modern fire service. To address the aging facilities and continued upkeep, there should be a facility replacement and maintenance plan for the Fire Department's facilities. The City's current capital improvement plan only identified project related to fire stations was replacement of an apparatus bay door.
- 4-10: Santa Clara County has an excessive number of PSAPs and Dispatch Centers not using a CAD platform or even a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status. Mountain View shares a CAD with Palo Alto and Los Altos; however, Los Altos Police Communication Center does not dispatch fire and EMS for the city. This is creating disjointed dispatch services constraining the potential for efficient dispatch and mutual/automatic aid support. There is a need for a comprehensive feasibility study to determine the best method to address weaknesses in the overall emergency communications system in the County.

Financial Ability of Agency to Provide Services

- 4-11: Similar to other cities in Santa Clara County, the COVID-19 pandemic had a significant negative impact on FY 20 revenues, which declined by \$142,677,000 or 2.3%. However, unlike most other cities in the County, Mountain View's General Fund expenditures did not exceed revenues during that period, and FY 22 revenue growth was sufficient to exceed pre-COVID levels.
- 4-12: Cost minimization efforts for the Fire Department over the last ten years consisted of the purchase of a tiller ladder truck that is shared with Palo Alto FD.
- 4-13: Mountain View FD's budget has been robust over the last five years, with annual increases of between 1.3% and 12.1%. Historical trends and multi-year projections show that financing levels for Mountain View FD are sufficient to provide an adequate and sustained level of fire and EMS services.

Status and Opportunities for Shared Services

- 4-14: Mountain View FD practices extensive collaboration and resource sharing with neighboring service providers, such as an instructional services agreement with the South Bay Regional Public Safety Training Consortium to provide instructors, a JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting, and a structure response plan with the City of Palo Alto FD sharing Battalion Chiefs and a Truck Company in all structure fire responses mutually.
- 4-15: Mountain View did not identify any potential for further facility, personnel, and equipment sharing.
- 4-16: Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closest best resource regardless of jurisdiction could help Mountain View and neighboring agencies provide seamless service to the community along their borders. However, the dispatch interoperability challenges throughout the County limit the ability to implement this change. Even if the agencies are motivated to "drop borders," the time it takes to manually determine if a resource is available complicates the process, adds time to the alarm handling, and may minimize the opportunity to improve the response time for critical emergencies along the borders.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- 4-17: The City of Mountain View meets State laws for transparency and accountability, including making information easily accessible to the public, maintaining a compliant website, providing ethics training and economic interest reporting, following financial reporting requirements, and adhering to open meeting requirements. In addition, the City goes beyond these requirements through web-based tools that offer efficient and easy platforms to access various city documents and information.
- 4-18: Exploring options for alternative structures, such as joint powers authorities combining two or more neighboring agencies (Mountain View, Palo Alto, Sunnyvale, Santa Clara, and CCFD), could potentially bring efficiencies and value-added services to Mountain View and other smaller fire service providers in Santa Clara County. Creating a larger entity with a unified structure can offer benefits such as increased accountability, improved efficiency, and enhanced effectiveness in delivering fire services to the community. While Mountain View's services are satisfactory and appear to be sustainable, there could be opportunities to pool resources, share expertise, and optimize operations, leading to improved service delivery.
- 4-19: Service structure options regarding areas in Santa Clara County that are presently outside of a local fire provider but within the vicinity of Mountain View are discussed in the Governance Structure Alternatives of Section III of this report. There are no recommendations to change Mountain View's boundaries or fire service area to address these areas.

5 Palo Alto Fire Department

Agency Overview

Palo Alto Fire Department provides fire protection, emergency medical services (EMS), and medical transportation to a population of 84,772 in 31.53 square miles. The total population includes 16,200 residents from Stanford University, which lies outside the Palo Alto City limits. Palo Alto Fire Department operates seven fire stations, six full-time and one seasonal, with 108.5 full-time career personnel.

Background

Palo Alto Fire Department established a Strategic Plan in 2019 and a Standards of Cover in 2018. However, neither document has been adopted by the governing body. The elected officials have adopted the emergency response time standards for Palo Alto Fire.

The City earned a Public Protection Classification (PPC) rating of 2/2Y from the Insurance Services Office (ISO) in June 2022. ISO measures various data elements to determine the PPC for a community. The PPC rating is based on an evaluation of three main components: the fire department, the water system, and the communications center. Insurance companies often subscribe to ISO's services to retrieve the PPC rating for a community. The PPC rating plays a significant role in determining insurance rates for properties within that community. A lower PPC rating indicates a higher level of fire protection and can result in lower insurance premiums for property owners.

Over the last 10 years, most cost minimization efforts have resulted from reducing resources as a budget reduction strategy. The reductions include the following:

- Eliminated 11 firefighter positions as part of budget reductions.
- Eliminated five firefighter positions due to pandemic impacts.
- Eliminated the Rescue Unit.
- Deputy Chief, Administrator, and two Inspector positions left unfilled for several years, these positions are approved to fill beginning next fiscal year.
- Currently shares a reserve ladder truck with Mountain View Fire Department.
- Shared staffing model of Fire Station 8 with CCFD.
- Eliminated a suppression Captain.
- Browned out an engine at Fire Station 2.
- Did not replace a fire engine that was totaled on the freeway during an emergency incident.

Additional revenue measures were exercised, such as the award of a SAFER grant, participation in the Ground Emergency Medical Transport (GEMT), Medical Transportation Intergovernmental Transfer (IGT), and QAF programs. PAFD also started an ambulance subscription service for Palo Alto residents.

The Fire Chief has indicated the project to replace a fire station and construct a new administrative building has been approved by the City Council. The Public Safety Building is under construction with expected occupancy in early 2024. In addition, the city is planning for a feasibility study to establish a fire training center, and received a grant for the replacement of Fire Station 4 beginning in 2024.

According to the Fire Chief, there is potential for facility, personnel, and equipment sharing in the staffing of Fire Station 8. Palo Alto Fire Department currently participates in a joint reserve ladder truck purchase agreement with Mountain View Fire Department.

The Fire Chief's top three critical issues:

- Recruitment and retention including diversifying the workforce.
- Planning for effective emergency response to manage projected city growth.
- Firefighter wellness.

The Fire Chief's top three opportunities to increase value and/or efficiency for the public:

- Public Education Program, i.e., Citizen's Academy.
- Explorer program for high school students.
- Innovative tools for understanding and engagement.

Boundaries and Sphere of Influence

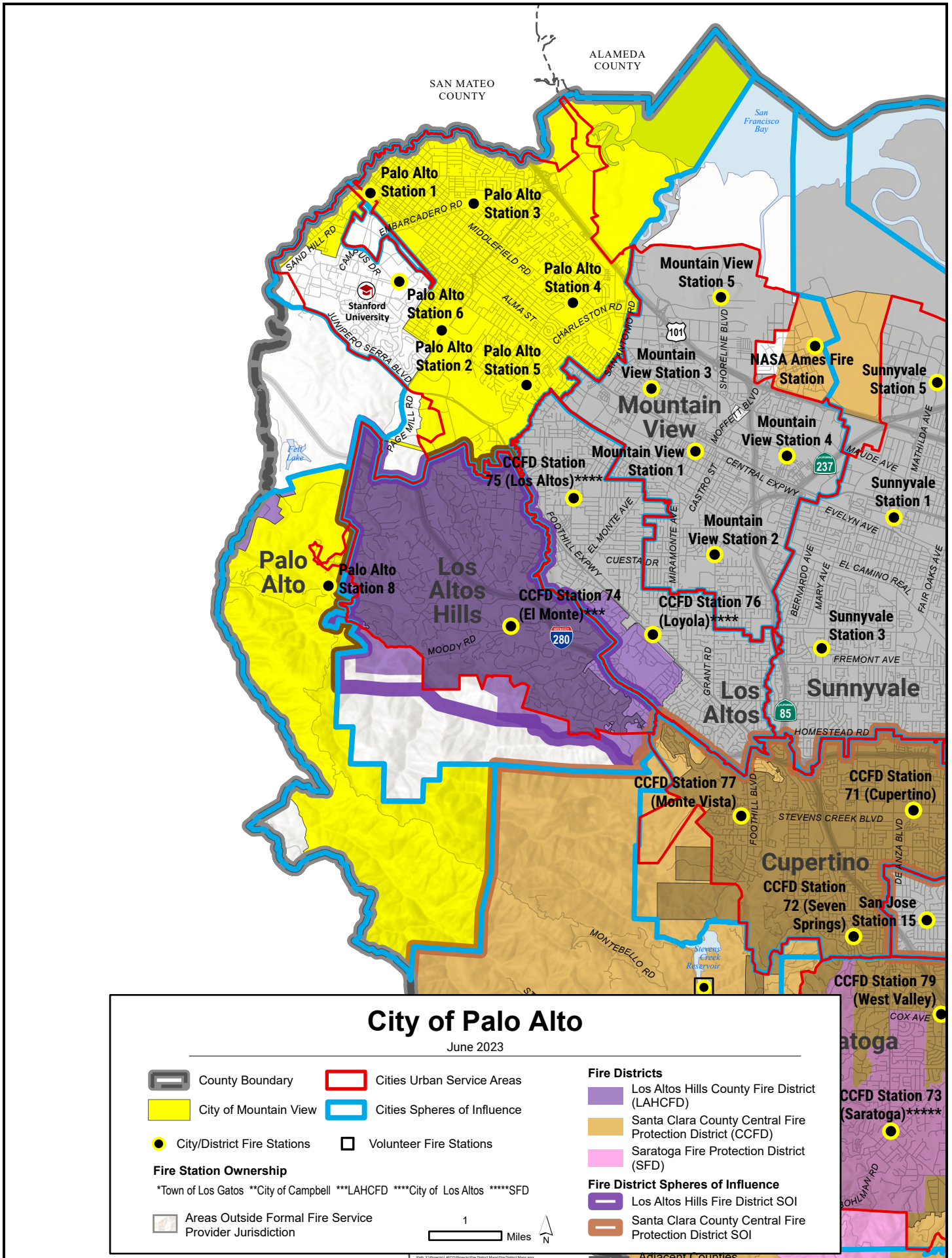
The City of Palo Alto is substantially bounded by the Cities of Mountain View, Los Altos, and Los Altos Hills to the east; unincorporated hillsides to the south; Stanford University and the Cities of Menlo Park and Portola Valley (both cities are located in San Mateo County) to the west; and the City of East Palo Alto (located in San Mateo County) to the north.

The city's Sphere of Influence (SOI) is substantially coterminous with the city limits; exceptions consist of various unincorporated lands such as Stanford University and unincorporated lands along Page Mill and Alpine Roads. The city's SOI in the north extends two miles into San Francisco Bay. The southern portion of the city's SOI consists primarily of permanently protected open space lands (e.g., Palo Alto Foothills Nature Preserve, Los Trancos Open Space, and Monte Bello Open Space) as well as small unincorporated areas developed with low density residential uses that are located adjacent to Los Altos Hills along Page Mill Road.⁵³ The city's SOI was last reviewed in 2015 and was reaffirmed unchanged at that time.

PAFD service area includes the City of Palo Alto and Stanford University. PAFD is not responsible for service in the SOI outside of city boundaries.

⁵³ LAFCO of Santa Clara County, Santa Clara Cities Municipal Service Review, 2015, p. 202.

Figure 118: City of Palo Alto



Type & Extent of Services

Services Provided

Palo Alto Fire Department provides a full range of services for its residents, including the only fire agency in Santa Clara County to be the primary ambulance provider. The following figure represents each of the services and the level performed.

Figure 119: Overview of Services Provided

Service	Y/N	Level
Fire Suppression	Yes	
Wildland Fire Suppression	Yes	Wildland engine-based suppression (Type 3, 5, and 6)
Statewide Mobilization	Yes	Available for Cal OES Statewide Mobilization, however, Palo Alto has not deployed since 2020 due to limited staffing.
EMS First Response	Yes	Paramedic Level
Ambulance Transport	Yes	Paramedic Level (primary provider)
Specialized/Technical Rescue	Yes	OES Type 2 Medium Rescue: Confined Space, High/Low Angle, Trench, Auto Extrication. PAFD has members assigned to FEMA Task Force 3 with Menlo Park as the sponsoring agency.
HazMat Response	Yes	Modeled after a Cal OES Type 3 team
Fire Inspection/Code Enforcement	Yes	
Plan Reviews	Yes	
Public Education/Prevention	Yes	
Fire & Arson Investigation	Yes	

Service Area

The City of Palo Alto was incorporated in 1894 and assumed fire protection agency status. The fire department is statutorily responsible for fire and emergency services within the city limits. Stanford University contracts with PAFD to provide operational coverage for the portions of campus within Santa Clara County. Those portions of the campus outside of the county receive services elsewhere.

Collaboration

- Countywide Mutual Aid agreement.

- Agreement with the Los Altos Hills County Fire District and the Santa Clara County Fire Department to staff Fire Station 8 in the Palo Alto Nature Preserve (Foothills) during fire season dated June 1, 2021.
- Agreement with the City of Mountain View for the purchase of a reserve ladder truck dated May 2, 2016.
- Agreement with the South Bay Regional Public Safety Training Consortium for the 2022 Fire Academy.
- Surface Water/Swiftwater rescue provided by Menlo Park FPD through PAFD's participation as a participating agency in CA FEMA Task Force 3.
- HazMat Level A provided by Mountain View and CCFD through the countywide Mutual Aid agreement.
- Contracts to provide services to other agencies.

Joint Power Agreements (JPAs)

- JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.

Contracts to Provide Services to Other Agencies

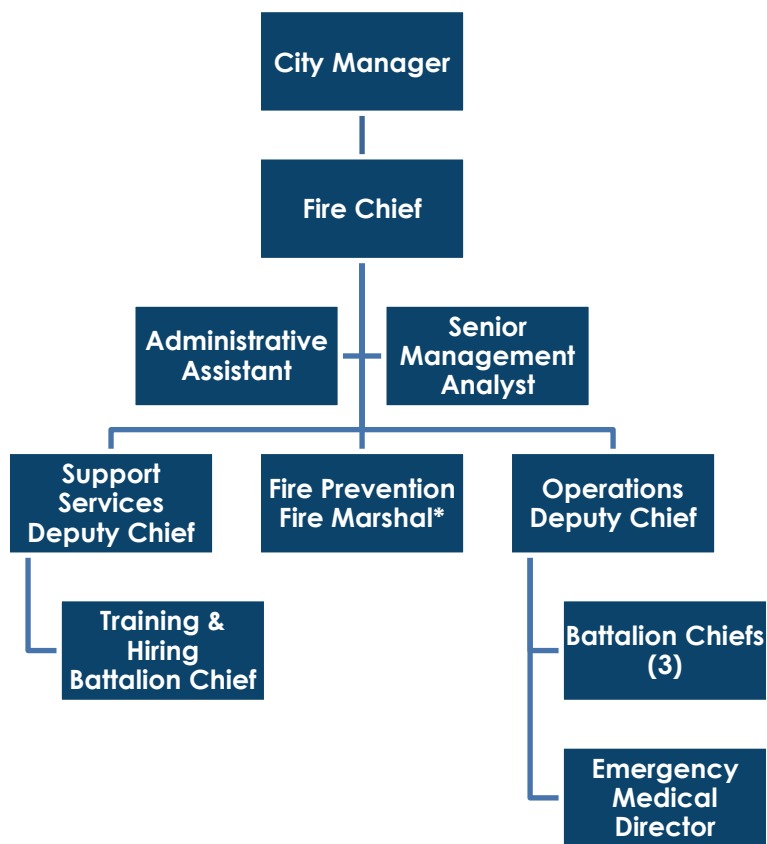
- The Palo Alto-Stanford Fire Protection agreement for services to the University was initially created in 1976 and revised on July 1, 2018, with a term of five years.

Contracts for Service From Other Agencies

- None.

Governance & Administration

The City of Palo Alto functions under the Council-Manager organizational structure. The City Council, made up of seven members, is the governing body elected by the voters of Palo Alto. The City Council Members vote to select a new Mayor and Vice Mayor every year. The Council appoints the City Manager, Clerk, Attorney, and Auditor. The Fire Chief reports to the City Manager.

Figure 120: Palo Alto Fire Department Organizational Chart

*Fire Prevention is functionally a part of the City Planning and Development Services Department. However, the Fire Department retains administrative oversight over department personnel.

Accountability for Community Services—Transparency

The following figure identifies the City of Palo Alto's efforts to meet state laws designed to ensure transparency and accountability, as well as efforts beyond legal requirements to make information available to the public.

Figure 121: Transparency and Accountability

Transparency and Accountability	Available
Agency website ⁵⁴	Yes
Adopted budget available on website	Yes
Notice of public meetings provided	Yes
Agendas posted on website ⁵⁵	Yes
Public meetings are live streamed	Yes
Minutes and/or recordings of public meetings available on website	Yes
Master Plan (fire service specific) available on website	No
Strategic Plan (fire service specific) available on website	Yes
Community Risk Assessment and Standards of Cover documents available on website	Yes
SOC performance reports available on website	Yes
Efforts to engage and educate the public on the services to the community	Yes
Staff and governing board member ethics training and economic interest reporting completed	Yes
Compliance with financial document compilation, adoption, and reporting requirements	Yes
Adherence to open meeting requirements	Yes

Efforts to engage and educate the public on the fire and emergency services to the community consist of participation in local events, tours of the fire stations, access to fire department planning documents on the city's website, and educational programs focused on fire prevention and preparedness.

⁵⁴ As of January 1, 2020, independent special districts are required to maintain websites according to Government Code Sections 6270.6 and 53087.8 to provide the public easily accessible and accurate information about the district. Government Code Section 53087.8 lists what must be included on the website.

⁵⁵ Government Code §54954.2.

In addition to meeting state laws, the city makes efforts to ensure financial transparency through its “Open Budget” web tool on its website. The application displays quick and easy-to-read financial summaries for the last 10 fiscal years. Additionally, the City of Palo Alto Open Data Portal, first launched in 2012, includes over 100 datasets with continuous additions. For example, the public can easily access information on how the City of Palo Alto spends money; employee salary data; the status of development permits; geospatial data; historic library information; utilities data; and current infrastructure issues. The city is in the process of developing the City Clerk Records Portal, which will be an efficient and easy platform for searching city records. The city also maintains the “Open Town Hall” web tool, which is an online forum for civic engagement where the public can read public discussions on important Palo Alto topics, and post opinions and statements for involved conversations. The comments are available to city officials making decisions on these topics.

Land Use and Population

Land Use

The City of Palo Alto has adopted a system of zoning property to guide future development. The city has special regulations throughout the city and in specific areas to ensure new or redevelopment transitions from residential to commercial without impacting property values or the surrounding community.

The City of Palo Alto Comprehensive Plan 2020 provides a breakdown of land use categories, as shown in the following figure. These categories include the sphere of influence because the land use designations extend beyond their jurisdictional boundaries.

Figure 122: Existing Land Use Percentages

Land Use Categories	% of Total Area
Parks/Preserve/Open Space	43.54%
Single-Family	21.34%
Open Space/Controlled Development	15.1%
Public Facility	8.59%
R&D/Limited Manufacturing	5.68%
Multi Family	3.15%
Commercial/Mixed Use	2.61%
Vacant	0.5%

Current Population

Based on information from the 2020 U.S. Census, the population in Palo Alto is estimated at 68,572. PAFD also serves the 16,200 residents from Stanford University, making the total population served by PAFD 84,772.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city-level are not yet available. Palo Alto is in Superdistrict 8, projected to have a cumulative growth rate of 14% between 2020 and 2035 or 0.9% annually. The growth rate between 2035 and 2050 is expected to reduce to 5% cumulatively or 0.3% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an unincorporated, inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).⁵⁶ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.⁵⁷

⁵⁶ Government Code §56033.5.

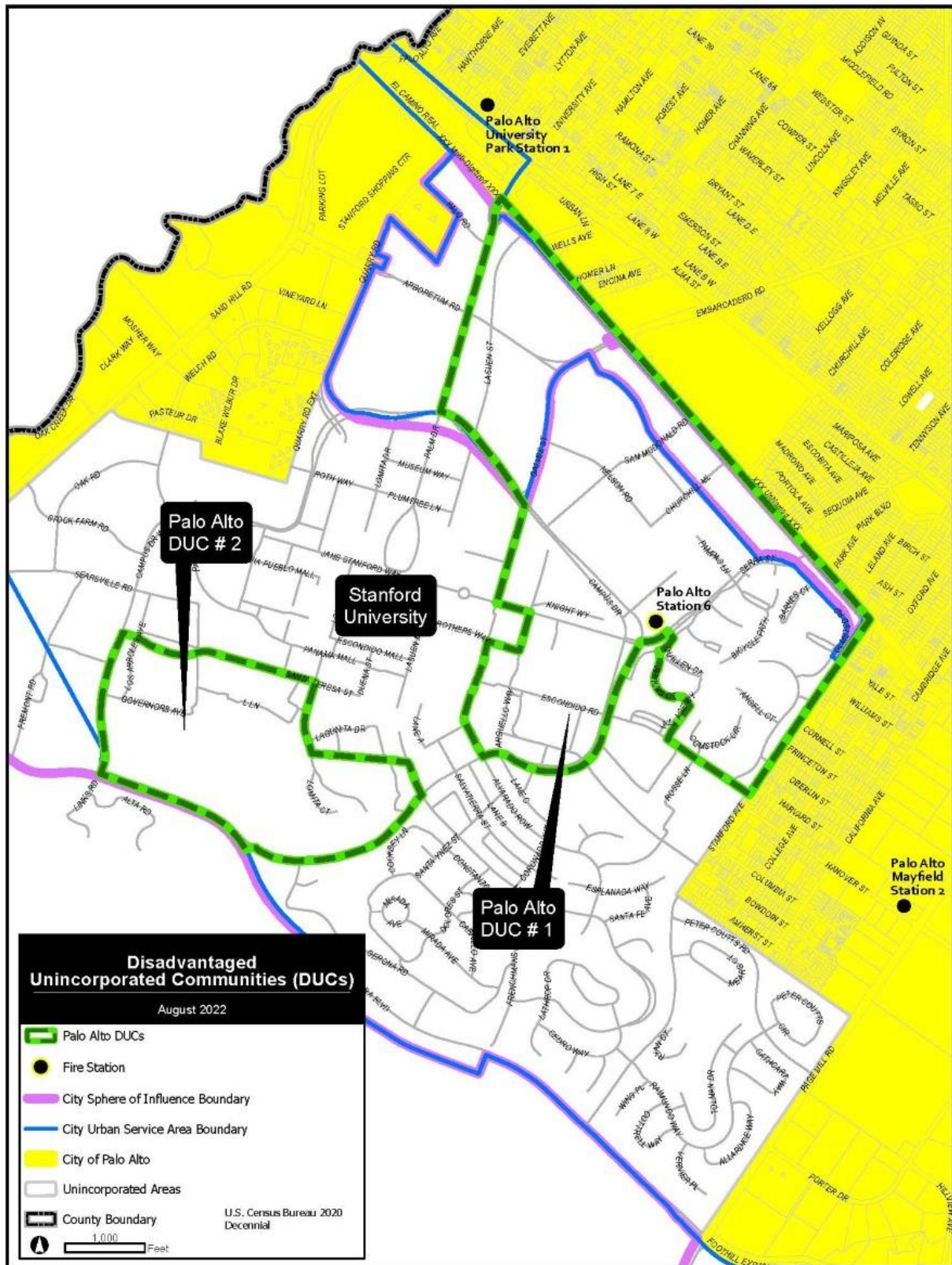
⁵⁷ Government Codes §56425(e)(5) and §56430(2).

The DUCs identified by LAFCO at the Census Block Group level are located within or contiguous to the City of Palo Alto's SOI and meet the definition based on population and income, as shown in the following figure. These areas are primarily on the campus of Stanford University outside of the city limits but within the SOI.

Figure 123: Palo Alto DUCs

DUC	Census Block Group	Median Household Income	Population
Palo Alto #1	513000.6	\$36,469	3,719
	513000.2	\$56,105	1,375
	513000.5	\$39,583	1,491
Palo Alto #2	5116.08.2	\$42,022	3,300

Figure 124: Palo Alto DUC Locations



Financial Overview

City of Palo Alto

This study will focus on receipts and disbursements within Palo Alto's General Fund (GF) and will consider the impact of revenues from other funds that are pertinent to the fire and EMS services.

The city prepares a one-year operating budget and a related five-year Capital Improvement Plan based on a July through June fiscal year. Budget preparations for the subsequent year typically begin in mid-December with a presentation of the proposed budget to the Finance Committee in April. Several reviews, discussions, and public hearings occur prior to the approval of the Finance Committee in May and the recommendation for adoption by the Palo Alto City Council in June.

General Fund Recurring Revenues and Expenses

A significant amount of information was provided by the city staff and was reviewed to develop a financial trend analysis for the five-year period, from FY 2018 through FY 2022. This review of the historical information of GF revenues revealed recurring revenues increased from \$219,970,000 in FY 2018 to \$243,774,000 in FY 2022, a 10.8% overall increase or an annualized increase of approximately 2.7%.

Property tax revenues are the most significant source of GF revenues, followed by sales tax revenues. Combined, these two sources account for almost 30% of GF revenues. Other sources of revenue include charges for services, transient occupancy tax, charges to other funds, documentary transfer fees, rental income, utility users' tax, and other sources.

The GF expends funds for general government services. These include Administrative Services, the City Attorney, City Auditor, City Clerk, City Council, City Manager, Community Services, Development Services, Fire Department, Human Resources, Library, Non-Departmental, Emergency Services, Sustainability, Transportation, Planning & Development Services, Police, and Public Works Department.

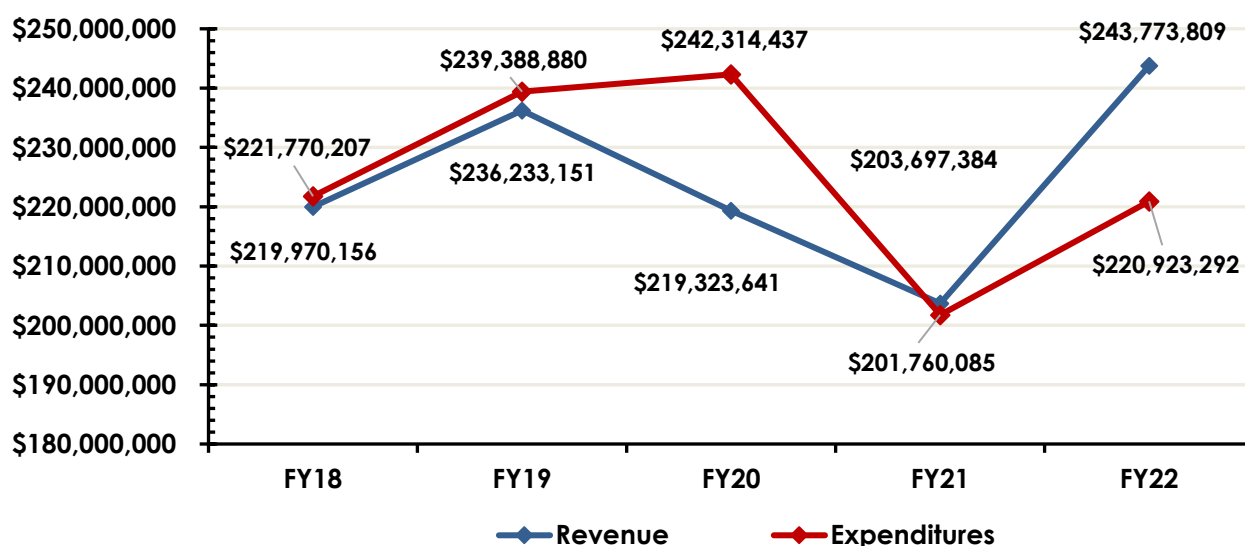
The COVID-19 pandemic had a significant negative impact on the FY 2020 and FY 2021 GF revenue streams. The FY 2020 GF deficit was provided by a drawdown of operating reserves, and FY 2021 GF expenditures were reduced to ensure expenditures were matched to predicted revenues.

Figure 125: City of Palo Alto Summarized General Fund Revenues and Expenses, FY 2018–FY 2022⁵⁸

Revenue/Expenses	FY 2018 (Actual)	FY 2019 (Actual)	FY 2020 (Actual)	FY 2021 (Actual)	FY 2022 (Budget)
Revenue	219,970,156	236,233,151	219,323,641	203,697,384	243,773,809
Expenditures	221,770,207	239,388,880	242,314,437	201,760,085	220,923,292
Surplus (Deficit)	(1,800,051)	(3,155,729)	(22,990,796)	1,937,299	22,850,517

The following figure displays this data and indicates the city's response to the pandemic's effects and the impact of other stresses on the economic conditions of the county and surrounding area.

Figure 126: Summarized General Fund Revenues and Expenses⁵⁹



The City Council has established a Budget Stabilization Reserve requirement of 15–20% with a target of 18.5% of the GF operating budget. This amount is in addition to other components of the fund balance within the GF. Through conservative budgeting policies and spending practices, the City of Palo Alto has maintained adequate GF balances and reserves.

⁵⁸ FY 2021 Adopted operating budget page 252 for 2018 and 2019 and page 207 of the 2023 proposed operating budget FY 2020, 2021 and 2022.

⁵⁹ FY 2021 Adopted operating budget page 252 for 2018 and 2019 and page 207 of the 2023 proposed operating budget FY 2020, 2021 and 2022.

Palo Alto Fire Department

Palo Alto Fire Department operates through five separate divisions: Prevention, Operations, Support Services, Emergency Medical Services, and Training & Hiring. The Department charges for the ambulance transport services it provides to the community, which offsets funding requirements from the city's taxpayers. In addition, the City of Palo Alto and the Trustees of Stanford University have entered into an agreement whereby PAFD will provide firefighting, EMS first responder and transport, rescue, fire investigation, and other services to the Stanford campus.

Salaries and benefits are approximately 87% of Palo Alto Fire Department's operating costs. The city and the department participate in the CalPERS pension system. The city has incurred a significant unfunded actuarial liability (UAL) balance. Annual payments on this UAL are projected to increase through the year 2030 and will continue to represent a very significant portion of Palo Alto Fire Department's pension costs. The following figure summarizes Palo Alto Fire Department operating expenses and revenues from FY 2018 through FY 2022.

Figure 127: Palo Alto Fire Department Revenue and Expenses, FY 2018–FY 2022⁶⁰

Revenue/Expenses	FY 2018 (Actual)	FY 2019 (Actual)	FY 2020 (Actual)	FY 2021 (Actual)	FY 2022 (Budget)
Revenue					
Charges for Services	9,815,952	9,589,264	9,167,663	9,027,593	9,745,750
Intragovernmental Charges	161,322	163,605	162,610	162,610	162,610
Other Agencies	1,093,263	259,946	222,693	887,531	175,000
Other Revenue	18,656	410,191	229,901	100,487	277,000
City General Fund	22,579,311	23,525,981	26,819,797	24,901,959	25,316,520
Total Revenue	33,668,504	33,948,987	36,602,664	35,080,180	35,676,880
Expenses by Division					
Administration	1,916,884	2,212,337	2,780,988	2,373,448	2,674,134
Emergency Response	29,345,212	30,441,361	32,476,489	31,520,210	31,906,061
Environmental Safety	151,752	433,531	447,585	311,571	609,894
Records & Information	342,412	384	711	151	—
Training & Personnel	1882,244	861,339	896,892	874,800	486,791
Total Operating Expenses	33,668,504	33,948,987	36,602,664	35,080,180	35,676,880

Financial Projections

City of Palo Alto

City staff has prepared long-term financial projections to identify and anticipate funding available for operations and capital projects. These projections indicate strong growth in several categories over the next two to three years as the economy recovers from the effects of the pandemic and other economic stresses, followed by a return to a more normal growth pattern. Growth in expenditures has been matched to the available revenues. The following figure summarizes the projected growth in GF revenues and expenses between FY 2023 and FY 2027. It was noted in the narrative of the City's Long Range Financial Forecast that reductions in city services are not sustainable but the restoration of those services to pre-pandemic levels would result in an approximate \$10 million annual deficit.

⁶⁰ FY 2021 Adopted operating budget page 252 for 2018 and 2019 and page 207 of the 2023 proposed operating budget.

Figure 128: Palo Alto General Fund Summarized Projected General Fund Revenues and Expenditures⁶¹

Revenue/Expenses	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	230,393,000	239,692,000	252,271,000	259,853,000	268,149,000
Expenditures	227,995,000	240,741,000	251,691,000	256,437,000	260,691,000
Surplus (Deficit)	2,398,000	(1,049,000)	580,000	3,416,000	7,458,000

Palo Alto Fire Department

Projected expenditures of the Palo Alto Fire Department will be constrained by the revenue streams of the city and by the funds generated from the revenues for the services the department provides to the community.

Capital Planning

The city prepares a Five-Year Capital Improvements Budget to identify infrastructure and other improvement and replacement projects. Funding for the plan is from the Transient Occupancy Tax and Debt Issuances by the city. The plan identifies facilities, including fire stations, to be replaced or renovated and fire apparatus to be replaced. In certain circumstances, a project may be delayed as sufficient funding is unavailable.

Demand for Services

Palo Alto Fire Department is a moderately busy urban system that provides aid services to other communities when requested. Data was provided by the agency and its dispatch center and included incident information from January 1, 2018, through June 30, 2022. This analysis focuses on incidents within the statutory and contractual areas where PAFD responds. The following figure is the overview statistics for Palo Alto Fire Department.

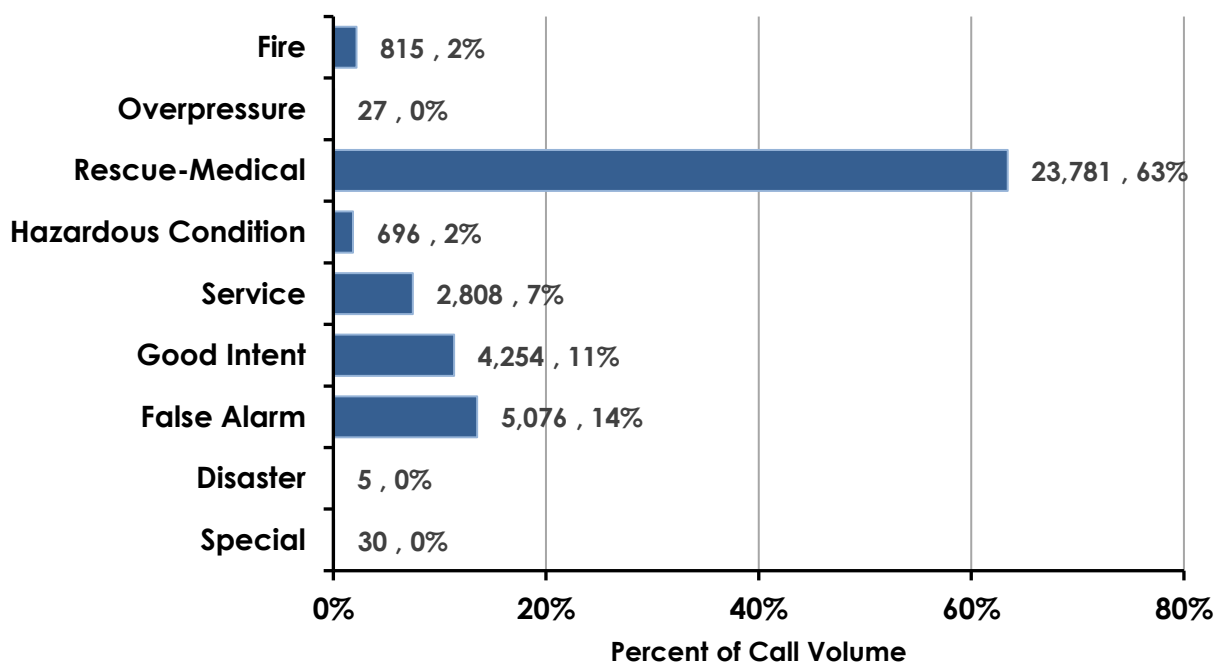
Figure 129: Palo Alto Fire Department Overview

Agency	Avg. Annual Incident Vol.	Incidents per 1,000 Population	90th Percentile Total Time
Palo Alto Fire Department	8,149	107	9:41

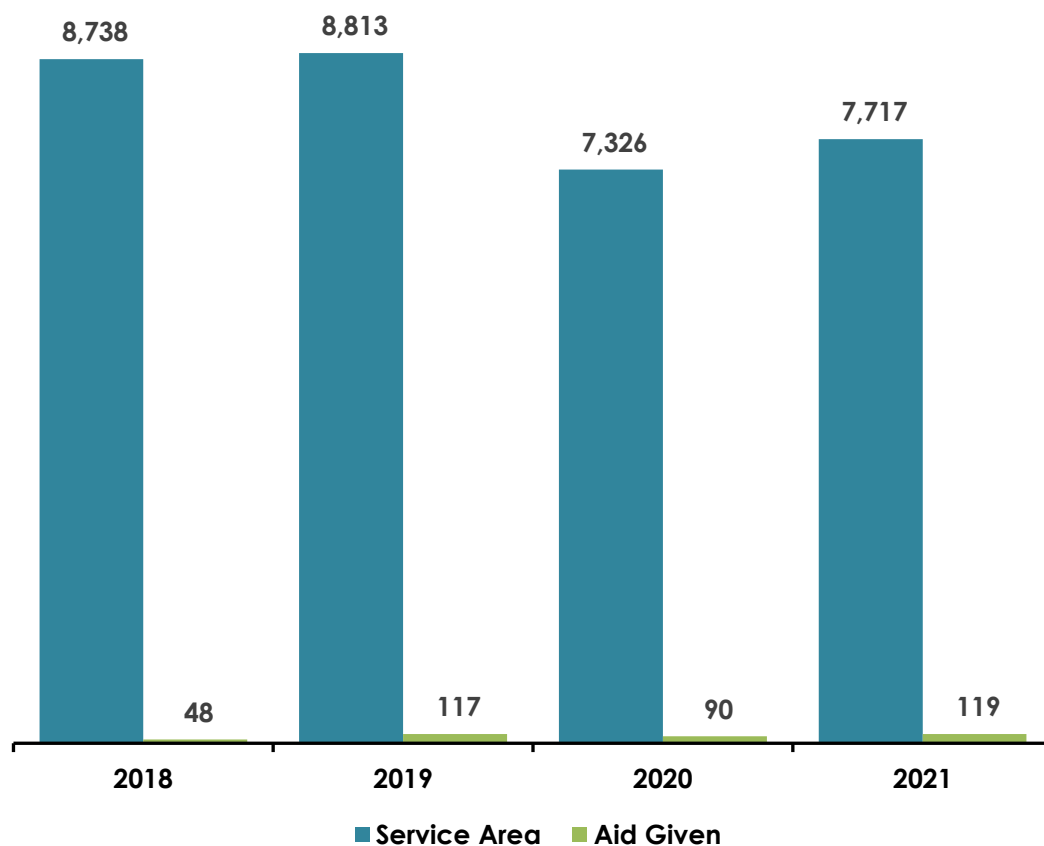
⁶¹ City of Palo Alto, City Council Staff Report dated 1-10-2022.

Incident categories closely follow the National Fire Incident Reporting System's (NFIRS) code grouping, and incidents are classified based on general hazards. Medical responses account for over 60% of Palo Alto Fire Department's operations. Although this proportion is similar to many fire departments that provide emergency medical services, this accounts for a large proportion of Palo Alto Fire Department's incidents. The following figure shows the total number of incidents between January 1, 2018, through June 30, 2022, including the percentage of overall incidents.

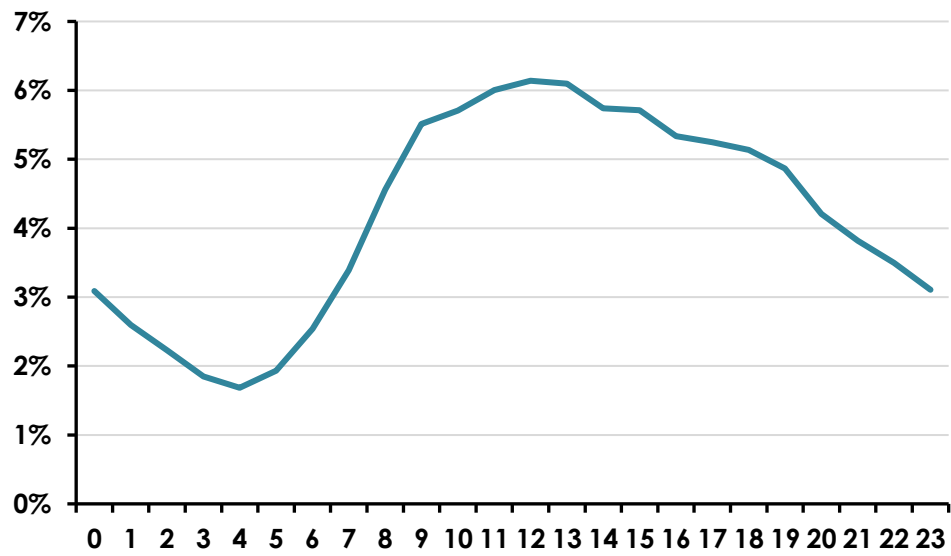
Figure 130: Total Incident Response by Type with Percentage



Typically, an analysis of incidents by year can yield a trend or give an idea of what the call volume might look like in the next few years. Unfortunately, due to the COVID-19 pandemic in 2020, call volumes nationally were affected, and trends are not as easy to spot. While this is true in PAFD's case, they are back on track in 2022 to continue the general trend seen in 2018 and 2019. The following figure shows the annual incident volume by year. Aid given includes both mutual aid and automatic aid provided to neighboring agencies.

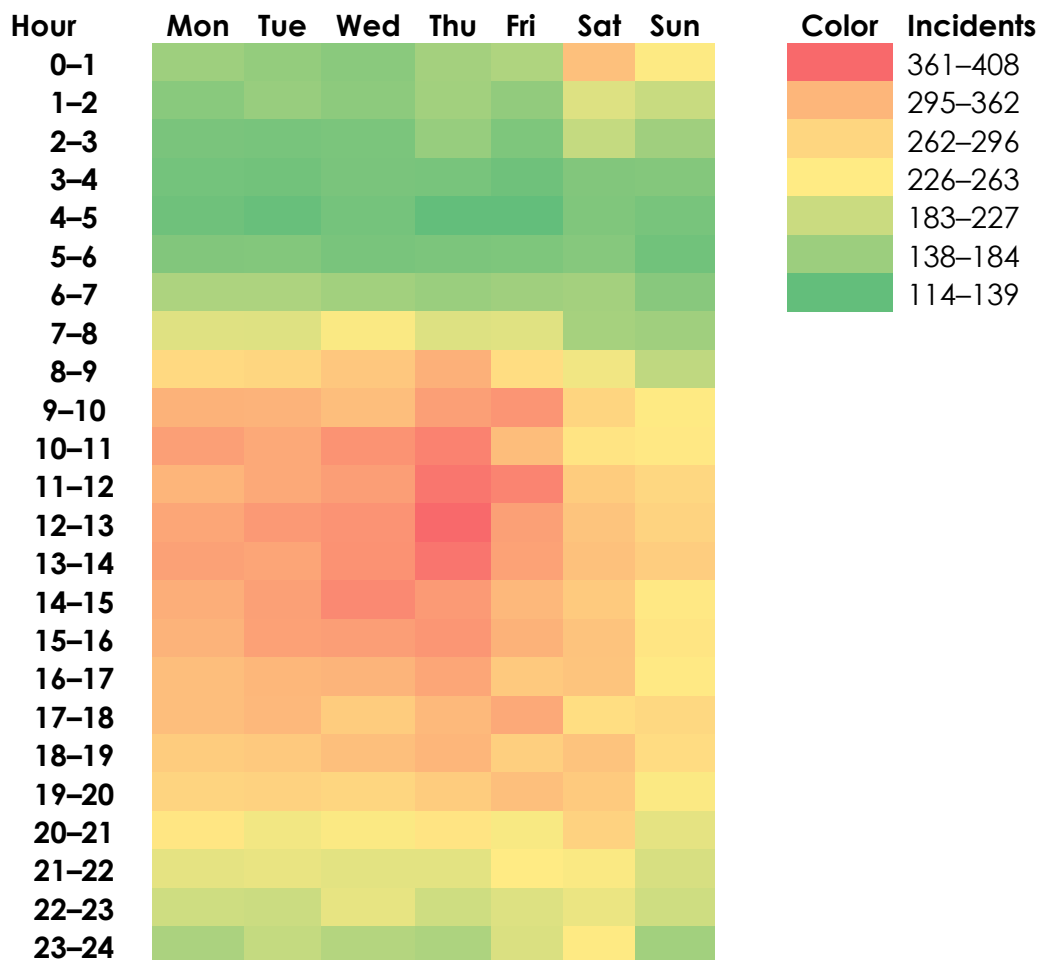
Figure 131: Annual Incidents by Year

Additional temporal studies show that the monthly call volume variation is insignificant. However, PAFD, like many similar agencies, does see a significant increase in incident volume during the day. In fact, Palo Alto Fire Department sees over 70% of its incidents daily between 8:00 a.m. and 8:00 p.m. The following figure shows the general variation of the complete incident data set by the hour of the day.

Figure 132: Incident Percentage by Hour

This average daily swing is typical and likely due to the number of people awake and moving around. However, the day-to-day variation in this information does play a part. The following figure is the incident heat map by the hour of the day and day of the week.

Figure 133: Day and Hour Incident Heat Map



In the previous figure, it is interesting to note the elevated incident rates on late Friday into Saturday and early Saturday into early Sunday. While this phenomenon has not been researched for PAFD, it is typical of a lively weekend bar or party demographic.

Emergency Response Performance

The performance of Palo Alto Fire Department response was also evaluated. The performance times are calculated using Priority 1 incidents and the 90th percentile statistic. The 90th percentile is typically used in the fire service and is considered the standard for measuring incident response performance.

There are three unique time segments that are included when evaluating an agency's response performance. The first is the time it takes for the dispatcher to answer the 911 call and notify the agency (call processing); the second is the time it takes for the agency to receive the call and go en route to the call (turnout time); and third is the time it takes for the unit to drive to the incident (travel time). All three segments combined makeup the **total response time**. The unit type was not discriminated against, and the first arriving unit was used to determine the total response time.

Palo Alto Fire Department has adopted a response time performance goal, or benchmark, of arriving on-scene in 8 minutes or less, 90% of the time. The following figure shows a comparison of the adopted standard compared to the actual total response time for Priority 1 call types.

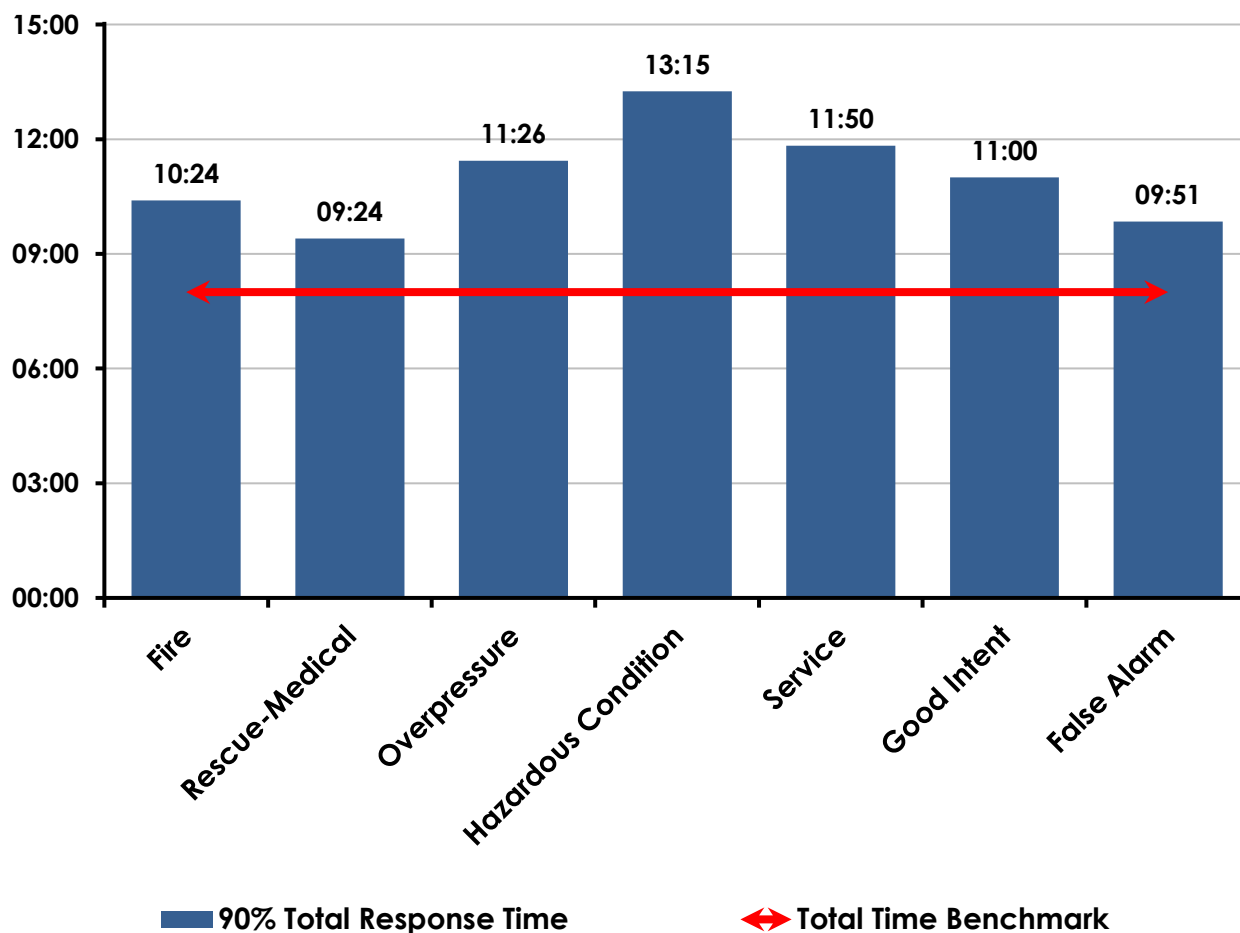
Between January 1, 2018, through June 30, 2022, Palo Alto Fire Department's performance for 30,486 Priority 1 incidents within the fire response area was a **total response time** of 9 minutes, 41 seconds (9:41) or less, 90% of the time.

Figure 134: Adopted Standard vs. Actual Total Response Time Performance

Adopted Standard	1/2018–6/2022 Performance
8:00 or less, 90% of the time	9:41 or less, 90% of the time

The following figure is the performance of **total response time** for each of the major incident types for all Priority 1 incidents within the data set.

Figure 135: Priority 1 Incidents' 90th Percentile Total Response Times, January 2018–June 2022



The final analysis investigated the unit usage question for all apparatus within the system. Three dimensions are studied in this report. The first dimension is the unit hour utilization (UHU). This number represents the time a unit was committed to an incident as a percentage of the total time they were on duty. The next is the average time a unit was committed to an incident. And finally, the average number of incidents a unit was deployed per day.

Due to a change in deployment for Palo Alto Fire Department, the statistical information presented here only includes September 2021 through June 2022. The data for each cross-staffed unit is combined into the primary apparatus (Palo Alto Fire stopped cross staffing engines with ambulances in 2021). The following figure shows the general statistics for each frontline unit within the Palo Alto Fire Department system.

Figure 136: Fire Unit Statistics

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
E61	10.7%	22 Minutes	6.9
M61	22.3%	48 Minutes	6.7
SQ62	7.5%	32 Minutes	3.3
M62	18.5%	52 Minutes	5.2
E63	8.6%	27 Minutes	4.6
M64	19.1%	53 Minutes	5.1
E65	9.4%	26 Minutes	5.2
E66	8.6%	26 Minutes	4.8
T66	4.3%	29 Minutes	2.1
B66	1.6%	36 Minutes	0.6

Staffing

The following figure shows to the total number of personnel for Palo Alto Fire Department organized by the various divisions.

Figure 137: Staffing

Assignment	Staffing
Uniformed Administration	4
Non-Uniformed Administration	8
Fire Prevention	8
Operations Staff	87
Emergency Communications	1.5
Volunteers, Reserve, On Call	0
Total Personnel	108.5

The following figure shows the daily operational staffing at each station and on each unit in the station. Operations staff have three shifts each working a 48/96 schedule (48 hours on and 96 hours off).

Figure 138: Daily Staffing


Station	Daily Staffing	Unit Staffing
1	6	BC (1), Engine (3), Ambulance (2)
2	4	Squad (Breathing Support) (2), Ambulance (2)
3	3	Engine (3)
4	2	Ambulance (2)
5	3	Engine (3)
6	6	Engine (3), Truck (3)
8	3	*Seasonal Wildland Engine (3) – 12 Hours per day
Total	24–27	*24 all year, 27 during the fire season

Palo Alto is the only fire agency in Santa Clara County with the primary responsibility for Emergency Medical Transport. As such, six personnel per day are dedicated to staffing ambulances leaving 18 personnel on duty each day for staffing for fire and EMS first response like other Santa Clara County fire agencies.


Palo Alto City Fire Stations

The following figures outline the basic features of each of the City of Palo Alto's fire stations. The condition of the stations is rated based on the criteria identified in the introduction to this section of the report.

Figure 139: Palo Alto Fire Stations

Station Name/Number:		Palo Alto Station 1				
Address/Physical Location:		301 Alma Ave., Palo Alto, CA				
		General Description:			This 57-year-old station does not meet the needs of a modern fire station.	
Structure						
Date of Original Construction		1965 (Retrofitted in 2004)				
Seismic Protection		Retrofitted in 2003				
Condition (from rating sheet)		Fair				
Number of Apparatus Bays		Drive-through Bays		3	Back-in Bays	0
Length of each Apparatus Bay		68 feet				
Facilities Available						
Sleeping Quarters		3	Bedrooms	7	Beds	Dorm Beds
Current daily staffing		6				
Maximum staffing capability		9				
Kitchen Facilities		1				
Bathroom/Shower Facilities		4/3				
Assigned Apparatus/Vehicles						
CAD Identifier		Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
B66		1	Suburban Command Vehicle			
E61		3	Type 1 Engine			
M61		2	Ambulance			
Total Daily Staffing:		6				

*Cross-staffed (CS)

Station Name/Number:	Palo Alto Station 2				
Address/Physical Location:	2675 Hanover St., Palo Alto, CA				
	General Description: This 57-year-old station does not fully meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1965 (Retrofitted in 2003)				
Seismic Protection	Retrofitted in 2003				
Condition (from rating sheet)	Fair				
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays	0	
Length of each Apparatus Bay	50 feet				
Facilities Available					
Sleeping Quarters	6	Bedrooms	8	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	3/3				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
SQ62	2	Squad (Breathing Support)			
M62	2	Ambulance			
P660	2 CS	Type 6 patrol			
Total Daily Staffing:	4				

*Cross-staffed (CS)

Station Name/Number:	Palo Alto Station 3
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Address/Physical Location:	799 Embarcadero Rd., Palo Alto, CA
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**General Description:**

This new station appears to meet the needs of a modern fire station.

Structure

Date of Original Construction	3/2021
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Seismic Protection	Yes
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Condition (from rating sheet)	Excellent
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Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0
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Length of each Apparatus Bay	45 feet
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Facilities Available

Sleeping Quarters	3	Bedrooms	3	Beds		Dorm Beds
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Current daily staffing	3
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Maximum staffing capability	3
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Kitchen Facilities	1
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Bathroom/Shower Facilities	3/3
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Assigned Apparatus/Vehicles


CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments
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E63	3	Engine Type 1
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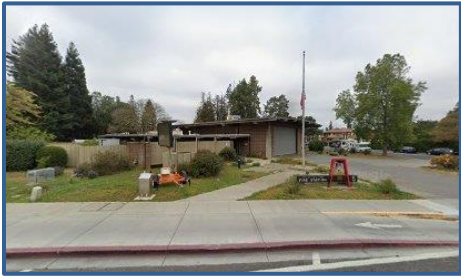
E363	3 CS	Wildland Engine Type 3
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Total Daily Staffing:	3	
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*Cross-staffed (CS)

Station Name/Number:	Palo Alto Station 4				
Address/Physical Location:	3600 Middlefield Rd., Palo Alto, CA				
	General Description:				
	This nearly 70-year-old station is identified by the city as the next to be replaced.				
Structure					
Date of Original Construction	1953				
Seismic Protection	No				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays	0	Back-in Bays	2	
Length of each Apparatus Bay	35 feet				
Facilities Available					
Sleeping Quarters	2	Bedrooms	4	Beds	Dorm Beds
Current daily staffing	2				
Maximum staffing capability	5				
Kitchen Facilities	1				
Bathroom/Shower Facilities	2/2				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
M64	2	Ambulance			
Reserve		Reserve Ambulance			
Total Daily Staffing:	2				


*Cross-staffed (CS)

Station Name/Number:	Palo Alto Station 5				
Address/Physical Location:	600 Arastradero, Palo Alto, CA				
	General Description:				
	This 55-year-old station does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1967 (Retrofitted in 2007)				
Seismic Protection	Retrofitted in 2007				
Condition (from rating sheet)	Fair				
Number of Apparatus Bays	Drive-through Bays	0	Back-in Bays	2	
Length of each Apparatus Bay	38 feet				
Facilities Available					
Sleeping Quarters	3	Bedrooms	5	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	5				
Kitchen Facilities	1				
Bathroom/Shower Facilities	3/3				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E65	3	Engine Type 1			
E365	3 CS	Wildland Engine Type 3			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Station Name/Number:	Palo Alto Station 6				
Address/Physical Location:	711 Serra Ave., Palo Alto, CA				
	General Description:				
	This station is owned and maintained by the Stanford University. Being 50 years old, it is reaching the end of meeting the needs of a modern fire station.				
Structure					
Date of Original Construction	1972				
Seismic Protection	Unknown				
Condition (from rating sheet)	Fair				
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays	0	
Length of each Apparatus Bay	74 feet				
Facilities Available					
Sleeping Quarters	5	Bedrooms	8	Beds	Dorm Beds
Current daily staffing	6				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	4/3				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E66	3	Engine Type 1			
T66	3	Ladder Truck			
E560	3 CS	Type 5			
Total Daily Staffing:	6	Station on Stanford campus – Owned by Stanford Maintenance overseen by Stanford University			

*Cross-staffed (CS)

Station Name/Number:	Palo Alto Station 8				
Address/Physical Location:	Foothills Park Page Mill Rd., Palo Alto, CA				
	General Description: Staffed seasonally but does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1986				
Seismic Protection	Retrofitted in 2007				
Condition (from rating sheet)	Fair				
Number of Apparatus Bays	Drive-through Bays	0	Back-in Bays	1	
Length of each Apparatus Bay	28 feet				
Facilities Available					
Sleeping Quarters	2	Bedrooms	4	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	4				
Kitchen Facilities	1				
Bathroom/Shower Facilities	1/1				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E365	3*	Wildland Engine Type 3			
Total Daily Staffing:	3*	Seasonal			

*Cross-staffed (CS)

Fire Stations Discussion

Only one of the Palo Alto fire stations was considered in "Excellent" condition. Five of the remaining six fire stations were rated as "Fair," and Station 4 was rated "Poor" in condition. Fire station ages range from 1 to 69 years, with an average of just over 46 years. The following figure summarizes Palo Alto's fire stations and their features.

Figure 140: Station Configuration and Condition

Station	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Station 1	3	9	Fair	57 years
Station 2	3	8	Fair	57 years
Station 3	2	3	Excellent	1 year
Station 4	2	5	Poor	69 years
Station 5	2	5	Fair	55 years
Station 6	3	8	Fair	50 years
Station 8	1	4	Fair	36 years
Totals/Average:	16	42		46 years average

Some fire stations were further evaluated utilizing a checklist based on National Fire Protection Association 1500: *Standard on Fire Department Occupational Safety, Health, and Wellness Program*.

Generally, Palo Alto's stations are older and do not meet the requirements of modern firefighting. As the firefighting environment has changed, the technology, equipment, and safety systems have also changed to meet new demands. Older buildings do not typically have the space or engineering systems to meet that new environment. Modern living also requires much more access to electrical outlets than was expected in older buildings. The older PAFD stations are no exception.

For example, older buildings do not meet the requirements due to the need to decontaminate personnel and equipment after many responses in the current firefighting context. Every crew member should have access to facilities to decontaminate immediately after a fire event, and showers should allow for gender separation. In addition, there needs to be enough partitioned space to allow for gear and equipment to be thoroughly washed and designed to control contamination in the living and working space of the station.

While all structures require routine maintenance, fire stations require even more due to the continuous occupancy by a minimum of three adults. Multiple departures and returns of heavy apparatus also affect these structures.

Facility Replacement

With five of Palo Alto Fire Department's seven stations over 50 years in age, there needs to be a facility replacement plan in place.

The city's current five-year Capital Improvement Plan only identifies Station 4 for replacement. It was not apparent if an additional plan was in place for the other older stations. Ensuring the stations are in good repair requires regular maintenance and scheduled replacement of specialized equipment. Plans for updating and repairing systems such as heating and air conditioning (HVAC), generators, roofs, driveways, parking areas, security gates, painting, carpet replacement, and small appliances can keep costs down and buildings in service longer. In addition, establishing a facility replacement and maintenance plan will enable the city to plan for ongoing service from each station more efficiently.

Status of Shared Facilities

The City of Palo Alto currently has a short-term agreement with Santa Clara County Fire and Los Altos Hills County Fire District to share staffing at Palo Alto Fire Department Station 8 during fire season. This station is only staffed during fire season but maximizes limited fire resources to support wildfire protection to all communities in the area. There have been years that this station has been staffed during fire season because of funding. There should be a long-term agreement to ensure that this valuable resource is available when needed to all three jurisdictions.

Apparatus

Apparatus was evaluated by Palo Alto Fire Department staff based on age, miles/hours, service, condition, and reliability. Fleet maintenance is provided by the Palo Alto Public Works Department and has systems in place for emergency assistance after hours. The criteria are defined in the introduction section of this report.

The following figures represent all apparatus and vehicles operated by Palo Alto Fire Department.

Figure 141: Palo Alto Fire Department Apparatus

Unit	Type	Status	Year	Condition	Features
Engines & Aerial Apparatus					
Engine 61	Type 1	Frontline	2009	Fair	1500 GPM/500 G Tank
Engine 63	Type 1	Frontline	2017	Excellent	1500 GPM/500 G Tank
Engine 65	Type 1	Frontline	2016	Good	1500 GPM/500 G Tank
Engine 66	Type 1	Frontline	2009	Fair	1500 GPM/500 G Tank
Truck 66	Ladder	Frontline	2014	Good	100-ft Tiller
Engine 363	Type 3	Frontline	2012	Good	750 GPM/500 G Tank
Engine 365	Type 3	Frontline	2018	Good	750 GPM/500 G Tank
Engine 660	Type 6	Frontline	2007	Fair	125 GPM/300 G Tank
Engine 560	Type 5	Frontline	2020	Excellent	185 GPM/400 G Tank
(Res) 6145	Type 1	Reserve	2009	Fair	1500 GPM/500 G Tank
(Res) 6146	Type 1	Reserve	2009	Fair	1500 GPM/500 G Tank
(Res) 6149	Type 1	Reserve	2009	Fair	1500 GPM/500 G Tank
(Res) 6127	Ladder	Shared Res.	2017	Excellent	100-ft aerial
Medics/Rescues/Other					
Medic 61	Ambulance	Frontline	2020	Excellent	
Medic 62	Ambulance	Frontline	2016	Good	
Medic 64	Ambulance	Frontline	2020	Excellent	
Res (M63)	Ambulance	Reserve	2012	Fair	
Res (M67)	Ambulance	Reserve	2012	Fair	
Res (M66)	Ambulance	Reserve	2016	Good	
Squad 62 (6123)	Air/Light	Frontline	2005	Poor	
(Res) 6152	Engine	Reserve	2005	Poor	
Utility 62	Stake bed Truck	Frontline	2008	Fair	
Utility 66	Stake bed Truck	Frontline	2001	Poor	

Figure 142: Supervisor & Command Vehicles

Unit	Assigned To	Manufacturer	Year	Condition
Battalion 66	Duty Battalion Chief	Chevy Suburban	2018	Excellent
TC 1	Training Chief	Ford F150 pickup	2019	Excellent
TC 2	Training Captain	Chevy Suburban	2015	Good
A1	Fire Chief	Ford Escape	2010	Poor
A2	Deputy Fire Chief	GMC Terrain	2016	Good
A3	Chief Officer	GMC Terrain	2016	Good
H1	Fire Marshal	GMC Terrain	2017	Excellent

Dispatch & Communications

Palo Alto City Police Department operates the city's 911 Public Safety Answer Point (PSAP) and dispatch center. The center provides service for Palo Alto Fire/EMS, Police, Public Works, Utilities, and Stanford Department of Public Safety.

Figure 143: PSAP and Dispatch Center

Item	Description
CAD Application	Hexagon V 9.2.MR6 implemented 2014
Telephone System	Motorola Vesta V 7.8
Radio System	Motorola P25 Phase II Digital trunked system with VHF/UHF analog back up.
Fire/EMS Notification	U.S. Digital Designs Phoenix G2 ringdown
Ability for fire agencies to communicate via radio with other fire agencies in the county	Yes
Ability for fire agencies to communicate via radio with police agencies in the county	Yes
Ability for fire agencies to communicate via radio with non-Fire EMS agencies in the county	Yes
Ability for PSAP to communicate CAD-to-CAD (how do you transfer a call to another center)	Virtual Consolidation with Mountain View and Los Altos; No CAD-to-CAD with any other centers
Criteria-based dispatch system in place	Yes
Formal EMD quality assurance program in place	Yes
Options for non-emergent calls not requiring EMS	Yes
AVL used on fire apparatus	Yes
AVL used on ambulances & EMS units	Yes
MDTs/MDCs in all fire & EMS vehicles	Yes
Closest unit dispatched via AVL	Yes
No. of 911 calls	31,134 in 2021
No. of 7-digit incoming calls	7,212 in 2021

Palo Alto FD Service Review Determinations

LAFCO is required to prepare a written statement of determination with respect to six areas as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Based on the criteria described in Section I of this report, the following determinations are proposed for the City of Palo Alto fire related services.

Growth and Population Projections

- 5-1: Based on information from the 2020 U.S. Census, the population in Palo Alto was estimated at 68,572, not including Stanford University residents.
- 5-2: Palo Alto is projected by the Association of Bay Area Governments to have a cumulative growth rate of 14% between 2020 and 2035 or 0.9% annually. The growth rate between 2035 and 2050 is expected to reduce to 5% cumulatively or 0.3% annually.

Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence

- 5-3: Two disadvantaged unincorporated communities were identified within the City of Palo Alto's SOI—identified as Palo Alto #1 and Palo Alto #2. The two areas are primarily on the Stanford University campus outside of city limits but within the SOI.

Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Those Related to Sewers, Water, and Fire in Any DUCs Within or Contiguous to the SOI

- 5-4: Both areas identified as disadvantaged unincorporated communities in Palo Alto's SOI (Palo Alto #1 and Palo Alto #2) receive the same fire and emergency medical services as all other areas on the Stanford University properties through a contract for services with the City of Palo Alto FD.

- 5-5: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that the FD is excessively busy with one engine at 10.7% and three medic units significantly exceeding 10% of UHU and two more engine companies close to 9%. Two of the medic units are stationed with another response unit, however Medic 64 is operating with a 19.1% UHU and is the only resource assigned to station 64. Performance is measured on the ability of a unit to arrive on scene in a certain time 90% of the time. Once UHU reaches 10% for a primary responding unit, the FD will see increased challenges to meet 90th percentile response times, due to unavailability for immediate response. The city would need to add resources to that station or reduce call volume to meet response time standards.
- 5-6: Given the level of growth projected for the City and existing level of utilization of each unit, it appears that there are challenges to meet the current and projected demand for service for both medic units and engine companies. An additional Engine Company assigned to Station 64 is necessary to improve performance in that stations area and an additional medic unit would improve sustainability and performance of the EMS transport response system citywide.
- 5-7: The primary challenges to fire services within the City of Palo Alto according to the City are 1) recruitment, retention and diversification of workforce, 2) planning for effective emergency response to meet projected growth and related demand, and 3) firefighter wellness. In addition, Palo Alto operates a stand-alone PSAP and Dispatch Center that shares a computer-aided dispatch (CAD) system with Mountain View and Los Altos. The shared CAD with Mountain View provides greater opportunity for seamlessly sharing resources between the two cities. However, the center does not connect with other fire dispatch centers, making automatic aid or a “dropped border” response with neighboring agencies other than Mountain View impractical.
- 5-8: The City of Palo Alto Fire Department provides a satisfactory level of services based on the latest ISO rating and staffing levels. The City does not meet its adopted response time performance goal of within 8:00 minutes for 90% of Priority 1 incidents and is making efforts to meet that target.

- 5-9: The City prepares a Five-Year Capital Improvements Budget to identify infrastructure and other improvement and replacement projects. In certain circumstances, a project may be delayed as sufficient funding is unavailable. Significant planned infrastructure improvements consist of replacement of Station 4 beginning in 2024 and construction of a new administrative building to be completed in early 2024. In addition, the City is planning to establish a fire training center.
- 5-10: Only one of the Palo Alto fire stations was considered in "Excellent" condition. Five of the remaining six fire stations were rated as "Fair," Station 4 was rated "Poor" in condition, and two of the seven stations do not have documented seismic protection. Stations 1, 2, 4, 5, and 8 all exceed 50 years and were identified as not meeting the needs of a modern fire station. Station 4 is scheduled to break ground for its replacement in 2024. Station 6 is owned and maintained by Stanford University. Palo Alto has worked to update its facilities, including seismic protection, however, Stations 1, 2, 5, and 8 are nearing end of life and should be included in a plan for replacement.
- 5-11: Santa Clara County has an excessive number of PSAP's and Dispatch Centers that are not using a common CAD platform or even a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status. Palo Alto shares a CAD with Mountain View and Los Altos; however, Los Altos Communication Center does not dispatch fire and EMS for the city. This is creating disjointed dispatch services constraining the potential for efficient dispatch and mutual/automatic aid support. There is a need for a comprehensive feasibility study to determine the best method to address weaknesses in the overall emergency communications system in the County.

Financial Ability of Agency to Provide Services

- 5-12: The COVID-19 pandemic had a significant negative impact on the FY 20 and FY 21 General Fund revenue streams of the City. The FY 20 General Fund deficit was covered by a drawdown of operating reserves, and FY 21 General Fund expenditures were reduced to match predicted revenues.

- 5-13: Over the last ten years, Palo Alto has made efforts to reduce costs related to fire service provision and concurrently sought additional revenues. Most cost minimization efforts have resulted from reducing resources as a budget reduction strategy, such as elimination of staff positions, sharing of resources with other agencies, browning out of vehicle resources, and not replacing an inoperable vehicle. Additional revenue measures were exercised, including receipt of a SAFER grant and participation in medical transportation programs.
- 5-14: Similar to many other city fire departments funded primarily through the General Fund, the City's Fire Department budget is limited, requiring fiscal conservatism through cost minimization, service efficiencies, and pursuit of other funding mechanisms. While the budget is constrained, in the case of the City of Palo Alto, financing levels are sufficient to provide an adequate and sustained level of fire and EMS services but are not yet able to fund pre-pandemic service levels.

Status and Opportunities for Shared Services

- 5-15: Palo Alto FD practices extensive collaboration and resource sharing with neighboring service providers through contracts for services, the countywide mutual aid agreement, training agreements, agreements for specialty services (i.e., HazMat Level A), staffing agreement for Station 8 during fire season, and joint purchasing of a vehicle.
- 5-16: There is potential for facility, personnel, and equipment sharing in the staffing of Station 8 beyond the existing staffing levels during fire season.
- 5-17: Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closest best resource regardless of jurisdiction could help surrounding agencies provide seamless service to the community along their borders. However, the dispatch interoperability challenges throughout the County limit the ability to implement this change. Even if the agencies are motivated to "drop borders," the time it takes to manually determine if a resource is available complicates the process, adds time to the alarm handling, and may minimize the opportunity to improve the response time for critical emergencies along the borders.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- 5-18: The City of Palo Alto meets State laws for transparency and accountability, including making information easily accessible to the public, maintaining a compliant website, providing ethics training and economic interest reporting, following financial reporting requirements, and adhering to open meeting requirements. In addition, the city goes beyond these requirements through several efficient web-based tools with easy platforms to access various city documents and information, as well as a forum for online civic engagement.
- 5-19: Exploring options for alternative structures, such as joint powers authorities combining two or more neighboring agencies (Mountain View, Palo Alto, Sunnyvale, Santa Clara, and CCFD), could potentially bring efficiencies and value-added services to Palo Alto and other smaller fire service providers in Santa Clara County. Creating a larger entity with a unified structure can offer benefits such as increased accountability, improved efficiency, and enhanced effectiveness in delivering fire services to the community. Considering the capacity constraints specific to the City of Palo Alto, alternative service structures may hold particular value. They could provide opportunities to pool resources, share expertise, and optimize operations, leading to improved service delivery despite limitations in personnel and facilities.
- 5-20: Service structure options regarding areas in Santa Clara County that are presently outside of a local fire provider but within the vicinity of Palo Alto are discussed in the Governance Structure Alternatives of Section III of this report. There are no recommendations to change Palo Alto's boundaries to address these areas; however, it is recommended that the City consider contracting with the Palo Alto Unified School District to ensure services are provided to the two elementary schools surrounded by the Stanford campus that presently lack an identified service provider. (See Section III: Governance Structure Alternatives.)

6 San José Fire Department

Agency Overview

San José Fire Department provides fire protection and Advanced Life Support (ALS) emergency medical response to a population of 1,013,240 in 208 square miles. While the Department can provide ambulance transport based on the emergency medical services (EMS) system demands, it is not the primary provider.

San José Fire Department operates 34 fire stations with a total of 852.48 positions budgeted (720 sworn). It is currently experiencing a vacancy rate of 8.8% (6.8 for sworn). The Department is operating with 776 total FTE positions filled (671 sworn). A 35th fire station is unstaffed.

Background

In June 2016, the San José City Council adopted the San José Fire Department Strategic Business Plan and the associated third-party organization review and standards of cover assessment. In November 2018, San José passed Measure T which enabled advancement toward construction of three additional fire stations and replacement of two others. Additionally, cooperation between the City of San José (San José Fire Department, PW, Airport Department) and the Federal Aviation Administration (FAA), Fire Station 20 at San José—Mineta International Airport was replaced and now includes a landside bay to provide emergency response service to areas surrounding the airfield, effectively a fourth new fire station.

The City earned a Public Protection Classification (PPC) rating of 3/3X from the Insurance Services Office (ISO). ISO measures various data elements to determine the PPC for a community. The PPC rating is based on an evaluation of three main components: the fire department, the water system, and the communications center. Insurance companies often subscribe to ISO's services to retrieve the PPC rating for a community. The PPC rating plays a significant role in determining insurance rates for properties within that community. A lower PPC rating indicates a higher level of fire protection and can result in lower insurance premiums for property owners.

Cost minimization efforts identified by the Fire Chief over the last ten years include civilianization of safety, facilities, PIO, EMS analytics, and apparatus program staff.

Potential for facility, personnel, and equipment sharing from the Fire Chief's perspective:

- San José Fire Department serves as the backup Public Safety Answering Point (PSAP) for County Communications. Presently, the agencies are working to improve the CAD-to-CAD interface to ensure seamless transition in the event of an interruption; leverage like CAD systems to share data and realize efficiencies.
- San José Fire Department is seeking to revise Automatic Aid agreements with adjoining agencies to improve coverage and balance burden.
- San José Fire Department supports regional and interagency trainings including providing instructors, training facilities and equipment.

The Fire Chief's top three critical issues:

- Close current staffing gaps for firefighter paramedic, dispatcher, and associate engineer classifications.
- Replace obsolete records management system (RMS).
- Ensure sustainable EMS services.

The Fire Chief's top three opportunities to increase value and/or efficiency for the public:

- Where revenues are realized, improve cost recovery for provision of EMS services.
- Participate in Community Wildfire Protection Plan (CWPP) revision and address identified gaps.
- Advance San José Fire Department's Information Technology Master Plan to improve service efficiency and effectiveness.

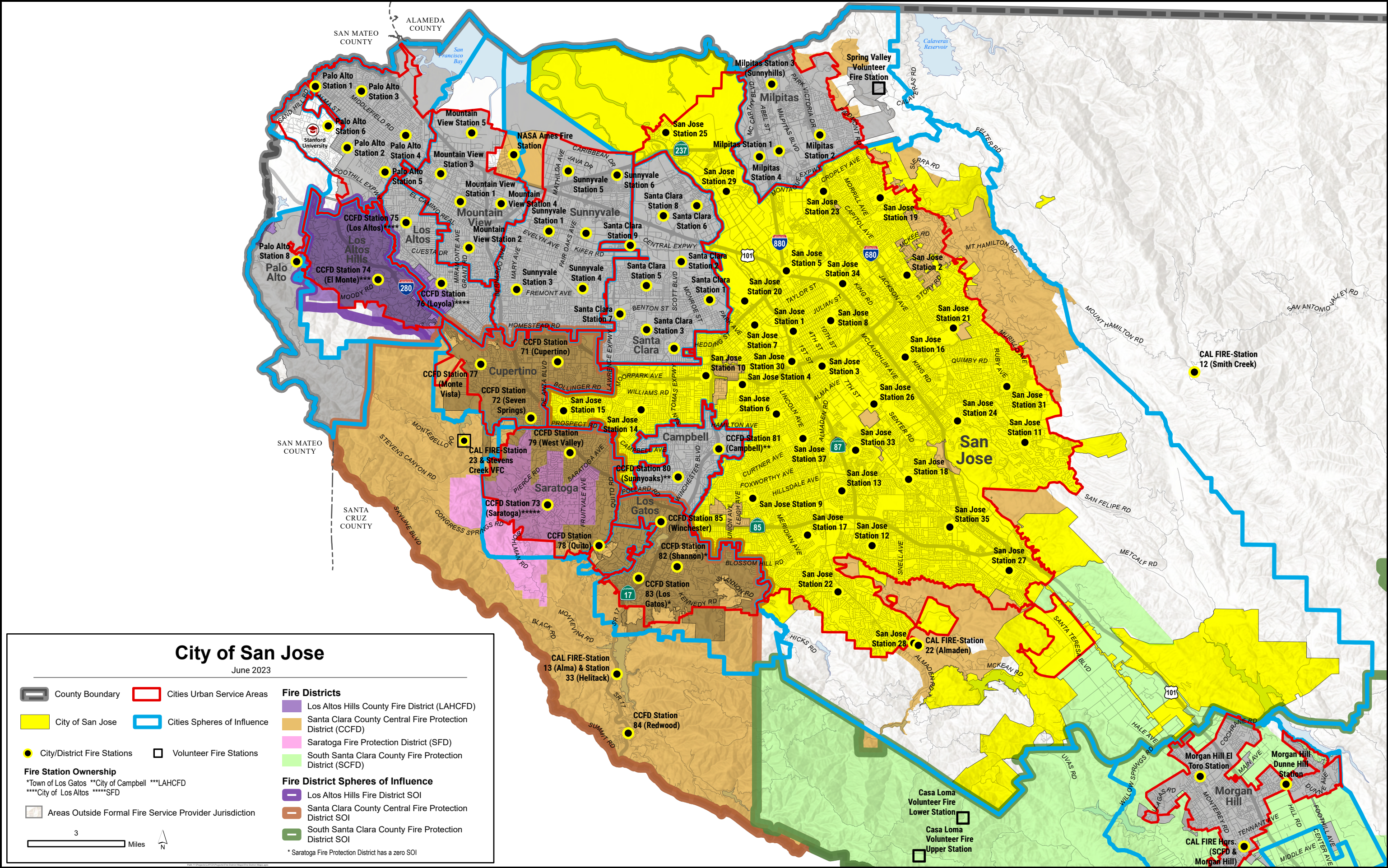
Boundaries and Sphere of Influence

As of 2022, the city's incorporated area spans 180.69 square miles, while its Urban Service Area (USA) spans 138.3 square miles. The city is surrounded by unincorporated territory to the east and south and bounded by Milpitas to the northeast; Santa Clara to the northwest; Campbell, Cupertino, Saratoga, and Los Gatos to the southwest, and Morgan Hill to the south.

According to LAFCO's 2015 Cities Service Review, 21 unincorporated islands exist within the City of San José's USA. Of those, 13 are small, largely undeveloped parcels of under 31 acres; four are large, mostly undeveloped parcels ranging in size from 114 to 225 acres; and four are largely urbanized islands ranging in size from about 50 acres to over 1,400 acres.

San José's Sphere of Influence (SOI) encompasses 280.05 square miles. The city's SOI extends outside of the city limits and USA to the east and south. The city's SOI was most recently reviewed in 2015 and was reconfirmed without change at that time.

Figure 144: City of San José



Type & Extent of Services

Services Provided

San José Fire Department provides a full range of services for its residents, including the ability to provide ambulance transport when the system demand is excessive. The following figure represents each of the services and the level performed.

Figure 145: Overview of Services Provided

Service	Y/N	Level
Fire Suppression	Yes	
Wildland Fire Suppression	Yes	Structural and Wildland engine-based suppression
Statewide Mobilization	Yes	Available for Cal OES statewide mobilization
EMS First Response	Yes	ALS/BLS
Ambulance Transport	Yes	ALS based on EMS system demand
Specialized/Technical Rescue	Yes	Type 1 USAR, ARFF
HazMat Response	Yes	Type 1 Team
Fire Inspection/Code Enforcement	Yes	
Plan Reviews	Yes	
Public Education/Prevention	Yes	
Fire & Arson Investigation	Yes	

Service Area

The San José Fire Department began service as a municipal fire department in 1854. It is responsible for a wide range of fire protection and other emergency services within the city limits. It also provides service to approximately 9,000 parcels in unincorporated areas within the county, near San José. These locations (within the CCFD boundaries) identified in the Zone 1 Fire Contract are better served by the San José Fire Department due to service proximity. This agreement was renewed in 2020 and will remain in effect until 2024, with options to extend in place.

Collaboration

- San José Fire Department provides first responder ALS services under collaborative agreement between the City of San José and the County of Santa Clara Emergency Medical Services Agency.

Joint Power Agreements (JPAs)

- JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.

Contracts to Provide Services to Other Agencies

- San José Fire Department provides fire and emergency response services to unincorporated areas in CCFD jurisdiction closer to the City of San José through an agreement established in 1977. This area is identified as Zone 1.

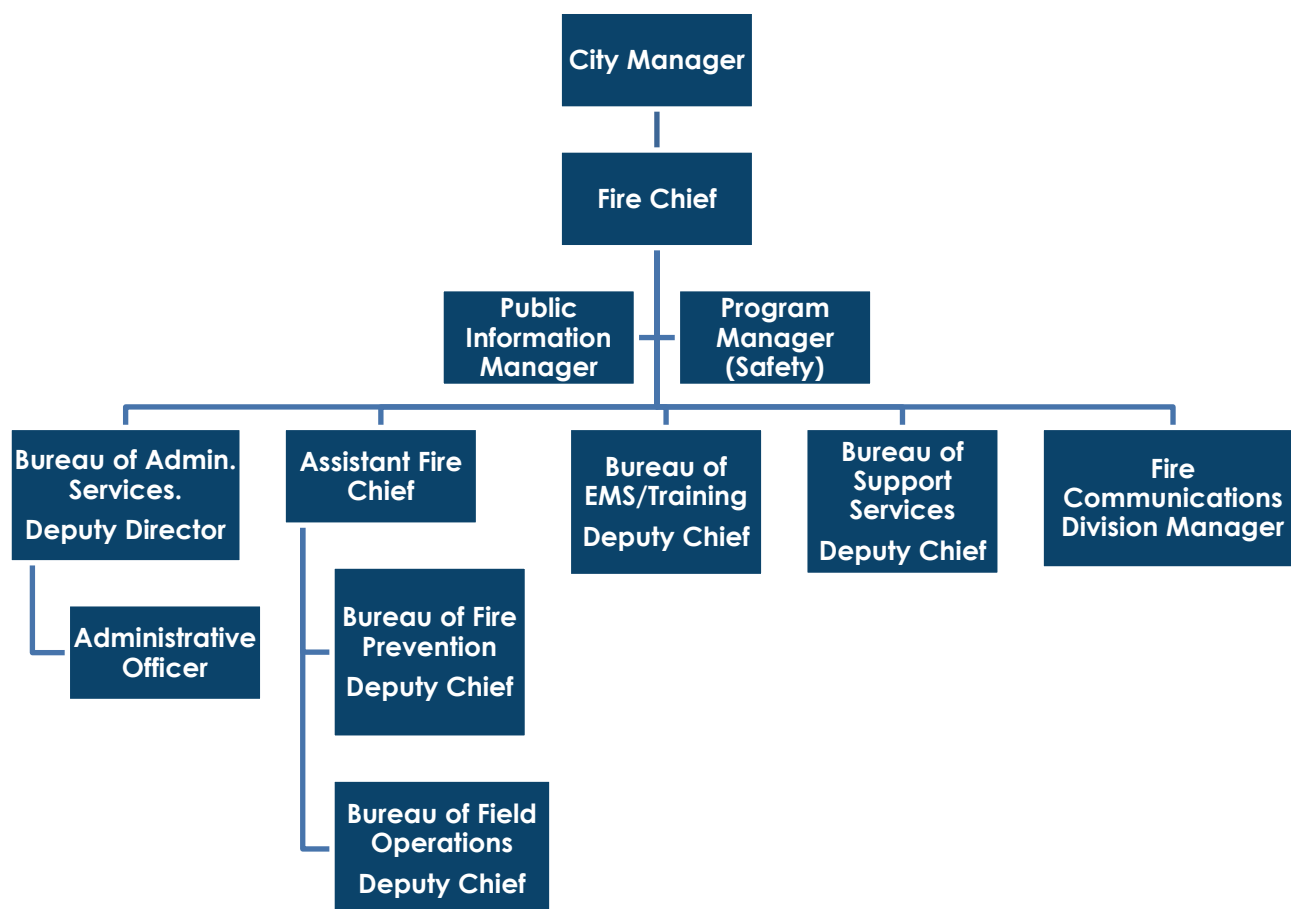
Contracts for Service from other Agencies

- None Identified

Governance & Administration

The City of San José functions under the Council-Manager organizational structure. The City Council, made up of 11 members, is the governing body elected by the voters of San José. The Mayor is part of the Council and elected directly by the voters. The Council appoints the City Manager, and the Fire Chief reports to the City Manager.

Figure 146: San José Fire Department Organizational Chart



Accountability for Community Services—Transparency

The following figure identifies the efforts to meet state laws designed to ensure transparency and accountability.

Figure 147: Transparency and Accountability

Transparency and Accountability	Available
Agency website ⁶²	Yes
Adopted budget available on website	Yes
Notice of public meetings provided	Yes
Agendas posted on website ⁶³	Yes
Public meetings are live streamed	Yes
Minutes and/or recordings of public meetings available on website	Yes
Master Plan (fire service specific) available on website	Yes
Strategic Plan (fire service specific) available on website	Yes
Community Risk Assessment and Standard of Cover (SOC) documents available on website	Yes
SOC performance reports available on website	No
Efforts to engage and educate the public on the services to the community	Yes
Staff and governing board member ethics training and economic interest reporting completed	Yes
Compliance with financial document compilation, adoption, and reporting requirements	Yes
Adherence to open meeting requirements	Yes

⁶² As of January 1, 2020 independent special districts are required to maintain websites according to Government Code Sections 6270.6 and 53087.8 to provide the public easily accessible and accurate information about the district. Government Code Section 53087.8 lists what must be included on the website.

⁶³ Government Code §54954.2.

Efforts to engage and educate the public on the fire and emergency services to the community consist of participation in local events, open house events, access to fire department planning documents on the city's website, and educational programs focused on wildfire preparedness, disaster preparedness, fire prevention in the home, fire safety equipment, child safety, older adult safety, health and wellness, road and pedestrian safety, and seasonal and holiday safety. San José Fire Department also heads community programs such as the annual Toy Drive during the holidays in partnership with employee organizations.

In addition to meeting state laws, the city makes efforts to ensure financial transparency through its "Open Data" web portal on its website. The application displays quick and easy-to-read financial summaries and analyses through its "transparency" tab. The City of San José Open Data Portal, first launched in 2016, includes over 180 datasets with continuous additions. For example, the public can easily access information on how the City spends money; employee salary data; the status of development permits; geospatial data; historic library information; utilities data; and current infrastructure issues. The Fire Department's website also makes records available to the public by request, including fire and incident reports, pre-hospital care reports, and property reports. The city also maintains a blog, an e-newsletter, and a social media presence as outlets for civic engagement. The public can easily search records, file complaints or comments, pay bills, and access minutes and agendas online as required.

Land Use & Population Projections

Land Use

The City of San José has adopted a system of zoning property to guide future development. The City's General Plan was adopted in 2011 and provides a vision for the community through 2040. It has identified areas for potential growth, and future development is driven by market demand. The General Plan creates a phased process for future development through 2040. A breakdown of land use categories is shown in the following figure.

Figure 148: Existing Land Use Percentages⁶⁴

Land Use Categories	% of Total Area
Residential	
Single-Family	33.4%
Multi-Family	6.5%
Two-Family	2.3%
Mobile Home	0.8%
Non-Residential	
Commercial	5.0%
Industrial	7.6%
Other	
Rights-of-Way	20.9%
Parks/Open Space	8.5%
Vacant	5.5%
Schools	4.55
Government/Institutional	2.8%
Airports	1.2%
Mixed Use	0.8*

Current Population

Based on information from the 2020 U.S. Census, the population in San José is estimated at 1,013,240.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city-level are not yet available. San José is in five Superdistricts, and the growth varies for each. The most significant increase is in Superdistrict 9. The figure below lists each Superdistrict, the increase for 2035 and 2050, and the annualized rate for each.

⁶⁴ San José Existing Land Use and Development Trends Background Report, 2008.

Figure 149: Population Growth Projections

Superdistrict	Population Projection 2035	Annualized Rate	Population Projection 2050	Annualized Rate
9	82%	4.07%	39%	2.21%
10	13%	0.8%	13%	0.8%
11	19%	1.16%	14%	0.88%
12	17%	1.05%	30%	1.76%
13	6%	0.39%	5%	0.32%

Disadvantaged Unincorporated Community (DUC)

A DUC is an unincorporated inhabited territory that constitutes all or a portion of a community with an annual median household income of less than 80% of the statewide annual median household income (i.e., \$60,188).⁶⁵ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.⁶⁶

The DUC identified by LAFCO at the Census Block Group level is located within or contiguous to the City of San José's SOI and meets the definition based on population and income, as shown in the following figure. This DUC is also located within CCFD, but outside of CCFD's SOI. The DUC is served by the City of San Jose via CCFD's Zone 1 contract.

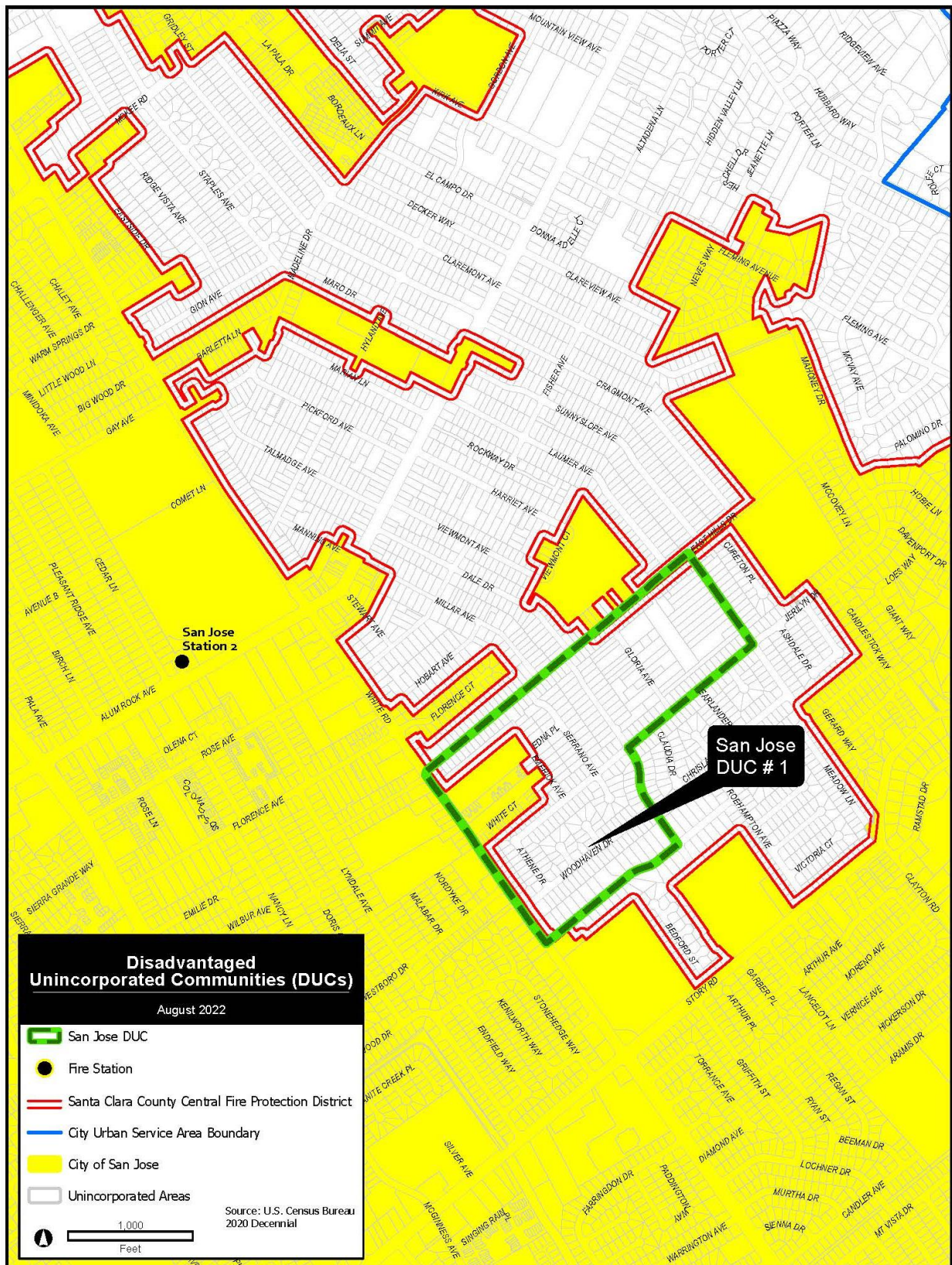
Figure 150: San José DUC Census Block

DUC	Census Block Group	Median Household Income	Population
San José #1	5041.02.3	\$54,917	1,656

⁶⁵ Government Code §56033.5.

⁶⁶ Government Codes §56425(e)(5) and §56430(2).

Figure 151: San José DUC Map



Financial Overview

This study will focus on the receipts and disbursements within the General Fund (GF) of the City of San José and will consider the impact of revenues from other funds that are pertinent to the city's operations of its Fire Department.

The city prepares a one-year operating budget and a related Capital Improvement Plan based on a July through June fiscal year. Budget preparations for the subsequent year typically begin in January with a presentation of the five-year forecast and revenue projections. Several reviews and discussions are held, resulting in a draft of the following year's budget being produced in May, followed by public hearings. The final public hearing is in June, which is followed by the adoption of the budget by the City Council.

General Fund Recurring Revenues and Expenses

A significant amount of information regarding the GF was reviewed to develop a financial trend analysis for the five-year period. This review of the historical information of GF revenues revealed revenues increased from \$1,297,914,684 in FY 2018 to \$1,394,877,114 in FY 2019, an approximate 7.5% increase. This was followed by a significant decline in revenues in FY 2020 and FY 2021, approximately 17% in total, as the impact of the COVID-19 pandemic was felt. FY 2022 saw a return to revenue growth, but not sufficient to return to pre-COVID-19 levels.

Property tax revenues are the most significant source of GF revenues, followed by sales tax revenues. Property tax values have increased from \$135 billion in 2017 to \$171 billion in 2021, a 27% increase over that time period. Combined, these two sources account for over 55% of GF revenues. Other sources of revenue include charges for services, fines and forfeitures, charges to other funds, documentary transfer fees, use of property and money income, utility users tax, and other sources.

The city's GF expends funds for general government services. These include Administrative Services, the City Attorney, City Auditor, City Clerk, City Council, City Manager, Community Services, Development Services, Fire Department, Human Resources, Library, Non-Departmental, Emergency Services, Sustainability, Transportation, Planning & Development Services, Police, and Public Works Department.

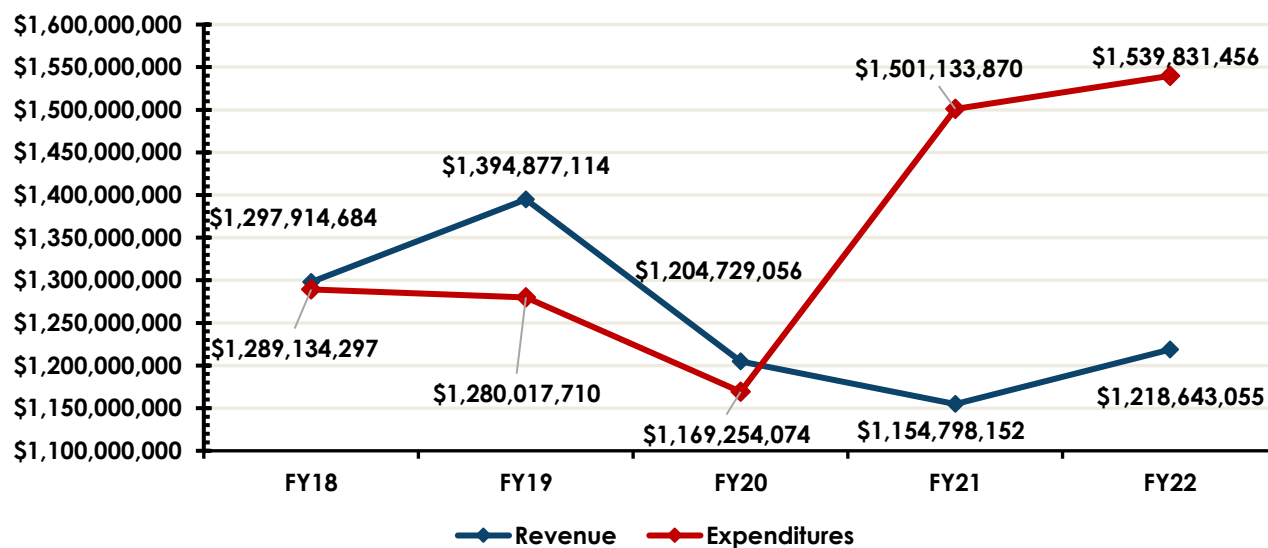
The GF uses reserve balances to balance revenues with expenditures on an annual basis. The COVID-19 pandemic had a significant effect on the city's GF operations in FY 2020 and FY 2021, with lingering effects on the FY 2022 budget. The following figures indicate those effects as the city took steps to reduce expenditures and has now increased expenditures to restore critical services.

Figure 152: City of San José Summarized General Fund Revenues and Expenses, FY 2018–FY 2022

Revenue/Expenses	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Budgeted FY 2022
Revenue	1,297,914,684	1,394,877,114	1,204,729,056	1,154,798,152	1,218,643,055
Expenditures	1,289,134,297	1,280,017,710	1,169,254,074	1,501,133,870	1,539,831,456
Surplus (Deficit)	8,780,387	114,859,404	35,474,982	(346,335,718)	(321,188,401)

The following figure is a graphical representation of the information in the previous figure, indicating the response of the city to the effects of the pandemic and the impact of other stresses on the economic conditions to the area.

Figure 153: Summarized General Fund Revenues and Expenses, FY 2018–FY 2022



San José Fire Department

San José Fire Department operates through five separate Bureaus: Administrative Services, Fire Prevention, Field Operations, EMS/Training, and Support Services. It recovers costs for many of the services it provides to the community, which offsets funding requirements from the city's taxpayers.

Salaries and benefits are approximately 90% of the Fire Department's operating costs. The city and the Department participate in the Federated and Police & Fire pension systems. The city has incurred a significant unfunded actuarial liability (UAL) balance on its pension obligations. Annual payments on this UAL are projected to increase through the year 2030 and will continue to represent a very significant portion of the San José Fire Department's pension costs. In 2016, Measure F was passed. The city's Budget Director and an outside actuary have concluded that Measure F and related agreements with Police Officers, Firefighters, and other city employees was expected to secure \$40 million in taxpayer savings in its first year, with savings projected to grow each following year. In addition, Other Post Benefit Cost liabilities (OPEB) have also continued to increase.

San José Fire Department receives revenues from various sources. The Fire Development Fee program (Fund 240) provides funding for the Fire Development Services program in the Bureau of Fire Prevention. Fund 392 provides capital funding from a portion of the City's collection of Construction and Conveyance Taxes.

Salaries & benefits are approximately 90% of San José Fire Department's yearly operating costs. Facilities and equipment costs average approximately 3.5% annually, with other expenses, including training, expendable equipment, etc., comprising the balance of the Department's operating costs.

The following figure summarizes San José Fire Department's operating expenses and offsetting revenues from FY 2018 through FY 2022.

Figure 154: San José Fire Department Revenues and Expenses, FY 2018–FY 2022

Revenue/Expenses	FY 2018 (Actual)	FY 2019 (Actual)	FY 2020 (Actual)	FY 2021 (Actual)	FY 2022 (Budget)
Revenue					
Fire Development Fee Program Fund	—	—	—	8,686,349	8,775,266
Coronavirus Relief Fund	—	—	40,716,953	9,152,806	—
Emergency Reserve Fund	—	—	212,514	939,212	—
Other Sources	—	—	—	82,389	175,000
Capital Funds	520,765	4,517,514	665,992	637,317	1,286,362
General Fund Support	231,124,908	234,234,070	222,016,447	260,335,417	311,245,534
Revenue and Support	231,645,673	238,751,584	263,611,906	279,833,490	321,482,162
Expenses by Division					
Emergency Management	125,150	1,834	1,861	2,949	—
Emergency Response	201,847,219	205,872,008	175,840,602	225,766,576	253,967,201
Fire Prevention	3,989,816	6,259,506	6,527,734	6,791,259	7,954,988
Fire Safety Code Compliance	5,598,869	5,167,287	5,860,424	8,210,027	7,715,562
Strategic Support - Community and Economic Development	910,878	1,266,033	630,136	1,347,011	31,900
Strategic Support - Public Safety	19,173,740	20,184,916	74,751,149	37,715,668	51,812,511
Expenditures	231,645,673	238,751,584	263,611,906	279,833,490	321,482,162

Financial Projections

In conjunction with the preparation of the annual budget, city staff prepares a five-year revenue and expenditure projection to identify and anticipate funding available for operations and capital projects. These projections indicate strong growth in several categories over the next two to three years as the economy recovers from the effects of the pandemic and other economic stresses, followed by a return to a more normal growth pattern. Growth in expenditures has been matched to the available revenues. The following figure summarizes the projected growth in GF revenues and expenses between FY 2023 and FY 2027.

Figure 155: San José General Fund Summarized Projected General Fund Revenues and Expenditures

Revenue/Expenses	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	1,308,887,149	1,357,258,000	1,404,662,000	1,453,719,000	1,502,380,000
Expenditures	1,346,433,044	1,366,439,570	1,383,528,150	1,404,289,060	1,425,529,823
Surplus (Deficit)	(37,545,895)	(9,181,570)	21,133,850	49,429,940	76,850,177

San José Fire Department

Projected expenditures of San José Fire Department will be constrained by the revenue streams of the city and by the funds generated from the revenues for the services the department provides to the community.

Capital Planning

City staff prepares a Five-Year Capital Improvement Program to identify infrastructure and other projects and identify the source of funding for each. A Measure T Bond Funds has significant funding identified to relocate and/or make significant improvements to numerous fire stations. The GF contains provisions for fire apparatus scheduled replacement on an annual basis.

Demand for Services and Performance

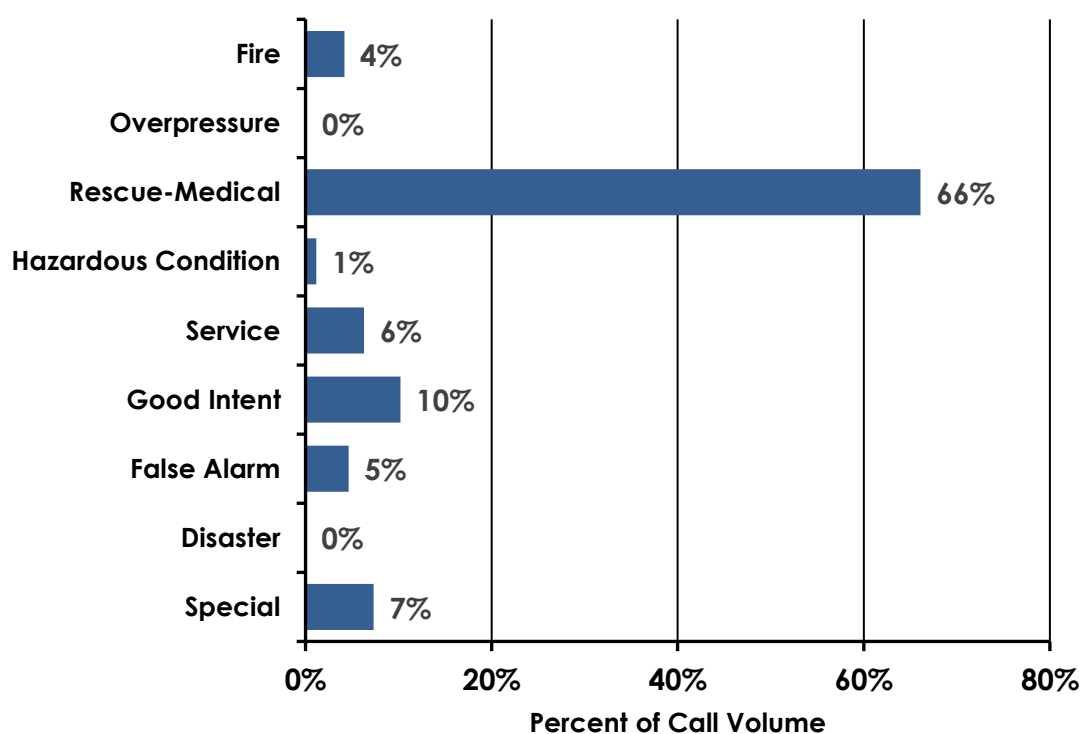
The San José Fire Department is a busy urban system that provides aid services to other communities when requested. Data was provided by the agency and its dispatch center and included incident information from January 1, 2018, through June 30, 2022. This analysis focuses primarily on incidents within the statutory response area. The following figure is the overview statistics for San José Fire Department.

Figure 156: City of San José Overview

Agency	Avg. Annual Incident Vol.	Incidents per 1,000 Population	90th Percentile Total Time
San José Fire Department	91,070	88	8:26

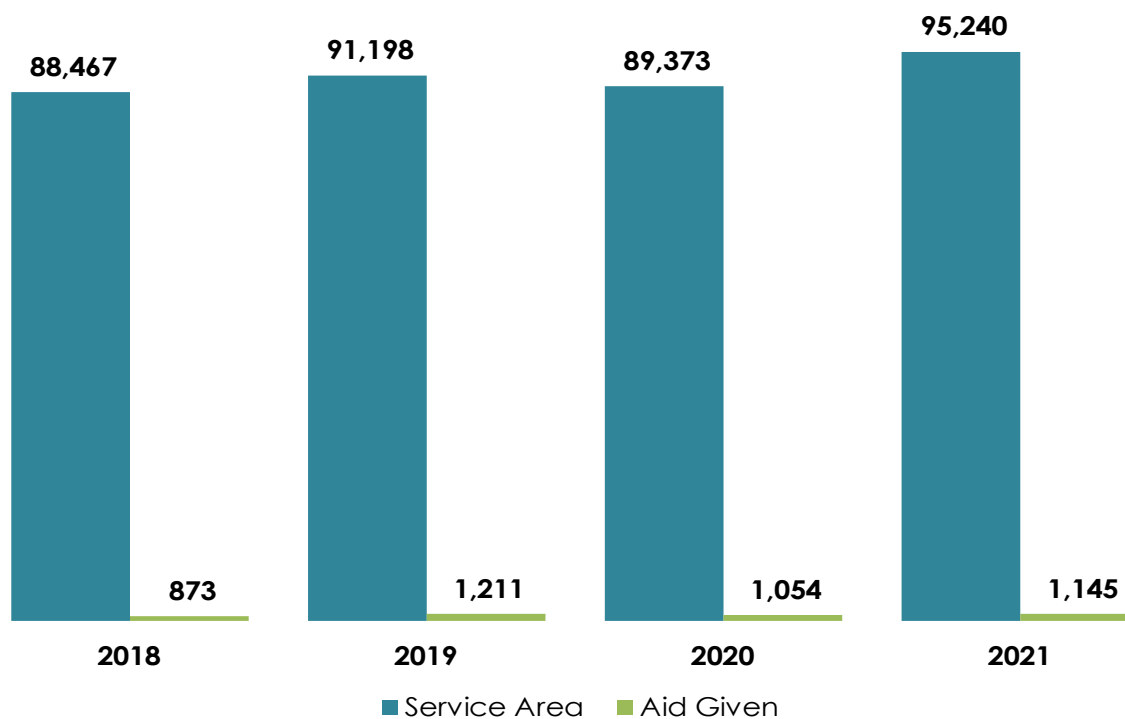
Each incident was grouped into the main categories following the National Fire Incident Reporting System's (NFIRS) coding system. San José Fire Department medical and rescue calls, classified in the "300" category of NFIRS, accounted for most of the incident types. These incidents accounted for slightly over 66% of the incident volume. This proportion of incidents as medical calls is like most fire service agencies nationwide. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

Figure 157: Total Incident Responses by Type as a Percentage



Typically, an analysis of incidents by year can yield a trend or indicate what call volume might look like in the next few years. Unfortunately, due to the COVID-19 pandemic and subsequent social and economic constraints, this is difficult with this data set. As a result, a trend was not easily spotted or extrapolated. It appears that San José Fire Department response numbers are returning to a pre-COVID-19 level, with 2022 on track to break 100,000 calls. The following figure shows the annual incident volume by year. Aid given includes mutual and automatic aid types provided to neighboring agencies.

Figure 158: Annual Incident Volume by Year⁶⁷

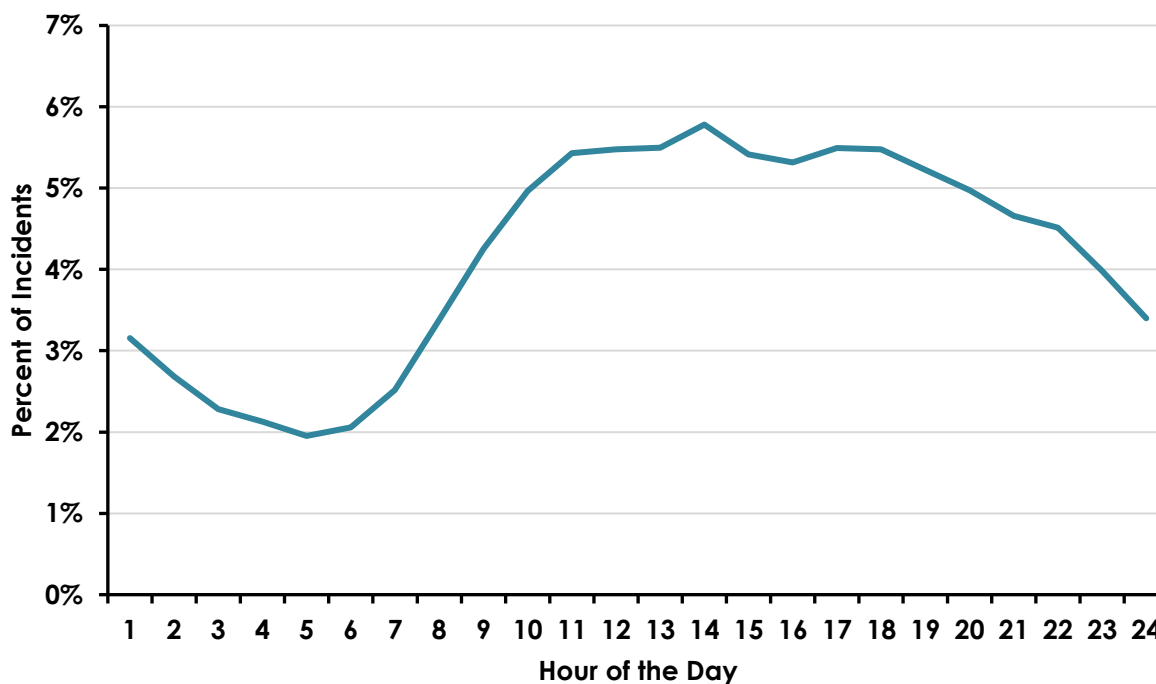


A temporal study indicated a limited seasonality to the response data. Incident volume is below expected values from February through May, with the largest variation occurring in April. However, the April call volume deviated only -0.6% from the expected value, which indicates the seasonality does not dramatically affect service demand. A slight increase from the expected is seen from June through January. However, the largest increase is only 0.3% variation and happens in August.

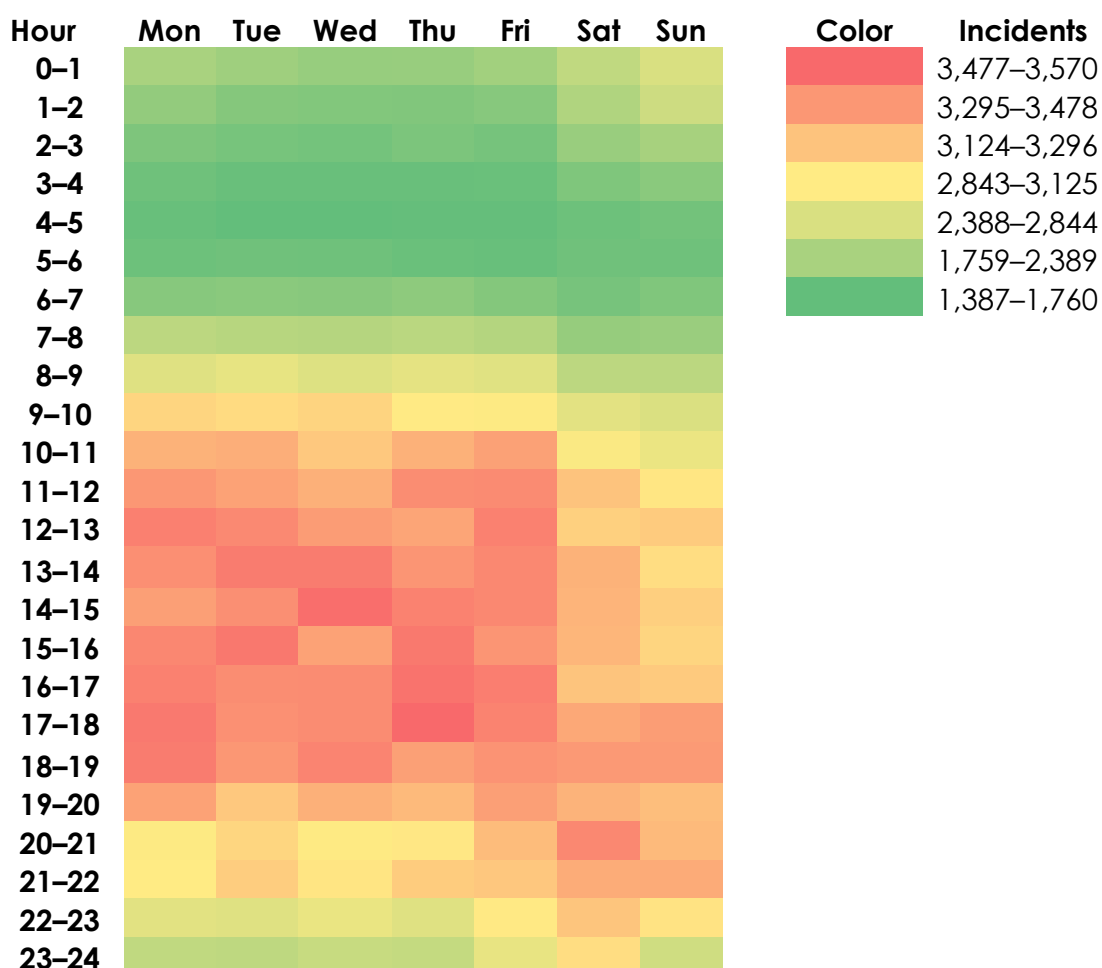
⁶⁷ Mutual aid given analysis was provided by San Jose Fire Department.

A study of demand by hour shows that San José Fire Department, like many fire agencies, sees a significant variation by hour. In fact, over 66% of all incidents happen between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour.

Figure 159: Incident Percentage by Hour



The average daily swing is typical in the industry and likely due to the number of people awake and moving around. However, this hourly swing changes daily, and this variation plays a part in service demand and asset deployment. The following figure is the incident heat map by the hour and day of the week.

Figure 160: Day and Hour Incident Heat Map

The previous figure indicates a slightly different picture than the overall hourly evaluation. The incident load from Monday to Friday is relatively consistent. However, there is a spike in activity Friday night into Saturday and again Saturday late into Sunday morning. While this information has not been explicitly evaluated for San José Fire Department, this shift is typical of a lively weekend entertainment or party demographic.

Emergency Response Performance

The performance of San José Fire Department response was also evaluated. The performance times are calculated using only emergent responses or high-priority incidents where units responded with lights and sirens and the 90th percentile measure. The 90th percentile is typically used in the fire service and is considered the standard for measuring incident response performance. While the city has adopted a response standard at the 80th percentile, this report will show the 90th percentile for consistency across agencies. In addition, only those incidents within the city boundary are evaluated.

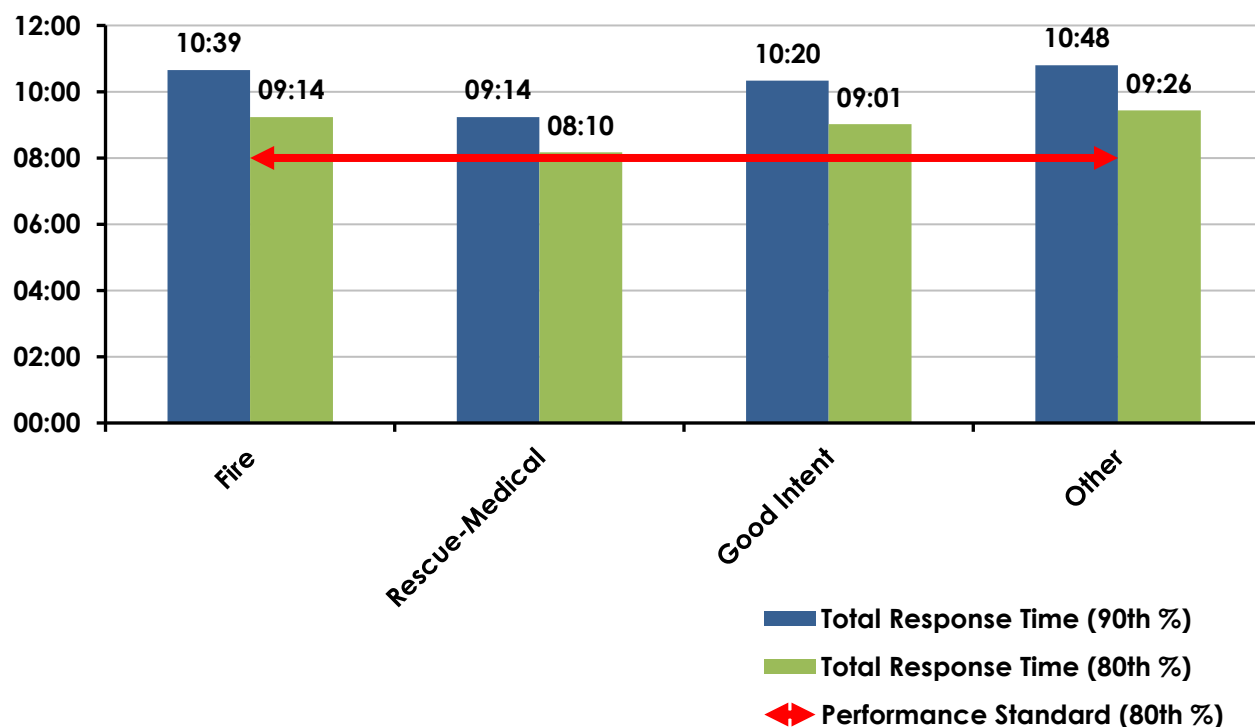
There are three unique time segments that are included when evaluating an agency's response performance. The first is the time it takes for the dispatcher to answer the 911 call and notify the agency (call processing); the second is the time it takes for the agency to receive the call and go en route to the call (turnout time); and third is the time it takes for the unit to drive to the incident (travel time). All three segments combined make up the **total response time**. For this evaluation, the unit type was not discriminated against, and the first arriving unit was used to determine the total response time.

The City of San José has adopted a response time performance standard of arriving on-scene in 8 minutes or less, 80% of the time on priority incidents. Between January 1, 2018, through June 30, 2022, the San José Fire Department's performance for the 322,710 emergent incidents within the fire response area was a **total response time** of 9 minutes, 41 seconds (9:41) or less, 90% of the time. The 80th percentile was 8 minutes, 26 seconds (8:26). The following figure shows the adopted standard against and performance of San José Fire Department.

Figure 161: Adopted Standard vs. Actual Total Response Time Performance

Adopted Standard	1/2018–6/2022 Performance
8:00 or less, 80% of the time	8:26 or less, 80% of the time

Each call type may have a variable in performance. For example, questioning the caller to get appropriate information may take more or less time. In addition, it may take longer for crews to respond as they need to wear different personal protective equipment. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 162: Emergent Incidents 90th Percentile Total Response Times, Jan 2018–Jun 2022

The final analysis investigated the unit usage for all apparatus within the system. Three dimensions are studied in this report. The first dimension is the unit hour utilization (UHU). This number represents the time a unit was committed to an incident as a percentage of the total time they were on duty. The next is the average time a unit was committed to an incident. And finally, the average number of incidents a unit was deployed daily.

Some units in the San José system are cross staffed. This means the crew from a different apparatus at the station will take the secondary unit on specific incident types. To better understand the full impact of incident response on apparatus usage, these cross-staffed units were combined with the primary engine at the same station. Due to the large number of units, the data was broken into two charts, with Stations 1 through 14 in the first, and the remaining in the second. The following figures show the general statistics for each frontline unit within the San José Fire Department system.

Figure 163: San José Fire Department Unit Usage (Part 1)

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
E01	17.4%	18 Minutes	13.6
T01	9.9%	20 Minutes	7.3
B01	8.5%	46 Minutes	2.7
E02 & E302	17.9%	20 Minutes	13.1
T02	8.7%	22 Minutes	5.7
B02	6.6%	42 Minutes	2.3
E03	19.0%	20 Minutes	13.6
RM03	5.6%	17 Minutes	4.6
E04	15.2%	18 Minutes	12.1
E05	14.8%	21 Minutes	10.3
B05	7.3%	46 Minutes	2.3
RM05	2.6%	17 Minutes	2.2
E06	11.4%	21 Minutes	7.8
E07	13.3%	22 Minutes	8.7
E08	16.2%	18 Minutes	12.8
E09	9.9%	19 Minutes	7.6
T09	5.7%	22 Minutes	3.8
E10	13.5%	19 Minutes	10.4
B10	3.5%	39 Minutes	1.3
E11	8.3%	26 Minutes	4.6
E12	10.2%	22 Minutes	6.7
E13	13.4%	22 Minutes	8.9
T13	9.0%	25 Minutes	5.3
B13	7.9%	42 Minutes	2.7
E14	12.2%	20 Minutes	8.6
T14	5.4%	20 Minutes	3.9

Figure 164: San José Fire Department Unit Usage (Part 2)

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
E15	6.5%	25 Minutes	3.7
E16	15.1%	19 Minutes	11.4
T16	9.3%	24 Minutes	5.5
E17 & WT17	13.1%	24 Minutes	7.9
E18 & WT18	20.6%	24 Minutes	12.4
E19 & E619	26.5%	28 Minutes	13.7
E20	0.5%	26 Minutes	0.3
E620 ⁶⁸	0.9%	17 Minutes	0.3
R20	1.1%	18 Minutes	0.9
RM20	1.9%	21 Minutes	1.3
E21 & WT21	19.4%	25 Minutes	11.0
E22	7.2%	28 Minutes	3.7
E23	10.9%	24 Minutes	6.7
E24 & E624	23.1%	28 Minutes	11.9
E25	4.5%	31 Minutes	2.1
E26 & RM26	28.3%	18 Minutes	22.7
E27 & E627	19.8%	25 Minutes	11.5
E28 & E628	7.9%	38 Minutes	3.0
E29	8.2%	25 Minutes	4.6
T29 & HIT29	8.3%	28 Minutes	4.3
E30	14.1%	20 Minutes	10.0
T30	9.8%	23 Minutes	6.3
RM30	10.4%	48 Minutes	3.1
E31 & E631	14.3%	28 Minutes	7.3
E34	15.0%	20 Minutes	10.6
USAR34	14.2%	24 Minutes	8.6
E335 & E35	12.5%	21 Minutes	8.7
T35	6.3%	22 Minutes	4.2
E37	1.3%	24 Minutes	0.8

⁶⁸ E620 data was only available for 2022.

Staffing

The following figure shows the total number of personnel for San José Fire Department based on the FY22/23 Budget.

Figure 165: Staffing

Assignment	Staffing
Uniformed Administration	22
Non-Uniformed Administration	59
Fire Prevention	43
Operations Staff	681
Emergency Communications	47.48
Volunteers, Reserve, On Call	0
Total Personnel	852.48

The Fire Chief feels additional staffing and equipment are needed to serve San José. In the Fire Department Organizational Review by Citygate Associates (February 2016), Citygate recommends maintaining their four-person staffing and believes San José needs to add four to six critically missing fire stations to meet their adopted standards of cover. Three recommendations from this report are directly related to staffing:

- Recommendation #2-2: Restore, as soon as possible, the browned-out (closed) fire companies and fully fund the current five squads as stopgap reliever units in the busiest areas.** Engine 35 was restored in June 2015 through a SAFER funding award; FY 2016-2017 budget action resulted in restoration of Fire Engine 30 and Fire Engine 34; funding was maintained for continued deployment of three squads; post-recession, one truck company and the Hazardous Incident Team (HIT) remain closed.
- Recommendation #2-3: Identify the funding and timing to add four to six of the most critically missing fire stations.** In November 2018, San José passed Measure T which enabled advancement toward construction of three additional fire stations and replacement of two others. Additionally, cooperation between the City of San José (San José Fire Department, PW, Airport Department) and the Federal Aviation Administration (FAA), Fire Station 20 at San José—Mineta International Airport was replaced and now includes a landside bay to provide emergency response service to areas surrounding the airfield, effectively a fourth new fire station.

- **Recommendation #2-4: If adding more fire companies in the gap areas will take longer than two years, then add four full fire companies on a daytime schedule, seven days per week, to add peak hour firefighting/all-risk capability and to backfill for companies on incidents or assigned to training.** Continue this program until at least four additional fire stations are operational. FY 2016–17 provided for additional overtime funding to offset out of service time for mandated training and activities. With this funding available, the department is able to send attendees to train on an off duty/overtime basis or staff backfill fire companies while resources are unavailable due to training, especially during peak incident activity hours.

The following figure shows the daily operational staffing at each station and on each unit in the station. Operations staff have three shifts, each working a 48/96 schedule (48 hours on and 96 hours off).

Figure 166: Daily Staffing


Station	Daily Staffing	Unit Staffing
1	9	Engine (4), Truck (4), BC (1)
2	9	Engine (4), Truck (4), BC (1)
3	6	Engine (4), Rescue Medic (2)
4	5	Engine (4), BC (1)
5	5	Engine (4), BC (1)
6	4	Engine (4)
7	4	Engine (4)
8	4	Engine (4)
9	8	Engine (4), Truck (4)
10	4	Engine (4),
11	4	Engine (4)
12	4	Engine (4)
13	9	Engine (4), Truck (4), BC (1)
14	8	Engine (4), Truck (4)
15	4	Engine (4)
16	8	Engine (4), Truck (4)
17	4	Engine (4)
18	4	Engine (4)
19	4	Engine (4)
20	8	ARFF (2), ARFF (2), ARFF (2), Rescue Medic (2)
21	4	Engine (4)
22	4	Engine (4)
23	4	Engine (4)
24	4	Engine (4)
25	4	Engine (4)
26	6	Engine (4), Rescue Medic (2)
27	4	Engine (4)
28	4	Engine (4)
29	8	Engine (4), Truck (4)
30	9	Engine (4), Truck (4), Med (1)
31	4	Engine (4)
33	0	
34	8	Engine (4), USAR (2), USAR (2)
35	8	Engine (4), Truck (4)
37	4	Engine (4)
Total	190	

Facilities & Apparatus

San José Fire Stations

The following figures outline the basic features of each of the City of San José's fire stations. The condition of each station is rated based on the criteria identified in the introduction to this section of the report.

Figure 167: San José Fire Stations

Station Name/Number:		San José Station 1				
Address/Physical Location:		225 N. Market St, San José, CA				
		General Description: This 22-year-old station meets most of the standards of a modern fire station.				
Structure						
Date of Original Construction		2000				
Seismic Protection		Yes				
Condition (from rating sheet)		Good				
Number of Apparatus Bays		Drive-through Bays		3	Back-in Bays	0
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters		3	Bedrooms	6	Beds	19 Dorm Beds
Current daily staffing		9				
Maximum staffing capability		25				
Kitchen Facilities		1				
Bathroom/Shower Facilities		5				
Assigned Apparatus/Vehicles						
CAD Identifier		Minimum Unit Staffing*		Apparatus/Vehicle Type—Comments		
E-1		4		Type 1 Engine		
T-1		4		Truck		
B-1		1		Command Vehicle		
Total Daily Staffing:		9				

*Cross-staffed (CS)

Station Name/Number: San José Station 2

Address/Physical Location: 2949 Alum Rock Ave, San José, CA



General Description:

This 12-year-old station meets the needs of a modern fire station.

Structure

Date of Original Construction 2010

Seismic Protection Yes

Condition (from rating sheet) Good

Number of Apparatus Bays Drive-through Bays 3 Back-in Bays 0

Length of each Apparatus Bay

Facilities Available

Sleeping Quarters 10 Bedrooms 20 Beds 0 Dorm Beds

Current daily staffing 9

Maximum staffing capability 20


Kitchen Facilities 1

Bathroom/Shower Facilities 12


Assigned Apparatus/Vehicles

CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments
E-2	4	Type 1 Engine
T-2	4	Truck
B-2	1	Command Vehicle
E-302	4CS	Type 3 Engine
Total Daily Staffing:	9	


*Cross-staffed (CS)

Station Name/Number:	San José Station 3					
Address/Physical Location:	98 Martha St, San José, CA					
	General Description: This 27-year-old station only meets some of the needs of a modern fire station.					
Structure						
Date of Original Construction	1995					
Seismic Protection	No					
Condition (from rating sheet)	Fair					
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays			
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	3	Bedrooms	6	Beds	21	Dorm Beds
Current daily staffing	6					
Maximum staffing capability	27					
Kitchen Facilities	1					
Bathroom/Shower Facilities	5					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-3	4	Type 1 Engine				
RM-3	2	Rescue Medic				
Total Daily Staffing:	6					

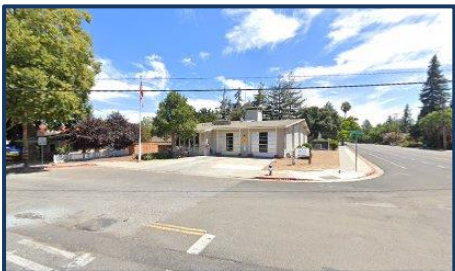
*Cross-staffed (CS)

Station Name/Number:	San José Station 4					
Address/Physical Location:	710 Leigh Ave, San José, CA					
	General Description:					
	This 37-year-old station does not meet the needs of a modern fire station.					
	Structure					
	Date of Original Construction	1985				
	Seismic Protection	Unknown				
Condition (from rating sheet)	Fair					
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays			
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	2	Bedrooms	4	Beds	16	Dorm Beds
Current daily staffing	5					
Maximum staffing capability	20					
Kitchen Facilities	1					
Bathroom/Shower Facilities	5					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-4	4	Type 1 Engine				
B-10	1	Battalion Chief				
Total Daily Staffing:	4					


*Cross-staffed (CS)

Station Name/Number:	San José Station 5					
Address/Physical Location:	1380 N. Tenth St, San José, CA					
	General Description: This 63-year-old station does not meet the needs of a modern fire station. Although well maintained, this station is past its useful life expectancy.					
Structure						
Date of Original Construction	1959					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays	0		
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	3	Bedrooms	6	Beds	8	Dorm Beds
Current daily staffing	5					
Maximum staffing capability	14					
Kitchen Facilities	1					
Bathroom/Shower Facilities	5					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-5	4	Type 1 Engine				
B-5	1	Command Vehicle				
Total Daily Staffing:	5					


*Cross-staffed (CS)

Station Name/Number:	San José Station 6					
Address/Physical Location:	1386 Cherry Ave, San José, CA					
	General Description: This 60-year-old station does not meet the needs of a modern fire station. Although well maintained, this station is past its useful life expectancy.					
Structure						
Date of Original Construction	1962					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0		
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	1	Bedrooms	2	Beds	10	Dorm Beds
Current daily staffing	4					
Maximum staffing capability	12					
Kitchen Facilities	1					
Bathroom/Shower Facilities	5					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-6	4	Type 1 Engine				
Total Daily Staffing:	4					


*Cross-staffed (CS)

Station Name/Number:	San José Station 7					
Address/Physical Location:	800 Emory St, San José, CA					
	General Description: This 86-year-old station does not meet the needs of a modern fire station. This well maintained and historical building is past its useful life expectancy as a fire station.					
Structure						
Date of Original Construction	1936					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays			Back-in Bays	1	
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	4	Bedrooms	8	Beds	0	Dorm Beds
Current daily staffing	4					
Maximum staffing capability	8					
Kitchen Facilities	1					
Bathroom/Shower Facilities	3					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-7	4	Type 1 Engine				
Total Daily Staffing:	4					


*Cross-staffed (CS)

Station Name/Number:	San José Station 8					
Address/Physical Location:	802 E. Santa Clara St, San José, CA					
	General Description: This 73-year-old station does not meet the needs of a modern fire station and is at the end of its expected usefulness.					
Structure						
Date of Original Construction	1949					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays		Back-in Bays	1		
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	1	Bedrooms	2	Beds	6	Dorm Beds
Current daily staffing	4					
Maximum staffing capability	8					
Kitchen Facilities	1					
Bathroom/Shower Facilities	2					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-8	4	Type 1 Engine				
Total Daily Staffing:	4					


*Cross-staffed (CS)

Station Name/Number:	San José Station 9					
Address/Physical Location:	3410 Ross Ave, San José, CA					
	General Description: This 60-year-old station does not meet the needs of a modern fire station.					
Structure						
Date of Original Construction	1962					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0		
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	2	Bedrooms	4	Beds	20	Dorm Beds
Current daily staffing	8					
Maximum staffing capability	24					
Kitchen Facilities	1					
Bathroom/Shower Facilities	5					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-9	4	Type 1 Engine				
T-9	4	Truck				
Total Daily Staffing:	8					


*Cross-staffed (CS)

Station Name/Number:	San José Station 10					
Address/Physical Location:	511 S. Monroe St, San José, CA					
	General Description:					
	This 62-year-old station does not meet the needs of a modern fire station. The current Capital Improvement Plan includes a remodel for this station, although it is at the end of its expected usefulness.					
Structure						
Date of Original Construction	1960					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays	1		
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	3	Bedrooms	6	Beds	8	Dorm Beds
Current daily staffing	4					
Maximum staffing capability	14					
Kitchen Facilities	1					
Bathroom/Shower Facilities	5					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-10	4	Type 1 Engine				
Total Daily Staffing:	5					


*Cross-staffed (CS)

Station Name/Number:	San José Station 11				
Address/Physical Location:	2840 The Villages Pkwy, San José, CA				
	General Description: This 45-year-old station does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1977				
Seismic Protection	No				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays		Back-in Bays	1	
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	4	Bedrooms	7	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	7				
Kitchen Facilities	1				
Bathroom/Shower Facilities	5				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-11	4	Type 1 Engine			
Total Daily Staffing:	4				


*Cross-staffed (CS)

Station Name/Number:	San José Station 12				
Address/Physical Location:	5912 Cahalan, San José, CA				
		General Description: This 9-year-old station meets the requirements of a modern fire station.			
Structure					
Date of Original Construction	2013				
Seismic Protection	Yes				
Condition (from rating sheet)	Excellent				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	5	Bedrooms	8	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	7				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-12	4	Type 1 Engine			
Total Daily Staffing:	4				


*Cross-staffed (CS)

Station Name/Number:	San José Station 13					
Address/Physical Location:	4380 Pearl Ave, San José, CA					
	General Description: This 54-year-old station does not meet the needs of a modern fire station and is near the end of its expected lifespan.					
Structure						
Date of Original Construction	1968					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays			
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	2	Bedrooms	4	Beds	20	Dorm Beds
Current daily staffing	9					
Maximum staffing capability	24					
Kitchen Facilities	1					
Bathroom/Shower Facilities	5					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-13	4	Type 1 Engine				
T-13	4	Truck				
B-13	1	Command Vehicle				
Total Daily Staffing:	9					


*Cross-staffed (CS)

Station Name/Number:	San José Station 14					
Address/Physical Location:	1201 San Tomas Aquino Rd, San José, CA					
			General Description: This 60-year-old station does not meet the needs of a modern fire station and is near the end of its expected lifespan.			
Structure						
Date of Original Construction	1962					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays			
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	2	Bedrooms	4	Beds	12	Dorm Beds
Current daily staffing	8					
Maximum staffing capability	16					
Kitchen Facilities	1					
Bathroom/Shower Facilities	5					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-14	4	Type 1 Engine				
T-14	4	Truck				
Total Daily Staffing:	8					


*Cross-staffed (CS)

Station Name/Number:	San José Station 15					
Address/Physical Location:	1248 S. Blaney Ave, San José, CA					
	General Description:					
	This 60-year-old station does not meet the needs of a modern fire station and is near the end of its expected usefulness.					
Structure						
Date of Original Construction	1962					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays		Back-in Bays	2		
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	1	Bedrooms	2	Beds	6	Dorm Beds
Current daily staffing	4					
Maximum staffing capability	8					
Kitchen Facilities	1					
Bathroom/Shower Facilities	2					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-15	4	Type 1 Engine				
Total Daily Staffing:	4					


*Cross-staffed (CS)

Station Name/Number:	San José Station 16						
Address/Physical Location:	2001 S. King Rd, San José, CA						
	General Description:						
	This 62-year-old station does not meet the needs of a modern fire station and is near the end of its expected usefulness.						
	Structure						
	Date of Original Construction		1960				
	Seismic Protection		No				
Condition (from rating sheet)		Poor					
Number of Apparatus Bays		Drive-through Bays		2	Back-in Bays		
Length of each Apparatus Bay							
Facilities Available							
Sleeping Quarters		2	Bedrooms	4	Beds	14	Dorm Beds
Current daily staffing		8					
Maximum staffing capability		16					
Kitchen Facilities		1					
Bathroom/Shower Facilities		3					
Assigned Apparatus/Vehicles							
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments					
E-16	4	Type 1 Engine					
T-16	4	Truck					
Total Daily Staffing:	8						


*Cross-staffed (CS)

Station Name/Number:	San José Station 17					
Address/Physical Location:	5170 Coniston Way, San José, CA					
	General Description: This 13-year-old station meets most requirements of a modern fire station.					
Structure						
Date of Original Construction	2009					
Seismic Protection	Yes					
Condition (from rating sheet)	Good					
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays			
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	5	Bedrooms	9	Beds	0	Dorm Beds
Current daily staffing	4					
Maximum staffing capability	9					
Kitchen Facilities	1					
Bathroom/Shower Facilities	7					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-17	4	Type 1 Engine				
WT-17	2CS	Water Tender				
Total Daily Staffing:	4					


*Cross-staffed (CS)

Station Name/Number:	San José Station 18					
Address/Physical Location:	4430 Monterey Rd, San José, CA					
	General Description: This 59-year-old station does not meet the needs of a modern fire station and is near the end of its expected usefulness.					
Structure						
Date of Original Construction	1963					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays			
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	2	Bedrooms	4	Beds	16	Dorm Beds
Current daily staffing	4					
Maximum staffing capability	20					
Kitchen Facilities	1					
Bathroom/Shower Facilities	3					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-18	4	Type 1 Engine				
WT-18	2CS	Water Tender				
Total Daily Staffing:	4					


*Cross-staffed (CS)

Station Name/Number:	San José Station 19				
Address/Physical Location:	3292 Sierra Rd, San José, CA				
	General Description: This 12-year-old station meets the needs of a modern fire station.				
Structure					
Date of Original Construction	2010				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	5	Bedrooms	8	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	7				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-19	4	Type 1 Engine			
E-619	2CS	Type 6 Engine (Patrol)			
Total Daily Staffing:	4				

*Cross-staffed (CS)

Station Name/Number:	San José Station 20				
Address/Physical Location:	1120 Coleman Ave, San José, CA				
	General Description: This 1-year-old station meets the needs of a modern fire station.				
Structure					
Date of Original Construction	2021				
Seismic Protection	Yes				
Condition (from rating sheet)	Excellent				
Number of Apparatus Bays	Drive-through Bays	X	Back-in Bays		
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	10	Bedrooms	10	Beds	Dorm Beds
Current daily staffing	8				
Maximum staffing capability	10				
Kitchen Facilities	1				
Bathroom/Shower Facilities	13				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
RM-20	2	Rescue Medic			
ARFF A	2	ARFF			
ARFF B	2	ARFF			
ARFF C	2	ARFF			
Total Daily Staffing:	8				

*Cross-staffed (CS)

Station Name/Number:	San José Station 21				
Address/Physical Location:	2100 S. White Rd, San José, CA				
	General Description: This 6-year-old station meets the requirements of a modern fire station.				
Structure					
Date of Original Construction	2016				
Seismic Protection	Yes				
Condition (from rating sheet)	Excellent				
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays		
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	5	Bedrooms	10	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	10				
Kitchen Facilities	1				
Bathroom/Shower Facilities	7				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-21	4	Type 1 Engine			
WT-21	2CS	Water Tender			
Total Daily Staffing:	4				


*Cross-staffed (CS)

Station Name/Number:	San José Station 22					
Address/Physical Location:	6461 Bose Ln, San José, CA					
	General Description: This 57-year-old station does not meet the needs of a modern fire station and is near the end of its expected lifespan.					
Structure						
Date of Original Construction	1965					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays			
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	4	Bedrooms	7	Beds	0	Dorm Beds
Current daily staffing	4					
Maximum staffing capability	7					
Kitchen Facilities	1					
Bathroom/Shower Facilities	2					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-22	4	Type 1 Engine				
Total Daily Staffing:	4					


*Cross-staffed (CS)

Station Name/Number:	San José Station 23				
Address/Physical Location:	1771 Via Cinco De Mayo, San José, CA				
	General Description: This 56-year-old station does not meet the needs of a modern fire station and is near the end of its expected usefulness.				
Structure					
Date of Original Construction	1966				
Seismic Protection	No				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays		Back-in Bays	1	
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	4	Bedrooms	8	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	2				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-23	4	Type 1 Engine			
Total Daily Staffing:	4				


*Cross-staffed (CS)

Station Name/Number:	San José Station 24				
Address/Physical Location:	1924 Yerba Buena Rd, San José, CA				
	General Description: This 9-year-old station does meet the needs of a modern fire station. The current Capital Improvement Plan includes the completion of 3 unfinished rooms.				
Structure					
Date of Original Construction	2013				
Seismic Protection	Yes				
Condition (from rating sheet)	Excellent				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	6	Bedrooms	12	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	12				
Kitchen Facilities	1				
Bathroom/Shower Facilities	8				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-24	4	Type 1 Engine			
E-624	2CS	Type 6 Engine (Patrol)			
Total Daily Staffing:	4				

*Cross-staffed (CS)

Station Name/Number:	San José Station 25				
Address/Physical Location:	1525 Wilson Way, San José, CA				
	General Description:				
	This 15-year-old station does meet the needs of a modern fire station.				
Structure					
Date of Original Construction	2007				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	5	Bedrooms	8	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	7				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-25	4	Type 1 Engine			
Total Daily Staffing:	4				

*Cross-staffed (CS)

Station Name/Number:	San José Station 26					
Address/Physical Location:	528 Tully Rd, San José, CA					
	General Description: This 74-year-old station does not meet the needs of a modern fire station and is near the end of its expected usefulness.					
Structure						
Date of Original Construction	1948					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays		Back-in Bays	3		
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	2	Bedrooms	4	Beds	9	Dorm Beds
Current daily staffing	6					
Maximum staffing capability	13					
Kitchen Facilities	1					
Bathroom/Shower Facilities	3					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-26	4	Type 1 Engine				
RM-26	2	Rescue Medic				
Total Daily Staffing:	6					

*Cross-staffed (CS)

Station Name/Number: San José Station 27

Address/Physical Location: 6027 San Ignacio Ave, San José, CA



General Description:

This 22-year-old station does meet the needs of a modern fire station.

Structure

Date of Original Construction 2000

Seismic Protection Yes

Condition (from rating sheet) Good

Number of Apparatus Bays Drive-through Bays 2 Back-in Bays

Length of each Apparatus Bay

Facilities Available

Sleeping Quarters 4 Bedrooms 8 Beds Dorm Beds

Current daily staffing 4

Maximum staffing capability 8


Kitchen Facilities 1

Bathroom/Shower Facilities 3


Assigned Apparatus/Vehicles

CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments
E-27	4	Type 1 Engine
E-627	2CS	Type 6 Engine (Patrol)
Total Daily Staffing:	4	


*Cross-staffed (CS)

Station Name/Number:	San José Station 28				
Address/Physical Location:	19911 McKean Rd, San José, CA				
	General Description: This 26-year-old station meets some of the requirements of a modern fire station.				
Structure					
Date of Original Construction	1996				
Seismic Protection	Yes				
Condition (from rating sheet)	Fair				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	4	Bedrooms	8	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	3				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-28	4	Type 1 Engine			
E-628	2CS	Type 6 Engine (Patrol)			
Total Daily Staffing:	4				


*Cross-staffed (CS)

Station Name/Number:	San José Station 29						
Address/Physical Location:	199 Innovation Dr, San José, CA						
	General Description:						
	This 30-year-old station does not meet the needs of a modern fire station.						
	Structure						
	Date of Original Construction		1992				
	Seismic Protection		Yes				
Condition (from rating sheet)		Fair					
Number of Apparatus Bays		Drive-through Bays		3	Back-in Bays		
Length of each Apparatus Bay							
Facilities Available							
Sleeping Quarters		4	Bedrooms	8	Beds	17	Dorm Beds
Current daily staffing		8					
Maximum staffing capability		25					
Kitchen Facilities		1					
Bathroom/Shower Facilities		5					
Assigned Apparatus/Vehicles							
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments					
E-29	4	Type 1 Engine					
T-29	4	Truck					
HIT-29	4CS	HIT					
Total Daily Staffing:	8						

*Cross-staffed (CS)

Station Name/Number:	San José Station 30					
Address/Physical Location:	454 Auzerais Ave, San José, CA					
	General Description: This 67-year-old station does not meet the needs of a modern fire station and is near the end of its expected usefulness.					
Structure						
Date of Original Construction	1955					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays			
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	2	Bedrooms	4	Beds	23	Dorm Beds
Current daily staffing	9					
Maximum staffing capability	27					
Kitchen Facilities	1					
Bathroom/Shower Facilities	5					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-30	4	Type 1 Engine				
T-30	4	Truck				
M-30	1	Pick-Up				
Total Daily Staffing:	9					

*Cross-staffed (CS)

Station Name/Number:	San José Station 31				
Address/Physical Location:	3100 Ruby Ave, San José, CA				
	General Description:				
	This 23-year-old station meets most needs of a modern fire station.				
Structure					
Date of Original Construction	1999				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays		
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	4	Bedrooms	8	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	4				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-31	4	Type 1 Engine			
E-631	2CS	Type 6 Engine (Patrol)			
Total Daily Staffing:	4				

*Cross-staffed (CS)

Station Name/Number:	San José Station 33
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Address/Physical Location:	2933 St. Florian Way, San José, CA
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**General Description:**

This 15-year-old station meets the needs of a modern fire station. This station is currently closed.

Structure

Date of Original Construction	2007
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Seismic Protection	Yes
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Condition (from rating sheet)	Good
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Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	
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Length of each Apparatus Bay	
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Facilities Available


Sleeping Quarters	5	Bedrooms	10	Beds		Dorm Beds
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Current daily staffing	0
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Maximum staffing capability	410
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Kitchen Facilities	1
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Bathroom/Shower Facilities	7
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Station Name/Number:	San José Station 34				
Address/Physical Location:	1634 Las Plumas Ave, San José, CA				
	General Description: This 15-year-old station meets most needs of a modern fire station.				
Structure					
Date of Original Construction	2007				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays		
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	10	Bedrooms	20	Beds	Dorm Beds
Current daily staffing	8				
Maximum staffing capability	20				
Kitchen Facilities	1				
Bathroom/Shower Facilities	7				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-34	4	Type 1 Engine			
USAR 34 A	2	USAR			
USAR 34 B	2	USAR			
USAR 34 C	2CS	Pick-Up			
USAR 34 D	2CS	Pick-Up			
Total Daily Staffing:	8				

*Cross-staffed (CS)

Station Name/Number:	San José Station 35				
Address/Physical Location:	135 Poughkeepsie Rd, San José, CA				
	General Description:				
	This 15-year-old station meets the needs of a modern fire station.				
Structure					
Date of Original Construction	2007				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays		
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	10	Bedrooms	18	Beds	Dorm Beds
Current daily staffing	8				
Maximum staffing capability	18				
Kitchen Facilities	1				
Bathroom/Shower Facilities	7				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-35	4	Type 1 Engine			
T-35	4	Truck			
E-335	4CS	Type 3 Engine			
Total Daily Staffing:	8				

*Cross-staffed (CS)

Station Name/Number:	San José Station 37				
Address/Physical Location:	2191 Lincoln Ave, San José, CA				
	General Description: This new station meets all the needs and requirements of a modern fire station.				
Structure					
Date of Original Construction	2022				
Seismic Protection	Yes				
Condition (from rating sheet)	Excellent				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay					
Facilities Available					
Sleeping Quarters	5	Bedrooms	5	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	5				
Kitchen Facilities	1				
Bathroom/Shower Facilities	7				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-37	4	Type 1 Engine			
Total Daily Staffing:	4				

*Cross-staffed (CS)

Fire Stations Discussion

The City of San José, with 35 fire stations, had five stations rated in "Excellent" condition and 10 rated as "Good." Of the remaining stations, four were rated as "Fair," and 16 were rated "Poor" in condition. The stations that were rated as "Poor" was based mostly on age alone. The expected lifespan of a fire station is usually 50 years, San José 's fire stations range from 1 to 86 years old, with an average age of 37 years. The following figure summarizes San José's fire stations and their features.

Figure 168: Station Configuration and Condition

Station	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Station 1	3	25	Good	22 years
Station 2	3	20	Good	12 years
Station 3	3	27	Fair	27 years
Station 4	3	20	Fair	37 years
Station 5	3	14	Poor	63 years
Station 6	2	12	Poor	60 years
Station 7	1	8	Poor	86 years
Station 8	1	8	Poor	73 years
Station 9	2	24	Poor	60 years
Station 10	3	14	Poor	62 years
Station 11	1	7	Poor	45 years
Station 12	2	8	Excellent	9 Years
Station 13	3	24	Poor	54 years
Station 14	3	16	Poor	60 years
Station 15	2	8	Poor	60 years
Station 16	2	16	Poor	62 years
Station 17	2	9	Good	13 years
Station 18	2	20	Poor	59 years
Station 19	2	8	Good	12 years
Station 20	3	10	Excellent	1 year
Station 21	3	10	Excellent	6 years
Station 22	2	7	Poor	57 years
Station 23	1	8	Poor	56 years
Station 24	2	12	Excellent	9 years
Station 25	2	8	Good	15 years
Station 26	3	13	Poor	74 years
Station 27	2	8	Good	22 years
Station 28	2	8	Fair	26 years
Station 29	3	25	Fair	30 years
Station 30	3	27	Poor	67 years
Station 31	3	8	Good	23 years
Station 33 (Closed)	2	10	Good	15 years
Station 34	3	20	Good	15 years
Station 35	3	18	Good	15 years
Station 37	2	5	Excellent	1 year
Totals/Average:	82	485		37 years average

Many of San José's stations are older and do not meet the requirements of modern firefighting. As the firefighting environment has changed, the technology, equipment, and safety systems have also changed to meet new demands. Older buildings do not typically have the space or engineering systems to meet that new environment. Modern living also requires much more access to electrical outlets than was expected in older buildings. The older SCFD stations are no exception.

For example, older buildings do not meet the requirements due to the need to decontaminate personnel and equipment after many of the responses in the current firefighting context. Every crew member should have access to facilities to decontaminate immediately after a fire event, and showers should allow for gender separation. In addition, there needs to be enough partitioned space to allow for gear and equipment to be thoroughly washed and designed to control contamination in the living and working space of the station.

While all structures require routine maintenance, fire stations require even more due to the continuous occupancy by a minimum of three adults. Multiple departures and returns of heavy apparatus also affect these structures.

Facility Replacement

With 15 of San José Fire Department's 35 stations being over fifty years old, there should be a more robust facility replacement plan in place. The Fire Department's current Capital Improvement Plan has identified only two remodel projects.

Ensuring the stations are in good repair also requires regular maintenance and scheduled replacement of specialized equipment. Plans for updating and repairing systems such as heating and air conditioning (HVAC), generators, roofs, driveways, parking areas, security gates, painting, carpet replacement, and small appliances can keep costs down and buildings in service longer. In addition, establishing a facility replacement and maintenance plan will enable the city to plan for ongoing service from each station more efficiently.

Status of Shared Facilities

San José Fire Department currently has no shared facilities with other fire agencies, and with the city and the surrounding cities almost fully built out, there does not appear to be opportunities for sharing in the future. Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closest best resource regardless of jurisdiction could help surrounding agencies provide more seamless service. San José does participate in the County's Mutual Aid Plan and has several aid agreements with surrounding agencies.

Apparatus

Apparatus was evaluated by agency staff based on age, miles/hours, service, condition, and reliability, with the criteria available for reference in the introduction for this section of the report. The Fire Chief feels that apparatus maintenance and replacement is currently adequate. The following figure represents the evaluation criteria for all San José Fire Department apparatus.

The following figures represent all apparatus and vehicles operated by San José Fire Department.

Figure 169: San José Fire Department Apparatus

Unit	Type	Status	Year	Condition	Features
Engines & Aerial Apparatus					
E1	Engine	Frontline	2019	Excellent	1500 GPM/600 Gallon
T1	Aerial	Frontline	2018	Excellent	107 Ft. Ladder
E2	Engine	Frontline	2019	Good	1500 GPM/600 Gallon
T2	Aerial	Frontline	2013	Fair	100 Ft. Ladder
E302	Type 3 Eng.	Frontline	2019	Excellent	Darley Pump
E3	Engine	Frontline	2020	Excellent	1500 GPM/600 Gallon
E4	Engine	Frontline	2014	Poor	1500 GPM/600 Gallon
E5	Engine	Frontline	2019	Excellent	1500 GPM/600 Gallon
E6	Engine	Frontline	2014	Poor	1500 GPM/600 Gallon
E7	Engine	Frontline	2014	Poor	1500 GPM/600 Gallon
E8	Engine	Frontline	2020	Excellent	1500 GPM/600 Gallon
E9	Engine	Frontline	2018	Good	1500 GPM/600 Gallon
T9	Aerial	Frontline	1997	Poor	75 Ft. Ladder
E10	Engine	Frontline	2020	Excellent	1500 GPM/600 Gallon
E11	Engine	Frontline	2009	Poor	1500 GPM/600 Gallon
E12	Engine	Frontline	2017	Good	1500 GPM/600 Gallon
E612	Type 6 Eng.	Frontline	2020	Excellent	120 GPM/350 Gallon

Unit	Type	Status	Year	Condition	Features
E13	Engine	Frontline	2019	Excellent	1500 GPM/600 Gallon
T13	Aerial	Frontline	2013	Fair	59' 2.0"
E16	Engine	Frontline	2018	Good	1500 GPM/600 Gallon
T14	Aerial	Frontline	2013	Fair	59' 2.0"
E15	Engine	Frontline	2011	Poor	1500 GPM/600 Gallon
E16	Engine	Frontline	2019	Good	1500 GPM/600 Gallon
T16	Aerial	Frontline	2001	Poor	75 Ft. Ladder
E17	Engine	Frontline	2014	Poor	1500 GPM/600 Gallon
E18	Engine	Frontline	2018	Good	1500 GPM/600 Gallon
E19	Engine	Frontline	2014	Poor	1500 GPM/600 Gallon
E619	Type 6 Eng.	Frontline	2019	Excellent	120 GPM/350 Gallon
E21	Engine	Frontline	2019	Excellent	1500 GPM/600 Gallon
E221	Engine	Frontline	2009	Poor	1500 GPM/600 Gallon
E22	Engine	Frontline	2009	Poor	1500 GPM/600 Gallon
E222	Engine	Frontline	2009	Poor	1500 GPM/600 Gallon
E23	Engine	Frontline	2014	Poor	1500 GPM/600 Gallon
E24	Engine	Frontline	2019	Excellent	1500 GPM/600 Gallon
E624	Type 6 Eng.	Frontline	2020	Excellent	120 GPM/350 Gallon
E25	Engine	Frontline	2011	Poor	1500 GPM/600 Gallon
E26	Engine	Frontline	2020	Excellent	1500 GPM/600 Gallon
E27	Engine	Frontline	2011	Poor	1500 GPM/600 Gallon
E627	Type 6 Eng.	Frontline	2019	Excellent	120 GPM/350 Gallon
E28	Engine	Frontline	2011	Poor	1500 GPM/600 Gallon
E628	Type 6 Eng.	Frontline	2020	Excellent	120 GPM/350 Gallon
E29	Engine	Frontline	2009	Poor	1500 GPM/600 Gallon
T29	Aerial	Frontline	2013	Fair	59' 2.0"
E30	Engine	Frontline	2017	Good	1500 GPM/600 Gallon
T30	Aerial	Frontline	2013	Fair	59' 2.0"
E31	Engine	Frontline	2011	Poor	1500 GPM/600 Gall
E631	Engine	Frontline	2020	Excellent	120 GPM/350 Gallon
E34	Engine	Frontline	2016	Fair	1500 GPM/600 Gall
E35	Engine	Frontline	2017	Fair	1500 GPM/600 Gall
T35	Engine	Frontline	2017	Excellent	59' 2.0"
E335	Type 3 Eng.	Frontline	2019	Excellent	Darley Pump
53314	Engine	Reserve	1997	Poor	1500 GPM/600 Gall
53315	Engine	Reserve	1997	Poor	1500 GPM/600 Gall
53317	Engine	Reserve	1997	Poor	1500 GPM/600 Gall
53320	Engine	Reserve	1997	Poor	1500 GPM/600 Gall

Unit	Type	Status	Year	Condition	Features
53321	Engine	Reserve	1998	Poor	1500 GPM/600 Gall
53325	Engine	Reserve	1998	Poor	1500 GPM/600 Gall
53327	Engine	Reserve	1998	Poor	1500 GPM/600 Gall
53328	Engine	Reserve	1998	Poor	1500 GPM/600 Gall
53380	Engine	Reserve	2003	Poor	1500 GPM/600 Gall
53381	Engine	Reserve	2003	Poor	1500 GPM/600 Gall
53382	Engine	Reserve	2003	Poor	1500 GPM/600 Gall
53404	Engine	Reserve	2006	Poor	1500 GPM/600 Gall
53405	Engine	Reserve	2006	Poor	1500 GPM/600 Gall
53406	Engine	Reserve	2006	Poor	1500 GPM/600 Gall
53408	Engine	Reserve	2009	Poor	1500 GPM/600 Gall
53414	Aerial	Reserve	2007	Poor	59' 2.0"
53490	Aerial	Reserve	2000	Poor	1500 GPM/600 Gall
53336	Aerial	Reserve	1998	Poor	90 FT. Ladder
53329	Aerial	Reserve	1997	Poor	75Ft. Ladder
53271	Aerial	Reserve	1992	Poor	100Ft. Ladder
53540	Type 3 Eng.	Reserve	2009	Fair	Type 3 Trainer

Medics/Rescues/Other

RM3	Res. Med.	Frontline	2002	Poor	Rescue Medic
BS5	Breathing Support	Frontline	2005	Poor	Baur Compressor
WT17	Water Tender	Frontline	2008	Fair	2000 Gallon
BS18	Breathing Support	Frontline	2015	Poor	Baur Compressor
WT18	Water Tender	Frontline	2008	Fair	2000 Gallon
RM20	Rescue Medic	Frontline	2000	Poor	Rescue Medic
E620	Rescue	Frontline	1999	Poor	Light Rescue
WT21	Water Tender	Frontline	2008	Poor	2000 Gallon
RM26	Rescue Medic	Frontline	2015	Fair	Rescue Medic
Hit29A	Hazmat	Frontline	2019	Excellent	Hazardous Materials
Hit29B	Hazmat	Frontline	2004	Poor	Hazardous Materials
Foam29	Foam Unit	Frontline	1989	Poor	Foam 750 Gallon
USR-A	USR	Frontline	2019	Excellent	Urban Search and Rescue
USR-B	USR	Frontline	2019	Excellent	Urban Search and Rescue
USR-C	USR	Frontline	2019	Excellent	Urban Search and Rescue
USR-E	USR	Frontline	2020	Excellent	Urban Search and Rescue

Unit	Type	Status	Year	Condition	Features
WLO	WLO	Frontline	2014	Excellent	Wild Land Officer
U501	Utility	Frontline	2019	Excellent	Utility
U502	Utility	Frontline	2017	Excellent	Utility
U510	Utility	Frontline	2001	Poor	Utility
U513	Utility	Frontline	2017	Excellent	Utility
U529	Utility	Frontline	2001	Poor	Utility
U540	Utility	Frontline	2019	Excellent	Utility
U540A	Stake Side Truck	Frontline	2008	Fair	Stake side
	Rescue Medic	Reserve	2002	Poor	Rescue Medic
	Rescue Medic	Reserve	2002	Poor	Rescue Medic
BSS	BFO Admin	Frontline	2014	Good	BSS Vehicle
53288	USR	Reserve	1996	Poor	1500 GPM/600 Gall

Figure 170: Supervisor & Command Vehicles

Unit	Assigned To	Manufacturer	Year	Condition
BC01	Battalion Chief	Chevrolet Suburban	2013	Poor
BC02	Battalion Chief	Chevrolet Suburban	2013	Fair
BC05	Battalion Chief	Chevrolet Suburban	2013	Poor
BC10	Battalion Chief	Chevrolet Suburban	2013	Poor
BC13	Battalion Chief	Chevrolet Suburban	2013	Poor
BC35	Battalion Chief	Chevrolet Suburban	2013	Poor
Med30	Supervisor	Ford F550	2012	Poor
Reserve		Chevrolet LS2500	2000	Poor

Dispatch & Communications

San José Police operates the city's 911 Public Safety Answer Point (PSAP) for the incorporated portions of San José Fire Department's overage area except for freeways. Santa Clara County Communications operates the 911 PSAP for unincorporated portions of the coverage area, and California Hwy Patrol operates the 911 PSAP for the freeways. The San José Fire Department operates its dispatch center, receiving emergencies from the PSAPs.

Figure 171: PSAP and Dispatch Center

Item	Description
CAD Application	Hexagon's Intergraph Computer-Aided Dispatch (I/CAD) version 9.4 (2022)
Telephone System	Intrado VIPER/Power 911
Radio System	Silicon Valley Regional Communications System: digital trunked 700/800mHz.
Fire/EMS Notification	US Digital Designs Phoenix G2 Fire Station Alerting System
Ability for fire agencies to communicate via radio with other fire agencies in the county	Yes
Ability for fire agencies to communicate via radio with police agencies in the county	Yes
Ability for fire agencies to communicate via radio with non-Fire EMS agencies in the county	Yes
Ability for PSAP to communicate CAD-to-CAD (how do you transfer a call to another center)	Yes, with San José Police Department and Santa Clara County Communications. No with other PSAPs.
Criteria-based dispatch system in place	Yes
Formal EMD quality assurance program in place	Yes
Options for non-emergent calls not requiring EMS	Yes
AVL used on fire apparatus	Yes
AVL used on ambulances & EMS units	Yes
Do all fire & EMS units have MDTs/MDCs in vehicles	Yes
Closest unit dispatched via AVL	No (Project in progress)
No. of 911 calls	75,570 in 2021
No. of 7-digit incoming calls (each of last 3 years)	23,383 in 2021, plus 16,482 direct lines with allied agencies

San José FD Service Review Determinations

LAFCO is required to prepare a written statement of determination with respect to six areas as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Based on the criteria described in Section I of this report, the following determinations are proposed for the City of San José fire related services.

Growth and Population Projections

- 6-1: Based on information from the 2020 U.S. Census, the population in San José is estimated at 1,013,240.
- 6-2: According to the Association of Bay Area Governments, San José is projected to experience varying growth rates, depending on location within the City, of between 6% and 82% through 2035 and between 5% and 39% between 2035 and 2050. The most significant growth is anticipated in Superdistrict 9.

Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence

- 6-3: One disadvantaged unincorporated community was identified within and adjacent to the City of San José and its SOI—identified as San José #1. This area has a population of 1,656 with a median household income of \$54,917. Fire services are provided to the community by San José FD through the Zone 1 contract with Santa Clara County Central Fire Protection District.

Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Those Related to Sewers, Water, and Fire in Any DUCs Within or Contiguous to the SOI

- 6-4: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that the FD is excessively busy with 28 engines and medical units exceeding 10% of UHU, of which four exceed 20% of UHU. Once UHU reaches 10% for a primary responding unit, the Fire Department will see increased challenges to meet response times due to unavailability for immediate response. The city would need to add resources to that station or reduce call volume to meet response time standards.

- 6-5: Based on adopted standards of cover, San José was in need of four to six critically missing fire stations to serve its existing service area and level of demand. The passing of Measure T in 2018 enabled advancement toward construction of three new fire stations and replacement of two others. Also, in collaboration with Federal Aviation Administration, Station 20 at San José–Mineta International Airport was replaced and now includes a landside bay to provide service to surrounding areas, making it effectively a fourth new fire station.
- 6-6: The City of San José FD provides a satisfactory level of services based on the latest ISO rating; however, the city does not meet its adopted response time performance goal of arriving on scene within 8:00 minutes for 80% of Priority 1 incidents, with a response time 8:26 80% of incidents. There is a need for additional staffing based on the adopted standards of cover.
- 6-7: The City has identified underserved areas within city limits in need of enhanced service provision. The Fire Development Fee program was developed to provide capital funding for the expansion of the department into these areas.
- 6-8: The primary critical issues regarding fire services within the City of San José according to the City are 1) closing current staffing gaps for firefighter paramedic, dispatcher, and fire protection engineer classifications, 2) replacing obsolete records management system, and 3) ensuring sustainable EMS services.
- 6-9: There is a possibility for enhanced efficiency/gained value as reported by the City through 1) where revenues are realized, improve cost recovery for provision of EMS services, 2) participation in Community Wildfire Protection Plan (CWPP) revision and address identified gaps, and 3) advancing SJFD's Information Technology Master Plan to improve service efficiency and effectiveness.
- 6-10: The City of San José FD operates out of 35 fire stations, of which five stations are rated in "Excellent" condition, 10 in "Good" condition, four in "Fair" condition and 16 in "Poor" condition. Eighteen of the fire stations have no known seismic protection. With 15 of SJFD's 35 stations being over fifty years old, 18 that are not seismically protected, and the need for additional fire stations, there should be a more robust capital improvement and facility replacement plan in place. The Fire Department's current Capital Improvement Plan has identified only two remodel projects. Establishing a facility replacement and maintenance plan will enable the City to plan for ongoing service from each station more efficiently.

- 6-11: Santa Clara County has an excessive number of PSAPs and Dispatch Centers that are not using a common computer-aided dispatch (CAD) platform or even a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status creating disjointed dispatch services that greatly constrains the potential for efficient dispatch and mutual/automatic aid support. There is a need for a comprehensive feasibility study to determine the best method to address these weaknesses in the overall emergency communications system in the County.

Financial Ability of Agency to Provide Services

- 6-12: Similar to other cities in the region, there was a significant decline in revenues in FY 20 and FY 21, approximately 17% in total, as the impact of the COVID pandemic was felt. FY 22 saw a return to revenue growth, but not sufficient to return to pre-COVID levels. San José continued to budget for a deficit of \$321 million in FY 22.
- 6-13: The City has incurred a significant unfunded actuarial liability (UAL) balance on its pension obligations. Annual payments on this UAL are projected to increase through 2030 and will continue to represent a very significant portion of SJFD's pension costs. However, revenue from Measure F, passed in 2016, and savings from agreements with police officers, firefighters, and other city employees was expected to secure \$40 million in taxpayer savings in its first year, with savings projected to grow each following year.
- 6-14: Similar to many other city fire departments, projected expenditures of the San José FD will continue to be constrained by the revenue streams of the City and by the funds generated from services the FD provides to the community. While the budget is constrained, projected financing levels are sufficient to provide an adequate and sustained level of fire and EMS services for San José FD.

Status and Opportunities for Shared Services

- 6-15: San José practices resource sharing through its participation in the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects with joint purchasing and contracting and by provision of contract services to Santa Clara County Fire Department. San José also participates in the County's Mutual Aid Plan and has several aid agreements with surrounding agencies.

- 6-16: Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closest best resource regardless of jurisdiction could help San José and neighboring agencies provide seamless service to the communities along their borders. However, the dispatch interoperability challenges throughout the County limit the ability to implement this change. Even if the agencies are motivated to "drop borders," the time it takes to manually determine if a resource is available complicates the process, adds time to the alarm handling, and may minimize the opportunity to improve the response time for critical emergencies along the borders.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- 6-17: The City of San José meets State laws for transparency and accountability, including making information easily accessible to the public, maintaining a compliant website, providing ethics training and economic interest reporting, following financial reporting requirements, and adhering to open meeting requirements. In addition, the City goes beyond these requirements through its Open Data web portal that offers an efficient and easy platform to access city financial records, as well as a blog, an e-newsletter, and a social media presence to promote civic engagement.
- 6-18: While there may be value added for the smaller fire service providers in the County to consider alternative service structures, such as joint powers authorities and contracts for services, the size and scope of the San José Fire Department already has the economies of scale that allow for greater efficiency and effectiveness.
- 6-19: Service structure options regarding areas in Santa Clara County that are presently outside of a local fire provider but within the vicinity of San José are discussed in the Governance Structure Alternatives of Section II of this report. There is the potential for San José FD to enhance public safety services in the County by providing contract services in several areas that currently lack an identified fire protection and emergency response provider. In many cases, the San José FD is the only feasible and capable provider of services.

7 Santa Clara Fire Department

Agency Overview

Santa Clara Fire Department provides fire protection and emergency medical services (EMS) and transportation to a population of 127,151 in 20 square miles. Santa Clara City operates nine fire stations with 167.5 personnel. A tenth station is under development and is shown on the map for Santa Clara Fire Department.

Background

Santa Clara Fire Department completed a Strategic Plan in 2023 and a Standards of Cover in 2019, both were adopted by the governing body through the accreditation process.

The City earned a Public Protection Classification (PPC) rating of 2 from the Insurance Services Office (ISO) in 2021. ISO measures various data elements to determine the PPC for a community. The PPC rating is based on an evaluation of three main components: the fire department, the water system, and the communications center. Insurance companies often subscribe to ISO's services to retrieve the PPC rating for a community. The PPC rating plays a significant role in determining insurance rates for properties within that community. A lower PPC rating indicates a higher level of fire protection and can result in lower insurance premiums for property owners.

The Fire Chief identified the following as cost minimization efforts over the last ten years:

- Flexible daily staffing to reduce overtime
- Crew sharing of specialty response units
- Froze positions during lean budgets (currently 12 frozen FF positions)
- Deferred significant station maintenance issues (EX roof Fire Station 5)

The Fire Chief identified the pairing up an engine company in the same stations as Truck Companies is a potential area for facility, personnel and equipment sharing.

The Fire Chief's top three critical issues:

- Funding
- Staffing
- Significant infrastructure needs

The Fire Chief's top three opportunities to increase value and/or efficiency for the public:

- Staffing increase to 4-person engine companies which could support potential infrastructure reduction if funding sources not identified in future for new facilities.

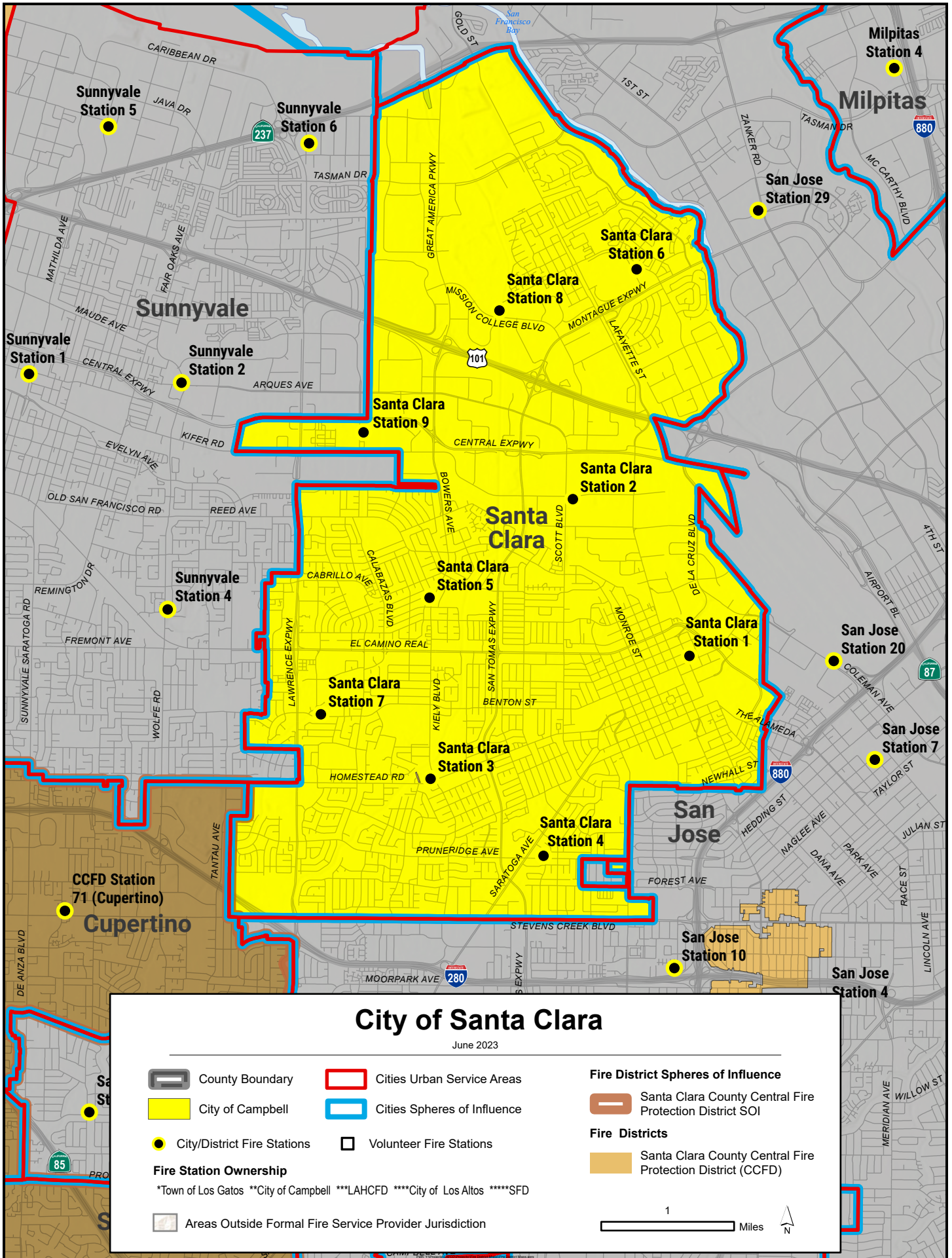
- EMS transport revenue generating opportunity with public-private partnership.
- Establishment of a Development Fund to ensure the Community Risk Reduction Division staffing can keep pace with growth and development in the city.

Boundaries and Sphere of Influence

The city's incorporated area spans 18.18 square miles. Santa Clara abuts the City of San José to the north, east, and south, and the cities of Sunnyvale and Cupertino to the west.

Santa Clara's Sphere of Influence (SOI) and Urban Service Area (USA) encompasses 19.3 square miles and are contiguous with the city's boundaries. LAFCO's 2015 Cities Service Review notes that seven unincorporated islands exist within the city's USA ranging in size from 0.5 to 14 acres and totaling approximately 31.5 acres. The city's SOI was last reviewed in 2015 and was reaffirmed without change at that time.

Figure 172: City of Santa Clara



Type & Extent of Services

Services Provided

Santa Clara Fire Department provides a full range of services for its residents, including the ability to provide ambulance transport when the system demand is excessive. The following figure represents each of the services and the level performed.

Figure 173: Overview of Services Provided

Service	Y/N	Level
Fire Suppression	Yes	
Wildland Fire Suppression	Yes	Type 1 (Structural) Engine based suppression
Statewide Mobilization	Yes	Available for Cal OES statewide mobilization
EMS First Response	Yes	EMT/Paramedic
Ambulance Transport	Yes	One ALS Ambulance available each day for transports consistent with Santa Clara County EMS.
Specialized/Technical Rescue	Yes	Confined Space, Technical Rope Rescue, Trench Rescue, USAR, Swift Water, Auto Extrication, Heavy Lift, Specialized shoring, Breaching and Breaking
HazMat Response	Yes	Type II Team
Fire Inspection/Code Enforcement	Yes	
Plan Reviews	Yes	
Public Education/Prevention	Yes	
Fire & Arson Investigation	Yes	

Service Area

Santa Clara Fire Department started as a volunteer fire company within the City of Santa Clara in 1854, two years after the city was incorporated. It is statutorily responsible for fire and emergency services within the city limits.

Collaboration

- Part of the regional Mutual Aid agreement.

Joint Power Agreements (JPAs)

- JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.

Contracts to Provide Services to Other Agencies

- None identified.

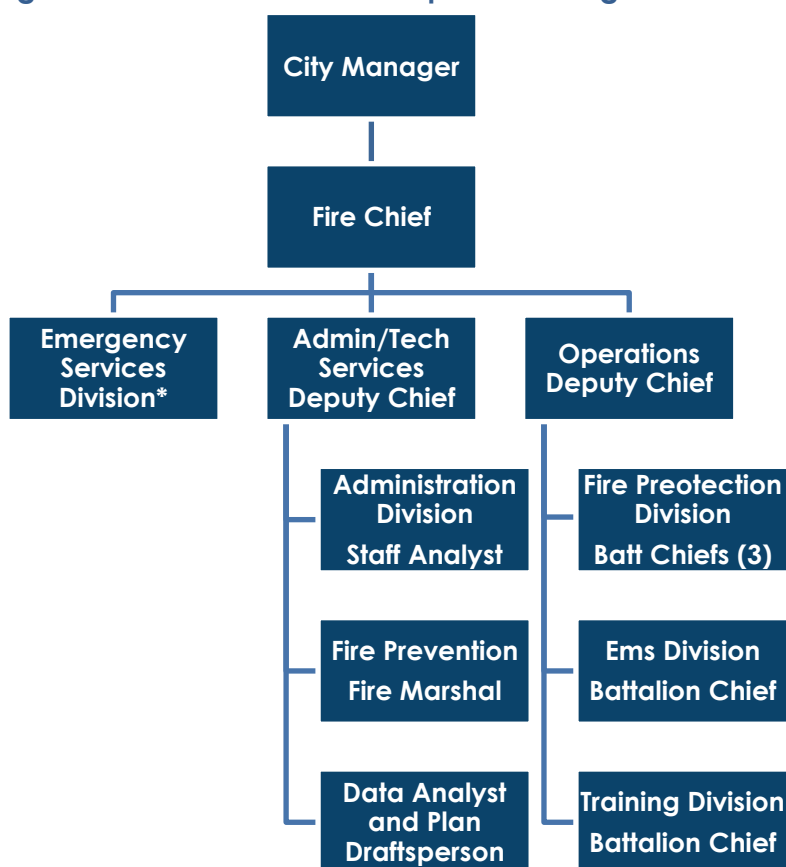
Contracts for Services From Other Agencies

- None identified.

Governance & Administration

The City of Santa Clara functions under the Council-Manager form of government. The City Council, made up of seven members including the Mayor, is the governing body and are elected directly by the voters. The Council appoints the City Manager and the Fire Chief reports to the City Manager.

Figure 174: Santa Clara Fire Department Organizational Chart



*Emergency Services Division also reports to the City Manager.

Accountability for Community Services—Transparency

The following figure identifies Santa Clara's efforts to meet state laws designed to ensure transparency and accountability.

Figure 175: Transparency and Accountability

Transparency and Accountability	Available
Agency website ⁶⁹	Yes
Adopted budget available on website	Yes
Notice of public meetings provided	Yes
Agendas posted on website ⁷⁰	Yes
Public meetings are live streamed	Yes
Minutes and/or recordings of public meetings available on website	Yes
Master Plan (fire service specific) available on website	Yes
Strategic Plan (fire service specific) available on website	Yes
Community Risk Assessment and Standards of Cover documents available on website	Yes
SOC performance reports available on website	No (Annual Report Avail)
Efforts to engage and educate the public on the services to the community	Yes
Staff and governing board member ethics training and economic interest reporting completed	Yes
Compliance with financial document compilation, adoption, and reporting requirements	Yes
Adherence to open meeting requirements	Yes

Efforts to engage and educate the public on the fire and emergency services to the community consist of participation in local events, tours of the fire stations, access to fire department planning documents on the city's website, and educational programs focused on fire prevention and preparedness. Santa Clara Fire Department also offers surveys to collect information on the public's satisfaction of fire and emergency services.

⁶⁹ As of January 1, 2020 independent special districts are required to maintain websites according to Government Code Sections 6270.6 and 53087.8 to provide the public easily accessible and accurate information about the district. Government Code Section 53087.8 lists what must be included on the website.

⁷⁰ Government Code §54954.2.

In addition to meeting state laws, the city makes efforts to ensure financial transparency through its website. There are financial statements, reports, budgets, policies, fees and more listed under the page for the Department of Finance. Various information, dating back to 2013, is available on the site and there is an option to submit a request for additional public records. Additionally, the city's website allows users to pay bills online, access utility account information, acquire a business license and permits, make appointments, obtain election information, and learn about development projects. There is a tab on the website dedicated to engaging the public through community involvement, access to city news updates, ways to contact city staff and social media sites, as well as leave comments, complaints, or inquiries. The city also keeps the public informed, as required, about upcoming meetings, provides links to view virtual meetings and calendars, and makes accessible minutes and agendas. The city abides by Assembly Bill 2257 (Government Code §54954.2) which updated the Brown Act with new requirements governing the location, platform and methods by which an agenda must be accessible on the agency's website for all meetings occurring on or after January 1, 2019.

Land Use & Population Projections

Land Use

The City of Santa Clara has adopted a system of zoning property to guide future development. The City's General Plan was adopted in 2010 and provides a vision for the community through 2035. It has identified areas for potential growth, and future development is driven by market demand. The General Plan creates a phased process for future development through 2035. A breakdown of land use categories is shown in the following figure.

Figure 176: Existing Land Use Percentages⁷¹

Land Use Categories	% of Total Area
Residential	42%
Commercial	10%
Mixed Use	0%
Office/Research and Development	11%
Industrial	18%
Public/Quasi Public	11%
Parks, Open and Specialized Recreation Facilities	6%
Vacant/Unassigned	2%

Current Population

Based on information from the 2020 U.S. Census, the population in the City of Santa Clara is estimated at 127,647.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city-level are not yet available. Santa Clara is primarily in Superdistrict 9 with a small portion in super district 10). Superdistrict 9 is projected to have a cumulative growth rate of 82% between 2020 and 2035, or 4.07% annually. The growth rate between 2035 and 2050 is expected to reduce to 39% cumulatively or 2.22% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an unincorporated inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188). LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.

There are no DUCs in the City of Santa Clara.

⁷¹ City of Santa Clara 2010–2035 General Plan.

Financing

Financial Overview

This study will focus on receipts and disbursements within City of Santa Clara's General Fund (GF) and will consider the impact of revenues from other funds that are pertinent to the fire and EMS services.

The city prepares a biennial operating budget and a related five-year Capital Improvement Plan based on a July through June fiscal year. Budget preparations for the subsequent year typically begin in mid-December with a presentation of the proposed budget to the Finance Committee in April. Reviews, discussions, and public hearings occur prior to the approval of the Finance Committee in May, and Council adoption in June.

General Fund Recurring Revenues and Expenses

A significant amount of information was provided by the city staff and was reviewed to develop a financial trend analysis for the five-year period, from fiscal year 2018 through fiscal year 2022. This review of the historical information of GF revenues revealed recurring revenues increased from \$233,152,000 in FY 2018 to \$256,944,000 in FY 2022, a 10.2% overall increase or an annualized increase of approximately 2.6%.

Property tax revenues are the most significant source of GF revenues, followed by sales tax revenues. Combined, these two sources account for almost 50% of GF revenues. Other sources of revenue include charges for services, contributions in-lieu, interest and rents, intergovernmental, and other sources. A significant increase in intergovernmental revenues is expected in FY 2022 as a result of expected federal stimulus funding of approximately \$26 million.

The GF expends funds for general government services. These include General Administrative Services, the City Clerk, City Attorney, Human Resources, Finance, Public Works, Parks & Recreation, Police Department, Fire Department, Planning & Inspection, Library, and Capital Outlay.

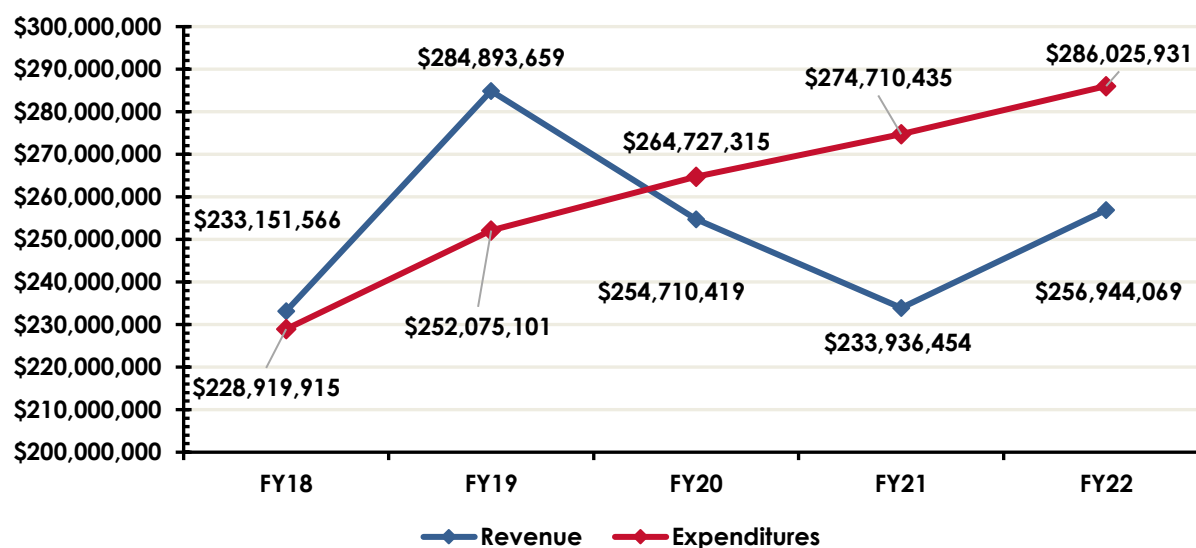
The COVID-19 pandemic had a significant negative impact on the FY 2020 and FY 2021 GF sales tax and transient occupancy tax revenue streams. The FY 2020 and FY 2021 GF deficits were covered by a drawdown of operating reserves.

Figure 177: City of Santa Clara Summarized General Fund Revenues and Expenses, FY 2018–FY 2022

Revenue/Expenses	FY 2018 (Actual)	FY 2019 (Actual)	FY 2020 (Actual)	FY 2021 (Actual)	FY 2022 (Budget)
Revenue	233,151,566	284,893,659	254,710,419	233,936,454	256,944,069
Expenditures	228,919,915	252,075,101	264,727,315	274,710,435	286,025,931
Surplus (Deficit)	4,231,651	32,818,558	(10,016,896)	(40,773,981)	(29,081,862)

The following figure displays this data and indicates the city's response to the pandemic's effects and the impact of other stresses on the economic conditions of the county and surrounding area.

Figure 178: Summarized General Fund Revenue and Expenses



The City Council has established a Budget Stabilization Reserve goal of 25% of GF expenses but the FY 2022 budget adoption allows for the reserve balance to drop to 15%. This amount is in addition to other components of the fund balance within the General Fund. Through conservative budgeting policies and spending practices, the City of Santa Clara has maintained adequate GF balances and reserves.

Santa Clara Fire Department

The Santa Clara Fire Department operates through six separate divisions: Field Operations, Emergency Medical Services (EMS), Community Risk Reduction, Training, Administration and Office of Emergency Services. It charges for various permit and operating services it provides to the community, which offsets funding requirements from the city's taxpayers.

Salaries and benefits were approximately 92% of total fire department expenditures in FY 2018 but this percentage has dropped to 88% in FY 2021 and is projected to drop to 85% in FY 2022. The city and the Fire Department participate in the CalPERS pension system. The city has incurred a significant unfunded actuarial liability (UAL) balance. Annual payments on this UAL are projected to increase through the year 2030 and will continue to represent a very significant portion of the Department's pension costs. The following figure summarizes SCFD operating expenses and revenues from FY 2018 through FY 2022.

Figure 179: Santa Clara Fire Department Revenue and Expenses, FY 2018–FY 2022

Revenue/Expenses	FY 2018 (Actual)	FY 2019 (Actual)	FY 2020 (Actual)	FY 2021 (Actual)	FY 2022 (Budget)
Revenue					
Fire operation permits	—	2,568,681	1,937,056	1,806,507	1,894,206
Former agency	951,718	747,680	310,015	2,137,305	2,223,454
Fees for services	4,521,007	5,325,158	4,572,927	3,773,138	4,977,559
Other revenue	33,911	23,038	18,694	1,994	33,096
Transfers in	—	300,000	811,035	—	—
City General Fund	41,458,723	41,310,407	47,416,790	52,248,435	41,667,120
Total Revenue	46,965,359	50,274,964	55,066,517	59,967,379	50,795,435
Expenses by Category					
Wages & Benefits	43,313,998	46,205,751	49,430,545	52,630,487	43,138,560
Supplies	1,150,871	1,251,076	1,207,119	1,281,550	1,710,399
Allocated services	2,392,301	2,752,636	4,332,819	4,567,230	5,134,023
Operating transfers out	—	—	—	1,408,463	814,310
Capital	108,189	65,501	96,034	79,649	(1,857)
Total Operating Expenses	46,965,359	50,274,964	55,066,517	59,967,379	50,795,435

Financial Projections

City of Santa Clara

City staff has prepared long-term financial projections to identify and anticipate funding available for operations and capital projects. These projections indicate strong growth in several revenue categories over the next 10 years as the economy recovers from the effects of the pandemic and other economic stresses. Growth in expenditures is expected to be minimally under the growth in revenues. This revenue surplus will reduce the cumulative deficit and restore the stabilization reserve balance over the 10 year period. The following figure summarizes the projected growth in GF revenues and expenses between FY 2023 and FY 2027.

Figure 180: Santa Clara General Fund Summarized Projected General Fund Revenues and Expenditures

Revenue/Expenses	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Loan From Stabilization Reserves	41,700,000	36,200,000	33,700,000	32,200,000	29,900,000
Revenue	255,300,000	268,200,000	281,000,000	293,100,000	304,100,000
Expenditures	(291,500,000)	(301,900,000)	(313,200,000)	(323,000,000)	(331,600,000)
Net Surplus	5,500,000	2,500,000	1,500,000	2,300,000	2,400,000
Ending Stabilization Loan Balance	36,200,000	33,700,000	32,200,000	29,900,000	27,500,000

Santa Clara Fire Department

Projected expenditures of the Santa Clara Fire Department will be constrained by the revenue streams of the city and by the funds generated from the revenues for the services the department provides to the community.

Capital Planning

The city prepares a Five-Year Capital Improvements Budget to identify infrastructure and other improvement and replacement projects. The funding for the program is limited due to prior operating deficits and minimal expected operating surpluses. The plan identifies facilities, including fire stations, to be replaced or renovated and fire apparatus to be replaced. In certain circumstances, a project may be delayed as sufficient funding is unavailable.

Demand for Services and Performance

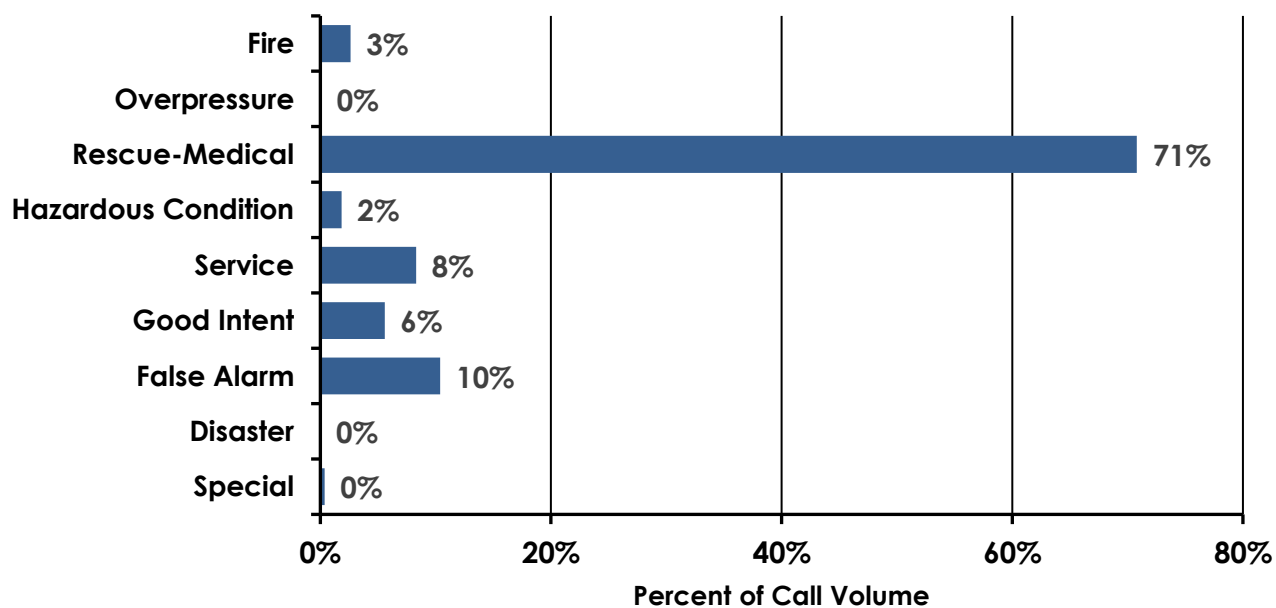
Santa Clara Fire Department is a moderately busy urban system that provides aid services to other communities when requested. Data was provided by the agency and its dispatch center and included incident information from January 1, 2018, through June 30, 2022. This analysis focuses primarily on incidents within the statutory response area. The following figure is the overview statistics for Santa Clara Fire Department.

Figure 181: City of Santa Clara Overview

Agency	Avg. Annual Incident Vol.	Incidents per 1,000 Population	90th Percentile Total Time
Santa Clara Fire Department	9,259	69	8:03

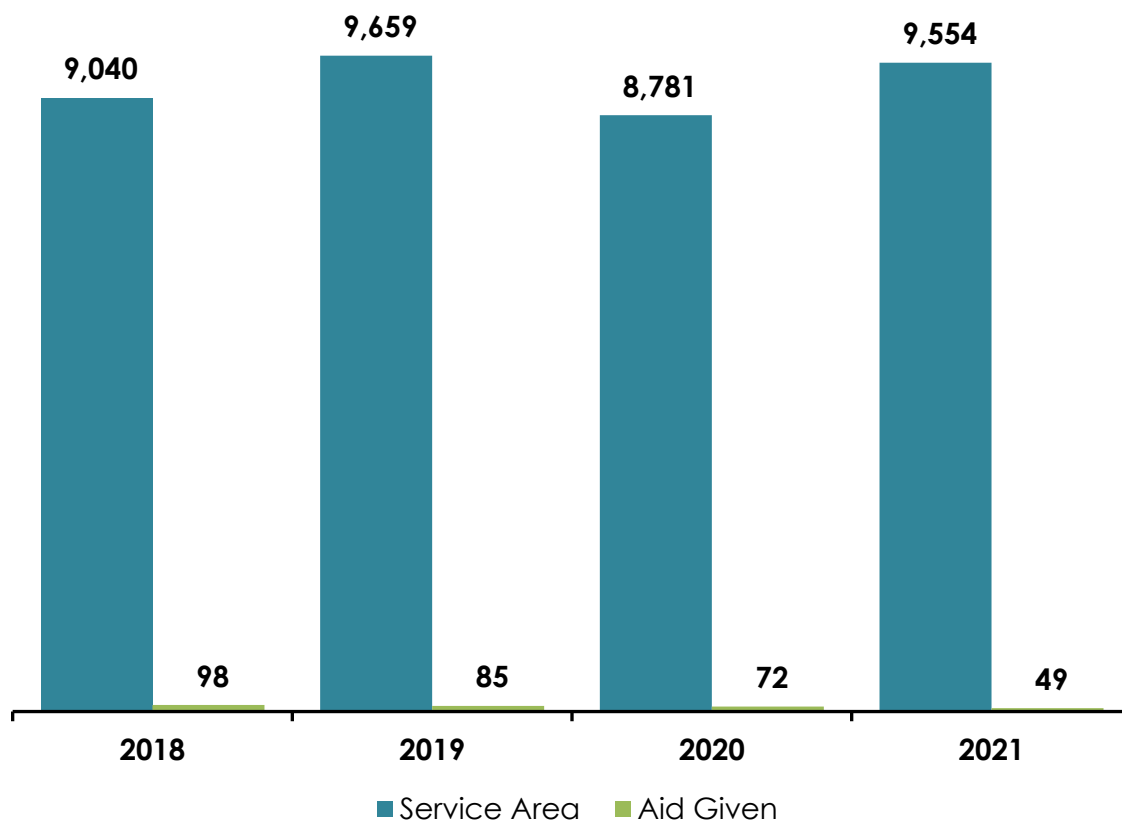
Each incident was grouped into the main categories following the National Fire Incident Reporting System's (NFIRS) coding system. Santa Clara Fire Department medical and rescue calls, classified in the "300" category of NFIRS, accounted for most of the incident types. These incidents accounted for over 70% of the incident volume. This proportion of incidents as medical calls is like most American fire service agencies. However, it is on the high side. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

Figure 182: Total Incident Responses by Type as a Percentage



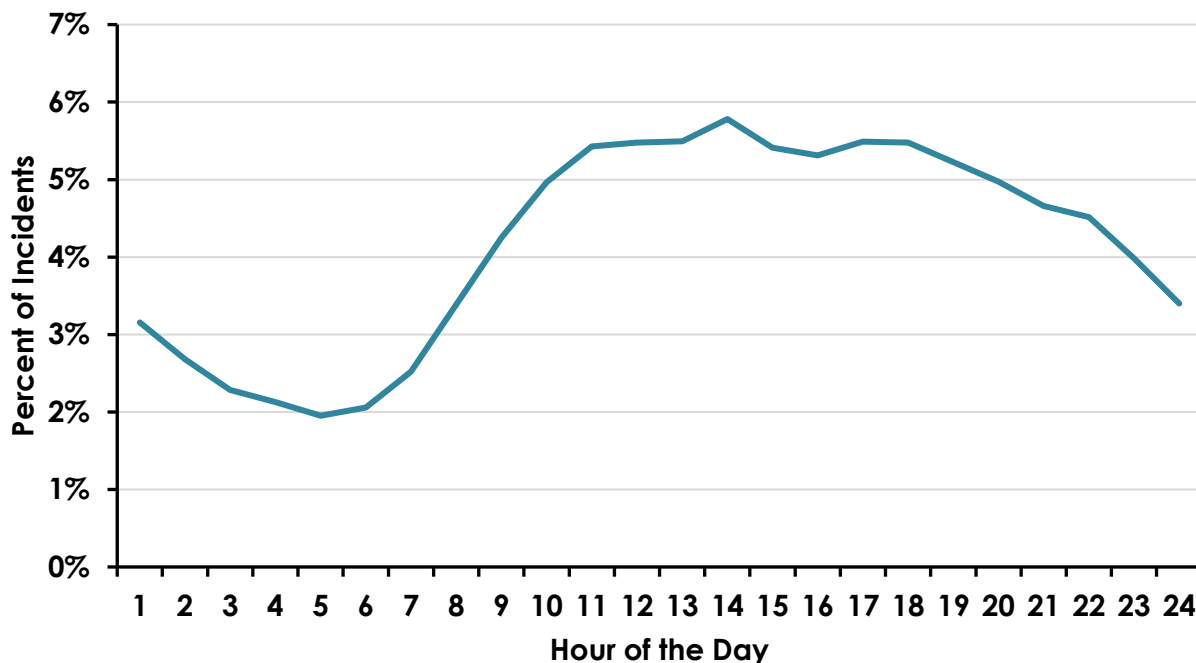
Typically, an analysis of incidents by year can yield a trend or indicate what call volume might look like in the next few years. Unfortunately, due to the COVID-19 pandemic and subsequent social and economic constraints, this is difficult with this data set. As a result, a trend was not easily spotted or extrapolated. It appears that Santa Clara Fire Department response numbers are returning to a pre-COVID-19 pandemic level with 2022 on track to break 10,000 calls. The following figure shows the annual incident volume by year. Aid given includes mutual and automat aid types provided to neighboring agencies.

Figure 183: Annual Incident Volume by Year



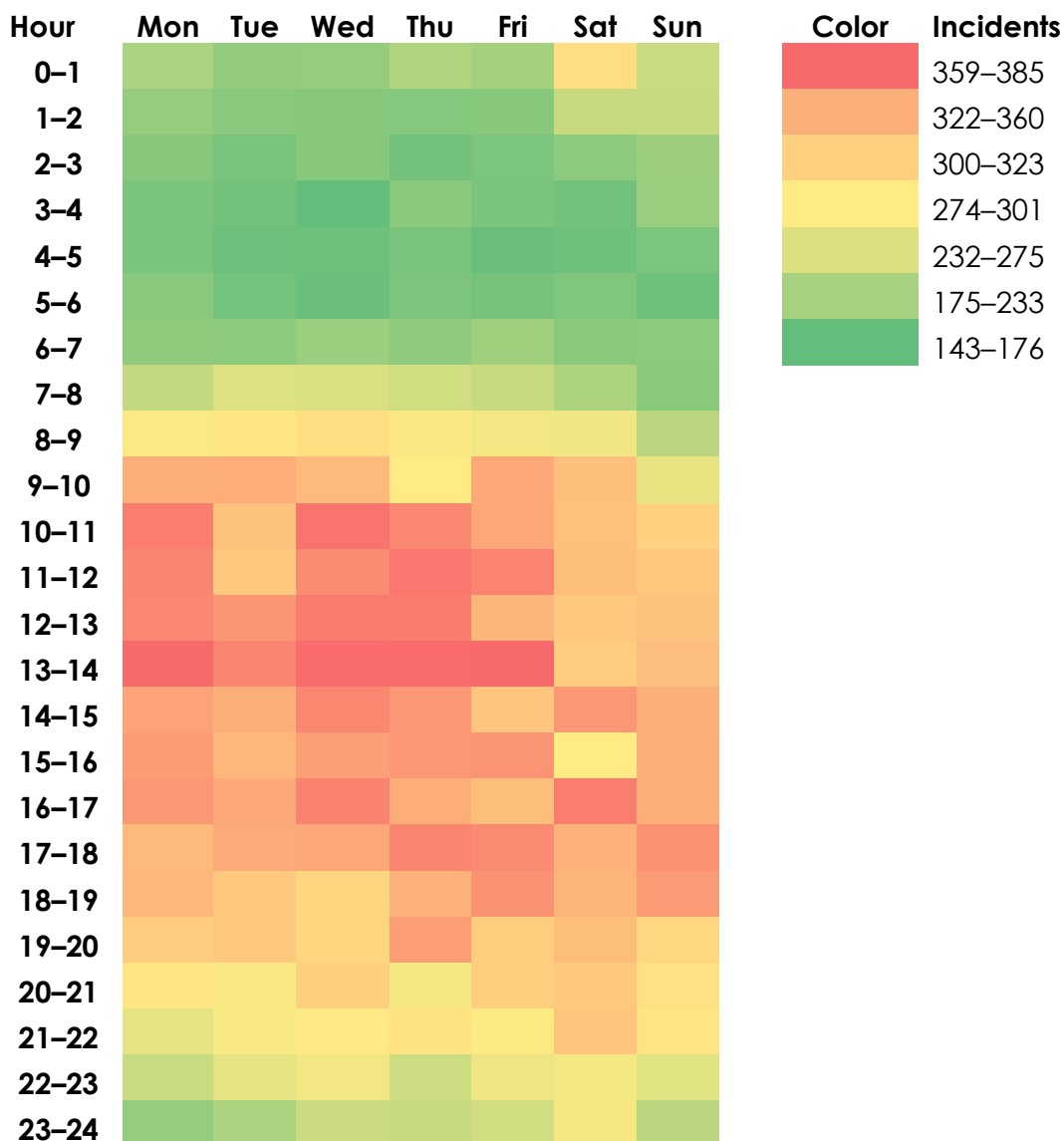
Additional temporal study indicates the monthly incident volume variation is limited. There is a slight elevation in November and a minor reduction in March, April, and May. All variations are less than 1% of expected. However, like many fire agencies, Santa Clara Fire Department does see a significant variation by hour. In fact, over 68% of all incidents happen between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour.

Figure 184: Incident Percentage by Hour



The average daily swing is typical and likely due to the number of awake and active people. However, the day-to-day variation in this information does play a part. The following figure is the incident heat map by the hour and day of the week.

Figure 185: Day and Hour Incident Heat Map



The preceding figure indicates a slightly different picture than the overall hourly evaluation. Tuesday and Sunday are generally less active but there is a spike in activity Friday night into Saturday and again Saturday late into Sunday morning. While this information has not been explicitly evaluated for Santa Clara Fire Department, this shift is typical of a lively weekend bar or party demographic.

Emergency Response Performance

The performance of Santa Clara Fire Department response was also evaluated. The performance times are calculated using only emergent responses or high-priority incidents where units responded with lights and sirens and the 90th percentile measure. The 90th percentile is typically used in the fire service and is considered the standard for measuring incident response performance. In addition, only those incidents within the city boundary are evaluated.

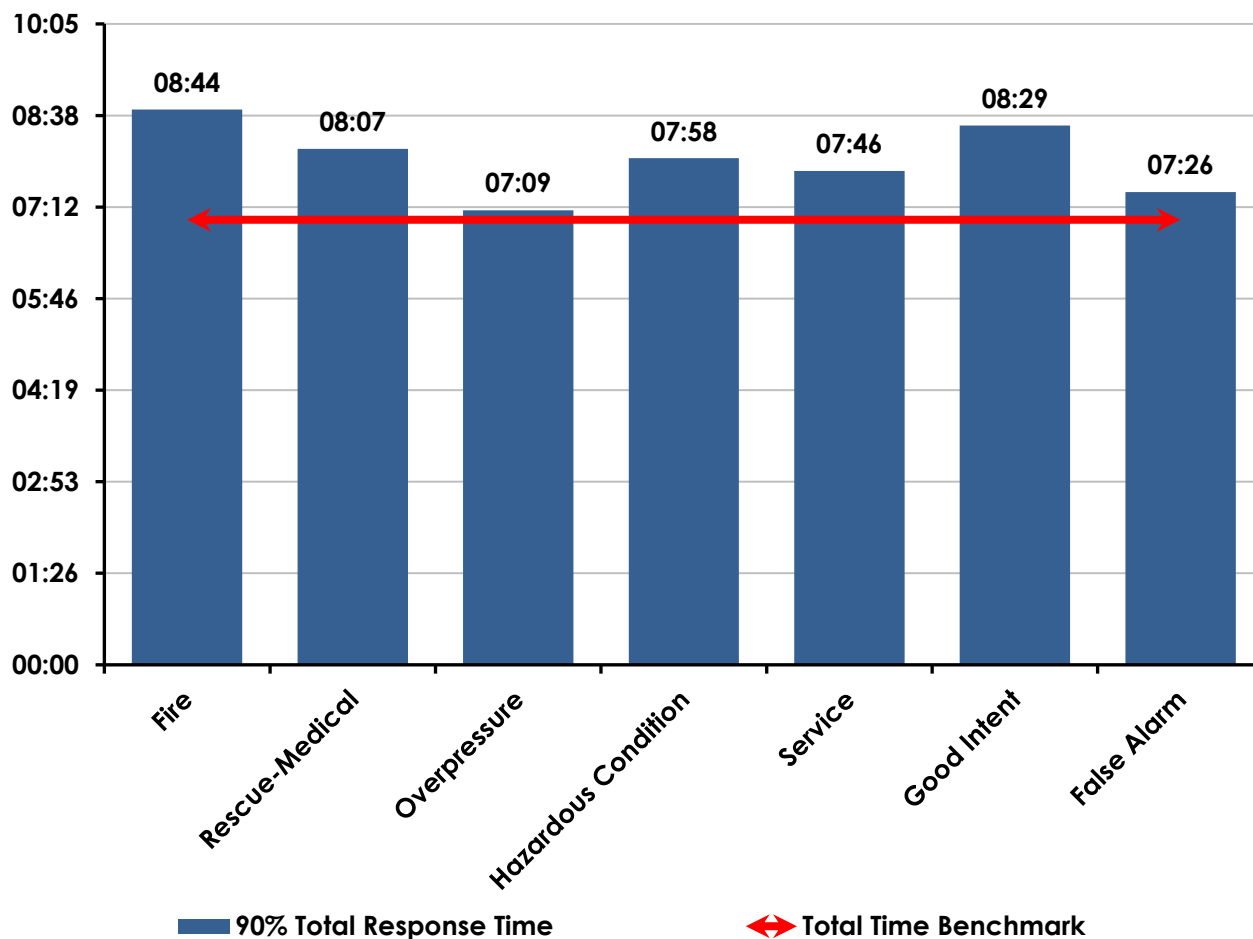
Three unique time segments are included when evaluating an agency's response performance. The first is the time it takes for the dispatcher to answer the 911 call and notify the agency (call processing); the second is the time it takes for the agency to receive the call and go enroute to the call (turnout time); and third is the time it takes for the unit to drive to the incident (travel time). All three segments combined makeup the **total response time**. For this evaluation, the unit type was not discriminated against, and the first arriving unit was used to determine the total response time.

Santa Clara Fire Department has adopted a response time performance goal, or benchmark, of arriving on-scene in 7 minutes or less, 90% of the time. Between January 1, 2018, through June 30, 2022, Santa Clara Fire Department performance for the 40,392 emergent incidents within the fire response area was a **total response time** of 8 minutes, 3 seconds (8:03) or less, 90% of the time. The following figure shows the adopted benchmark against and performance of the Santa Clara Fire Department.

Figure 186: Adopted Standard vs. Actual Total Response Time Performance

Adopted Standard	1/2018–6/2022 Performance
7:00 or less, 90% of the time	8:03 or less, 90% of the time

Each call type may have a variable in performance. For example, questioning the caller to get appropriate information may take more or less time. In addition, it may take longer for crews to respond as they need to wear different personal protective equipment. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 187: Emergent Incidents 90th Percentile Total Response Times, Jan 2018–Jun 2022

The final analysis investigated the unit usage for all apparatus within the system. Three dimensions are studied in this report. The first dimension is the unit hour utilization (UHU). This number represents the time a unit was committed to an incident as a percentage of the total time they were on duty. The next is the average time a unit was committed to an incident. And finally, the average number of incidents a unit was deployed daily.

Each agency will likely have reserve apparatus to be used if the primary unit is out of service or for special events. Santa Clara Fire Department utilizes three reserve engines and one reserve truck to accomplish its mission. However, it tracks the reserve apparatus as the in-service unit, which skews the information in the analysis. The crew time cannot be accurately captured or analyzed without knowing which apparatus the reserve unit was replacing. Therefore, the analysis captured the reserve apparatus's total time in service, not knowing which crew the in-service time should be counted toward. The following figure shows the general statistics for each frontline unit within the Santa Clara Fire Department system.

Figure 188: Santa Clara Fire Department Unit Usage

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
E91	6.8%	25 Minutes	3.9
B91	1.3%	33 Minutes	0.6
T92	3.6%	27 Minutes	1.9
R92	1.1%	37 Minutes	0.4
B92	1.5%	33 Minutes	0.6
E93	5.2%	24 Minutes	3.2
E94	5.8%	28 Minutes	3.0
E95	6.5%	26 Minutes	3.6
E90	4.0%	29 Minutes	2.0
T96	1.9%	29 Minutes	0.9
E97	5.8%	27 Minutes	3.1
E98	3.2%	27 Minutes	1.7
E99	3.4%	32 Minutes	1.5
HazMat Units	1.5%	35 Minutes	0.6
Reserve Engines	4.5%	26 Minutes	2.5
Reserve Truck	0.0%	25 Minutes	0.0

Staffing

The following figure shows the total number of personnel for Santa Clara Fire Department.

Figure 189: Staffing

Assignment	Staffing
Uniformed Administration	8
Non-Uniformed Administration	10.5
Fire Prevention	17
Operations Staff	132
Emergency Communications	0
Volunteers, Reserve, On Call	0
Total Personnel	167.5

The Fire Chief feels staffing meets today's needs but will likely need to increase in the future. The growth on the northside of Santa Clara will increase call volume as well as the introduction of high-rise buildings that are unique to Santa Clara that will pose new threats the department must be prepared to protect. The Citygate study on Deployment Performance and Headquarters Staffing Adequacy Study (March 2016) recommended staffing on quint/ladder trucks be increased to four and increase daily staffing to provide for two full time paramedic squads. Staffing on the quint/ladders has been increased to four, however, only one paramedic squads has been placed in service.

The following figure shows the daily operational staffing at each station and on each unit in the station. Operations staff have three shifts each working a 48/96 schedule (48 hours on and 96 hours off).

Figure 190: Daily Operational Staffing


Station	Daily Staffing	Unit Staffing
1	4	BC (1), Engine (3)
2	7	Truck (4), Paramedic Squad (2), Command (1)
3	3	Engine (3)
4	3	Engine (3)
5	3	Engine (3)
6	7	Engine (3), Truck (4)
7	3	Engine (3)
8	3	Engine (3)
9	3	Engine (3)
Total	36	

Facilities & Apparatus


Santa Clara Fire Stations

The following figure outlines the basic features of each of the City of Santa Clara's fire stations. The condition of each station is rated based on the criteria identified in the introduction to this section of the report. Fire Station 10 (opened in 1985) was demolished in 2021, a replacement station is under development and is not reflected in this overview.

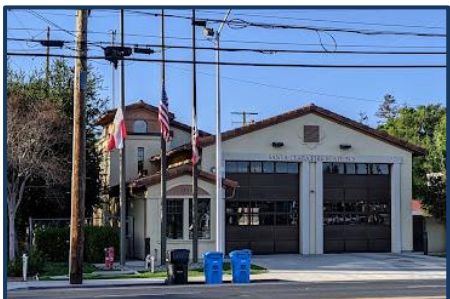
Figure 191: Santa Clara Fire Stations

Station Name/Number:		Santa Clara Station 1				
Address/Physical Location:		777 Benton St, Santa Clara, CA				
		General Description: This 57-year-old station, although well maintained, does not meet the needs of a modern fire station.				
Structure						
Date of Original Construction		1965				
Seismic Protection		No				
Condition (from rating sheet)		Poor				
Number of Apparatus Bays		Drive-through Bays		3	Back-in Bays	0
Length of each Apparatus Bay		70 feet				
Facilities Available						
Sleeping Quarters		12	Bedrooms	24	Beds	Dorm Beds
Current daily staffing		4				
Maximum staffing capability		8				
Kitchen Facilities		1				
Bathroom/Shower Facilities		Yes				
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-91	3	Type 1 Engine, ALS				
B-91	1	Command Vehicle				
Total Daily Staffing:	4					


*Cross-staffed (CS)

Station Name/Number:	Santa Clara Station 2				
Address/Physical Location:	1900 Walsh Ave, Santa Clara, CA				
	General Description: This 19-year-old station does meet most of the needs of a modern fire station.				
Structure					
Date of Original Construction	2003				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays	0	
Length of each Apparatus Bay	70 feet				
Facilities Available					
Sleeping Quarters	8	Bedrooms		Beds	Dorm Beds
Current daily staffing	6				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
T-92	4	Quint Truck			
M-92	2	Paramedic Squad			
B-92	1	Utility			
T-192	0	Reserve Truck			
Total Daily Staffing:	7				


*Cross-staffed (CS)

Station Name/Number:	Santa Clara Station 3				
Address/Physical Location:	2821 Homestead Rd, Santa Clara, CA				
	General Description: This 16-year-old station does meet most needs of a modern fire station.				
Structure					
Date of Original Construction	2006				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	1	Back-in Bays	1	
Length of each Apparatus Bay	60 feet drive through and 41 feet back in				
Facilities Available					
Sleeping Quarters	6	Bedrooms	12	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	6				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-93	3	Type 1 Engine - ALS			
Total Daily Staffing:	3				


*Cross-staffed (CS)

Station Name/Number:	Santa Clara Station 4				
Address/Physical Location:	2323 Pruneridge Ave, Santa Clara, CA				
		General Description: This 14-year-old station is the newest in the city and does meet most needs of a modern fire station.			
Structure					
Date of Original Construction	2008				
Seismic Protection	Yes				
Condition (from rating sheet)	Excellent				
Number of Apparatus Bays	Drive-through Bays	0	Back-in Bays	2	
Length of each Apparatus Bay	59 feet and 47 feet				
Facilities Available					
Sleeping Quarters	6	Bedrooms	12	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	6				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-94	3	Type 1 Engine - ALS			
E-194	0	Type 1 Engine - Reserve			
Total Daily Staffing:	3				


*Cross-staffed (CS)

Station Name/Number:	Santa Clara Station 5				
Address/Physical Location:	1912 Bowers Ave, Santa Clara, CA				
	General Description: This 61-year-old station does not meet the needs of a modern fire station. Although well maintained this station is past its useful life expectancy.				
Structure					
Date of Original Construction	1961				
Seismic Protection	No				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0	
Length of each Apparatus Bay	50 feet				
Facilities Available					
Sleeping Quarters	8	Bedrooms	13	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	6				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-95	3	Type 1 Engine – ALS			
Total Daily Staffing:	3				


*Cross-staffed (CS)

Station Name/Number:	Santa Clara Station 6				
Address/Physical Location:	888 Agnew Rd, Santa Clara, CA				
	General Description: This 17-year-old station does meet most needs of a modern fire station.				
Structure					
Date of Original Construction	2005				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0	
Length of each Apparatus Bay	70 feet				
Facilities Available					
Sleeping Quarters	8	Bedrooms	16	Beds	Dorm Beds
Current daily staffing	7				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
T-96	4	Quint Truck			
E-90	3	Type 1 Engine - ALS			
Total Daily Staffing:	7				


*Cross-staffed (CS)

Station Name/Number:	Santa Clara Station 7				
Address/Physical Location:	3495 Benton St., Santa Clara, CA				
	General Description: This 51-year-old station does not meet the needs of a modern fire station. This station is past its useful life expectancy.				
Structure					
Date of Original Construction	1971				
Seismic Protection	No				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0	
Length of each Apparatus Bay	58 feet				
Facilities Available					
Sleeping Quarters	6	Bedrooms	11	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	6				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-97	3	Type 1 Engine - ALS			
E-197	0	Type 1 Engine - Reserve			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Station Name/Number:	Santa Clara Station 8				
Address/Physical Location:	2400 Agnew Rd, Santa Clara, CA				
	General Description:				
	This 47-year-old station does not meet the needs of a modern fire station and is near the end of its expected usefulness.				
Structure					
Date of Original Construction	1975				
Seismic Protection	No				
Condition (from rating sheet)	Fair				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0	
Length of each Apparatus Bay	60 feet				
Facilities Available					
Sleeping Quarters	8	Bedrooms	16	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-98	3	Type 1 Engine - ALS			
E-198	0	Type 1 Engine - Reserve			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Station Name/Number:	Santa Clara Station 9				
Address/Physical Location:	3011 Corvin Dr., Santa Clara, CA				
	General Description: This 40-year-old station in converted commercial building does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1982				
Seismic Protection	No				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0	
Length of each Apparatus Bay	200 feet				
Facilities Available					
Sleeping Quarters	7	Bedrooms	12	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	7				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-99	3	Type 1 Engine - ALS			
H-99	0	Hazmat, Air and Light, Command			
H-199	0	Reserve Hazmat, Air and Light			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Fire Stations Discussion

Only one Santa Clara fire station was considered in "Excellent" condition. Three of the remaining eight fire stations were rated as "Good," and two were rated as "Fair". Stations 1, 5, and 7 were rated "Poor" in condition. The expected lifespan of a fire station is usually 50 years; Santa Clara's fire stations range from 14 to 61 years old, with an average age of 36 years. The following figure summarizes Santa Clara's fire stations and their features.

Figure 192: Station Configuration and Condition

Station	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Station 1	3	8	Poor	57 years
Station 2	3	8	Good	19 years
Station 3	2	6	Good	16 years
Station 4	2	6	Excellent	14 years
Station 5	2	6	Poor	61 years
Station 6	2	8	Good	17 years
Station 7	2	6	Poor	51 years
Station 8	2	8	Fair	47 years
Station 9	2	7	Fair	40 years
Totals/Average:	20	63		36 years average

Many of Santa Clara's stations are older and do not meet the requirements of modern firefighting. As the firefighting environment has changed, the technology, equipment, and safety systems have changed to meet new demands. Older buildings do not typically have the space or engineering systems to meet that new environment. Modern living also requires much more access to electrical outlets than was expected in older buildings. The older Santa Clara Fire Department stations are no exception.

For example, older buildings do not meet the requirements due to the need to decontaminate personnel and equipment after many of the responses in the current firefighting context. Every crew member should have access to facilities to decontaminate immediately after a fire event, and showers should allow for gender separation. In addition, there needs to be enough partitioned space to allow for gear and equipment to be thoroughly washed and designed to control contamination in the living and working space of the station.

While all structures require routine maintenance, fire stations require even more due to the continuous occupancy by a minimum of three adults. Multiple departures and returns of heavy apparatus also affect these structures.

Facility Replacement

With five of Santa Clara Fire Department's nine stations being over forty years old, there should be a facility replacement plan in place. The Fire Department's Capital Improvement Plan has identified a major gap in not having a funding source for major infrastructure needs for stations 1, 5, 7, and 9.

Ensuring the stations are in good repair also requires regular maintenance and scheduled replacement of specialized equipment. Plans for updating and repairing systems such as heating and air conditioning (HVAC), generators, roofs, driveways, parking areas, security gates, painting, carpet replacement, and small appliances can keep costs down and buildings in service longer. In addition, establishing a facility replacement and maintenance plan will enable the city to plan for ongoing service from each station more efficiently.

Status of Shared Facilities

The Santa Clara Fire Department currently has no shared facilities with other fire agencies and with the city and the surrounding cities almost fully built out there does not appear to be opportunities for sharing in the future. Santa Clara does participate in the County's Mutual Aid Plan, and they have an automatic aid agreement with the City of San José.

Apparatus

Apparatus was evaluated by agency staff based on age, miles/hours, service, condition, and reliability with the criteria available for reference in the introduction for this section of the report. The Fire Chief reports that apparatus maintenance is good, however the replacement of apparatus has been behind schedule since the early 2010's when the city went years without apparatus purchases as a cost saving measure.

The Fire Chief believes the organization should move away from quint ladder trucks to a filler/TDA ladder truck. However, in the Deployment Study from 2016, Citygate believed it is effective to continue to operate with quints.

The following figures represent all apparatus and vehicles operated by Santa Clara Fire Department.

Figure 193: Santa Clara Fire Department Apparatus

Unit	Type	Status	Year	Condition	Features
Engines & Aerial Apparatus					
E91	Type 1 Engine	Frontline	2014	Good	1500 pump/500 gal tank
E93	Type 1 Engine	Frontline	2019	Excellent	1500 pump/500 gal tank
E94	Type 1 Engine	Frontline	2016	Good	1500 pump/500 gal tank
E95	Type 1 Engine	Frontline	2016	Good	1500 pump/500 gal tank
E97	Type 1 Engine	Frontline	2020	Excellent	1500 pump/500 gal tank
E98	Type 1 Engine	Frontline	2018	Excellent	1500 pump/500 gal tank
E99	Type 1 Engine	Frontline	2016	Good	1500 pump/500 gal tank
E90	Type 1 Engine	Frontline	2020	Excellent	1500 pump/500 gal tank
E194	Type 1 Engine	Reserve	1995	Poor	1500 pump/500 gal tank
E197	Type 1 Engine	Reserve	2014	Good	1500 pump/500 gal tank
E198	Type 1 Engine	Reserve	1996	Poor	1500 pump/500 gal tank
T92	Truck	Frontline	2018	Good	105'
T96	Truck	Frontline	2008	Fair	105'
T192	Truck	Frontline	2008	Fair	105'
Medics/Rescues/Other					
Rescue 92	Rescue	Frontline	2005	Fair	
Hazmat 99	HazMat	Frontline	2018	Excellent	
Hazmat 199	HazMat	Reserve	1997	Poor	
Medic 91	Medic	Reserve	2002	Poor	

Figure 194: Supervisor and Command Vehicles

Unit	Assigned To	Manufacturer	Year	Condition
15A1	Fire Chief	Ford	2020	Excellent
15A2	Deputy Chief	Ford	2017	Good
15A3	Deputy Chief	Ford	2017	Excellent
Batt 91	On Duty Battalion Chief	Chevy	2020	Excellent
B91 Alpha	A Shift BC	Ford	2014	Good
B91 Bravo	B Shift BC	Ford	2014	Fair
B91 Charlie	C Shift BC	Ford	2014	Good
B91 Echo	EMS Division Chief	Ford	2014	Fair
B91 Tango	Training Division Chief	Ford	2014	Fair
B92	On Duty Asst Training Officer	Ford	2017	Good

Dispatch & Communications

Santa Clara City Police operates the city's 911 Public Safety Answer Point (PSAP) and dispatch center. The center provides service for the Santa Clara Fire Department and Police.

Figure 195: PSAP and Dispatch Center

Item	Description
CAD Application	Hexagon 2020
Telephone System	ATT, Viper System
Radio System	Motorola Digital
Fire/EMS Notification	Zetron (US Digital design by 2023)
Ability for fire agencies to communicate via radio with other fire agencies in the county	Yes
Ability for fire agencies to communicate via radio with police agencies in the county	Yes
Ability for fire agencies to communicate via radio with non-Fire EMS agencies in the county	Yes
Ability for PSAP to communicate CAD-to-CAD (how do you transfer a call to another center)	Yes
Criteria-based dispatch system in place	Yes
Formal EMD quality assurance program in place	Yes
Options for non-emergent calls not requiring EMS	Yes
AVL used on fire apparatus	Yes
AVL used on ambulances & EMS units	Yes
Do all fire & EMS units have MDTs/MDCs in vehicles	Yes (iPads)
Closest unit dispatched via AVL	Yes
No. of 911 calls	157,450
No. of 7-digit incoming calls	345,374

Santa Clara FD Service Review Determinations

LAFCO is required to prepare a written statement of determination with respect to six areas as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Based on the criteria described in Section I of this report, the following determinations are proposed for the City of Santa Clara fire related services.

Growth and Population Projections

- 7-1: Based on information from the 2020 U.S. Census, the population in the City of Santa Clara is estimated at 127,647.
- 7-2: Santa Clara is projected by the Association of Bay Area Governments to have a cumulative growth rate of 82% between 2020 and 2035, or 4.07% annually. The growth rate between 2035 and 2050 is expected to reduce to 39% cumulatively or 2.22% annually.

Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence

- 7-3: There are no disadvantaged unincorporated communities (DUCs) in the City of Santa Clara and its SOI.

Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Those Related to Sewers, Water, and Fire in Any DUCs Within or Contiguous to the SOI

- 7-4: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that the City has sufficient capacity to serve existing demand, as the highest utilization of any unit was 6.8%.
- 7-5: It appears that FD staffing meets today's needs but will likely need to increase in the future. Growth on the northside of Santa Clara will increase call volume, as well as the introduction of high-rise buildings that are unique to Santa Clara that will pose new threats the FD must be prepared to protect.
- 7-6: The City of Santa Clara FD provides an adequate level of services based on the latest ISO rating and staffing levels. However, the city does not meet its adopted response time performance goal of within 7:00 minutes for 90% of Priority 1 incidents and is making efforts to meet that target.

- 7-7: Many of Santa Clara's stations are older and do not meet the requirements of modern firefighting. Only one Santa Clara fire station was considered in "Excellent" condition. Three of the remaining eight fire stations were rated as "Good," and two were rated as "Fair." Stations 1, 5, and 7 were rated "Poor" in condition as they do not meet the needs of a modern fire station and are past useful life expectancy. Five of the stations have no known seismic protection. There is a need for a comprehensive facility replacement and maintenance plan.
- 7-8: The primary challenges to fire services within the City of Santa Clara according to the City are 1) funding, 2) staffing, and 3) significant infrastructure needs.
- 7-9: There is a possibility for enhanced efficiency/gained value through 1) a staffing increase to 4-person engine companies, which could support potential infrastructure reduction, 2) a public private partnership to generate EMS Transport revenue, and 3) establishment of a Development Fund to ensure Community Risk Reduction Division staffing can keep pace with city growth and development.
- 7-10: Santa Clara County has an excessive number of PSAPs and Dispatch Centers that are not using a common computer-aided dispatch (CAD) platform or even a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status creating disjointed dispatch services that greatly constrains the potential for efficient dispatch and mutual/automatic aid support. There is a need for a comprehensive feasibility study to determine the best method to address weaknesses in the County's overall emergency communications system.

Financial Ability of Agency to Provide Services

- 7-11: The COVID-19 pandemic had a significant negative impact on the FY 20 and FY 21 General Fund Sales Tax and Transient Occupancy Tax revenue streams. The FY 20 and FY 21 General Fund deficits were covered by operating reserves. The FY 22 Budget anticipated a \$29 million deficit, which allows the reserve fund to drop to 15% of General Fund expenditures. Even with continued deficit spending, the City of Santa Clara FD budget was reduced by over 15% from FY 21.
- 7-12: Over the last ten years, Santa Clara has made efforts to reduce costs related to fire service provision through flexible daily staffing to reduce overtime, crew sharing of specialty response units, freezing of positions during lean budgets, and deferring of significant station maintenance issues.

- 7-13: Projected expenditures of Santa Clara FD will continue to be constrained by the revenue streams of the City and by the funds generated from services the department provides to the community. Funding for the capital improvement program is limited due to prior operating deficits and minimal expected surpluses.

Status and Opportunities for Shared Services

- 7-14: Santa Clara City FD practices resource sharing as a member of the regional Mutual Aid agreement and through a JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.
- 7-15: There is the opportunity for pairing up an engine company in the same stations as Truck Companies for further facility, personnel, and equipment efficiencies.
- 7-16: Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closest best resource regardless of jurisdiction could help Santa Clara City and neighboring agencies provide seamless service to the community along their borders. However, the dispatch interoperability challenges throughout the County limit the ability to implement this change. Even if the agencies are motivated to "drop borders," the time it takes to manually determine if a resource is available complicates the process, adds time to the alarm handling, and may minimize the opportunity to improve the response time for critical emergencies along the borders.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- 7-17: The City of Santa Clara meets State laws for transparency and accountability, including making information easily accessible to the public, maintaining a compliant website, providing ethics training and economic interest reporting, following financial reporting requirements, and adhering to open meeting requirements.

7-18: Exploring options for alternative structures, such as joint powers authorities combining two or more neighboring agencies (Mountain View, Palo Alto, Sunnyvale, Santa Clara, and CCFD), could potentially bring efficiencies and value-added services to Santa Clara and other smaller fire service providers in Santa Clara County. Creating a larger entity with a unified structure can offer benefits such as increased accountability, improved efficiency, and enhanced effectiveness in delivering fire services to the community. Considering the financial constraints specific to the City of Santa Clara, alternative service structures may hold particular value. They could provide opportunities to pool resources, share expertise, and optimize operations, leading to improved service delivery despite limitations in personnel and facilities.

8 Sunnyvale Public Safety Department (Fire)

Agency Overview

Sunnyvale Department of Public Safety provides fire protection, rescue, and emergency medical treatment and transportation to a population of 153,805 over 22.87 square miles. It operates six fire stations with a total of 110 personnel assigned to the Bureau of Fire Services with Sunnyvale Public Safety Officers (Law Enforcement) trained as Emergency Medical Technicians providing supplemental BLS response.

Background

The Sunnyvale Division of Fire Services adopted a Strategic Plan in 2022, a Standard of Cover in 2018, and a Fire Station Master Plan in 2021. These plans have not been adopted by the elected officials.

The City earned a Public Protection Classification (PPC) rating of 2 from the Insurance Services Office (ISO) in September 2017. ISO measures various data elements to determine the PPC for a community. The PPC rating is based on an evaluation of three main components: the fire department, the water system, and the communications center. Insurance companies often subscribe to ISO's services to retrieve the PPC rating for a community. The PPC rating plays a significant role in determining insurance rates for properties within that community. A lower PPC rating indicates a higher level of fire protection and can result in lower insurance premiums for property owners.

The Deputy Chief of Fire Services states that over the last 10 years, the city has taken (or continues to provide) the following cost-minimization efforts:

- Sunnyvale's Public Safety model is a cost-effective approach, reducing administrative costs by having both police and fire service in one administrative organization. Emergency response consists of apparatus staffed by two personnel from the Fire Services program, supplemented by police patrol personnel who are trained in fire and Basic Life Support (BLS) response.
- Sunnyvale collaborates with other fire agencies within Santa Clara County in cost sharing for a Joint Fire Academy which is generally held twice a year. Sunnyvale is the host and manages the academy.
- Sunnyvale continues to participate in the Silicon Valley Regional Interoperability Authority (SVRIA), a joint powers authority (JPA) consisting of all public safety agencies in the county working to "virtually" consolidate communications systems.

- Sunnyvale participates in the countywide Mutual Aid agreement within Santa Clara County. It also participates in automatic aid agreements where resources will respond automatically to service calls in the other jurisdiction, providing a quick response.

The Deputy Chief of Fire Services has identified collaborative training and a shared apparatus maintenance facility as opportunities for shared services to produce economies of scale and savings for participating departments.

The Deputy Chief's top three critical issues:

- Climate change and increased risk of wildfires
- Aging infrastructure
- Recruitment and retention

The Deputy Chief's top three opportunities to increase value and/or efficiency for the public:

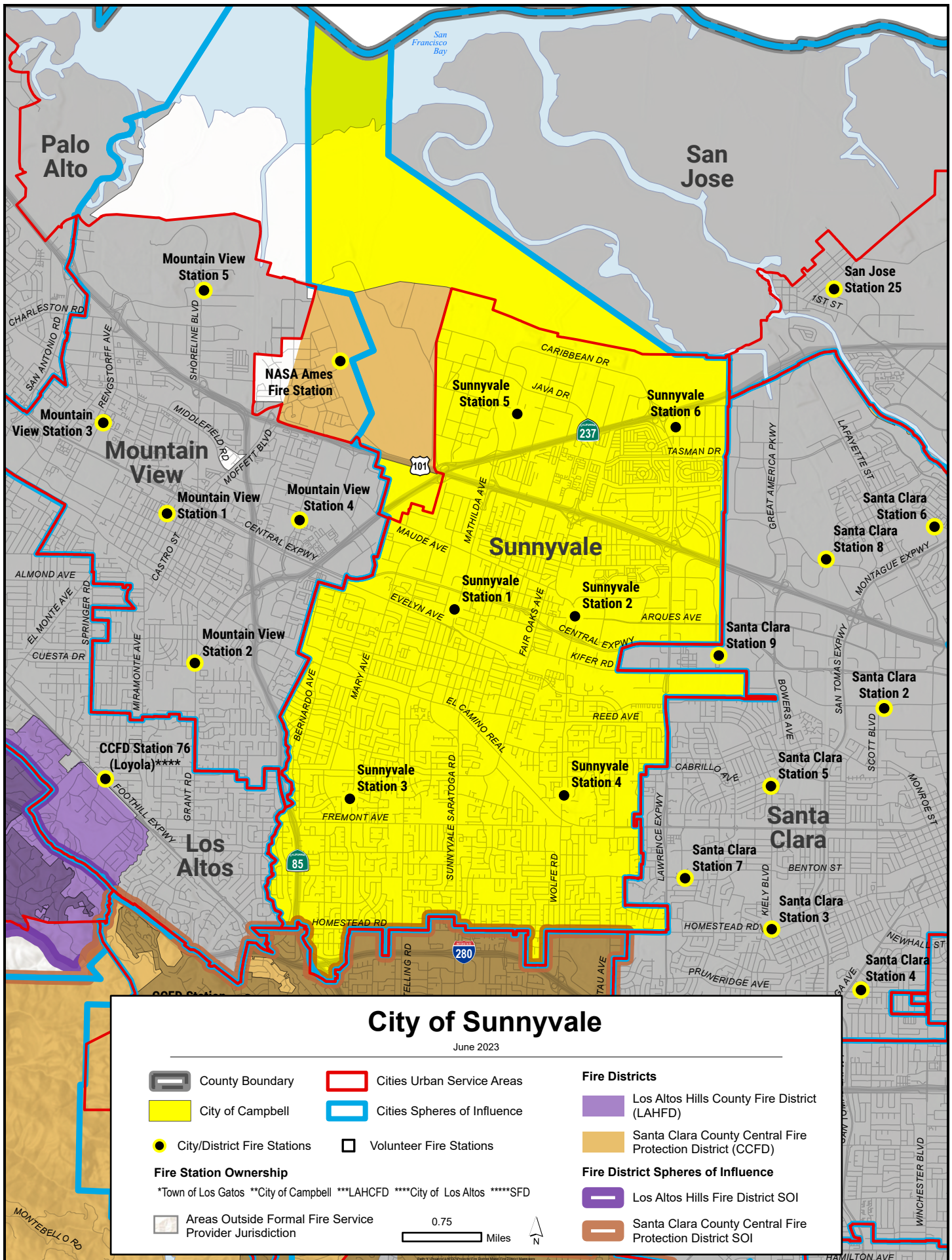
- Interoperability of communications systems
- Continued opportunities for joint training, including the Joint Fire Academy
- Shared grant funding opportunities

Boundaries and Sphere of Influence

The City of Sunnyvale is located in the northwestern portion of Santa Clara County. The city abuts the City of San José to the north, the City of Santa Clara to the east, the City of Cupertino to the south, and the cities of Los Altos and Mountain View to the west. There is also an area of unincorporated territory between Sunnyvale and Mountain View between Highway 101 and the Bay. Sunnyvale's incorporated area spans 22.89 square miles and its USA spans 19.1 square miles. The city's USA and municipal boundaries are nearly contiguous except for the one unincorporated island, which is within the USA but outside the city limits, and an area just south of Moffett Field that is the Sunnyvale Municipal Golf Course, which is within the city limits but outside the USA. One small unincorporated island exists within Sunnyvale's USA. SV02 (4.6 acres) is located along the city's border with Santa Clara parallel to the CalTrain/Union Pacific railroad tracks and right-of-way.

Sunnyvale's Sphere of Influence (SOI) encompasses 24.11 square miles. The city's existing SOI boundary is largely coterminous with the city limits; however, the northwestern portion of the city's SOI extends outside of the city limits to include approximately half of Moffett Field. The City of Sunnyvale is substantially bounded by the cities that almost entirely surround it, which minimizes options for any future SOI changes. The city's SOI was last reviewed in 2015 and was reaffirmed without change at that time.

Figure 196: City of Sunnyvale



Type & Extent of Services

Services Provided

The Sunnyvale Bureau of Fire Services provides a full range of services for its residents. Sunnyvale provides BLS first response and does not provide ambulance transport. The following figure represents each of the services and the level performed.

Figure 197: Overview of Services Provided

Service	Y/N	Level
Fire Suppression	Yes	
Wildland Fire Suppression	Yes	Structural Engine based suppression (Type 1)
Statewide Mobilization	Yes	Available for Cal OES statewide mobilization
EMS First Response	Yes	Basic Life Support
Ambulance Transport	No	
Specialized/Technical Rescue	Yes	
HazMat Response	Yes	Type 2
Fire Inspection/Code Enforcement	Yes	
Plan Reviews	Yes	
Public Education/Prevention	Yes	
Fire & Arson Investigation	Yes	

Service Area

Sunnyvale is a municipal multiple discipline public safety department that provides fire and police services, with fire services as a division of the department. The department is statutorily responsible for fire and emergency services within the city limits.

Collaboration

- Participant in the countywide Mutual Aid Agreement
- Sunnyvale collaborates with other fire agencies within Santa Clara County to hold a Joint Fire Academy which is generally held twice a year. Sunnyvale is the host and manages the academy.
- Agreement with the County of Santa Clara EMS Agency authorizing Sunnyvale to provide ALS response and transport within the County should Sunnyvale desire to provide this level of service.

Joint Powers Agreements (JPAs)

- Joint Powers Agreement for the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.

Contracts to provide services to other agencies

- None identified.

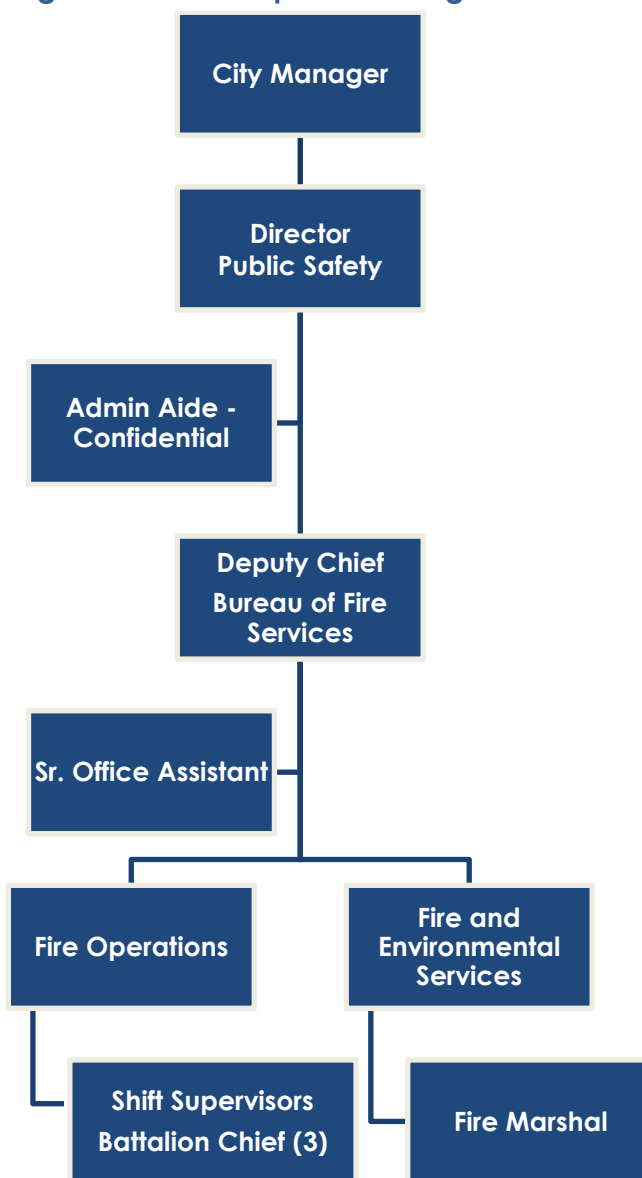
Contracts for Service to other agencies

- None identified.

Governance & Administration

The City of Sunnyvale functions under the Council-Manager form of government. The City Council, made up of six members plus the Mayor, is the governing body and are elected directly by the voters. The Council appoints the City Manager to whom the Director of Public Safety reports.

Figure 198: Fire Department Organizational Chart



Accountability for Community Services—Transparency

The following figure identifies the efforts to meet state laws designed to ensure transparency and accountability.

Figure 199: Transparency and Accountability

Transparency and Accountability	Available
Agency website ⁷²	Yes
Adopted budget available on website	Yes
Notice of public meetings provided	Yes
Agendas posted on website ⁷³	Yes
Public meetings are live streamed	Yes
Minutes and/or recordings of public meetings available on website	Yes
Master Plan (fire service specific) available on website	No
Strategic Plan (fire service specific) available on website	No
Community Risk Assessment and Standards of Cover documents available on website	No
SOC performance reports available on website	No
Efforts to engage and educate the public on the services to the community	Yes
Staff and governing board member ethics training and economic interest reporting completed	Yes
Compliance with financial document compilation, adoption, and reporting requirements	Yes
Adherence to open meeting requirements	Yes

Efforts to engage and educate the public on the fire and emergency services available to the community consist of participation in local events, a social media presence on Twitter, access to fire department planning documents on the city website, events and classes hosted by Sunnyvale emergency response volunteers with sign-ups available on an Eventbrite portal, and other educational programs focused on fire prevention and emergency preparedness.

⁷² As of January 1, 2020, independent special districts are required to maintain websites according to Government Code Sections 6270.6 and 53087.8 to provide the public easily accessible and accurate information about the district. Government Code Section 53087.8 lists what must be included on the website.

⁷³ Government Code §54954.2.

In addition to meeting the state laws, the city makes efforts to ensure financial transparency through its website which includes budgets, audited financial reports and archived records. The city's website also allows for online bill payments, permit applications, newsletter sign up, links to its social media sites, and access to various contact information where the public can leave compliments or complaints. The city abides by Assembly Bill 2257 (Government Code §54954.2) which updated the Brown Act with new requirements governing the location, platform and methods by which an agenda must be accessible on the agency's website for all meetings occurring on or after January 1, 2019.

Land Use & Population Projections

Land Use

The City of Sunnyvale adopted a system of zoning property to guide future development. The city's General Plan, now called *Horizon 2035*, was adopted in 2021 and provides a vision for the community over the next 20 years. The Plan anticipates an increase in population, changing demographics, and the need for newer buildings and homes. It's updated land use section addresses what the city wants to preserve, creation of the new Village Centers (mixed-use), transform existing office and industrial and designated residential areas to manage anticipated growth. A breakdown of land use categories is shown in the following figure.

Figure 200: Existing Land Use Percentages⁷⁴

Land Use Categories	% of Total Area
Residential	54.9
Office/Industrial	22.2
Retail/Service	6.2
City parks and open space	7.4
Vacant	3.2
Other	6.1

Current Population

Based on information from the 2020 U.S. Census, the population in the City of Sunnyvale is estimated at 155,805.

⁷⁴ City of Sunnyvale 2010–2035 General Plan.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city-level are not yet available. Sunnyvale is in Superdistrict 9, projected to have a cumulative growth rate of 82% between 2020 and 2035, or 4.07% annually. The growth rate between 2035 and 2050 is expected to reduce to 39% cumulatively, or 2.22% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).⁷⁵ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.⁷⁶

There are no DUCs in the City of Sunnyvale.

Financing

This study will focus on receipts and disbursements within the City of Sunnyvale's General Fund (GF) and will consider the impact of revenues from other funds that are pertinent to fire and Emergency Medical Services (EMS).

The city prepares an annual operating budget and updates the related Capital Improvement Plan based on a July through June fiscal year. Budget preparations for the subsequent year typically begin in October with the recommended Budget released at the beginning of May. After several reviews, discussions, and public hearings, the proposed budget is adopted by the Sunnyvale City Council in June.

General Fund Recurring Revenues and Expenses

City staff provided a significant amount of information that was reviewed to develop a financial trend analysis for the five-year period, from fiscal year 2018 through fiscal year 2022. This review of GF revenues showed that revenues increased from \$207,403,000 in FY 2018 to \$234,732,000 in FY 2022, a 13.1% overall increase. Included in these revenues in FY 2021 and FY 2022 are federal stimulus funds of \$14.1 million each year.,

⁷⁵ Government Code §56033.5.

⁷⁶ Government Codes §56425(e)(5) and §56430(2).

Property tax revenues are the most significant source of GF revenues, followed by sales tax revenues. Combined, these two sources account for over 50% of GF revenues. Other sources of revenue include charges for services, contributions in-lieu, interest and rents, intergovernmental, and other sources. A significant increase in intergovernmental revenues was received in FY 2021 and FY 2022 as a result of expected federal stimulus funding of approximately \$14.1 million each year.

The GF expends funds for general government services. These include the City Manager, City Attorney, Community Development, Human Resources, Finance, Public Works, Library and Community Services, Public Safety Department, Environmental Services, Debt Service, and Capital Outlay.

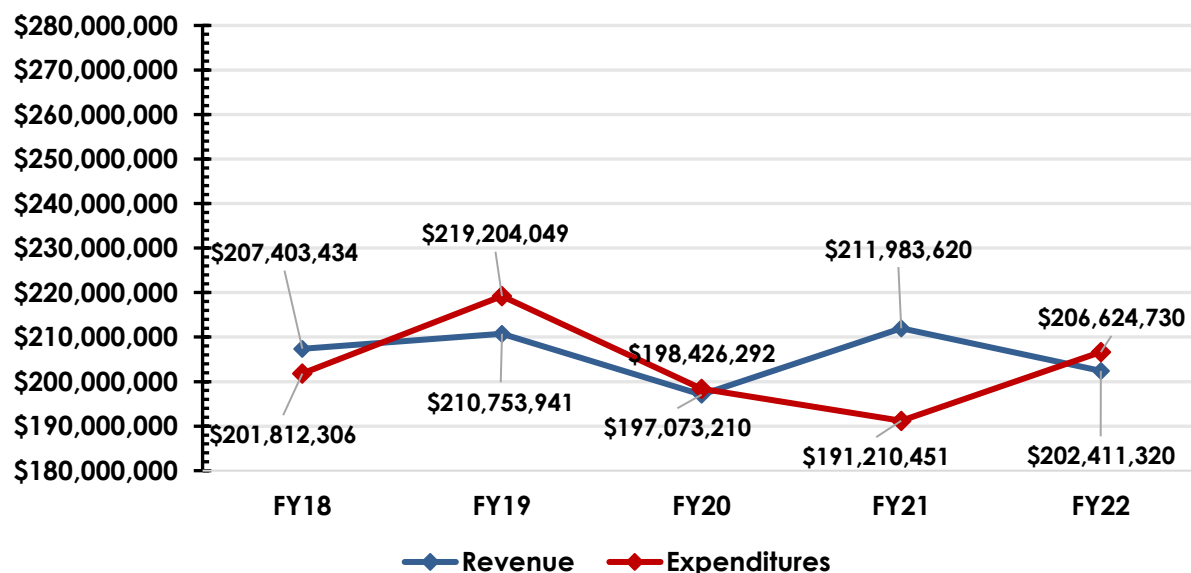
The COVID-19 pandemic had a significant negative impact on the FY 2020 and FY 2021 GF sales tax and transient occupancy tax revenue streams. The FY 2020 and FY 2022 GF deficits were provided by a drawdown of operating reserves.

Figure 201: City of Sunnyvale Summarized General Fund Revenues and Expenditures, FY 2018–FY 2022⁷⁷

Revenue/Expenditures	FY 2018 (Actual)	FY 2019 (Actual)	FY 2020 (Actual)	FY 2021 (Actual)	FY 2022 (Budget)
Revenue	207,403,434	210,753,941	197,073,210	211,983,620	202,411,320
Expenditures	201,812,306	219,204,049	198,426,292	191,210,451	206,624,730
Surplus (Deficit)	5,591,128	(8,450,108)	(1,353,082)	20,773,169	(4,213,410)
Ending Fund Balance	131,637,955	123,187,847	121,834,765	142,607,934	87,378,646

The following figure highlights revenues and expenditures, showing how the pandemic and other stresses have impacted the economic conditions of the city and surrounding area.

⁷⁷ FY 2022 Budget numbers provided by Sunnyvale Finance Department.

Figure 202: Summarized Historical General Fund Revenues and Expenditures

The City Council established Budget Reserve Policies that have allowed Sunnyvale to weather economic and COVID-19 pandemic events without a substantial decline in city services. Through conservative budgeting policies and spending practices, the City of Sunnyvale has maintained adequate GF balances and reserves.

Sunnyvale Department of Public Safety

Fire protection to the community is provided by the Sunnyvale Department of Public Safety whose employees are cross-trained/certified fire and police officers and operate through nine separate programs: Police Services, Fire Services, Community Safety Services, Personnel and Training Services, Investigation Services, Communication Services, Public Safety Administrative Services, Records Management and Property Services, and Fire Prevention and Hazardous Materials Services.

Salaries and benefits were approximately 77% of the total Sunnyvale expenditures in FY 2022, of which 13% was for payments into the CalPERS pension system. The city has incurred a significant unfunded actuarial liability (UAL) balance which is being addressed through its long-term financial planning process.

Figure 203: Sunnyvale Expenditures Related to Fire Protection, FY 2019–FY 2022

Revenue/Expenses	FY 2019 (Actual)	FY 2020 (Actual)	FY 2021 (Actual)	FY 2022 (Budget)
Expenses by Program				
Management	21,117,142	20,496,244	3,730,939	3,810,896
Field Operations	13,527,528	15,465,484	26,260,479	25,159,337
Prevention and Hazardous Materials	1,711,883	2,984,401	2,444,346	3,515,701
Total Operating Expenses	36,356,553	38,946,129	32,435,764	32,485,934

Financial Projections

City of Sunnyvale

City staff has prepared long-term financial projections to identify and anticipate funding available for operations and capital projects. These projections indicate steady growth in several revenue categories over the next 10 years as the economy recovers from the effects of the pandemic and other economic stresses. Growth in expenditures will slightly outpace the growth in revenues, which will reduce the operating reserve balance over the next five-year period. The following figure summarizes the projected growth in GF revenues and expenditures between FY 2023 and FY 2027.

Figure 204: Sunnyvale Summarized Projected General Fund Revenues and Expenditures

Revenue/Expenses	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	218,299,456	220,620,616	226,234,069	233,176,849	240,441,239
Expenditures	219,371,913	225,538,508	227,822,038	236,071,207	241,849,386
Net Surplus	(1,072,457)	(4,917,892)	(1,587,969)	(2,894,358)	(1,408,147)
Beginning Fund Balance	115,793,455	114,720,998	109,803,106	108,215,137	105,320,779
Ending Fund Balance	114,720,998	109,803,106	108,215,137	105,320,779	103,912,632

Sunnyvale Department of Public Safety

Significant service level enhancements or additions will be constrained by the limited growth anticipated from the City's revenue streams, such as taxes and service fees.

Capital Planning

As part of its twenty-year financial planning process, the City updates its long-term projects budget every other year to identify infrastructure and other improvement and replacement projects. The plan identifies facilities, including fire stations, to be replaced or renovated and fire apparatus to be replaced. The City applies a broad prioritization framework that focuses on preserving existing assets given limited resources. Critical unfunded or underfunded capital needs are also included in the Projects Budget as a priority for potential funding and to allow for a focused approach to capital investment.

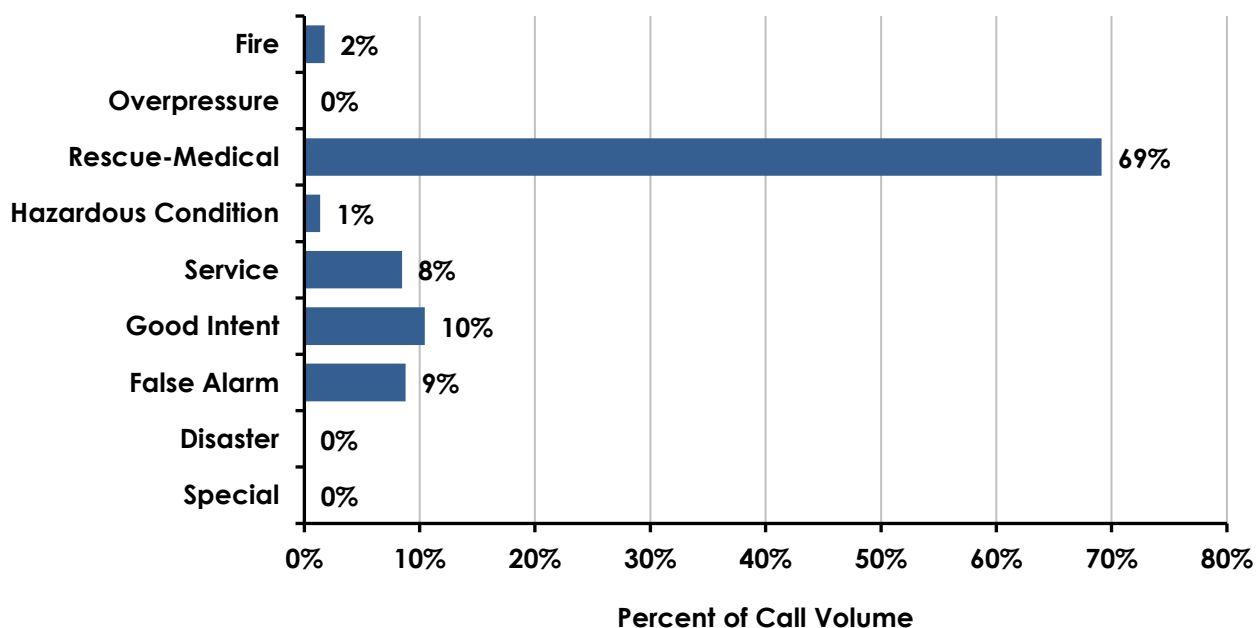
Demand for Services and Performance

Sunnyvale is an urban system that provides aid services to other communities when requested. Data was provided by the agency, the state Fire Marshal's office, and the city dispatch center and included incident information from January 1, 2018, through June 30, 2022. This analysis focuses primarily on incidents within the statutory response area. The following figure is the overview of the Fire Division statistics for Sunnyvale

Figure 205: Sunnyvale Overview

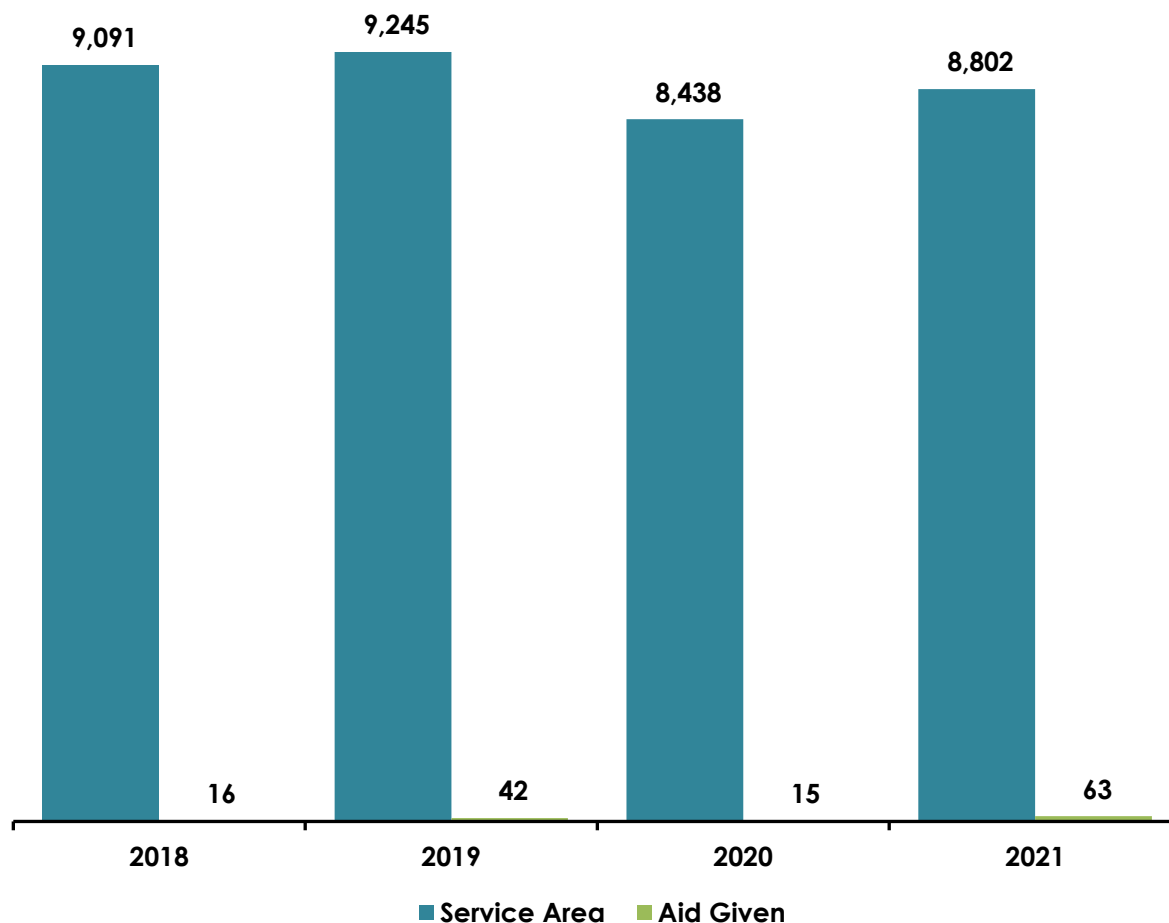
Agency	Avg. Annual Incident Vol.	Incidents per 1,000 Population	90th Percentile Total Time
Sunnyvale	8,894	62	8:26

Each incident was grouped into the main categories following the National Fire Incident Reporting System's (NFIRS) coding system. Incidents utilizing only computer-aided dispatch (CAD) data were grouped into a similar category utilizing the final incident type field provided. For the simple counts, the state NFIRS data was used which included the NFIRS categories. However, four months were not reported to the state by Sunnyvale. July through August 2019 and October through November 2021 were counted using the CAD data. The Sunnyvale -medical and rescue calls, classified in the "300" category of NFIRS, accounted for most of the incident types. These incidents accounted for over 69% of the incident volume. This proportion of incidents as medical calls is similar to most fire service agencies nationwide. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

Figure 206: Total Incident Responses by Type as a Percentage

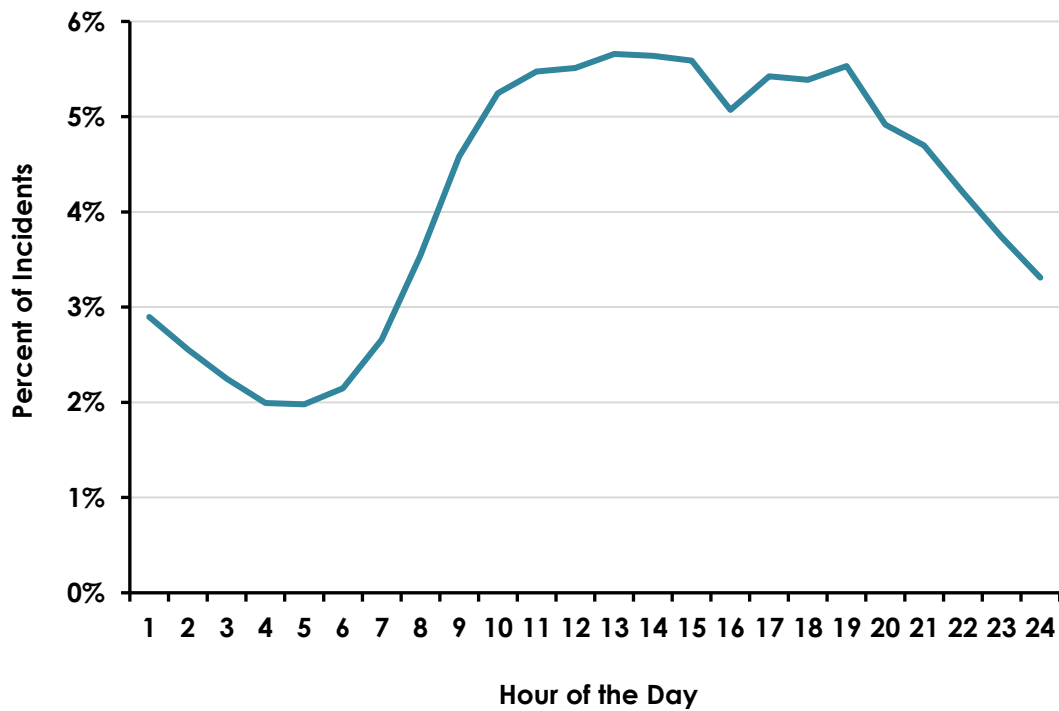
Typically, an analysis of incidents by year can yield a trend or indicate what call volume might look like in the next few years. Unfortunately, due to the COVID-19 pandemic and subsequent social and economic constraints, this is difficult with this data set. As a result, a trend was not easily spotted or extrapolated. It appears that Sunnyvale response numbers are continuing to decrease below 2018 levels, with 2022 on track to break 6,500 calls. The following figure shows the annual incident volume by year. Aid given includes mutual and automatic aid types provided to neighboring agencies.

Figure 207: Annual Incident Volume by Year

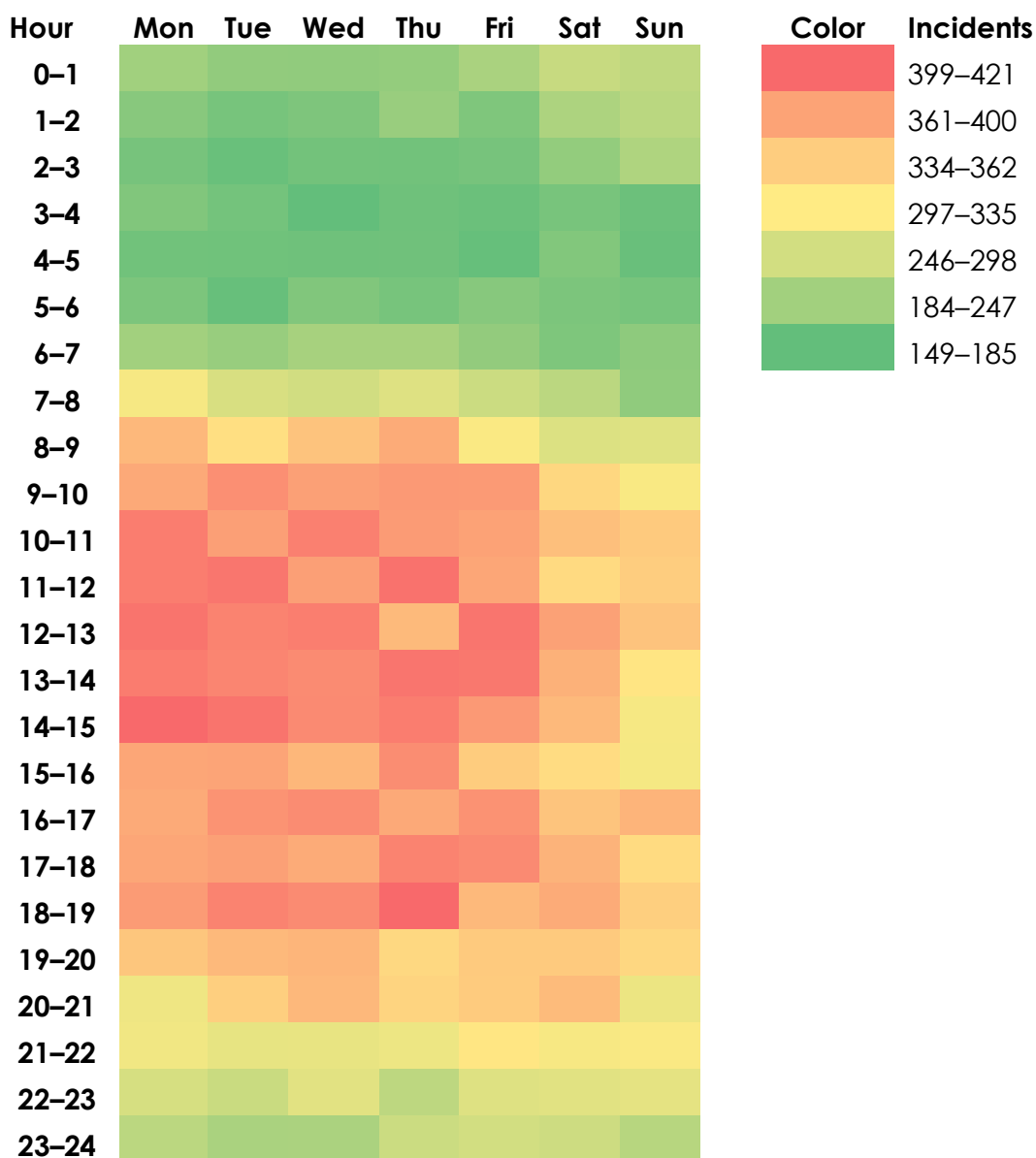


A temporal study indicated very little seasonality in the response data. Incident volume variation by month was not a significant factor. The variation is less than plus or minus 1% and does not appear defined enough to affect overall service demand and delivery.

A study of demand by hour shows that Sunnyvale, like many fire agencies, sees a significant variation by the hour. In fact, over 69% of all incidents happen between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour.

Figure 208: Incident Percentage by Hour

The average daily swing is typical and likely due to the number of awake and active people. However, the day-to-day variation in this information does play a part. The following figure is the incident heat map by the hour and day of the week.

Figure 209: Day and Hour Incident Heat Map

The preceding figure indicates the overall evaluation does not vary greatly throughout the week. Each weekday is relatively consistent, and the evening hours remain moderately active, with a significant drop after midnight. Sunday was the least busy day across all hours, and the incidents started later and ended earlier. Saturday was similarly less busy, but incidents continued later.

Emergency Response Performance

The performance of the Sunnyvale response was also evaluated. The performance times are calculated using only emergent responses or high-priority incidents where units responded with lights and sirens. The 90th percentile is typically used in the fire service and is considered the standard for measuring incident response performance. In addition, only those incidents within the city boundary are evaluated.

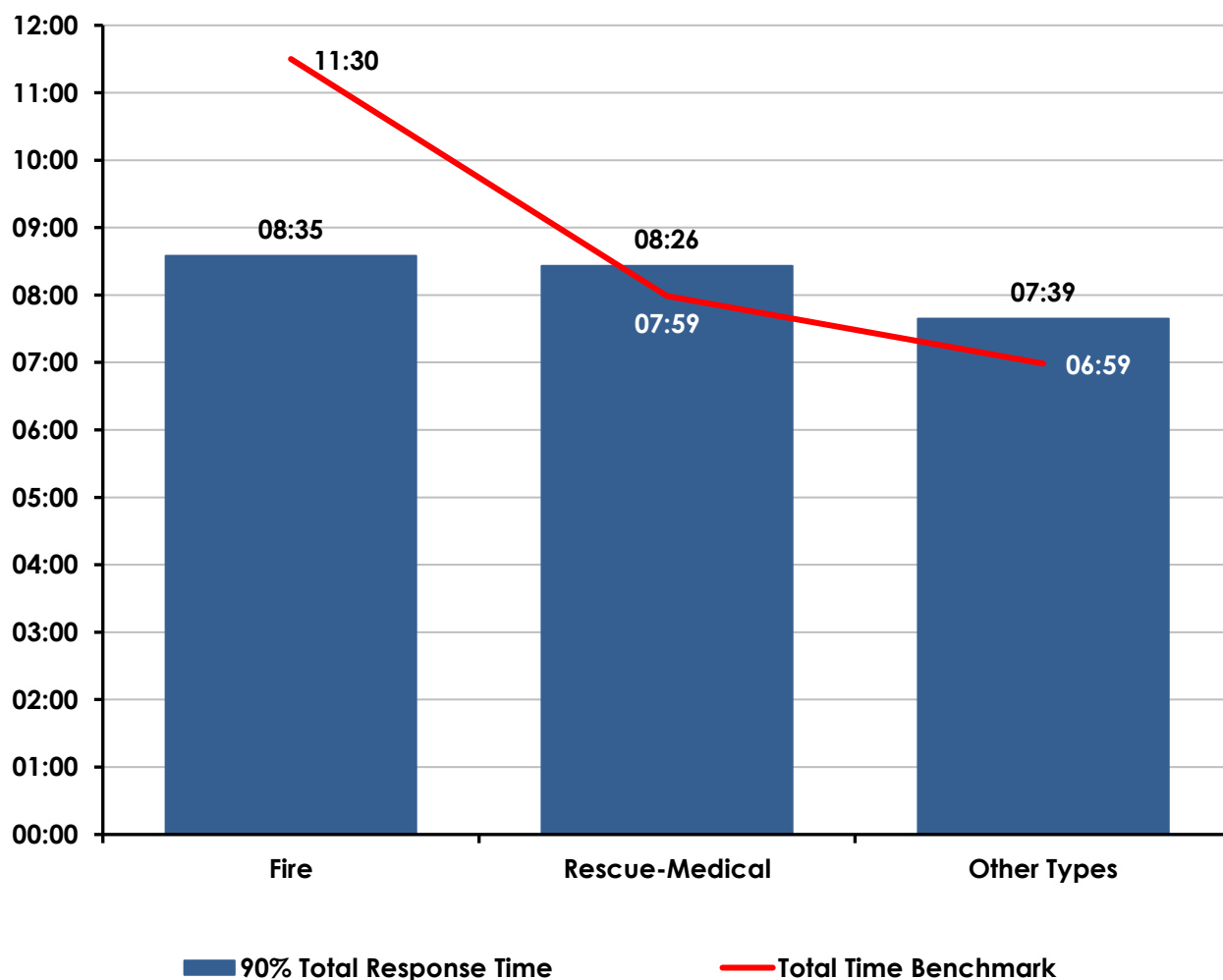
Three unique time segments are included when evaluating an agency's response performance. The first is the time it takes for the dispatcher to answer the 911 call and notify the agency (call processing); the second is the time it takes for the agency to receive the call and go en route to the call (turnout time); and third is the time it takes for the unit to drive to the incident (travel time). All three segments combined make up the **total response time**. For this evaluation, the unit type was not discriminated against, and the first arriving unit was used to determine the total response time.

Sunnyvale indicated an adopted response time standard of 7 minutes, 59 seconds (7:59) for medical incidents, 11 minutes, 30 seconds (11:30) for fire incidents, and 6 minutes, 59 seconds for hazardous incidents for emergency incidents. These three standards are measured at the 90th percentile. The overall total response time performance for Sunnyvale was 8 minutes, 26 seconds (8:26) or less 90% of the time. The following figure shows the adopted standards compared to the performance of Sunnyvale.

Figure 210: Adopted Standard vs. Actual Total Response Time Performance

Standard	1/2018–6/2022 Performance
EMS, 7:59	8:26 or less, 90% of the time
Fire, 11:30	8:35 or less, 90% of the time
Hazard, 6:59	7:39 or less, 90% of the time

Each call type may contain variables. For example, questioning the caller to get appropriate information may take more or less time. In addition, it may take longer for crews to respond depending on the personal protective equipment to be worn, which varies with the type of incident. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 211: Emergent Incidents 90th Percentile Total Response Times, Jan 2018–Jun 2022

The final analysis looked at the unit usage for all apparatus within the system. This analysis considered three dimensions. The first is the unit hour utilization (UHU). This number represents the time a unit was committed to an incident as a percentage of the total time they were on duty. The next is the average time a unit was committed to an incident. And finally, the average number of incidents a unit was deployed daily.

In addition to the nine primary engines, three trucks, one rescue, and one battalion chief, Sunnyvale had data for three additional engines. These were not identified by the agency and may be a unit that is no longer in service, a reserve unit, or some other type of unit not normally used by the agency. Because it was not clear which crew would staff E242, E243, and E245, the number of incidents and times for all three apparatus are included. The following figure shows the general statistics for each frontline unit within the Sunnyvale system.

Figure 212: Sunnyvale PSD Unit Usage

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
E41	3.4%	21 Minutes	2.4
E241	5.4%	19 Minutes	4.1
E42	5.6%	18 Minutes	4.5
T42	3.6%	18 Minutes	2.9
R42	0.7%	24 Minutes	0.4
B42	2.0%	16 Minutes	1.8
E43	4.9%	18 Minutes	4.0
T43	2.1%	19 Minutes	1.6
E44	4.0%	21 Minutes	2.8
E244	7.7%	19 Minutes	5.8
E45	3.6%	19 Minutes	2.7
T45	2.0%	21 Minutes	1.4
E46	2.2%	21 Minutes	1.5
E246	4.1%	21 Minutes	2.8
E242	0.1%	17 Minutes	0.1
E243	3.1%	17 Minutes	2.7
E245	0.3%	19 Minutes	0.2

Staffing

Sunnyvale operates a Public Safety model with one Chief for both Police and Fire. The Fire Services are led by a Deputy Chief. Emergency Response consists of fire apparatus staffed by two personnel, supplemented by Police patrol personnel who are trained in fire and Basic Life Services (BLS) response.

The following figure shows the total number of personnel assigned to the Fire Division.

Figure 213: Staffing

Assignment	Staffing
Uniformed Administration	3
Non-Uniformed Administration	3
Fire Prevention	10
Operations Staff	94
Emergency Communications	0
Volunteers, Reserve, On Call	0
Total Personnel	110

The following figure shows the daily operational staffing at each station and on each unit in the station. Operations staff have three shifts each working a 24/48 schedule (24 hours on and 48 hours off).

Figure 214: Daily Operational Staffing


Station	Daily Staffing	Unit Staffing
1	4	Engine (2), Engine (2)
2	6	Engine (2), Truck (2), Heavy Rescue (1), Command (1)
3	4	Engine (2), Truck (2)
4	4	Engine (2), Engine (2)
5	4	Engine (2), Truck (2)
6	4	Engine (2), Engine (2)
Total	26	Supplemented by Police Patrol Officers responding

Facilities & Apparatus

Sunnyvale Fire Stations

The following figure outlines the basic features of each of Sunnyvale's fire stations. The condition of each station is rated based on the criteria identified in the introduction to this section of the report.

Figure 215: Sunnyvale Fire Stations

Station Name/Number:		Sunnyvale Station 1				
Address/Physical Location:		171 N. Mathilda Ave, Sunnyvale, CA				
		General Description:			This 62-year-old station does not meet the needs of a modern fire station.	
Structure						
Date of Original Construction		1960				
Seismic Protection		No				
Condition (from rating sheet)		Poor				
Number of Apparatus Bays		Drive-through Bays		2	Back-in Bays	1
Length of each Apparatus Bay		77 feet drive through and 44 foot back-in				
Facilities Available						
Sleeping Quarters		5	Bedrooms	5	Beds	Dorm Beds
Current daily staffing		4				
Maximum staffing capability		5				
Kitchen Facilities		1				
Bathroom/Shower Facilities		Yes				
Assigned Apparatus/Vehicles						
CAD Identifier		Minimum Unit Staffing*		Apparatus/Vehicle Type—Comments		
E-41		2		Type 1 Engine		
T-241		2		Type 1 Engine		
Total Daily Staffing:		4				

*Cross-staffed (CS)

Station Name/Number: Sunnyvale Station 2

Address/Physical Location: 795 E. Arques Ave, Sunnyvale, CA



General Description:

This 62-year-old station does not meet the needs of a modern fire station. The city's capital projects budget shows replacing this station in the 2022–2023 budget year.

Structure

Date of Original Construction 1960

Seismic Protection No

Condition (from rating sheet) Poor

Number of Apparatus Bays Drive-through Bays 2 Back-in Bays 1

Length of each Apparatus Bay 67 feet drive through and 44 foot back-in

Facilities Available

Sleeping Quarters 8 Bedrooms 8 Beds 0 Dorm Beds

Current daily staffing 6

Maximum staffing capability 8


Kitchen Facilities 1

Bathroom/Shower Facilities Yes


Assigned Apparatus/Vehicles

CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments
E-42	2	Type 1 Engine
T-42	2	Truck
R-42	1	Heavy rescue
B-42	1	Command vehicle
Total Daily Staffing:	6	


*Cross-staffed (CS)

Station Name/Number:	Sunnyvale Station 3				
Address/Physical Location:	910 Ticonderoga Dr, Sunnyvale, CA				
	General Description: This 62-year-old station does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1960				
Seismic Protection	No				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays	1	Back-in Bays	1	
Length of each Apparatus Bay	49 feet				
Facilities Available					
Sleeping Quarters	5	Bedrooms	5	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	5				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-43	2	Type 1 Engine			
T-43	2	Truck			
Total Daily Staffing:	4				


*Cross-staffed (CS)

Station Name/Number:	Sunnyvale Station 4				
Address/Physical Location:	996 S. Wolfe Rd, Sunnyvale, CA				
	General Description:				
	This 62-year-old station does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1960				
Seismic Protection	No				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays	1	Back-in Bays	1	
Length of each Apparatus Bay	49 feet				
Facilities Available					
Sleeping Quarters	5	Bedrooms	5	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	5				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-44	2	Type 1 Engine			
E-244	2	Type 1 Engine			
Total Daily Staffing:	4				

*Cross-staffed (CS)

Station Name/Number:	Sunnyvale Station 5				
Address/Physical Location:	1210 Bordeaux Dr, Sunnyvale, CA				
	General Description: This 6-year-old station does meet the needs of a modern fire station.				
Structure					
Date of Original Construction	2016				
Seismic Protection	Yes				
Condition (from rating sheet)	Excellent				
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays	0	
Length of each Apparatus Bay	70 feet				
Facilities Available					
Sleeping Quarters	6	Bedrooms	6	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	6				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-45	2	Type 1 Engine			
T-45	2	Truck			
Total Daily Staffing:	4				

*Cross-staffed (CS)

Station Name/Number:	Sunnyvale Station 6				
Address/Physical Location:	1282 Lawrence Station Rd, Sunnyvale, CA				
	General Description:				
	This 62-year-old station does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1960				
Seismic Protection	No				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays	1	Back-in Bays	1	
Length of each Apparatus Bay	49 feet				
Facilities Available					
Sleeping Quarters	5	Bedrooms	5	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	5				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-46	2	Type 1 Engine			
E-246	2	Type 1 Engine			
Total Daily Staffing:	4				

*Cross-staffed (CS)

Fire Stations Discussion

One Sunnyvale fire station was considered in "Excellent" condition. The remaining five fire stations were rated as "Poor." The expected lifespan of a fire station is usually 50 years, Sunnyvale's fire stations range from six to 62 years old, with an average age of 52 years. The following figure summarizes Sunnyvale's fire stations and their features.

Figure 216: Station Configuration and Condition

Station	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Station 1	3	5	Poor	62 years
Station 2	3	8	Poor	62 years
Station 3	2	5	Poor	62 years
Station 4	2	5	Poor	62 years
Station 5	3	6	Excellent	6 years
Station 6	2	5	Poor	62 years
Totals/Average:	15	34		52 years average

Most Sunnyvale's fire stations are old and do not meet the requirements of modern firefighting. Because the firefighting environment has changed, the technology, equipment, and safety systems have also changed to meet new demands. However, older buildings do not typically have the space or engineering systems to meet that new environment. Modern living also requires much more access to electrical outlets than was expected in older buildings. The older Sunnyvale stations are no exception.

For example, older buildings do not meet the requirements due to the need to decontaminate personnel and equipment after many of the responses in the current firefighting context. Every crew member should have access to facilities to decontaminate immediately after a fire event, and showers should allow for gender separation. In addition, there needs to be enough partitioned space to allow for gear and equipment to be thoroughly washed and designed to control contamination in the living and working space of the station.

While all structures require routine maintenance, fire stations require even more due to the continuous occupancy by a minimum of three adults. Multiple departures and returns of heavy apparatus also affect these structures.

Facility Replacement

With five of Sunnyvale's six stations being over fifty years old, there should be a facility replacement plan in place. Sunnyvale's Capital Improvement Plan (CIP) states the following: "The advancement of fire service standards and continued population growth of the city establishes the recognition for the need to begin replacing or expanding older, smaller fire stations built in the 1960s. The current facilities are becoming functionally inadequate and driving the need for a master plan. The master plan's recommendations will be utilized to develop a project plan which will be brought forward for consideration during the next CIP budget cycle." At this time, there appears to be funding identified to replace Station 2 but there are only remodels listed for the remaining stations.

Ensuring the stations are in good repair also requires regular maintenance and scheduled replacement of specialized equipment. Plans for updating and repairing systems such as heating and air conditioning (HVAC), generators, roofs, driveways, parking areas, security gates, painting, carpet replacement, and small appliances can keep costs down and buildings in service longer. In addition, establishing a facility replacement and maintenance plan will enable the city to plan for ongoing service from each station more efficiently.

Status of Shared Facilities

Sunnyvale currently has no shared facilities with other fire agencies. Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closed best resource regardless of jurisdiction could help surrounding agencies provide more seamless service. Sunnyvale does participate in the county's Mutual Aid Plan.

Apparatus

The Deputy Chief of Fire Services reports that fire apparatus is on a fleet replacement schedule with a 15-year life span. While maintenance is accomplished through the city shop with certified fire mechanics, with assistance from outside vendors if needed. The Fire Chief reports that Sunnyvale is in the process of replacing four front line engines.

Apparatus was evaluated by agency staff based on age, miles/hours, service, condition, and reliability with the criteria available for reference in the introduction for this section of the report.

The following figures represent all apparatus and vehicles operated by Sunnyvale.

Figure 217: Apparatus

Unit	Type	Status	Year	Condition	Features
Engines & Aerial Apparatus					
E41	Engine	Frontline	2019	Excellent	Pump/500 Gallon
E241	Engine	Frontline	2008	Fair	Pump/500 Gallon
R141	Engine	Reserve	2012	Fair	Pump/500 Gallon
E42	Engine	Frontline	2019	Excellent	Pump/500 Gallon
T42	Truck	Frontline	2015	Good	100' Platform
R142	Engine	Reserve	2008	Poor	Pump/500 Gallon
E43	Engine	Frontline	2022	Excellent	Pump/500 Gallon
T43	Truck	Frontline	2015	Good	77' Aerial
E44	Engine	Frontline	2019	Excellent	Pump/500 Gallon
E244	Engine	Frontline	2008	Fair	Pump/500 Gallon
E45	Engine	Frontline	2022	Excellent	Pump/500 Gallon
T45	Truck	Frontline	2015	Good	107' Aerial
E46	Engine	Frontline	2019	Excellent	Pump/500 Gallon
E246	Engine	Frontline	2008	Poor	Pump/500 Gallon
Medics/Rescues/Other					
R42	HDR*	Frontline	2022	Excellent	HAZMAT/USAR Equipment

Figure 218: Supervisor & Command Vehicles

Unit	Assigned To	Manufacturer	Year	Condition
BC42	BC	Ford	2012	Fair
BC242	BC	Ford	2007	Poor

Dispatch & Communications

Sunnyvale operates the city's 911 Public Safety Answer Point (PSAP) and dispatch center under the direction of the Deputy Chief of Police Services. The center provides service for Sunnyvale Fire and Police.

Figure 219: PSAP and Dispatch Center

Item	Description
CAD Application	Command CAD Version 2.9.2 (2013)
Telephone System	Vesta911
Radio System	Encrypted, digital
Fire/EMS Notification	Zetron
Ability for fire agencies to communicate via radio with other fire agencies in the county	Yes
Ability for fire agencies to communicate via radio with police agencies in the county	Yes
Ability for fire agencies to communicate via radio with non-Fire EMS agencies in the county	Yes
Ability for PSAP to communicate CAD-to-CAD (how do you transfer a call to another center)	Only with Santa Clara County EMS
Criteria-based dispatch system in place	Yes
Formal EMD quality assurance program in place	Yes
Options for non-emergent calls not requiring EMS	Yes
AVL used on fire apparatus	Yes
AVL used on ambulances & EMS units	No
Do all fire & EMS units have MDTs/MDCs in vehicles	Yes
Closest unit dispatched via AVL	No
No. of 911 calls	38,181
No. of 7-digit incoming calls	56,315

Sunnyvale PSD Service Review Determinations

LAFCO is required to prepare a written statement of determination with respect to six areas as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Based on the criteria described in Section I of this report, the following determinations are proposed for the City of Sunnyvale fire related services.

Growth and Population Projections

- 8-1: Based on information from the 2020 U.S. Census, the population in the City of Sunnyvale is estimated at 155,805.
- 8-2: Sunnyvale is projected by the Association of Bay Area Governments to have a cumulative growth rate of 82% between 2020 and 2035, or 4.07% annually and reduce to 39% cumulatively between 2035 and 2050, or 2.22% annually.

Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence

- 8-3: There are no disadvantaged unincorporated communities (DUCs) in the City of Sunnyvale and its SOI.

Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Those Related to Sewers, Water, and Fire in Any DUCs Within or Contiguous to the SOI

- 8-4: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that the City generally has capacity to serve existing demand, as the highest utilization of any unit was 7.7%.
- 8-5: It appears that Sunnyvale PSD has sufficient capacity to serve existing demand. Aging facilities pose the primary constraint to providing service to future growth in demand. The city is compiling a master plan to inform financial planning to address facility replacement needs.
- 8-6: The City of Sunnyvale PSD provides an adequate level of services based on the latest ISO rating, staffing levels, and fire incident response times. However, the city does not meet its EMS response time goal of within 7:59 minutes for 90% of incidents with a response time of 8:26 for 90% of calls and the hazards response time goal of 6:59 for 90% of calls with a response time of 7:39 for 90% of incidents.
- 8-7: The primary challenges to fire services within the City of Sunnyvale according to the City are climate change and increased risk of wildfires, aging infrastructure, and recruitment and retention.

- 8-8: There is a possibility for enhanced efficiency/gained value as reported by the City through interoperability of communications systems, continued opportunities for joint training, and shared grant funding opportunities.
- 8-9: Five of Sunnyvale's stations are older and do not meet the requirements of modern firefighting. One Sunnyvale fire station was considered in "Excellent" condition. The remaining five fire stations are 62 years old and were rated as "Poor." The expected lifespan of a fire station is usually 50 years; with five of Sunnyvale's six stations over fifty years old, there should be a facility replacement plan in place. Sunnyvale recognizes the need to begin replacing or expanding older facilities and plans to identify needs in the upcoming master plan to be incorporated into the next capital improvement plan.
- 8-10: Santa Clara County has an excessive number of PSAPs and Dispatch Centers that are not using a common computer-aided dispatch (CAD) platform or even a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status creating disjointed dispatch services that greatly constrains the potential for efficient dispatch and mutual/automatic aid support. There is a need for a comprehensive feasibility study to determine the best method to address weaknesses in the County's overall emergency communications system.

Financial Ability of Agency to Provide Services

- 8-11: The COVID-19 pandemic had a significant negative impact on the FY 20 General Sales tax and transient occupancy tax revenue streams with a decline of approximately \$13.7 million in revenue sources from the previous year, or 6.5% in total. While revenues returned to pre-COVID levels in FY 21, the city budgeted for a significant deficit in FY 22 of \$26.8 million. The FY 20 and FY 22 GF deficits were provided by a drawdown of operating reserves. Operating expenses for fire services were significantly reduced by 16.7% between FY 20 and FY 21 and remained relatively unchanged in FY 22.
- 8-12: Cost minimization efforts by Sunnyvale consist of reducing administrative costs by having both police and fire service in one administrative organization, collaborating with CCFD and Gilroy FD in cost sharing for a Joint Fire Academy, participation in the Silicon Valley Regional Interoperability Authority (SVRIA), and participation in the countywide mutual aid agreement and auto aid agreements.

- 8-13: While rise in expenditures is anticipated to outpace increases in GF revenues for Sunnyvale through FY 27, the City maintains a healthy reserve equivalent to 53% of annual expenditures to fund shortfalls and contingencies.

Status and Opportunities for Shared Services

- 8-14: Sunnyvale PSD practices resource sharing as a member of the regional Mutual Aid agreement and through a JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting. The city also has an agreement with Gilroy FD to send employees to Sunnyvale for an entry-level fire training academy.
- 8-15: Sunnyvale identified collaborative training and a shared apparatus maintenance facility as opportunities for shared services to produce economies of scale and savings.
- 8-16: Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closest best resource regardless of jurisdiction could help Sunnyvale and neighboring agencies provide seamless service to the community along their borders. However, the dispatch interoperability challenges throughout the County limit the ability to implement this change. Even if the agencies are motivated to "drop borders," the time it takes to manually determine if a resource is available complicates the process, adds time to the alarm handling, and may minimize the opportunity to improve the response time for critical emergencies along the borders.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- 8-17: The City of Sunnyvale meets State laws for transparency and accountability, including making information easily accessible to the public, maintaining a compliant website, providing ethics training and economic interest reporting, following financial reporting requirements, and adhering to open meeting requirements. The city could enhance transparency regarding its fire services by making fire-related planning documents, such as the Standards of Cover, available on its website. Beyond meeting State laws, the city's website invites public feedback and requests by allowing for online bill payments, permit applications, newsletter sign up, and links to social media sites.

- 8-18: Exploring options for alternative structures, such as joint powers authorities combining two or more neighboring agencies (Mountain View, Palo Alto, Sunnyvale, Santa Clara, and CCFD), could potentially bring efficiencies and value-added services to Sunnyvale and other smaller fire service providers in Santa Clara County. Creating a larger entity with a unified structure can offer benefits such as increased accountability, improved efficiency, and enhanced effectiveness in delivering fire services to the community. While Sunnyvale's services are satisfactory and appear to be sustainable, there could be opportunities to pool resources, share expertise, and optimize operations, leading to improved service delivery.

9 Los Altos Hills County Fire District

Agency Overview

Los Altos Hills County Fire District (LAHCFD) is a special district that serves the residents of Los Altos Hills and areas known as Loyola, Los Trancos, and San Antonio Hills along with the Town of Los Altos Hills area totaling approximately 12 square miles with a population of 12,229.

LAHCFD provides services for fire and disaster prevention, protection, and building resiliency for the community. LAHCFD contracts with the Santa Clara County Central Fire Protection District (CCFD) for fire and EMS service

Background

LAHCFD receives fire and Emergency Medical Services (EMS) from Santa Clara County Central Fire Protection District (CCFD) through a contractual agreement covering LAHCFD and the City of Los Altos that has been in place since 1996. The current agreement is effective through December 31, 2026. Through this contract, the CCFD provides personnel, apparatus, and equipment to provide fire suppression and emergency medical services to LAHCFD.

LAHCFD provides services for wildfire, earthquake and disaster prevention, protection, and building resiliency for the community beyond the agreement with CCFD. Those services are further outlined in the 'Services Provided' section of this report. Properties and homes in LAHCFD are in the Wildland Urban Interface (WUI), on a minimum of one-acre lots, and situated in fire fuel-dense areas with small, limited ingress and egress roads.

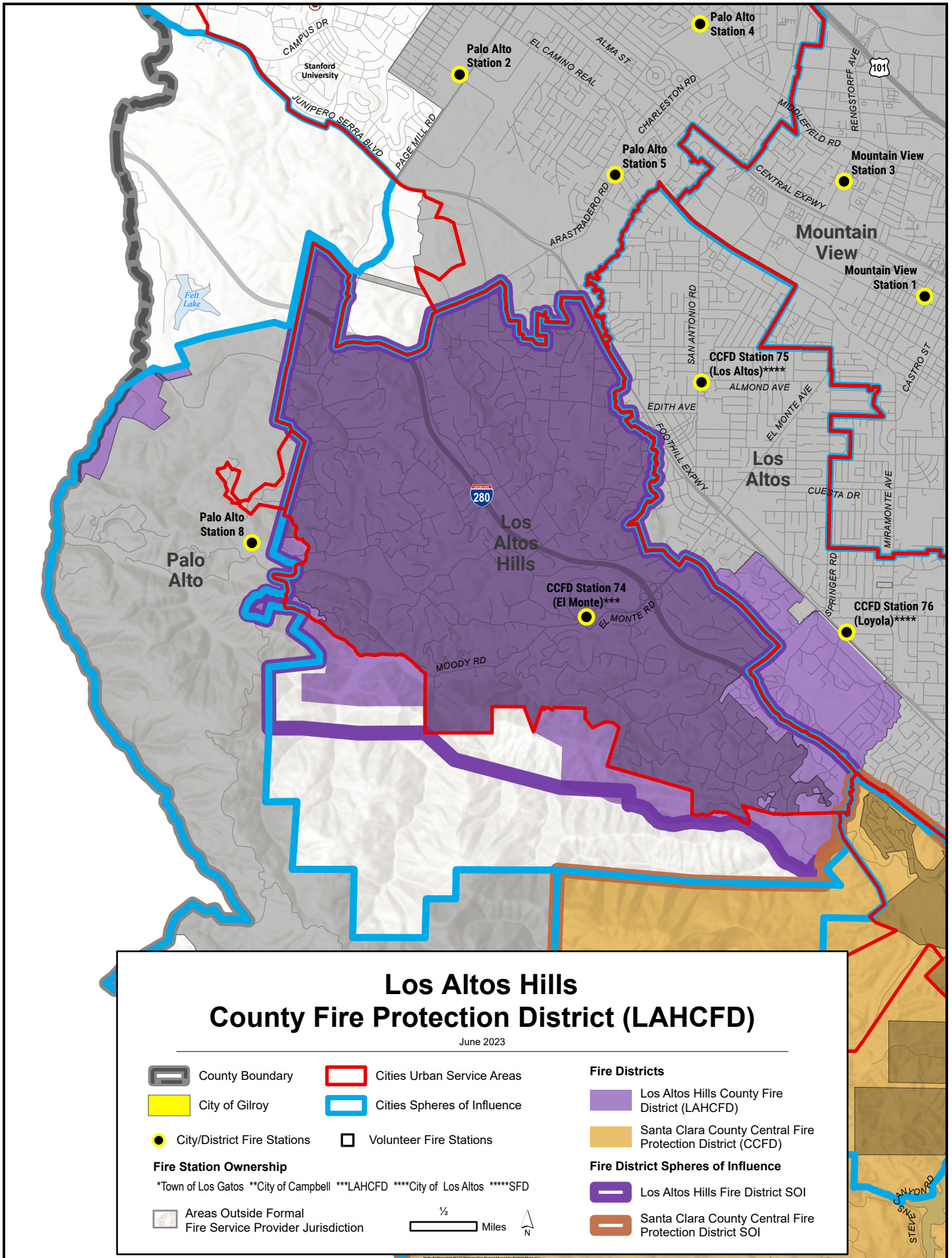
Boundaries and Sphere of Influence

LAHCFD's boundaries encompass two noncontiguous areas totaling approximately 12 square miles that consist of the Town of Los Altos Hills and the adjacent unincorporated area (i.e., the Loyola and San Antonio Hills areas), as well as the Los Trancos area, which borders both San Mateo County and the City of Palo Alto.

LAHCFD's Sphere of Influence (SOI) was established by LAFCO in 1983. It was most recently reviewed and updated in 2010 concurrent with the previous service review process.

LAHCFD's SOI is largely coterminous with its boundaries with the exception of 1) some agricultural and open space unincorporated lands to the south that are inside the SOI but outside LAHCFD's boundaries, 2) the noncontiguous Los Trancos area that is excluded from the SOI, and 3) the unincorporated area to the east of I-280 that is within the SOI of the City of Los Altos. In 2010, the SOI was updated to exclude lands that were previously annexed to the City of Los Altos and concurrently detached from LAHCFD in 2006.

Figure 220: Los Altos Hills County Fire District



Type & Extent of Services

Services Provided

LAHCFD contracts with CCFD for emergency response services and does not employ its own firefighting personnel. The full list of services provided by CCFD in LAHCFD is available in its profile.

In addition to funding station maintenance and apparatus purchases, LAHCFD plans and implements its own programs. Services augmented and funded by LAHCFD inside their boundaries include an additional 24/7 Battalion Chief, enhanced rescue equipment, Type III engine, the purchase of a water tender that was transferred to CCFD, fire crews in mode staffing on high fire warning days (red flag), funding to staff fire crews at an additional fire station from June 15, through October 31, and a LAHCFD parcel for staging fire protection activities.

LAHCFD hydrants and hydrant related water system. LAHCFD owns, replaces, and maintains 552 fire hydrants and the related infrastructures appurtenant to the hydrants from the water main. The infrastructure is connected to the Purissima Hills Water District (PHWD) water mains. An agreement between the Santa Clara County Board of Supervisors and PHWD governs the terms and conditions of the duties and responsibilities of the parties.

The hydrant water systems are valued at \$10 million.

LAHCFD GIS System. LAHCFD maintains a GIS system of data collection from the County of Santa Clara LiDAR repository via a service agreement for shared costs. LAHCFD collects GIS mapping and acquisition data from other resources and from measurement and metrics of projects the District conducts such as, evacuation route vegetation mitigation, open space vegetation mitigation, before and after UAS flyovers of projects to gather telemetry and photogrammetry data, hydrant water system data, environmental and CEQA mapping data. A GIS consultant assist District personnel in managing the GIS data to produce reports and mapping for projects and programs, CERT activities, emergency preparedness events, and to house and collect data from UAS telemetry and photogrammetry measurements and metrics to demonstrate vegetation mitigation and management

LAHCFD programs are depicted in the LAHCFD Chart of Services available on the website. These programs are supported by LAHCFD staff and specialized consultants who provide the functional components necessary for program operations.

1. Integrated Hazardous Fuel Reduction (IHFR) Programs

- Defensible Space Brush Chipping and Debris Removal Program
- Residential and community hazardous fuel reduction and mitigation
- Defensible Space Fuel Reduction Monthly Drop-off Program (Brush waste disposal)
- Weed Abatement Program
- Road Hardening and Evacuation Route Projects
- Goat grazing on the Open Space Preserve
- Strategic Fuel Breaks with neighboring Open Space District
- Home Ignition Zone (HIZ) Assessment, Survey, and Rebate Program
- Resources and assistance for residents to encourage sustainable property hygiene and the creation of defensible space around perimeter of homes and structures

2. Prevention, Protection, and Building Resiliency Programs

- Management of fire hydrant systems: Repairs, relocation, maintenance, and addition of fire hydrants and related hydrant infrastructure for fire suppression and protection of life and property safety
- Specialized "Red Flag" fire day firefighter patrol and Type III engine and apparatus enhancements
- Year-round 24/7 additional Battalion Chief services assigned to El Monte Fire Station
- Funds for fire crews at Palo Alto Fire Station 8 during summer and fall high fire season months (June through October, with option of extending into November, if needed)
- LAHCFD parcel for staging of fire crews and additional fire protection activities

3. Community Outreach and Education Programs

Focused on building self-reliance and resilient residents and neighborhoods

- Personal Emergency Preparedness (PEP) classes
- Community Emergency Response Team (CERT) Program and Teen CERT
- Cardio-pulmonary Resuscitation (CPR) and First Aid Classes
- Series of CERT refresher programs and workshops
- Educational videos

Service Area

LAHCFD does not provide services outside its boundaries; however, CCFD, LAHCFD's contract service provider, provides services to surrounding communities. These services are described in detail in the CCFD chapter.

Collaboration

- The County of Santa Clara County Emergency Medical Services Agency authorizes CCFD to provide Advanced Life Support (ALS) first response through a provider agreement.
- LAHCFD funds the staffing of a three-person crew at Palo Alto Fire Station 8 by CCFD and the City of Palo Alto during the declared fire season to protect Foothills Park and the surrounding communities. The current agreement automatically renews on a year-to-year basis until December 31, 2025. The legislative body of any party can provide notice of non-renewal prior to December 1 of each year.
- LAHCFD submitted sub-applications for a Cal OES FEMA Hazard Mitigation Grants to remove hazardous vegetation along I-280, forming a fuel break and improving public safety.
- The LAHCFD-owned parcel is available as a staging area to CCFD in the event of a wildfire or other disaster.
- Hydrants: An agreement between the Santa Clara County Board of Supervisors and PHWD governs the terms and conditions of the duties and responsibilities of the parties.
- LAHCFD maintains a GIS system of data collection from the County of Santa Clara LiDAR repository via a service agreement for shared costs.

Joint Power Agreements (JPAs)

- None

Contracts to Provide Services to Other Agencies

- None

Contracts for Services From Other Agencies

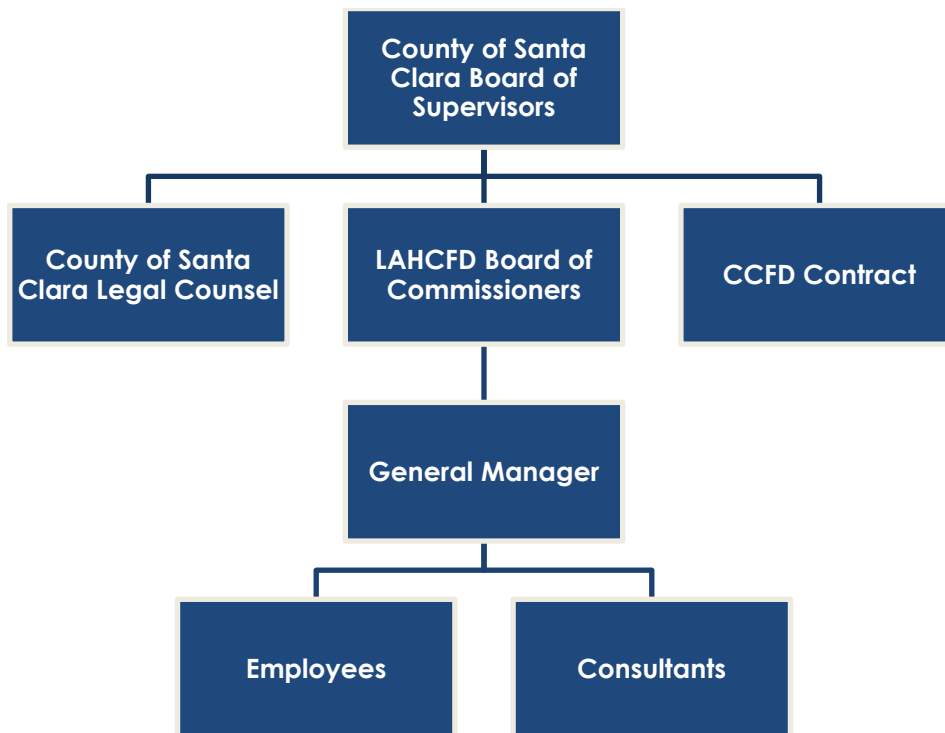
- In 1996, CCFD began providing fire and emergency medical services to LAHCFD and the City of Los Altos through a contractual agreement. The current agreement is effective through December 31, 2026.

Governance & Administration

LAHCFD was organized in 1939 by the County of Santa Clara Board of Supervisors. The Board of Supervisors sits as the Board of Directors of LAHCFD and in December 1980 delegated its power to a Board of Commissioners to manage the affairs of LAHCFD, except for the ability to initiate litigation without prior approval of the Board of Supervisors. LAHCFD is a dependent district of the County of Santa Clara.

The seven-member Board of Commissioners is appointed by the District 5 Supervisor of the Santa Clara County Board of Supervisors, which are then approved by the Board of Supervisors. Each of the Commissioners serves a four-year term, with at least two of the Commissioners representing the unincorporated areas of LAHCFD.

Figure 221: LAHCFD Organizational Chart



Accountability for Community Services—Transparency

The following figure identifies efforts to meet state laws designed to ensure transparency and accountability.

Figure 222: Transparency and Accountability

Transparency and Accountability	Available
Agency website ⁷⁸	Yes
Adopted budget available on website	Yes
Notice of public meetings provided	Yes
Agendas posted on website ⁷⁹	Yes
Public meetings are live streamed	Yes
Minutes and/or recordings of public meetings available on website	Yes
Master Plan (fire service specific) available on website	No, on CCFD website
Strategic Plan (fire service specific) available on website	Yes, for both LAHCFD and CCFD
Community Risk Assessment and Standards of Cover documents available on website (CCFD)	No, on CCFD website
SOC performance reports available on website	No, on CCFD website
Efforts to engage and educate the public on the services to the community	Yes
Staff and governing board member ethics training and economic interest reporting completed	Yes
Compliance with financial document compilation, adoption, and reporting requirements	Yes
Adherence to open meeting requirements	Yes

⁷⁸ As of January 1, 2020, independent special districts are required to maintain websites according to Government Code Sections 6270.6 and 53087.8 to provide the public easily accessible and accurate information about the district. Government Code Section 53087.8 lists what must be included on the website.

⁷⁹ Government Code §54954.2.

Efforts to engage and educate the public on fire protection, prevention, and community resiliency can be found on the LAHCFD website, www.lahcfd.org, and social media channels (Facebook, Instagram, Twitter, YouTube). These sources provide immediate services, resources, financial reports, and Commission meeting agendas, materials, and meeting session videos to the public. Additionally, information on community and resident projects and programs can be found on the webpage, such as, evacuation route projects, open space goat grazing, Home Ignition Zone (HIZ) Assessments, Defensible Space Programs, and Firewise USA programs. LAHCFD also has a Community Outreach and Education program for residents and the community that addresses fire and emergency preparedness materials, training, and classes in multiple languages. LAHCFD has developed 3-minute videos to demonstrate fire and disaster safety practices to viewers. All resources above can be found on the LAHCFD website.

In addition to meeting state laws, LAHCFD makes efforts to ensure transparency through its search features on its website and archive of 196 documents dating back to 2009. The website provides multiple means for the public to contact LAHCFD. LAHCFD abides by Assembly Bill 2257 (Government Code §54954.2) which updated the Brown Act with new requirements governing the location, platform, and methods by which an agenda must be accessible on the agency's website for all meetings occurring on or after January 1, 2019.

Land Use & Population Projections

Land Use

The Town of Los Altos Hills has adopted a system of zoning property to guide future development. The city's General Plan was adopted in 2008. According to the trends in 2008, there is limited land available for future development in Los Altos Hills, and there are no commercial or industrial uses in the town. The minimum lot size is one acre. Any additional growth will occur from the redevelopment of existing homes which maximizes the lot under current regulations. A breakdown of land use categories is shown in the following figure.

Figure 223: Los Altos Hills Existing Land Use Percentages⁸⁰

Land Use Categories	% of Total Area
Residential	93%
Open Space Preserve	3%
Institutional	2.7%
Public Recreation Area	0.3%
Private Recreation Area	0.9%

Current Population

Based on information from the 2020 U.S. Census, the population in the town of Los Altos Hills is estimated at 8,489 and population in the full LAHCFD service area is 12,229.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. LAHCFD is in Superdistrict 8 and is projected to have a cumulative growth rate of 14% between 2020 and 2035, or 0.88% annually. The growth rate between 2035 and 2050 is expected to reduce to 5% cumulatively or 0.32% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).⁸¹ LAFCD is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.⁸²

There are no DUCs in LAHCFD.

Financial Overviews

This section reviews the revenues and expenditures within LAHCFD's General Fund (GF) for the services it directly provides and the fire and EMS service contract with the CCFD. LAHCFD is a dependent special district, but is considered a component unit, within the confines and jurisdiction of the Santa Clara County government.

⁸⁰ Town of Los Altos Hills Planning Department.

⁸¹ Government Code §56033.5.

⁸² Government Codes §56425(e)(5) and §56430(2).

LAHCFD's Board of Commissioners, appointed by the Santa Clara County Board of Supervisors, and LAHCFD's service provider (CCFD), develop strategic priorities, budget policies, and the various long-range planning documents to be used in the preparation of an annual operating budget based on a July through June fiscal year. Budget preparations for the subsequent year begin in November with reviews of recent accomplishments of the various objectives and a review of the service level priorities, and include community engagement and outreach, after which a budget draft is produced. The final budget workshop with the Board of Commissioners takes place no later than the second week in May, with public hearings and the final budget adoption occurring in June.

LAHCFD employs a full-time General Manager with a staff consisting of one full-time, Programs, Planning, and Grants Manager, one full-time Emergency Services Manager, one full-time Operations Manager (0.50 vacant), one part-time Community Education & Risk Reduction Manager, one part-time District Clerk, one part-time Technical Analyst & Project Manager, (5.5 Full-Time Equivalent (FTE) employees) and several specialized consultants and a 0.50 part-time seasonal employee. In the FY 23/24 DRAFT Budget, LAHCFD is proposing the addition of 4.5 FTEs for a total of 10 FTEs.

CCFD provides firefighting personnel to LAHCFD through a Fire and Emergency Medical Services Agreement, as well as fire apparatus and equipment. LAHCFD owns the El Monte Fire Station and related furnishings and is responsible for capital repairs and improvements to the building. LAHCFD pays for the repair, replacement, and addition of 552 fire hydrants and related infrastructure within the District.

Revenues and Expenditures

A significant amount of information for the GF utilized to provide funding to LAHCFD was reviewed to develop a financial trend analysis for the five-year period of 2018-2022. This review of GF revenues revealed that the COVID-19 pandemic had little to no impact on revenues received by LAHCFD.

Property tax revenues, based on assessed property tax values, are the primary source of LAHCFD's revenue.⁸³ Revenues from this source are deposited into the GF fund and account for over 99% of GF revenues. Other sources of revenue include investment income and other sources. Property tax revenues have increased an average of 5% annually since 2018.

As previously indicated, in addition to LAHCFD's own employees, Commissioners' expenses, professional service agreements, insurance and risk reduction activities, LAHCFD's GF expends funds for services in accordance with the terms and conditions of the Fire and Emergency Medical Services Agreement.

Figure 224: LAHCFD General Fund Revenues and Expenses, FY 2018–FY 2022⁸⁴

Revenue/Expenses	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Actual FY 2022
Revenue	11,289,864	12,291,997	12,891,250	13,450,385	13,982,837
SCCFD Contract	4,498,565	4,690,124	4,904,110	5,105,340	5,279,346
Battalion Chief Services	1,086,517	1,140,867	1,188,066	1,236,816	1,278,972
Life & Property Safety Programs	1,671,743	2,340,742	735,595	757,615	1,036,096
Other Expenses	924,420	1,043,259	864,113	1,558,411	1,951,784
Total Expenditures	8,181,245	9,214,992	7,691,884	8,658,182	9,546,198
Change in Fund Balance	3,108,619	3,077,075	5,199,366	4,792,203	4,436,639
Fund Balance End of Year	15,963,918	19,040,993	24,240,359	29,032,562	33,469,201

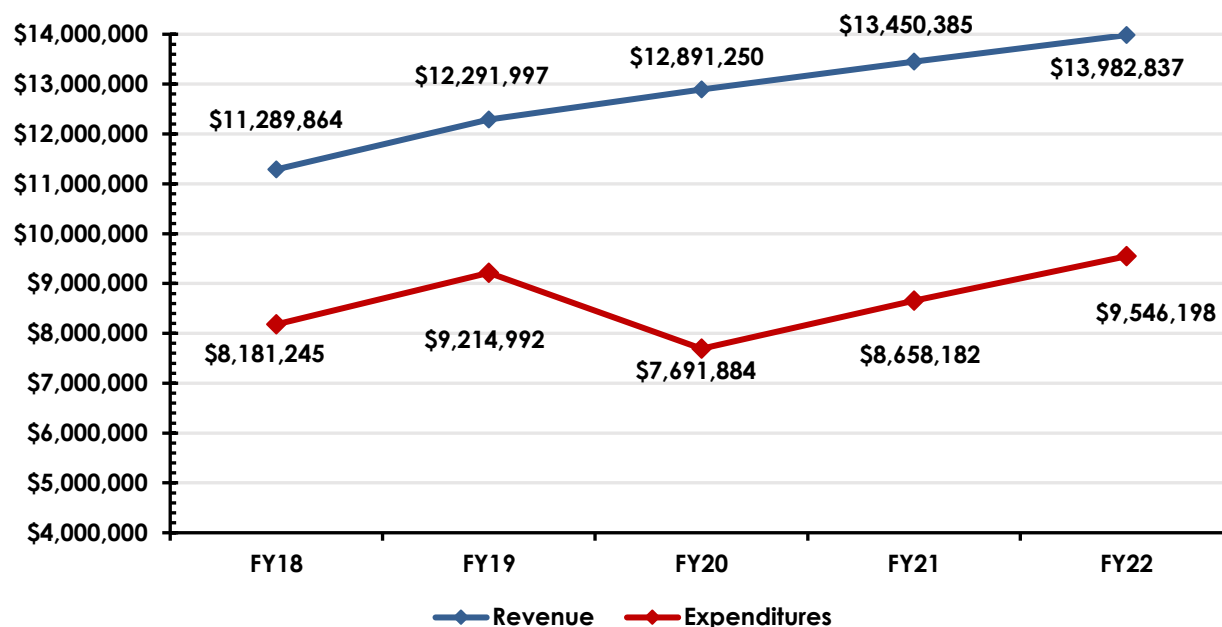
LAHCFD has identified "Committed Funds" from the net position or fund balance as part of its budget process. For FY 2022, it has committed \$14,000,000 for Operations, Emergency Operations, Buildings and Improvements, Wildfire Protection and Technology, and Hydrants and Infrastructures. The remaining funds are considered unassigned.

The following information displayed graphically shows how minimally the pandemic impacted LAHCFD's property tax revenues.

⁸³ Los Altos Hills County Fire Protection District Audit Report, June 30, 2021.

⁸⁴ Information from LAHCFD financial audits from 2018 -2022. Breakout of expenses from LAHCFD annual budget documents.

Figure 225: LAHCFD Summarized General Fund Revenues and Expenditures, FY 2018–FY 2022



Financial Projections

LAHCFD contracts with CCFD for fire and EMS services. LAHCFD anticipates property tax revenues to continue to increase slightly. While housing inventory will continue to be low and financing interest rate pressures raise concerns, prices should continue to moderately rise, increasing assessed valuations and property taxes. CCFD's increase in cost of services is limited to the "weighted average" of the percent growth of the Consumer Price Index (CPI) for San Francisco-Oakland-San José, all Urban, All Items CPI (50%); Assessed Valuation for the total parcels in the City or LAHCFD (25%), and Cost of Living Allowance (COLA) as defined in the agreement. LAHCFD is not a CalPERS pension system agency and hence has no unfunded pension system, health, claims or other liabilities or indebtedness.

Significant funds are being forecast to be spent on enhancing community life, property safety and disaster, earthquake, and wildfire risk reduction activities. LAHCFD is increasing its staff from 5.5 to 10 FTEs to accomplish projects and the goals outlined in the 2023–2027 Strategic Plan. Including these substantive expenditure increases for services provided directly by LAHCFD in the FY2023-2024 Budget, the District has forecasted revenue and expenditures to be near breakeven, retaining an end of year fund balance of approximately \$35 million, including fund commitments, level beginning in the five year forecast term ending FY 2027.

Figure 226: LAHCFD General Fund Summarized Projected General Fund Revenues and Expenditures⁸⁵

Revenue/Expenses	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	15,087,705	15,779,400	15,917,700	16,458,000	17,018,500
Expenditures	10,581,937	19,024,856	15,560,600	16,415,600	16,737,100
Change in Fund Balance	4,505,768	-3,245,456	357,100	42,400	281,400
Fund Balance End of Year	37,974,969	34,729,513	35,086,613	35,129,013	35,410,413

Capital Planning

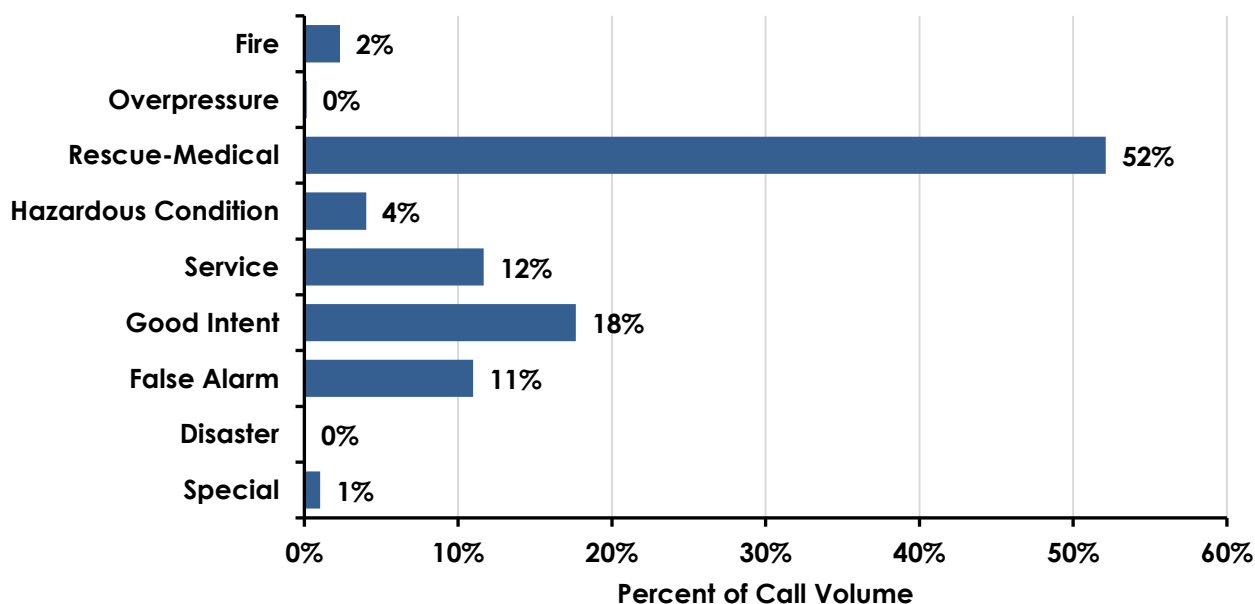
LAHCFD has developed a strategic plan and a community wildfire protection plan to identify future program expenditures, including items that are capital in nature.

Demand for Services and Performance

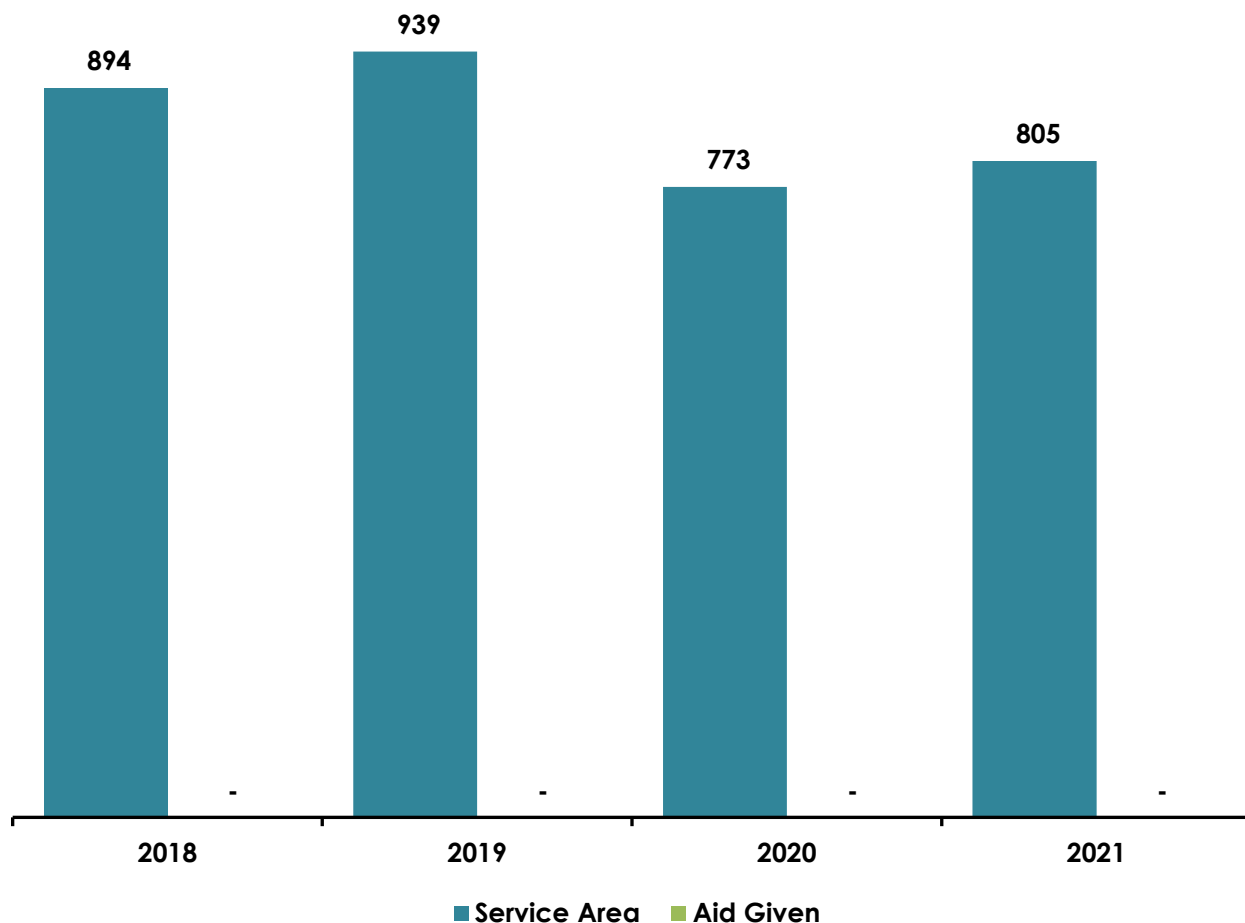
LAHCFD protects the Town of Los Altos Hills and the surrounding unincorporated area. It is approximately 11.7 square miles of mostly hilly and low density residential, with a population of 12,229. It has been contracting for fire and emergency medical services with CCFD since 1996.

LAHCFD had a total of 3,960 incidents from January 1, 2018, through June 2022. This accounts for approximately 5% of CCFD responses. The distribution of incidents was different than the overall total of CCFD, with a smaller percentage of EMS incidents, a larger percentage of fire, service, and good intent responses. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

⁸⁵ Financial projections provided by LAHCFD Budget Manager.

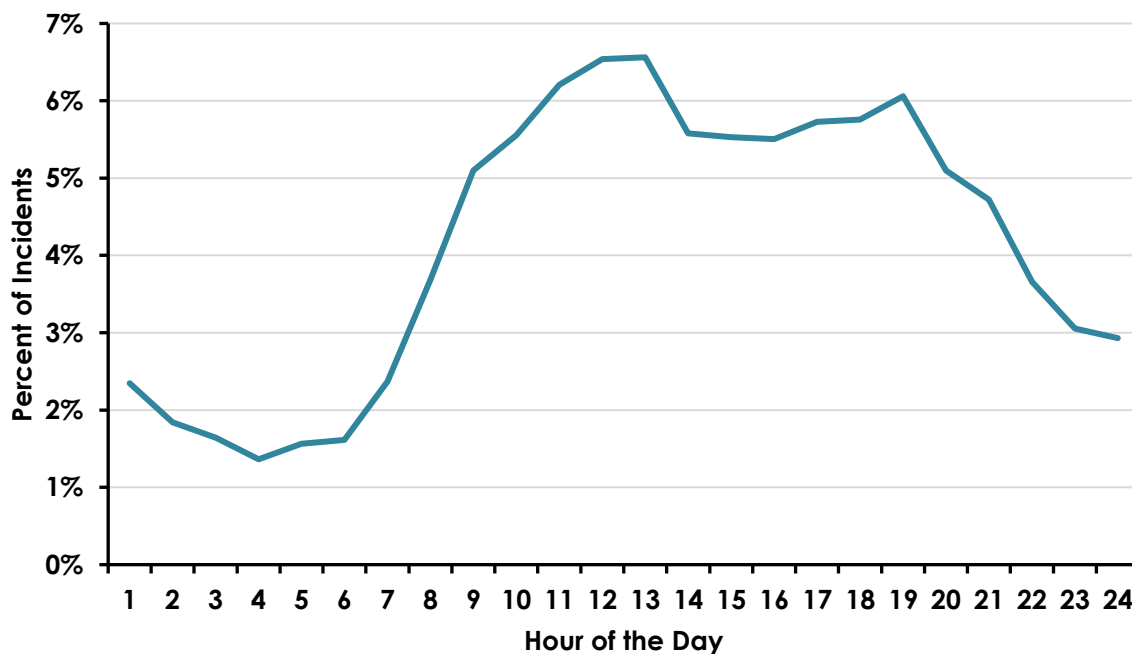
Figure 227: Total Incident Responses by Type as a Percentage (LAHCFD)

The overall call volume is rebounding from the COVID-19 pandemic similarly to the entire CCFD system, with 2022 volume on track to be less than 900 incidents, slightly fewer than the 2019 service demand levels. The following figure shows the annual incident volume by year. As this is a contract agency, the data does not breakdown the aid given or received specific for LAHCFD.

Figure 228: Annual Incident Volume by Year (LAHCFD)

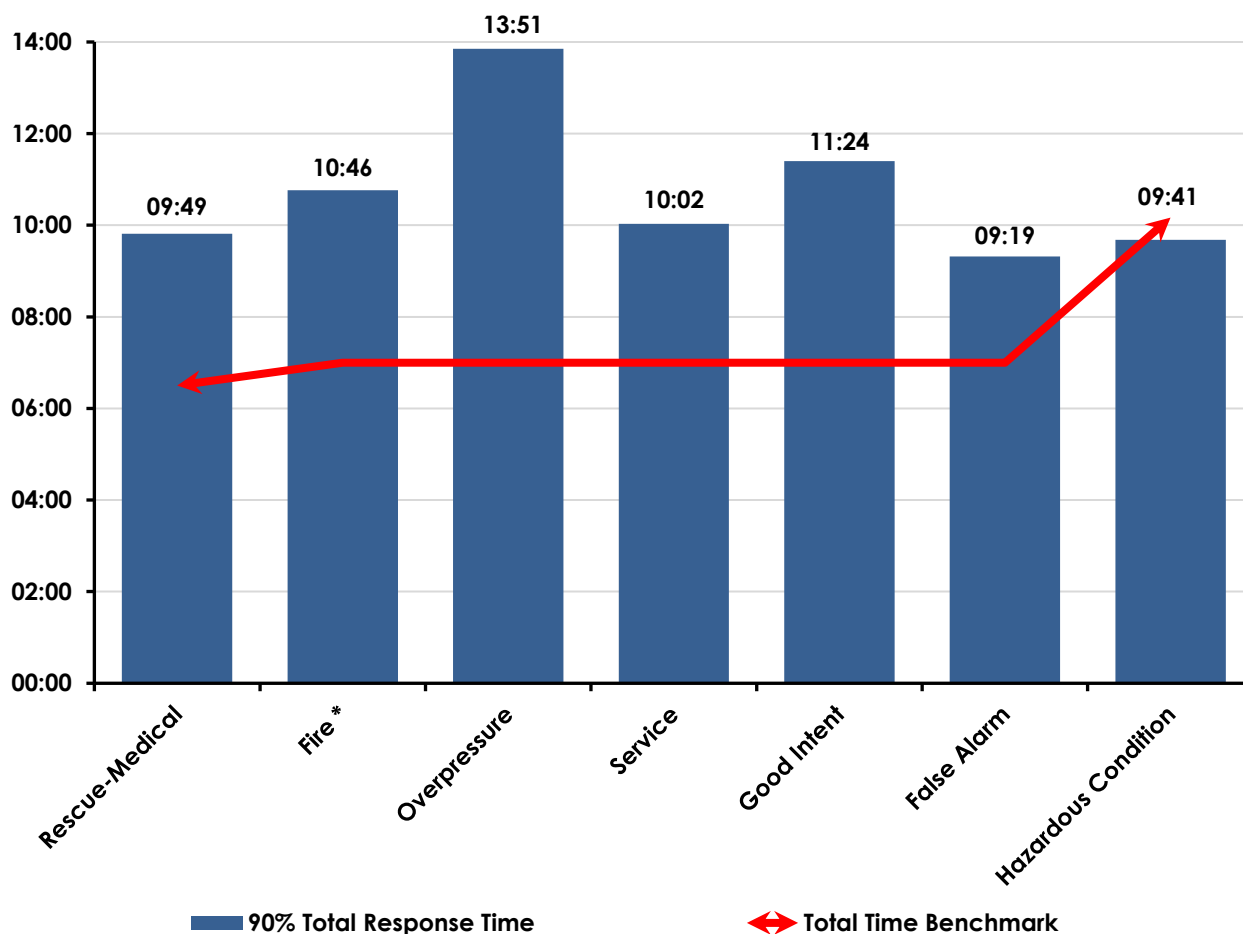
There was a slightly more pronounced seasonality for the Los Altos Hills area, with a 1.7% lower level in March and a 1.1% positive deviation in October. However, the remaining differences were less than a plus or minus 1% variation from the expected norm. With the lower overall volume, this seasonality does not likely impact overall service demand. The hourly evaluation shows a very similar distribution of incident volume as CCFD, with almost 74% of all incidents between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour.

Figure 229: Incident Percentage by Hour (LAHCFD)



Emergency Response Performance

LAHCFD has a much larger area, a smaller percentage of the incidents, and a lower population density compared to the overall CCFD service area. It is also on the northern border of the service area, which reduces the total concentration of units. This creates a situation where its 90th percentile performance is worse than CCFD overall. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 230: Emergent Incidents 90th Percentile Total Response Times (LAHCFD)

The final analysis looked at the unit usage for all apparatus within the system. The units serving LAHCFD are evaluated for this section. The first dimension is the unit hour utilization (UHU). This number represents the time a unit was committed to an incident as a percentage of the total time they were on duty. The next is the average time a unit was committed to an incident. And finally, the average number of incidents a unit was deployed daily.

Figure 231: LAHCFPD Unit Usage

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
R74 & E374	3.6%	28 Minutes	1.8
T74	0.2%	28 Minutes	0.1
B74	1.1%	30 Minutes	0.5

Staffing

In FY 2021–22, the LAHCFD budgeted 4.5 Full-time Equivalent (FTE) authorized positions. The current FY 2022–23 budget, the LAHCFD budgeted 5.5 FTE authorized positions. FY 2022–23 personnel include a full-time General Manager, one full-time, Programs, Planning, and Grants Manager, one full-time Emergency Services Manager, one full-time Operations Manager (50% vacant), one part-time Community Education & Risk Reduction Manager, one part-time District Clerk, one part-time Technical Analyst & Project Manager, and several specialized consultants and a part-time seasonal employee.

Firefighting personnel are provided through the Agreement between LAHCFD and CCFD for Fire and Emergency Medical Services.

El Monte Fire Station 74 is the primary station serving LAHCFD with a daily staffing of four personnel, however, the community has access to all CCFD fire stations with a total of 66 personnel on duty each day.


Figure 232: LAHCFD Daily Staffing

Station	Daily Staffing	Unit Staffing
El Monte 74	5	BC (1), Rescue (4)
Total	5	

Facilities & Apparatus

The following figure outlines the basic features of the LAHCFD fire station. The condition of the station is rated based on the criteria identified in the introduction to this section of the report.

Figure 233: LAHCFD Fire Stations

Station Name/Number:		Station 74 (El Monte)			
Address/Physical Location:		12355 El Monte Rd, Los Altos Hills, CA			
		General Description:			This 26-year-old station does not meet the needs of a modern fire station.
Structure					
Date of Original Construction		1996			
Seismic Protection		Yes			
Condition (from rating sheet)		Fair			
Number of Apparatus Bays		Drive-through Bays		2	Back-in Bays
Length of each Apparatus Bay		58 feet			
Facilities Available					
Sleeping Quarters			Bedrooms	12	Beds 9 Dorm Beds
Current daily staffing		5			
Maximum staffing capability		12			
Kitchen Facilities		1			
Bathroom/Shower Facilities		Yes			
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
R-74	4	Rescue			
T-74	4CS	Truck			
E-374	4CS	Type 3 Engine			
B-74	1	Command Vehicle			
Total Daily Staffing:		5			

*Cross-staffed (CS)

Fire Stations Discussion

The LAHCFD station was identified as being in Fair condition. The following figure summarizes the fire station and its features.

Figure 234: LAHCFD Station Configuration and Condition

Station	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Station 74 Los Altos Hills	2	12	Fair	26 years
Totals/Average:	2	12		26 years average

LAHCFD's station does not meet the requirements of modern firefighting. Because the firefighting environment has changed, the technology, equipment, and safety systems have also changed to meet new demands. However, older buildings do not typically have the space or engineering systems to meet that new environment. Modern living also requires much more access to electrical outlets than was expected in older buildings.

For example, older buildings do not meet the requirements due to the need to decontaminate personnel and equipment after many of the responses in the current firefighting context. Every crew member should have access to facilities to decontaminate immediately after a fire event, and showers should allow for gender separation. In addition, there needs to be enough partitioned space to allow for gear and equipment to be thoroughly washed and designed to control contamination of the living and working space of the station.

While all structures require routine maintenance, fire stations require even more due to the continuous occupancy by a minimum of three adults. Multiple departures and returns of heavy apparatus also affect these structures.

Facility Replacement

A facility replacement plan should be established for the El Monte Fire Station. While it is only 26 years old, it has been rated in fair condition and does not meet the needs of a modern fire station. It does, however, have seismic protection.

Ensuring the stations are in good repair also requires regular maintenance and scheduled replacement of specialized equipment. Plans for updating and repairing systems such as heating and air conditioning (HVAC), generators, roofs, driveways, parking areas, security gates, painting, carpet replacement, and small appliances can keep costs down and buildings in service longer. In addition, establishing a facility replacement and maintenance plan will enable the town to plan for ongoing service from each station more efficiently.

LAHCFD is currently considering upgrades to the El Monte Fire Station. LAHCFD plans to collaborate with CCFD on the remodel and capital improvements at the Fire Station.

Status of Shared Facilities

LAHCFD shares its station and equipment with CCFD for contract services. Additionally, LAHCFD funds a three-person engine company for at least 12 hours per day, 7 days per week at Fire Station 8 in Palo Alto during high fire season to protect Foothills Park and the surrounding communities. The 3-person crew is alternately staffed by CCFD and the City of Palo Alto.

Apparatus

Agency staff evaluated apparatus based on age, miles/hours, service, condition, and reliability with the criteria available for reference in the introduction for this section of the report. The apparatus assigned to LAHCFD are rated either Good or Excellent. CCFD incorporates this equipment into its fleet maintenance and replacement program.

Figure 235: CCFD Apparatus Serving LAHCFD

Unit	Type	Status	Year	Condition	Features
Engines & Aerial Apparatus					
E374	Type 3 Engine	Frontline	2019	Good	500 gal water, 25 gal foam
T74	Rear Mount Aerial	Frontline	2016	Good	300 gal water, 25 gal foam 101' Ladder
Medics/Rescues/Other					
R74	Rescue	Frontline	2021	Excellent	500 gal water, 25 gal foam

Figure 236: CCFD Supervisor & Command Vehicles serving LAHCFD

Unit	Assigned To	Manufacturer	Year	Condition
B74	Battalion Chief B74	Ford F250	2018	Excellent

Dispatch & Communications

CCFD operates a 911 Public Safety Answer Point (PSAP) and dispatch center. The center provides service to LAHCFD. The full information on the CCFD dispatch center is available in the primary CCFD profile.

LAHCFD Service Review Determinations

LAFCO is required to prepare a written statement of determination with respect to six areas as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Based on the criteria described in Section I of this report, the following determinations are proposed for the Los Altos Hills County FD.

Growth and Population Projections

- 9-1: Based on information from the 2020 U.S. Census, the population in LAHCFD is estimated at 12,229.
- 9-2: LAHCFD is projected by the Association of Bay Area Governments to have a cumulative growth rate of 14% between 2020 and 2035, or 0.88% annually, and a reduced growth rate of 5% cumulatively between 2035 and 2050, or 0.32% annually.

Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence

- 9-3: There are no disadvantaged unincorporated communities (DUCs) in the LAHCFD and its SOI.

Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Those Related to Sewers, Water, and Fire in Any DUCs Within or Contiguous to the SOI

- 9-4: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that CCFD generally has capacity to serve existing demand within LAHCFD's service area. All units have a UHU significantly less than the benchmark of 10%, with UHUs for the three units in LAHCFD ranging from 0.2% to 3.6%.
- 9-5: LAHCFD, through its contract with CCFD, appears to have sufficient facility and staffing capacity to service existing and future demand. However, additional resources may be necessary to reduce response times.
- 9-6: LAHCFD (through CCFD) provides an adequate level of services based on the latest ISO rating and staffing levels. However, CCFD does not meet its adopted response time benchmarks, based on call type and severity, in any category within the LAHCFD service area.

- 9-7: As identified by CCFD, the primary issues critical to fire services within LAHCFD consist of the demands for more wildfire preparedness and mitigation, 911 EMS transport instability and staffing challenges with the 911 EMS transport system, and the need for a dedicated county-wide regional wildfire planning and preparedness approach.
- 9-8: As identified by CCFD, there is a possibility for enhanced efficiency/gained value through continued focus on infrastructural needs that have been outgrown or do not meet the current needs of LAHCFD, maximization of civilian and safety staff to extract data to make data-informed decisions for program management, and exploration of alternative models to deliver EMS and assist with ambulance transport resources.
- 9-9: The LAHCFD El Monte Station was identified as being in Fair condition. While it is only 26 years old, it has been rated in fair condition and does not meet the needs of a modern fire station. It does, however, have seismic protection. A facility replacement plan should be established for the El Monte Fire Station.
- 9-10: Santa Clara County has an excessive number of PSAP's and Dispatch Centers that are not using a common computer aided dispatch (CAD) platform or even a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status creating disjointed dispatch services that greatly constrains the potential for efficient dispatch and mutual/automatic aid support. Even within CCFD's service area, six separate PSAPs exist, and fire related emergencies are transferred to County Communications via phone call. There is a need for a comprehensive feasibility study to determine the best method to address weaknesses in the County's overall emergency communications system.

Financial Ability of Agency to Provide Services

- 9-11: The COVID-19 pandemic had little to no impact on LAHCFD's revenues, however the pandemic did impact the ability of LAHCFD to complete projects and implement programs. Revenues experienced growth in every year from FY 18 to FY 22, and in each year, LAHCFD operated with a substantial surplus, particularly due to the delay of approved projects, which enabled the district to set aside funds and significantly increase its end of year net position by nearly doubling from \$18.1 million in FY 18 to \$35.4 million in FY 22. LAHCFD is in a strong financial position as demonstrated by its ability to fund sustainable services and grow its net position.

- 9-12: Of LAHCFD's \$35.4 million end-of-year fund balance for FY 22, \$14 million was committed to particular projects and the remainder was considered unassigned. LAHCFD's uncommitted balance was equivalent to 367% of FY 22 expenditures, which is sizeable for a public agency. The District has developed a plan to use surplus budget to meet Strategic Plan goals by increasing staffing from 5.5 to 10 FTEs. With this increase, the District projects reserves to remain relatively unchanged through FY 27. The District indicated plans to use the reserve funds for future fire facility replacement, solutions to reduce the longer response times, and utilization of the district parcel.
- 9-13: CCFD's annual payments on its unfunded actuarial liability are projected to increase for the foreseeable future and will continue to represent a significant portion of CCFD's costs associated with its contract services to LAHCFD. Additionally, CCFD recently negotiated wage increases for staff, which will also result in increased contract costs for LAHCFD. While costs are anticipated to increase, LAHCFD has a healthy financial position able to cover the projected expenditure increases.

Status and Opportunities for Shared Services

- 9-14: LAHCFD practices resource sharing by contracting for many services from CCFD, which is a contract service provider to several cities and districts, as a member of mutual and automatic aid agreements, as a member of the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting, and through the sharing of operations and funding for Palo Alto Fire Station 8 during wildfire season with CCFD and Palo Alto.
- 9-15: LAHCFD identified the opportunity to share management of emergency preparedness, disaster planning, and protection of residents with other partner agencies.

- 9-16: Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closest best resource regardless of jurisdiction could help LAHCFD/CCFD and neighboring agencies provide seamless service to the community along their borders. However, the dispatch interoperability challenges throughout the County limit the ability to implement this change. Even if the agencies are motivated to "drop borders," the time it takes to manually determine if a resource is available complicates the process, adds time to the alarm handling, and may minimize the opportunity to improve the response time for critical emergencies along the borders.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- 9-17: LAHCFD meets State laws for transparency and accountability, including making information easily accessible to the public, maintaining a compliant website, providing ethics training and economic interest reporting, following financial reporting requirements, and adhering to open meeting requirements. Many of LAHCFD's planning documents are located on CCFD's website. Links to those resources are recommended. LAHCFD makes available records dating back to 2009 on its website.
- 9-18: There may be potential for alternatives with regards to LAHCFD's governance and administration, where duplicated efforts could be minimized, as discussed in Section III: Governance Structure Alternatives; however, there appears to be no impetus to pursue any potential cost savings that would be the result of this reorganization.
- 9-19: Service structure options regarding areas in Santa Clara County that are presently outside of a local fire provider but within the vicinity of LAHCFD are discussed in the Governance Structure Alternatives of Section III of this report. There is the potential for LAHCFD to enhance public safety services in the County by annexing several areas that currently lack an identified fire protection and emergency response provider. In many cases, LAHCFD is the only feasible and capable provider of services or is the only agency positioned to annex the territory and contract with another agency for services.

Los Altos Hills County Fire Protection District Sphere of Influence Update

Existing Sphere of Influence

LAHCFD's SOI was established by LAFCD in 1983. It was most recently reviewed and updated in 2010 concurrent with the previous service review process. LAHCFD's SOI is largely coterminous with its boundaries with the exception of 1) some agricultural and open space unincorporated lands to the south that are inside the SOI but outside LAHCFD's boundaries, 2) the noncontiguous Los Trancos area that is excluded from the SOI, and 3) the unincorporated area to the east of I-280 that is within the SOI of the City of Los Altos. In 2010, the SOI was updated to exclude lands that were previously annexed to the City of Los Altos and concurrently detached from LAHCFD in 2006.

Recommendation

SOI Expansion to Include 2 Areas Outside of a Local Provider – There are presently 33 areas in Santa Clara County that lack an identified local fire provider. The primary service structure for these areas that is most feasible and leads to logical boundaries is annexation by the adjacent fire protection district with services provided directly or by an appropriate contract provider. This structure is proposed for areas adjacent to LAHCFD boundaries for Areas 22 and 25, as identified in the Governance Structure Alternatives section of this report. Area 22 is located to the south of LAHCFD adjacent to its existing SOI and is comprised of the Rancho San Antonio County Park and Open Space Preserve and hillside. CCFD provides contract services to LAHCFD, and reported it is presently responding in Area 22 primarily for emergency medical services without compensation. Area 25 is a section of Interstate 280, which is abutted on either side by sections of the same interstate that is within LAHCFD's boundaries. It is logical that Area 25 be served by the same agency as the adjacent sections of roadway. LAHCFD has demonstrated sustainable financing for services and is capable of expanding its jurisdiction to the areas in question. Should LAHCFD initiate annexation of these areas and the remainder of the area already within its SOI, it is anticipated CCFD would extend its services to the newly annexed territory through its contract with LAHCFD. Any organizational change to address these areas will likely be dependent LAHCFD to initiate.

Given the well-defined land uses, zoning designations, and urban service area boundary delineation in these areas, it is not anticipated that inclusion in a fire district's SOI or boundaries would induce growth. Inclusion of these areas in a fire district's SOI is not intended to be a precedent for other services and service providers as the circumstances are unique for fire services and it is in the interest of public safety throughout the County.

The proposed SOI expansion indicates LAFCO's anticipation that the district would be amenable to annexation and eventual service provision or entering into a contractual arrangement for services.

Proposed Sphere of Influence Update Determinations

LAFCO is required to prepare a written statement of determination with respect to the following areas when updating a special district's Sphere of Influence, as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. The following determinations are proposed for the Los Altos Hills County Fire Protection District.

The nature, location, extent, functions, and classes of services provided

9-20: LAHCFD, through a contract with CCFD, provides fire protection services and emergency medical service response. Beyond its contract with CCFD, LAHCFD provides services for wildfire, earthquake and disaster prevention, protection, and building resiliency for the community. Additionally, LAHCFD owns, replaces, and maintains fire hydrants and the related infrastructure.

Present and planned land uses in the area, including agricultural and open-space lands

9-21: LAHCFD serves the residents of Los Altos Hills and areas known as Loyola, Los Trancos, and San Antonio Hills along with the Town of Los Altos Hills. Existing and planned land uses in LAHCFD are overwhelmingly residential, with some permanently preserved open space and parklands. There are no commercial or industrial uses in the town. There is limited land available for future development in the Town of Los Altos Hills. Any additional growth will occur from the redevelopment of existing homes.

Present and probable need for public facilities and services in the area

9-22: In 2022, there were under 900 incidents within LAHCFD's bounds, indicating a need for the services provided, in particular for rescue and medical responses which constituted 52% of calls. Calls for service within LAHCFD declined in 2020 and grew through 2022.

9-23: The area within LAHCFD is projected to have a cumulative growth rate of 14% between 2020 and 2035, or 0.88% annually and 5% cumulatively between 2035 and 2050, or 0.32% annually, indicating a likely analogous increase in demand for fire and emergency medical services.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- 9-24: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that CCFD generally has capacity to serve existing demand within LAHCFD's service area. All units have a UHU significantly less than the benchmark of 10%, with UHUs for the three units in LAHCFD ranging from 0.2% to 3.6%.
- 9-25: LAHCFD, through its contract with CCFD, appears to have sufficient facility and staffing capacity to service existing and future demand. However, additional resources may be necessary to reduce response times.
- 9-26: LAHCFD (through CCFD) provides an adequate level of services based on the latest ISO rating and staffing levels. However, CCFD does not meet its adopted response time benchmarks, based on call type and severity, in any category within the LAHCFD service area.

Existence of any social or economic communities of interest in the area

- 9-27: LAHCFD serves the Town of Los Altos Hills and adjacent unincorporated areas. These areas are considered social and economic communities of interest, as growth and development in the Town of Los Altos Hills and surrounding communities affects the demand for services provided by LAHCFD.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence

- 9-28: There are no DUCs in LAHCFD and its SOI.

10 Santa Clara County Central Fire Protection District

Agency Overview

Santa Clara County Central Fire Protection District (CCFD) provides fire protection and emergency medical services (EMS) to a total population of 258,315 in 132 square miles. CCFD operates 15 fire stations with 349 personnel (including the 14 volunteers). The CCFD service area population is 156,660, with an additional 101,655 population served through contracts with cities and districts.

CCFD provides fire and EMS service to the unincorporated areas in the Santa Cruz mountains, the cities of Cupertino, Los Gatos, Monte Sereno, and a portion of Saratoga as part of its inherent service area associated with the Santa Clara County Central Fire Protection District; and by contract to the cities of Campbell and Los Altos; and to the Los Altos Hills County Fire Protection District (Including the Town of Los Altos Hills) and Saratoga Fire Protection District (Including the remaining portion of the City of Saratoga).

For this overview, the Los Altos Hills County Fire Protection District (LAHCFD) and Saratoga Fire Protection District (SFD) profiles are attached as a sub-profile to CCFD. The contract cities break out portion of this profile are included in the primary CCFD profile.

Background

CCFD established a Strategic Plan in 2023 and a Standards of Cover in 2020; the governing body has not adopted these documents.

The communities served by CCFD earned a Public Protection Classification (PPC) rating of 2/2Y from the Insurance Services Office (ISO) in January 2022. ISO measures various data elements to determine the PPC for a community. The PPC rating is based on an evaluation of three main components: the fire department, the water system, and the communications center. Insurance companies often subscribe to ISO's services to retrieve the PPC rating for a community. The PPC rating plays a significant role in determining insurance rates for properties within that community. A lower PPC rating indicates a higher level of fire protection and can result in lower insurance premiums for property owners.

Over the last 10 years, most of the cost minimization efforts have been the result of reducing resources as a budget reduction strategy. The reductions include the following:

- During the recent economic instability, CCFD pursued a maintenance budget for the past four years by asking program managers not to expand its budget and work with basic needs.

- CCFD did not want to deplete its reserves below 20% to fund the new HQ site and instead spread the cost over time to maintain reserves.
- CCFD hires or onboards personnel to allow for down-staffing. As an example, the fuels crew was hired as extra help to allow the organization to release the staff if the funding source does not continue.

The Fire Chief's top three critical issues:

- Fiscal uncertainty with the demands for more wildfire preparedness and mitigation efforts (County Fire's fuels crew funding source, as discussed previously, is an example).
- 911 EMS transport instability and staffing challenges with the 911 EMS transport system.
- Dedicated County regional wildfire preparedness approach. Operationally, fire agencies have consistently been able to respond to and mitigate wildfire incidents well. As this threat grows more dangerous due to climate change, county-wide fuel mitigation plans should be updated to create and maintain strategic fuel breaks.

The Fire Chief's top three opportunities to increase value and/or efficiency for the public:

- Continue to focus on infrastructural needs (fleet, facilities, and programs) as the department has outgrown or has infrastructure that does not meet the current needs of the organization.
- Maximize civilian and safety staff to extract data from the RMS and provide information and guidance to help make data informed decisions for program management.
- Explore internal alternative models to deliver EMS to help residents who may not need ambulance transport but need to be directed to appropriate County resources.

Boundaries and Sphere of Influence

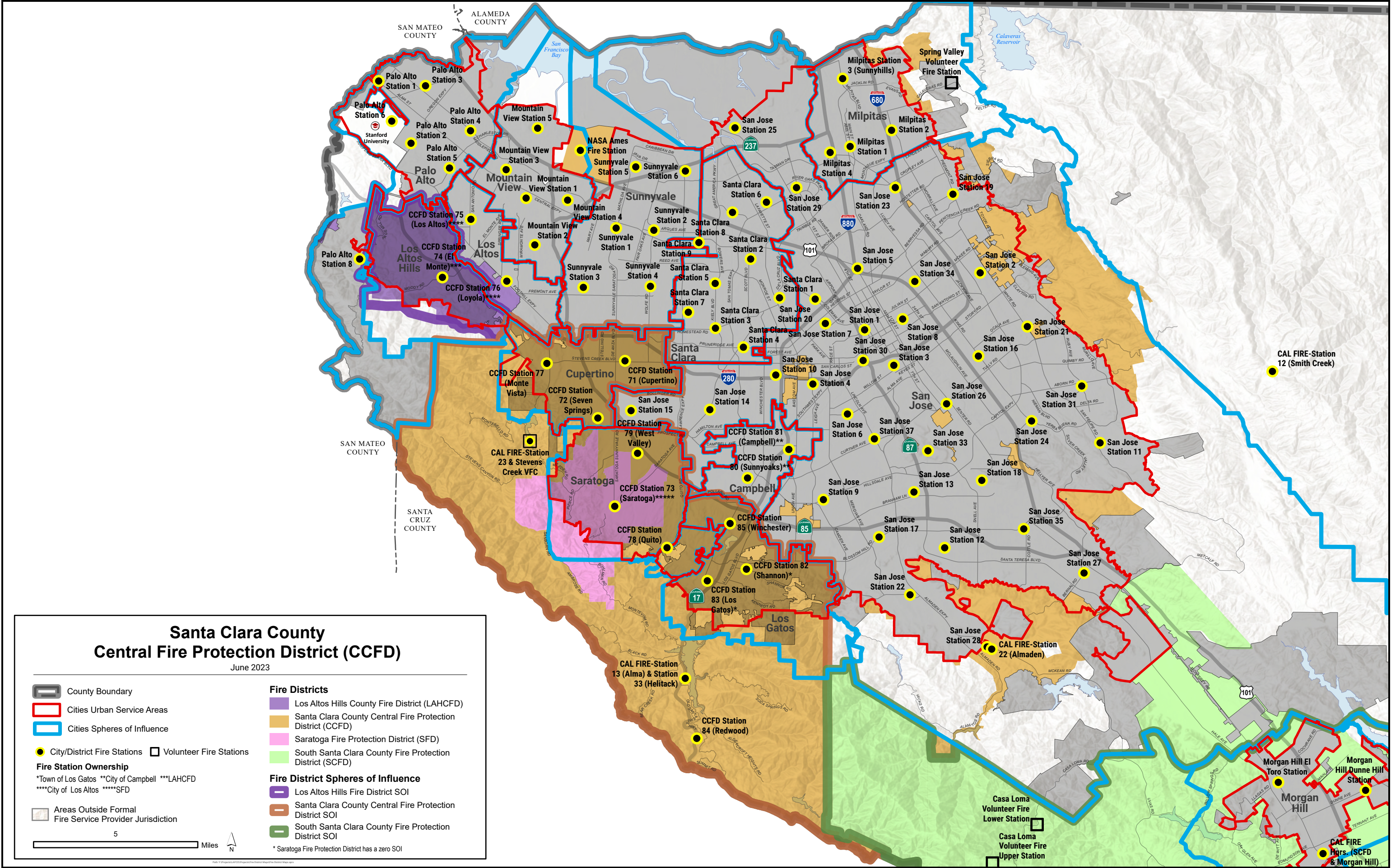
CCFD's boundaries encompass 132 square miles consisting of much of the unincorporated areas in the western Santa Cruz Mountains, and the cities of Cupertino, Los Gatos, Monte Sereno, and part of Saratoga. These areas served directly by CCFD are classified as "Zone 2" by CCFD.

CCFD boundaries also include noncontiguous pockets of unincorporated territory that are largely unincorporated islands within the urban service area of the City of San José and unincorporated territories immediately adjacent to the City of San José and the City of Milpitas. CCFD contracts with the cities of San José and Milpitas to provide fire service to these urbanized unincorporated islands that are surrounded by these cities and/or adjacent to these cities, as well as lands within the lower foothills. These areas are classified as “Zone 1” by CCFD.

Also, within CCFD’s boundaries is Moffett Field, an unincorporated area bisected by the SOIs of Sunnyvale and Mountain View. It is home to NASA Ames and to several public and private research institutions. While this area is an inherent part of CCFD’s jurisdiction, the area is considered a Federal Response Area and fire protection and emergency response services are provided directly by NASA Ames Fire Department. This area is classified as “Zone 3” by CCFD.

CCFD’s SOI was most recently reviewed and updated in 2010 to exclude lands on the southeastern edge to be consistent with the District’s boundary and retracted to exclude the lands that were annexed to the City of Los Altos and concurrently detached from CCFD in 2006. Its current SOI is concurrent with its boundary except that it does not include the noncontiguous unincorporated islands and areas.

Figure 237: Santa Clara County Central Fire Protection District



Type & Extent of Services

Services Provided

CCFD provides a full range of services for its residents, including a fuels mitigation crew. CCFD does not have the ability to provide ambulance transport when the system demand is excessive. The following figure represents each of the services and the level performed.

Figure 238: Overview of Services Provided

Service	Y/N	Level
Fire Suppression	Yes	
Wildland Fire Suppression	Yes	Structural and wildland engine based suppression (type 3 and 6 engines) plus fuels crew and dedicated water tender.
Statewide Mobilization	Yes	Available for Cal OES statewide mobilization
EMS First Response	Yes	Advanced Life Support
Ambulance Transport	No	
Specialized/Technical Rescue	Yes	Type 1 US&R Company (Technician-level)
HazMat Response	Yes	Type 1 Hazmat Team (Specialist-level)
Fire Inspection/Code Enforcement	Yes	
Plan Reviews	Yes	
Public Education/Prevention	Yes	
Fire & Arson Investigation	Yes	Arson investigation services contracted to the City of Campbell Police Department

Service Area

In 1947, two agencies, the Cottage Grove Fire District and Oakmead Farms Fire District, consolidated to form the Santa Clara County Central Fire Protection District (CCFD), also commonly known as the Santa Clara County Fire Department. The City of Cupertino, City of Monte Sereno, and the City of Saratoga were included in this initial consolidation and annexation. The City of Los Gatos and unincorporated communities known as Lexington Basin and Summit were annexed into CCFD, and consolidation occurred with the Alma Fire District and Burbank Fire Districts in 1970.

As municipalities grew into the unincorporated areas of CCFD, a service gap was created. The areas east of San José that are part of the CCFD were designated Zone 1. In Zone 1, fire response was provided by the closest municipality by agreement and tax pass through. The San José Fire Department and Milpitas Fire Department now cover the nearly 9,000 parcels left in Zone 1.

In 1993, the City of Campbell entered into a contractual relationship with CCFD for fire protection services. The City of Los Altos and the Los Altos Hills County Fire Protection District entered into similar contracts in 1996, with Saratoga Fire Protection District joining by contract in 2008. The current coverage area for emergency response includes the western portions of CCFD, the cities of Los Altos and Campbell, the Los Altos Hills County Fire Protection District, and the Saratoga Fire Protection District. Additional unincorporated areas adjacent to Saratoga Fire Protection District were annexed in 2013.

CCFD provides services associated to the Fire Marshal's office for all of its response zone area. In addition, these services are provided to Zone 1 areas as well as state response service areas and those areas protected by CAL FIRE in the South Santa Clara County Fire Protection District (SCFD).

Collaboration

- The Santa Clara County Emergency Medical Services Agency authorizes CCFD to provide Advanced Life Support (ALS) first response through a provider agreement.

Joint Power Agreements (JPAs)

- JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.

Contracts to Provide Services to Other Agencies

- CCFD provides fire and medical services to the City of Campbell through a contractual agreement. The current agreement is effective through June 30, 2028, with a subsequent extension to automatically renew for successive ten-year terms unless the parties provide written notification of non-renewal.
- CCFD provides fire and emergency medical services to the City of Los Altos and the Los Altos Hills County Fire Protection District through a contractual agreement covering both entities. The current agreement is effective through December 31, 2026, with a subsequent extension to automatically renew for successive ten-year terms unless the parties provide written notification of non-renewal.
- CCFD provides fire and EMS to the Saratoga Fire Protection District through a contractual agreement. The current agreement is effective through August 30, 2028, with a subsequent extension to automatically renew for successive ten-year terms unless the parties provide written notification of non-renewal.

- CCFD provides supplemental staffing and a wildland interface engine during heightened fire danger or other events or circumstances to Los Altos Hills County Fire District through a contractual agreement. This agreement is effective through December 31, 2026.
- CCFD, LAHCFD and the City of Palo Alto share in the operation and funding of Palo Alto Fire Station 8 during wildland season based on the proximity of the station to effectively serve both Palo Alto and LAHCFD. This agreement was effective through December 31, 2021, however, it provided for an automatic renewal on a year-to-year basis for up to four additional years unless either party provides written notice of non-renewal.
- CCFD provides executive management services for the Santa Clara County 9-1-1 Communications Department (911 call answering and emergency dispatching services) through a contractual agreement with Santa Clara County. The current agreement is in effect through June 30, 2027.
- CCFD provides the management and administration of the Santa Clara County Office of Emergency Management (OEM) through a contractual agreement with Santa Clara County. The current agreement is in effect through June 30, 2026.
- CCFD serves as the "County Fire Marshal" and "Deputy State Fire Marshal" with the responsibility for plan inspection services for County owned and/or leased property and is responsible for Fire Prevention in most unincorporated areas of Santa Clara County through an agreement from 1987. The current agreement is in effect through December 31, 2027.
 - Santa Clara County and Stanford University entered a Memorandum of Understanding for fire safety inspection services to be provided by the County Fire Marshal to Stanford. CCFD is not a party to this agreement; however, through the agreement stated above, CCFD is responsible for the fire safety inspections and Stanford pays CCFD directly for the service. This agreement has been in place since July 1, 2020, and is in effect through June 30, 2027.

Contracts for Services From Other Agencies

- CCFD contracts with the City of San José for emergency response service in Zone 1 (CCFD jurisdiction south and east of San José). The current agreement is effective through June 30, 2024, with automatic extensions for five-year terms unless the city or District provides written notice of non-renewal.

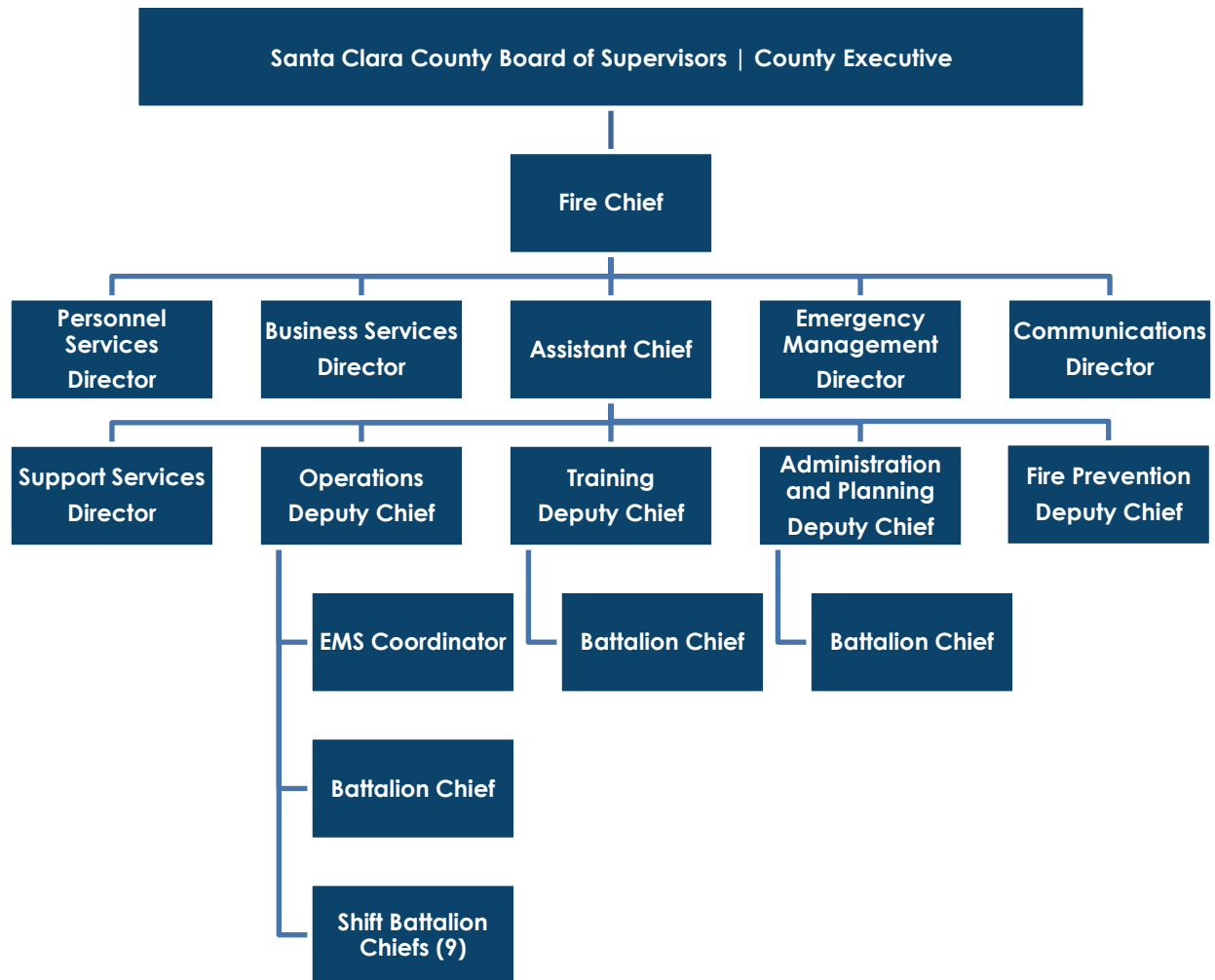
- CCFD contracts with the City of Milpitas for emergency response service in Zone 1 (CCFD jurisdiction east of Milpitas). The agreement, originally established in 1978, shall continue indefinitely, although the agreement may be terminated by either party with a 30-day notice.
- CCFD contracts with Campbell Police Department for fire-related criminal investigation services in response areas serviced by CCFD. The current agreement is effective through December 31, 2027, and automatically renews for successive 5-year terms unless either party provides written notice of non-renewal to the other party at least one year prior to the expiration date of the agreement.

Governance & Administration

CCFD is a dependent Fire Protection District governed by the Santa Clara County Board of Supervisors. The five-member Board of Supervisors (BOS) is elected by the residents of Santa Clara County. The Fire Chief is appointed by the BOS and manages the day-to-day operations. The Fire Chief works under the supervision of the County Executive; however, the Fire Chief can appear before or correspond directly with the Board of Supervisors who serve as the district's board of directors.

The Fire Chief serves as the County Fire Marshal for the unincorporated areas of the county and for the cities and districts in its service area. In addition, CCFD provides Fire Marshal services for SCFD, however, SCFD conducts fire prevention inspections.

CCFD provides management oversight for the county's Office of Emergency Management and 911 Communications Center.

Figure 239: Santa Clara County Central Fire District Organizational Chart

Accountability for Community Services—Transparency

The following figure identifies efforts to meet state laws designed to ensure transparency and accountability.

Figure 240: Transparency and Accountability

Transparency and Accountability	Available
Agency website ⁸⁶	Yes
Adopted budget available on website	Yes
Notice of public meetings provided	Yes
Agendas posted on website ⁸⁷	Yes
Public meetings are live streamed	Yes
Minutes and/or recordings of public meetings available on website	Yes
Master Plan (fire service specific) available on website	Yes
Strategic Plan (fire service specific) available on website	Yes
Community Risk Assessment and Standards of Cover documents available on website	Yes
SOC performance reports available on website	Yes
Efforts to engage and educate the public on the services to the community	Yes
Staff and governing board member ethics training and economic interest reporting completed	Yes
Compliance with financial document compilation, adoption, and reporting requirements	Yes
Adherence to open meeting requirements	Yes

Efforts to engage and educate the public on the fire and emergency services to the community consist of participation in local events such as a holiday toy drive, access to fire department planning documents online, and educational programs focused on fire prevention and preparedness, emergency preparedness, and general safety, including access and sign up for events/classes on Eventbrite. Community Education Programs consist of adult and senior safety, Boy Scout and Girl Scout training, CPR, fire extinguishers, fire station tours, school programs, SafeSitter babysitter training, and youth firesetter intervention. CCFD provides real-time updates to the community on Twitter.

⁸⁶ As of January 1, 2020 independent special districts are required to maintain websites according to Government Code Sections 6270.6 and 53087.8 to provide the public easily accessible and accurate information about the district. Government Code Section 53087.8 lists what must be included on the website.

⁸⁷ Government Code §54954.2.

In addition to meeting state laws, CCFD makes efforts to ensure financial transparency through its website search features. Financial reports and statements can be accessed for current documents as well as archived records dating back as far as the early 1990s in some cases. Online, the public is also able to file complaints with the county, obtain contact information and links to social media sites, pay bills online, fill out forms and permits, and gather information about various social services. The CCFD website also makes available significant planning documents and the most recent financial statement. Additionally, the CCFD website makes available documents that are posted by any agency within CCFD, including briefing information, classes, forms, agreements, applications, instructional guides, and PowerPoints. The County of Santa Clara abides by Assembly Bill 2257 (Government Code §54954.2), which updated the Brown Act with new requirements governing the location, platform, and methods by which an agenda must be accessible on the agency's website for all meetings occurring on or after January 1, 2019.

Land Use & Population Projections

CCFD provides service to the unincorporated area within the Santa Cruz Mountains, to the cities of Cupertino, Los Gatos, Monte Sereno, and a portion of Saratoga as part of its service area and by contract to the cities of Campbell and Los Altos, and to the Los Altos Hills County Fire Protection District and the Saratoga Fire Protection District. Each of the cities are broken out in this section for their land use and population. Los Altos Hills County Fire Protection District and Saratoga Fire Protection District are broken out in the subsections for these two fire districts.

The total population served by CCFD is 258,315. CCFD service area population is 156,660, with an additional 101,655 population served through contracts with cities and districts.

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. CCFD's service area is in Superdistrict 8, 10 and 11, with most of the CCFD in 10. Superdistrict 10 is projected to have a cumulative growth rate of 13% between 2020 and 2035, or 0.8% annually. The growth rate between 2035 and 2050 is expected to remain constant at 13% cumulatively or 0.8% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).⁸⁸ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.⁸⁹

There is one DUC identified within CCFD, outside of CCFD's SOI. See City of San Jose Profile for further information on this DUC.

City of Campbell

Land Use

The City of Campbell has adopted a system of zoning property to guide future development. The city's General Plan was adopted in 2001, and the Land Use and Transportation Element was updated in 2014. The plan provides a vision using the goals, policies, and strategies identified by the community and integrates them for new development in the City. It lays out a vision of the distribution, location, and intensity of all land uses, and the transportation network for moving people, goods, and services within the City—not just what they are now, but what they will be in the future. A breakdown of land use categories is shown in the following figure.⁹⁰

⁸⁸ Government Code §56033.5.

⁸⁹ Government Codes §56425(e)(5) and §56430(2).

⁹⁰ City of Campbell 2010–2035 General Plan.

Figure 241: Campbell Existing Land Use Percentages

Land Use Categories	% of Total Area
Low Density Residential	44.2%
High Density Residential	5.4%
Low-Medium Density Residential	6.3%
Medium Density Residential	6.0%
Commercial	8.5%
Institutional	5.8%
Office/Low-Medium Density Residential	0.1%
Commercial/High-Medium Density Residential	0.6%
Mobile Home Park	0.9%
Neighborhood Commercial	1.5%
Professional Office	1.3%
Research and Development	3.7%
Commercial/Prof. Office/Residential	2.0%
Open Space	4.4%
Right-of-Way Parcels/Other	9.1%

Current Population

Based on information from the 2020 U.S. Census, the population in Campbell is estimated at 43,959.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city-level are not yet available. Campbell is in Superdistrict 10 and 11, with the majority of the city in 10. Superdistrict 10 is projected to have a cumulative growth rate of 13% between 2020 and 2035, or 0.8% annually. The growth rate between 2035 and 2050 is expected to remain constant at 13% cumulatively or 0.8% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).⁹¹ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.⁹²

There are no DUCs in the City of Campbell.

City of Cupertino

Land Use

The development follows the topography in Cupertino, with the most intensive growth in the valley, while lower density is in the foothills. The City of Cupertino has adopted a system of zoning property to guide future development. The city's General Plan (Community Vision 2040) strives to preserve and enhance the distinct character of each planning area to create a vibrant community with inviting streets and public spaces, preserved, connected, and walkable neighborhoods, exceptional parks and community services, and a vibrant economy with a solid tax base.

The city has created Priority Development Areas (PDAs) to serve the daily needs of its residents and establish a pedestrian-friendly setting served by transit systems. The PDAs include areas within a quarter mile of Stevens Creek Blvd from Highway 85 to its eastern city limit and east and west of De Anza Blvd.

⁹¹ Government Code §56033.5.

⁹² Government Codes §56425(e)(5) and §56430(2).

A breakdown of land use categories is shown in the following figure.⁹³

Figure 242: Cupertino Existing Land Use Percentages

Land Use Categories	% of Total Area
Commercial/Office/Residential	4.12%
Commercial/Residential	2.38%
County	12.48%
High density (> 35 D.U./Ac.)	0.21%
Industrial/Residential/Commercial	0.47%
Industrial/Residential	3.83%
Low/Medium Density (5-10DU/Ac.)	3.36%
Low Density (1-5 D.U./Ac. and 1-6 D.U./Ac.)	32.46%
Medium Density (10-20 D.U./Ac.)	4.12%
Medium/High Density (10-20 D.U./Ac.)	0.54%
Neigh Com/BQ	0.01%
Neighborhood Commercial/Residential	0.18%
Office/Industrial/Commercial/Residential	1.77%
Parks and Open Space	6.28%
Public Facilities	6.45%
Quasi-Public/Institutional	4.34%
Regional Shopping	0.73%
Regional Shopping/Residential	0.21%
Residential (multiple types)	1.62%
Riparian Corridor	0.61%
Transportation	0.83%
Very Low Density (1/2 Acre Slope Density Formula)	2.27%
Very Low Density (5–20 Acres Slope Density Formula)	7.53%
Very Low Density (Slope Density Formula)	3.2%

⁹³ City of Cupertino Planning Department.

Current Population

Based on information from the 2020 U.S. Census, the population in Cupertino is estimated at 60,381.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city-level are not yet available. Cupertino is in Superdistrict 8 and 10 with the majority in 10. Superdistrict 10 is projected to have a cumulative growth rate of 13% between 2020 and 2035, or 0.8% annually. The growth rate between 2035 and 2050 is expected to remain constant at 13% cumulatively or 0.8% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).⁹⁴ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.⁹⁵

There are no DUCs in the City of Cupertino.

City of Los Altos

Land Use

Los Altos has adopted a system of zoning property to guide future development. The city's General Plan was adopted in 2002 and provided a vision for the community through 2020. The plan focuses on the community's vision for the city and defines the long-term goals as the area grows. The plan states that adequate services for development and growth are necessary to match the city's unique traditions and how Los Altos will evolve in the future. The plan includes the city and the SOI. A breakdown of land use categories is shown in the following figure.

⁹⁴ Government Code §56033.5.

⁹⁵ Government Codes §56425(e)(5) and §56430(2).

Figure 243: Los Altos Existing Land Use Percentages⁹⁶

Land Use Categories	% of Total Area
Single-family	81%
Multifamily	2%
Commercial	4%
Public and Private Schools	4%
Public, Institutional, Utilities, Parking	3%
Open Space	3%
Planned Community	3%

Current Population

Based on information from the 2020 U.S. Census, the population in Los Altos is estimated at 31,625.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city-level are not yet available. Los Altos is in Superdistrict 8 and is projected to have a cumulative growth rate of 14% between 2020 and 2035, or 0.88% annually. The growth rate between 2035 and 2050 is expected to reduce to 5% cumulatively or 0.32% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).⁹⁷ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.⁹⁸

There are no DUCs in the City of Los Altos.

⁹⁶ Los Altos General Plan.

⁹⁷ Government Code §56033.5.

⁹⁸ Government Codes §56425(e)(5) and §56430(2).

Town of Los Gatos

Land Use

The Town of Los Gatos has adopted a system of zoning property to guide future development. The town's General Plan was adopted in 2020, and neighborhood preservation and protection is one of the most important purposes, along with maintaining the small-town atmosphere. The town is nearly 100% built-out in the current town limits, and redevelopment of existing properties must meet the requirements outlined in the general plan. Any future growth for the town will occur in the SOI. A breakdown of land use categories is shown in the following figure.⁹⁹

Figure 244: Los Gatos Existing Land Use Percentages

Land Use Categories	% of Total Area
Residential – Single Family	51.2%
Residential – Multi-Family	6.5%
Commercial	2.6%
Office Professional	2%
Light Industrial	0.6%
Public/Quasi-Public	4.7%
Public Utilities	0.5%
Agricultural	1%
Open Space/Recreation	26.2%
Vacant	4.7%

Current Population

Based on information from the 2020 U.S. Census, the population in Los Gatos is estimated at 33,529.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city-level are not yet available. Los Gatos is in Superdistrict 10 and is projected to have a cumulative growth rate of 13% between 2020 and 2035, or 0.8% annually. The growth rate between 2035 and 2050 is expected to remain constant at 13% cumulatively or 0.8% annually.

⁹⁹ Town Los Gatos 2020 General Plan.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).¹⁰⁰ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.¹⁰¹

There are no DUCs in the Town of Los Gatos.

City of Monte Sereno

Land Use

The City of Monte Sereno has adopted a system of zoning property to guide future development. The General Plan was adopted in December 2008, and the current Housing Element is being updated. The city is primarily built-out and has a small amount of vacant land remaining. Any vacant land is not suitable for building because of its steep slopes and cannot be developed. All new development is expected to occur from the redevelopment of existing single-family homes, new secondary dwelling units, and multi-family housing.

Figure 245: Monte Sereno Existing Land Use Percentages¹⁰²

Land Use Categories	% of Total Area
Single-family Residential, 1 D.U./acre	78.1%
Single-family Residential, 2 D.U./acre	5%
Single-family Residential, 3-5 D.U./acre	12.2%
Multi-family Residential, 3.9 D.U./acre	0.4%
Public	0.8%
Open Space and Conservation	3.5%

Current Population

Based on information from the 2020 U.S. Census, the population in Monte Sereno is estimated at 3,479.

¹⁰⁰ Government Code §56033.5.

¹⁰¹ Government Codes §56425(e)(5) and §56430(2).

¹⁰² Monte Sereno General Plan.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city-level are not yet available. Monte Sereno is in Superdistrict 10 and projected to have a cumulative growth rate of 13% between 2020 and 2035, or 0.8% annually. The growth rate between 2035 and 2050 is expected to remain constant at 13% cumulatively or 0.8% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).¹⁰³ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.¹⁰⁴

There are no DUCs in the City of Monte Sereno.

City of Saratoga

Fire protection for the City of Saratoga is split between Saratoga Fire Protection District and CCFD. For this report, the city information for land use and population will be captured in the primary CCFD profile. Saratoga Fire Protection District information is broken out in a subsection to the CCFD profile.

Land Use

The City of Saratoga has adopted a system of zoning property to guide future development. The city's General Plan was adopted in 1983 and has been updated one or two times based on state requirements. In 2018, the city began updating the plan to maintain the small-town residential character and encourage economic viability where commercial and office properties exist. The new General Plan draft is being developed to cover a planning period from January 2023 through January 2031. A breakdown of the current land use categories is shown in the following figure.

¹⁰³ Government Code §56033.5.

¹⁰⁴ Government Codes §56425(e)(5) and §56430(2).

Figure 246: Saratoga Existing Land Use Percentages¹⁰⁵

Land Use Categories	% of Total Area
Commercial/Office	1.3%
Residential Low/Very Low Density	25.1%
Residential Medium Density	23.0%
Residential Multifamily	1.0%
Residential Hillside Conversation	19.0%
Open Space/Public	25.8%
Planned Development/Multi Use	0.1%
Community Facility Sites	4.7%
Other	0.2%

Current Population

Based on information from the 2020 U.S. Census, the population in Saratoga is estimated at 31,051.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city-level are not yet available. Saratoga is in Superdistrict 10, projected to have a cumulative growth rate of 13% between 2020 and 2035, or 0.8% annually. The growth rate between 2035 and 2050 is expected to remain constant at 13% cumulatively or 0.8% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).¹⁰⁶ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.¹⁰⁷

There are no DUCs in the City of Saratoga.

¹⁰⁵ City of Santa Clara 2010–2035 General Plan.

¹⁰⁶ Government Code §56033.5.

¹⁰⁷ Government Codes §56425(e)(5) and §56430(2).

Financial Overviews

This section will provide the financial overview for CCFD along with the agencies that receive services via contract—the City of Campbell and the City of Los Altos. The Los Altos Hills County Fire Protection District and Saratoga Fire Protection District financial information will be broken out in the subsection of CCFD specific for these districts.

CCFD

This study will focus on the receipts and disbursements within the General Fund (GF) of the CCFD and will consider the impact of revenues from other funds that are pertinent to CCFD's operations.

The CCFD is governed by the Santa Clara County Board of Supervisors, which sit as the Board of Directors. This Board, in conjunction with the County Executive, develops strategic priorities, budget policies, and various long-range planning documents to be used in the preparation of an annual countywide operating budget based on a July through June fiscal year. CCFD's annual recommended budget is prepared by CCFD and included in the County's annual budgeting process. Budget preparations for the subsequent year begin in January with a review of recent accomplishments of the various objectives, a review of the service level priorities, community engagement, and outreach, ultimately resulting in a budget draft. The final budget workshop with the Board of Supervisors takes place no later than the second week in May, with public hearings and budget adoption occurring in June.

Revenues & Expenditures

A significant amount of information regarding the two accounts that the county utilizes to fund the CCFD—the GF and the Capital Projects Fund (CF)—was reviewed to develop a financial trend analysis for the five-year period. This review of the historical GF information and CF revenues revealed a minimal impact on revenues received by CCFD during the COVID-19 pandemic.

Property tax revenues, based on assessed property tax values, are the largest source of revenue for CCFD.¹⁰⁸ This revenue source accounts for over 67% of GF revenues. Other sources of revenue include charges for services (25%), intergovernmental revenues, investment income, issuance of long-term debt, and other sources (8%). Charges for services are derived from the various contracts to provide fire and EMS services to other jurisdictions within the county.

As previously indicated, CCFD's GF expends funds for the salaries and benefits, services and supplies, city-supplied services, other charges, debt service, and capital outlay. Wages and benefits are approximately 80% of CCFD's recurring operating costs.¹⁰⁹

In FY 2020, CCFD created the Capital Fund with a transfer from the GF. This transfer appears in the section below total expenditures labeled "Other financing sources (uses)."

The following figures summarize revenues, expenditures and fund balance for the CCFD GF.

¹⁰⁸ Santa Clara County Central Fire Protection District Audit Report, June 30, 2021.

¹⁰⁹ Santa Clara County Central Fire Protection District Adopted Budgets, FY 2021/FY 2022; FY 2022/FY 2023.

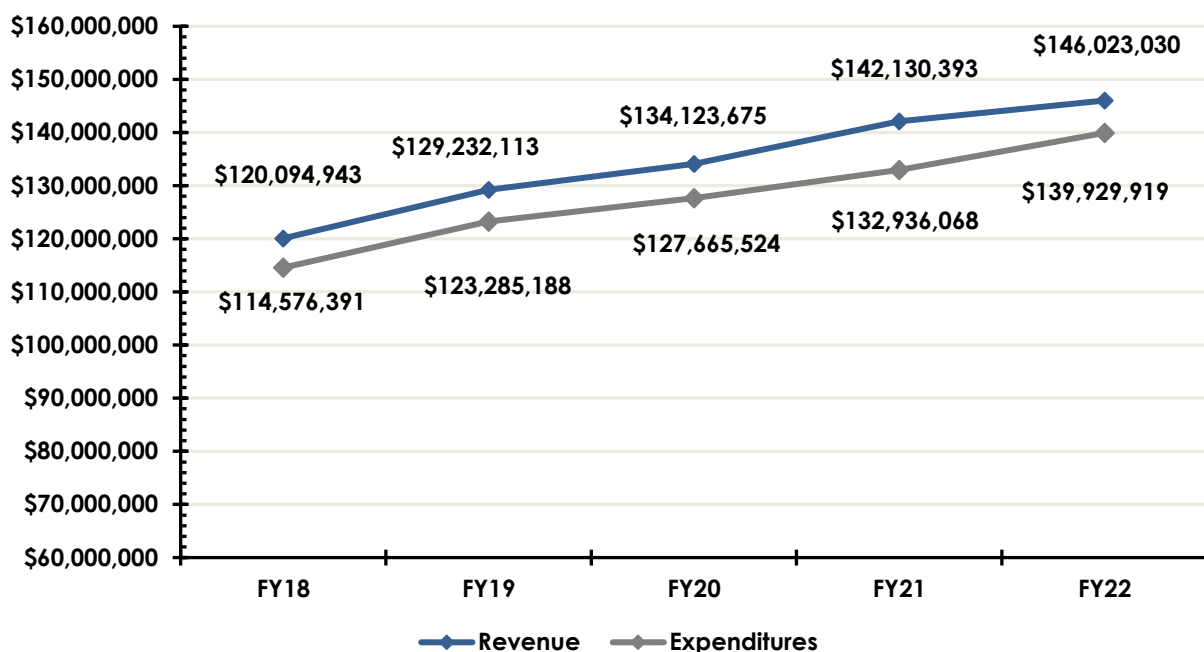
Figure 247: CCFD General Fund Revenues & Expenses, FY 2018–FY 2022¹¹⁰

Revenue/Expenses: General Fund	Actual FY 2018	Actual FY 2019	Actual FY 2020 ¹¹¹	Actual FY 2021	Actual FY 2022
REVENUES					
Property Taxes	80,746,076	88,051,891	90,765,085	95,366,392	98,351,367
Charges for Service	30,469,768	32,078,563	33,889,943	35,663,853	37,168,674
Other Revenue	8,879,099	9,101,659	9,468,647	11,100,148	10,502,989
Total Revenue	120,094,943	129,232,113	134,123,675	142,130,393	146,023,030
EXPENDITURES					
Salaries and Benefits	91,708,833	95,881,776	101,279,222	107,039,441	113,515,153
City Provided Services	7,022,108	7,866,534	7,974,756	8,161,900	8,708,494
Capital Outlay	3,111,046	7,180,270	7,801,641	5,416,411	4,517,187
Debt Service	0	0	0	1,439,123	1,436,350
Other Expenses	12,734,404	12,356,608	10,609,905	10,879,193	11,752,735
Total Expenditures	114,576,391	123,285,188	127,665,524	132,936,068	139,929,919
Other financing sources (uses)	36,023	155,368	-5,616,661	-7,664,313	-11,182,084
Net Change in Fund Balance	5,554,575	6,102,293	841,490	1,530,012	-5,088,973
Fund Balance, Ending	62,441,544	68,543,837	69,385,327	70,915,339	65,826,366

The preceding information displayed graphically shows the total revenue and expenses over the last five years. The line item called “Other financing sources (uses)” which includes the sale of capital assets, lease revenue from the county, and transfers to the capital fund is not included in the trend line. This figure shows the historical ability for CCFD to fund sustainable service and provide transfers to the new capital fund.

¹¹⁰ CCFD financial audits: Statement of Revenues, Expenditures, and Changes in Fund Balances from 2018–2022.

¹¹¹ CCFD created the Capital Fund in FY2020 with a transfer from the General Fund.

Figure 248: CCFD Summarized General Fund Revenues & Expenditures, FY 2018–FY 2022

CCFD contracts with the cities of Milpitas and San José for service in Zone 1. Zone 1 is the area of CCFD where services are provided by one or more cities through contracts. Compensation is based on the estimated assessed value of the area and adjusted the following year based on the actual assessed value.

Figure 249: CCFD Estimated Payments for Zone 1 Coverage in FY23

Zone 1 Expenditure	FY23	Adjustment for FY22
San José	9,186,218	149,712
Milpitas	31,779	484

CCFD created the Capital Fund in FY 2020 with a transfer from the general fund. The following figure summarizes the growth of this fund for the purchase and replacement of capital assets.

Figure 250: CCFD Summarized Capital Fund Revenues & Expenditures, FY 2020–FY 2022¹¹²

Capital Fund	Actual FY 2020	Actual FY 2021	Actual FY 2022
Transfers from General Fund	31,000,000	8,933,000	11,693,022
Expenditures	25,222,117	499,293	5,102,902
Net Change in Fund Balance	5,777,883	8,433,707	6,590,120
Fund Balance, Ending	5,777,883	14,211,590	20,801,710

Financial Projections

CCFD provides significant portions of Santa Clara County with fire and EMS services. CCFD anticipates property tax revenues to continue to increase at approximately 2.5% annually. While housing inventory will continue to be low, prices will continue to rise, increasing assessed valuations and property taxes. CCFD augments its revenue streams through contracts to provide fire and EMS services to other cities and fire districts. These revenues are expected to increase between 2% and 6.5% annually. CCFD participates in the CalPERS pension system and has incurred a significant unfunded actuarial liability (UAL) balance on its pension obligations. Annual payments on this UAL are projected to increase for the foreseeable future and will continue to represent a very significant portion of CCFD's costs associated with the service contract.

CCFD reached an agreement with bargaining units in 2021 that provides wage increases of 5% in the first year (2022), 3% in the second and third, and 2.5% in the final year of the contract.¹¹³ Wages and benefits are approximately 85% of recurring expenses.

CCFD has adopted informal financial policies to provide guidance with budget and long-term financial planning issues. A policy requires the adoption of a balanced operating budget that requires recurring expenses to be less than or equal to the recurring revenues.

Costs for CCFD service and other operating costs are anticipated to increase by approximately 3% annually. Revenues are projected to grow by 3.5% annually.

¹¹² CCFD financial audits: Statement of Revenues, Expenditures, and Changes in Fund Balances from 2020 - 2022.

¹¹³ CCFD Audit Report, June 30, 2021.

Figure 251: CCFD General Fund Projected Revenues and Expenditures

Revenue/Expenses: General Fund	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	151,133,836	156,423,520	161,898,344	167,564,786	173,429,553
Expenditures	144,127,817	148,451,651	152,905,201	157,492,357	162,217,127
Other financing sources (uses) ¹¹⁴	-8,398,984	-8,650,953	-8,910,482	-9,177,796	-9,453,130
Net Change in Fund Balance	-1,392,964	-679,084	82,661	894,633	1,759,296
Fund Balance, Ending	64,433,402	63,754,318	63,836,979	64,731,612	66,490,908

Capital Planning

CCFD anticipates significant future financial expenditures and production delays for light duty vehicles, fire apparatus, and equipment replacement on a scheduled basis. The Capital Fund established in 2020 is becoming well-positioned to assist with the purchase and replacement of capital assets.

City of Campbell

This section reviews the receipts and disbursements within the General Fund (GF) of the City of Campbell and will consider the impact of revenues from other funds that are pertinent to the city's operations of its fire and EMS service contract with the CCFD, a component unit of the Santa Clara County government.

City staff, with guidance from the City Council's strategic priorities, budget policies, and various long-range planning documents, prepares an annual operating budget based on a July through June fiscal year. Budget preparations for the subsequent year begin in January with a review of recent accomplishments of the various objectives, a review of the service level priorities, community engagement and outreach, ultimately resulting in a budget draft. CCFD staff provides an estimated amount for fire service contract costs. The final budget workshop with City Council takes place no later than the second week in May, with public hearings and budget adoption occurring in June.

City staff has prepared a seven-year financial forecast, which is periodically updated.

¹¹⁴ Forecasting the Other Financing Sources (uses) includes the sale of capital assets, lease revenue from the county, and transfers to the capital fund increasing 3% each year based on the average of this line item for the last three years (FY 2020–FY 2022).

General Fund Recurring Revenues & Expenses

A significant amount of information regarding the GF was reviewed to develop a financial trend analysis for the five-year period. This review of the historical information of GF revenues revealed that revenues increased from \$51,149,000 in FY 2018 to \$54,364,000 in FY 2019, approximately a 6% increase. This was followed by a reduction of sales and use taxes and transient occupancy taxes revenues in FY 2020 (\$50,607,000), approximately 7% in total, as the impacts of the COVID-19 pandemic were felt. FY 2021 saw a continued softening of the negative impacts of the COVID-19 pandemic as revenue from sales tax and transient occupancy taxes recovered.

Property tax revenues are the most significant source of GF revenues followed by sales tax revenues. Combined, these two sources account for over 60% of GF recurring revenues. Other sources of revenue include other local taxes, charges for services, licenses, fines and forfeitures, charges to other funds, franchise fees, use of property and money income, and other sources. The city anticipates receipt of Federal grants related to the pandemic in both FY 2022 and FY 2023.

As previously indicated, the city's GF expends funds for general government services. These include City Council, City Manager, and City Clerk. Other departments funded by General Fund revenues included, among others, Finance, Community Development, Legal Services, Recreation and Community Services, Fire, Police, Public Works, and Non-Departmental Services. The GF also typically transfers funds to other funds for capital purchases and other uses.

The following figures indicate the pandemic's financial impacts on the city's sales tax as revenues were reduced.

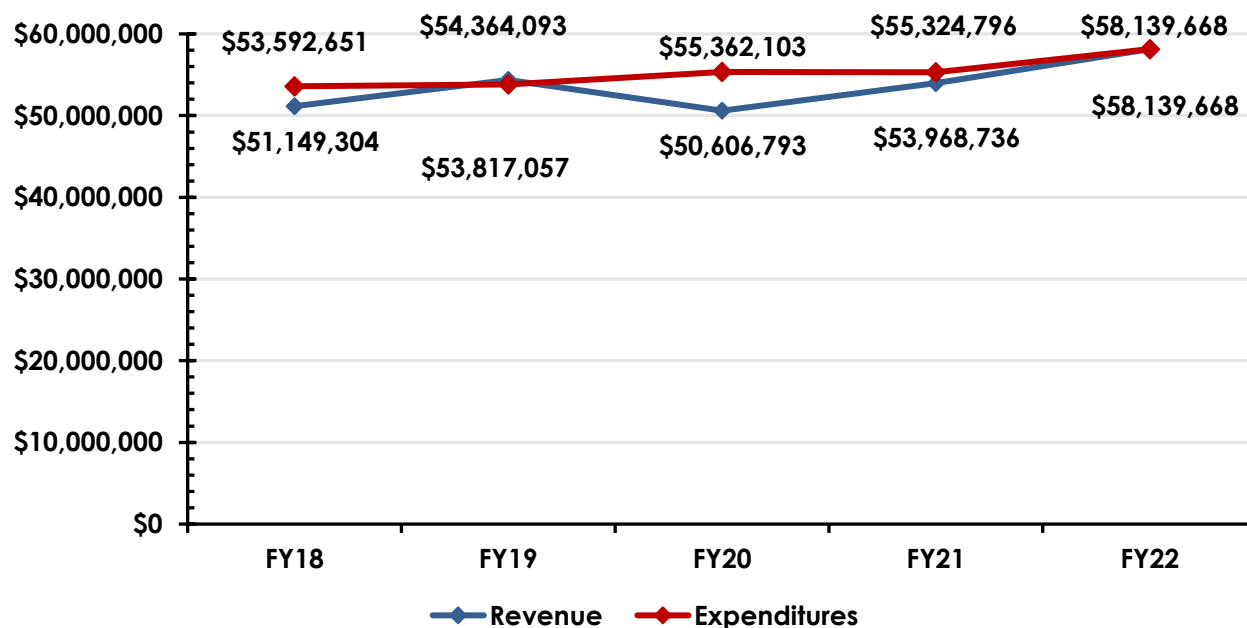
Figure 252: City of Campbell Summarized General Fund Revenues & Expenses, FY 2018–FY 2022¹¹⁵

Revenue/Expenses	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Projected FY 2022
Revenue	51,149,304	54,364,093	50,606,793	53,968,736	58,139,668
Expenditures	53,592,651	53,817,057	55,362,103	55,324,796	58,139,668
Surplus (Deficit)	(2,443,347)	547,036	(4,755,310)	(1,356,060)	—

¹¹⁵ City of Campbell Adopted Budget, FY 2020/2021, FY 2022/FY 2023.

The preceding information displayed graphically indicates the pandemic's impact on the city's sales tax and transient occupancy tax revenues.

Figure 253: City of Campbell Summarized General Fund Revenues & Expenditures, FY 2018–FY 2022



Fire Service

The City of Campbell contracts with CCFD for all risk fire and life safety response, fire prevention, and EMS services. The City charges various fees for permits and other services but produces a minimal amount of funding. CCFD contracts with Campbell PD for Fire Investigation services.

CCFD bills the City based on the contracted rate. The contract includes an annual cost-of-living increase ranging between 2%–5%. Factors of the annual increase include percentage changes in the following areas:

- San Francisco-Oakland-San José Consumer Price Index,
- Total employee compensation of the services provided, and
- Total local assessed property values for the applicable service area.

The following figure summarizes the expenditures for operating expenses and other costs requiring funding from the GF from FY 2018 through FY 2022.¹¹⁶

Figure 254: City of Campbell Fire Protection Services Expenditures, FY 2018–FY 2022

Expenditures	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Actual FY 2022
Contract Services	8,126,844	8,591,974	9,126,693	9,556,560	9,856,600
Expenditures	8,126,844	8,591,974	9,126,693	9,556,560	9,856,600

Financial Projections

City of Campbell

In conjunction with the preparation of the annual budget, city staff prepares a seven-year revenue and expenditure forecast to identify and anticipate funding available for operations and capital projects. These projections indicate strong growth in several categories over the next five years as the economy recovers from the effects of the pandemic and other economic stresses, followed by a return to a more normal growth pattern. The city and CCFD participate in the CalPERS pension system. The city has incurred a significant unfunded actuarial liability (UAL) balance on its pension obligations. Annual payments on this UAL are projected to increase for the foreseeable future and will continue to represent a very significant portion of the city's pension costs. The city anticipates a balanced budget for the future. The following figure summarizes the projected growth in GF revenues and expenses between FY 2023 and FY 2027.

Figure 255: City of Campbell General Fund Summarized Projected General Fund Revenues & Expenditures¹¹⁷

Revenue/Expenses	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	61,453,515	63,658,000	65,734,300	68,123,200	71,291,200
Expenditures	61,453,515	62,985,900	65,275,400	67,119,900	69,479,000
Surplus (Deficit)	—	672,100	458,900	1,003,300	1,812,200

Fire Department Expenditures

Projected future expenditures for fire response and prevention services under the CCFD contract, capital, and other operating costs will require the budgetary commitment of the revenue streams of the city.

¹¹⁶ Ibid.

¹¹⁷ Memorandum, Fourth Update of Seven-Year Financial Forecast, July 1, 2022.

Capital Planning

As previously discussed, city staff and the City Council worked together to identify expenditure priorities and potential sources of funding necessary for capital planning.

Financial Overview—City of Los Altos

This section reviews the receipts and disbursements within the General Fund (GF) of the City of Los Altos and will consider the impact of revenues from other funds that are pertinent to the city's operations of its fire and EMS service contract with CCFD, a component of the Santa Clara County government.

City staff, with guidance from the City Council's strategic priorities, budget policies, and various long-range planning documents, prepares a biennial operating budget based on a July through June fiscal year. Budget preparations for the subsequent year begin in January with a review of recent accomplishments of the various objectives, a review of the service level priorities, community engagement and outreach, ultimately resulting in a budget draft. CCFD staff provides an estimated amount for fire service contract costs. The final budget workshop with City Council takes place every other year no later than the second week in May, with public hearings and budget adoption occurring in June.

General Fund Recurring Revenues & Expenses

A significant amount of information regarding the GF was reviewed to develop a financial trend analysis for the five-year period. This review of the historical information of GF revenues revealed that revenues increased from \$41,286,000 in FY 2018 to \$45,882,000 in FY 2019, an approximate 11% increase. This was followed by a flattening of revenues in FY 2020 (\$46,148,000), approximately 0.6% in total, as the impact of the COVID-19 pandemic were felt. FY 2021 saw a continued negative impact of the pandemic on revenue growth as revenue from sales tax, recreation fees, community development fees, and transient occupancy taxes were reduced. This was offset by loan proceeds for the Community Center construction.

Property tax revenues are the most significant source of GF revenues followed by sales tax revenues. Combined, these two sources account for over 70% of GF recurring revenues. Other sources of revenue include other local taxes, charges for services, licenses, fines and forfeitures, charges to other funds, franchise fees, use of property and money income, and other sources. The city anticipates receipt of Federal grants related to the pandemic in the amount of \$3,600,000 in both FY 2022 and FY 2023.

As previously indicated, the City's GF expends funds for general government services. These include City Attorney, City Manager, and City Clerk, Human Resources, and Information Technology. Other Departments funded by GF revenues included, among others, Finance, Community Development, Engineering, Maintenance Services, Recreation and Community Services, and Public Safety, including Fire and Police. The GF also typically transfers funds to other funds for capital purchases, debt service, and other uses. These transfers may, as shown in the FY 2019/FY 2020 year, have a significant negative impact on the fund balance and reserves.

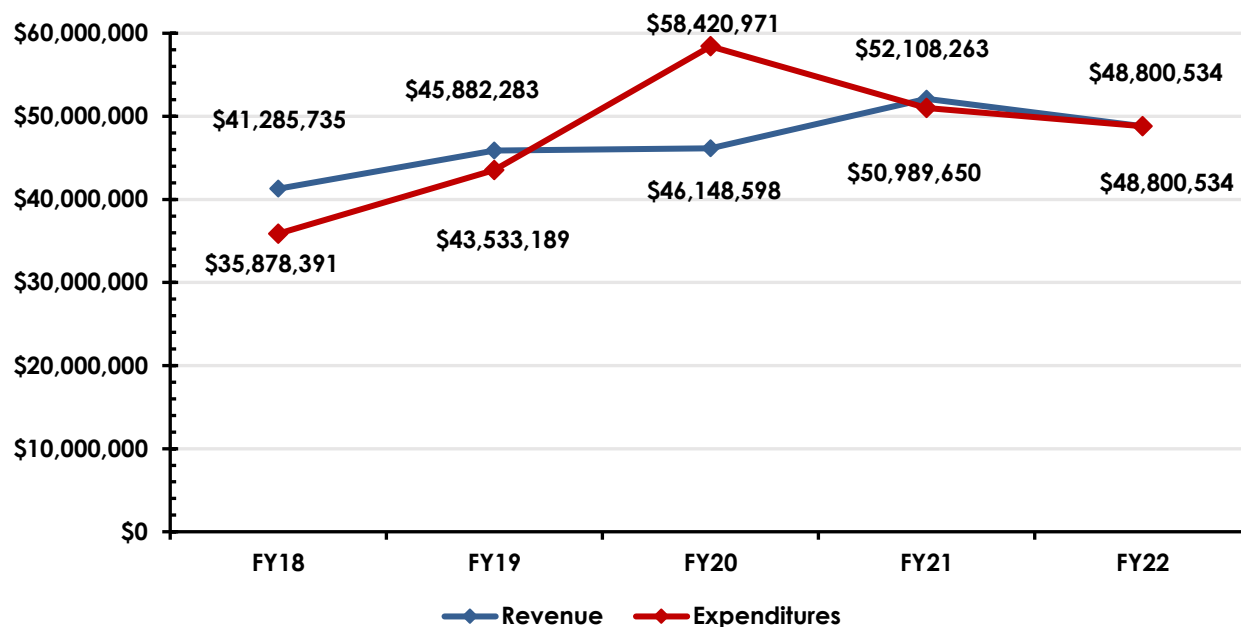
The following figures indicate the pandemic's financial impact on the city's sales tax as revenues were reduced.

Figure 256: City of Los Altos Summarized General Fund Revenues & Expenses, FY 2018–FY 2022¹¹⁸

Revenue/Expenses	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Projected FY 2022
Revenue	41,285,735	45,882,283	46,148,598	52,108,263	48,800,534
Expenditures	35,878,391	43,533,189	58,420,971	50,989,650	48,800,534
Surplus (Deficit)	5,407,344	2,349,094	(12,272,373)	1,118,613	—

The preceding information displayed graphically indicates the pandemic's impact on the city's sales tax revenues.

¹¹⁸ Los Altos City ACFR, FY 2017/2018, FY 2018/2019, FY 2019/FY 2020; FY 2020/FY 2021.

Figure 257: City of Los Altos Summarized General Fund Revenues & Expenditures, FY 2018–FY 2022

Fire Service

The City of Los Altos contracts with CCFD for fire, fire prevention, and EMS services.

CCFD bills the City based on the contracted rate. The contract includes an annual cost-of-living increase ranging between 2% – 5%. Factors of the annual increase include percentage changes in the following areas:

- San Francisco-Oakland-San José Consumer Price Index,
- Total employee compensation of the services provided, and
- Total local assessed property values for the applicable service area.

The following figure summarizes the expenditures for operating expenses and other costs requiring funding from the GF from FY 2018 through FY 2022.¹¹⁹

¹¹⁹ Adopted Budgets, FY 2018/2019–FY 2021/2023.

Figure 258: Fire Protection Services Expenditures, FY 2018–FY 2022

Expenditures	Actual FY 2018	Actual FY 2019	Actual FY 2020	Projected FY 2021	Budgeted FY 2022
Contract Services	6,721,949	7,011,100	7,330,193	7,700,000	8,000,000
Expenditures	6,721,949	7,011,100	7,330,193	7,700,000	8,000,000

Financial Projections

City of Los Altos

In conjunction with the preparation of the annual budget, city staff prepares a six-year revenue and expenditure forecast to identify and anticipate funding available for operations and capital projects. These projections indicate strong growth in several categories over the next five years as the economy recovers from the effects of the pandemic and other economic stresses, followed by a return to a more normal growth pattern. As indicated in the following figure and identified in the city's most recent budget presentation, additional measures are required to increase revenues or reduce expenditures in future years. The city and CCFD participate in the CalPERS pension system. The city has incurred a significant unfunded actuarial liability (UAL) balance on its pension obligations. Annual payments on this UAL are projected to increase for the foreseeable future and will continue to represent a very significant portion of the city's pension costs. The city anticipates a balanced budget for the future. The following figure summarizes the projected growth in GF revenues and expenses between FY 2023 and FY 2027.

Figure 259: City of Los Altos General Fund Summarized Projected General Fund Revenues & Expenditures¹²⁰

Revenue/Expenses	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	50,963,877	53,002,432	55,122,529	57,327,431	59,620,528
Expenditures	50,963,877	53,002,432	55,122,529	57,327,431	59,620,528
Surplus (Deficit)	—	—	—	—	—

Fire Department Expenditures

Projected future expenditures for fire response and prevention services under the CCFD contract, capital, and other operating costs will require the budgetary commitment of the revenue streams of the City.

¹²⁰ Adopted Budget, FY 2021–FY 2023.

Capital Planning

As previously discussed, city staff and the City Council worked together to identify expenditure priorities and potential sources of funding necessary for capital planning.

Demand for Services and Performance

CCFD provides services to the cities and unincorporated area within its own political boundaries and contract services to two fire protection districts and two cities. This evaluation will include all the contract agencies data to understand the system. Specific portions of service delivery will be broken down for each contracting agency.

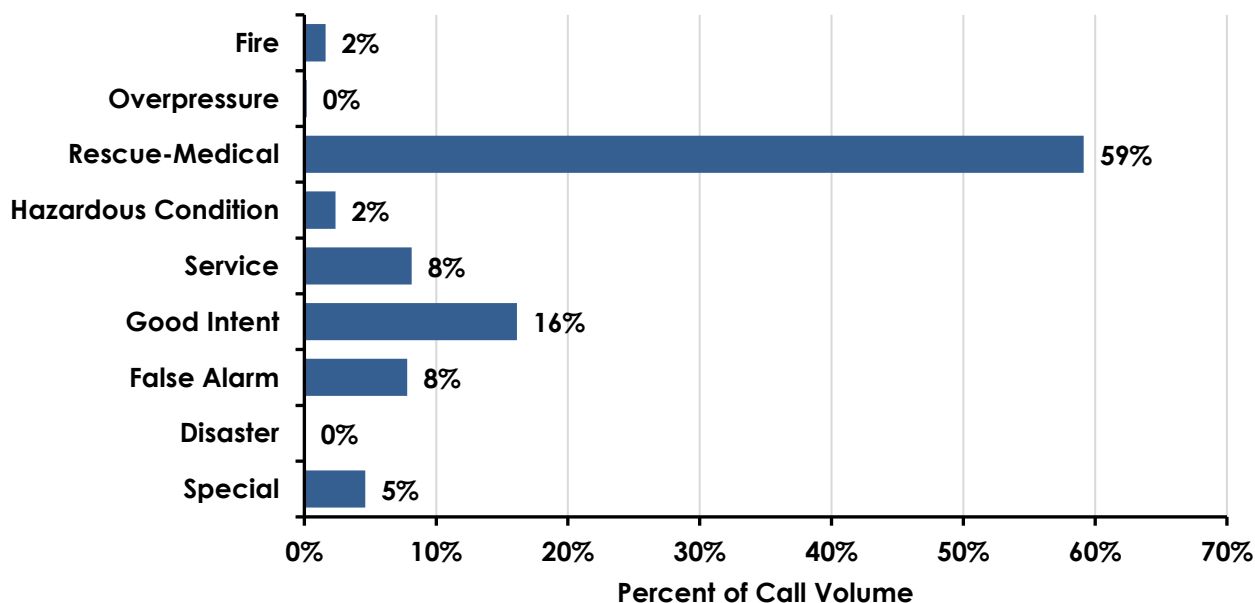
CCFD Overall Service Demand

Data was provided by the agency and its dispatch center and included incident information from January 1, 2018, through June 30, 2022. This analysis focuses primarily on incidents within the statutory response area. The following figure is the overview statistics for all areas within the CCFD response zones.

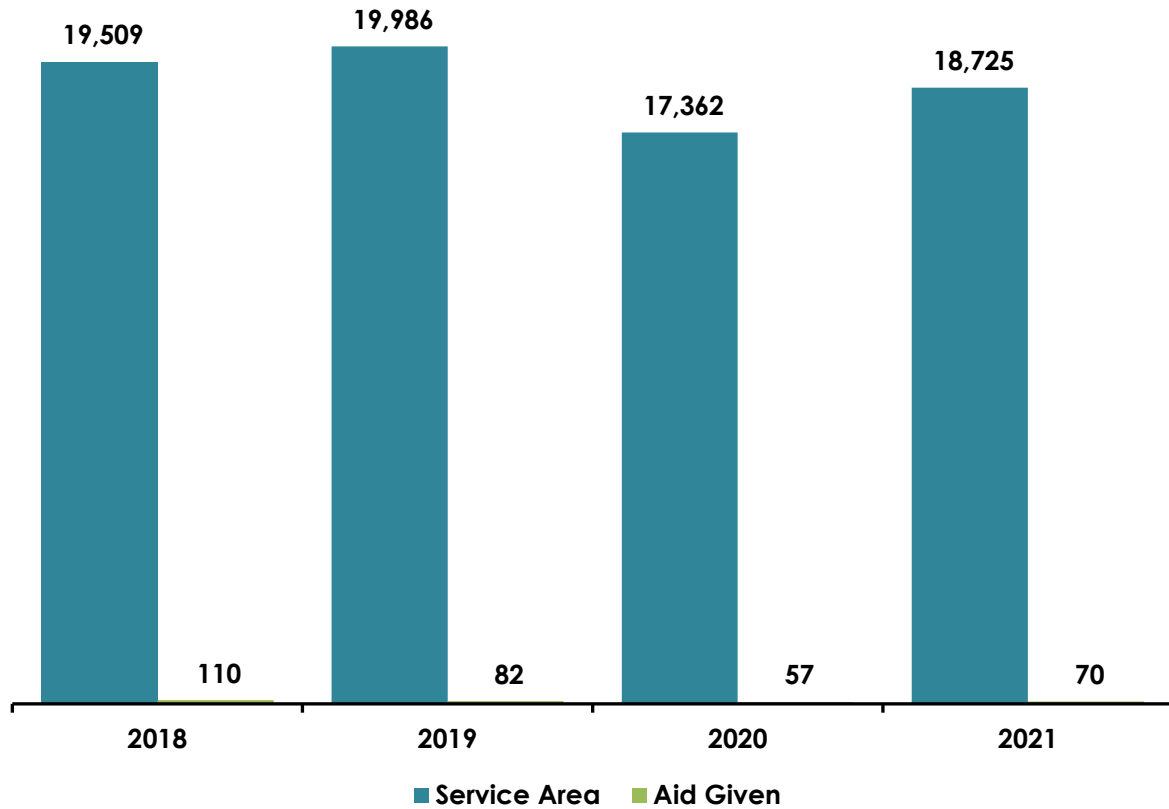
Figure 260: CCFD Overview

Agency	Avg. Annual Incident Vol.	Incidents per 1,000 Population	90th Percentile Total Time
Santa Clara County Fire Department	18,869	67	8:21

Each incident was grouped into the main categories following the National Fire Incident Reporting System's (NFIRS) coding system. The CCFD medical and rescue calls, classified in the "300" category of NFIRS, accounted for most of the incident types. These incidents accounted for over 59% of the incident volume. This proportion of incidents as medical calls is like most American fire service agencies. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

Figure 261: Total Incident Responses by Type as a Percentage

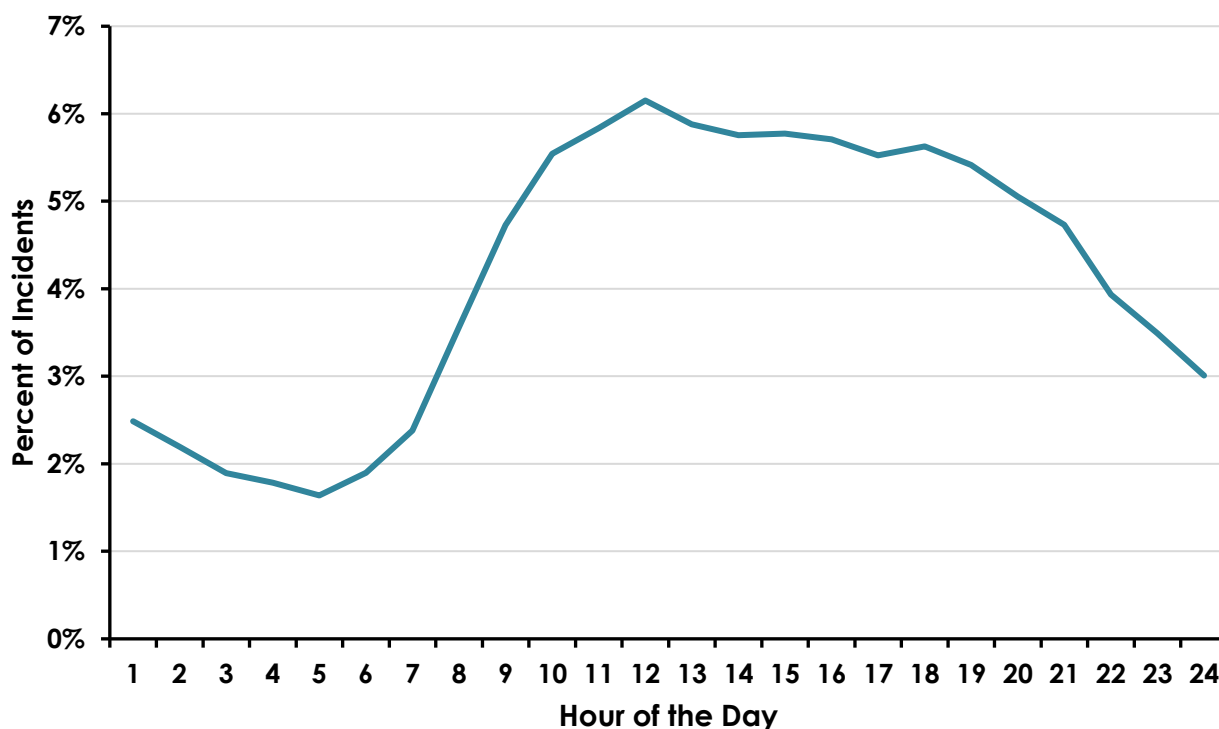
Typically, an analysis of incidents by year can yield a trend or indicate what call volume might look like in the next few years. Unfortunately, due to the COVID-19 pandemic and subsequent social and economic constraints, this is difficult to do with this data set. As a result, a trend was not easily spotted or extrapolated. It appears that CCFD response numbers are still below, but slowly returning to pre-pandemic levels, with 2022 on track to break 19,000 calls, or a similar incident volume as 2018. The following figure shows the annual incident volume by year. Aid given includes mutual and automatic aid types provided to neighboring agencies.

Figure 262: Annual Incident Volume by Year

Temporal analyses indicated minor seasonality in the response data. Incident volume was marginally below expected values from March through April, and again in July and September, with the largest variation occurring in April. The variation is less than plus or minus 1% and does not appear defined enough to affect overall service demand and delivery.

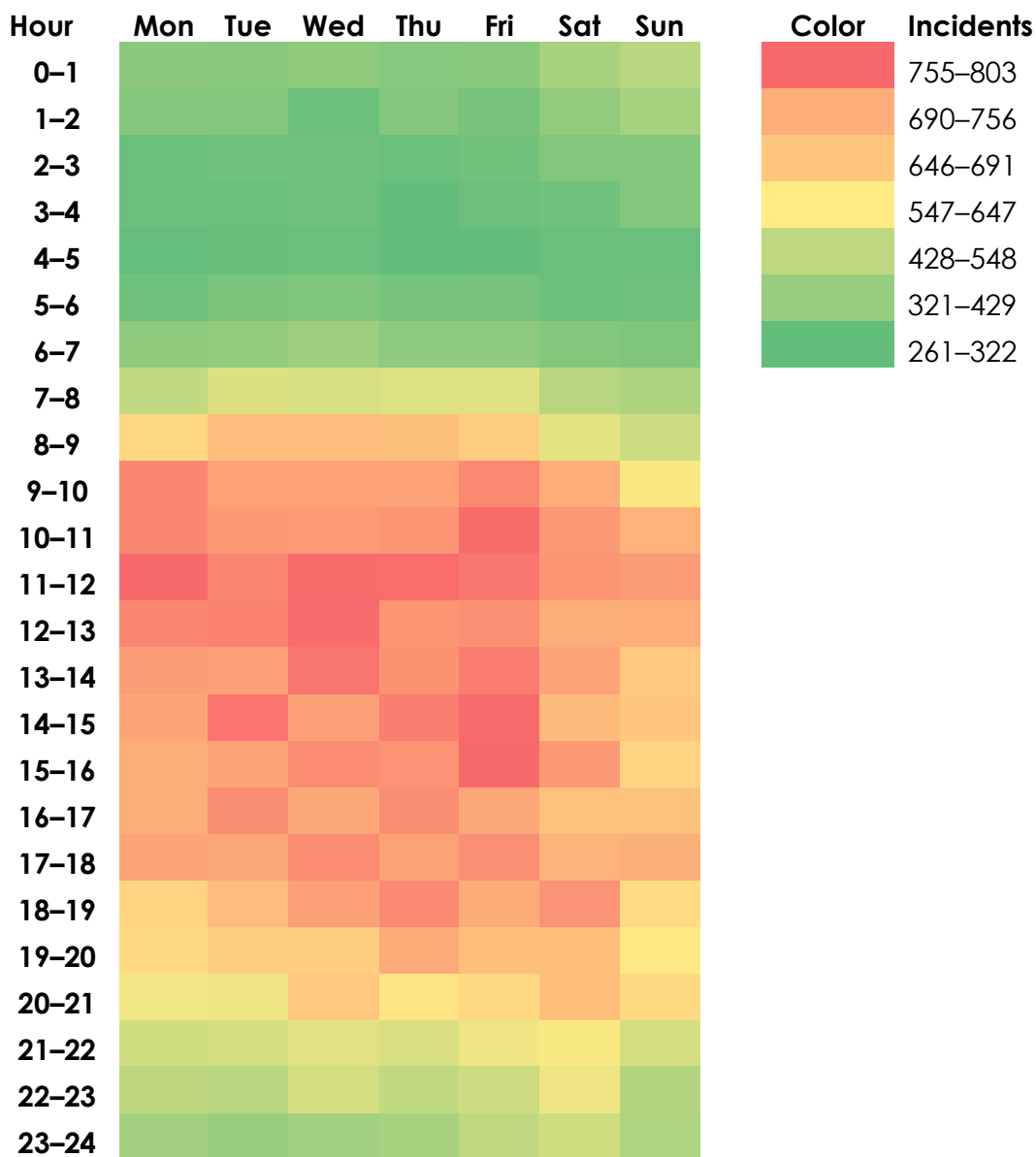
A study of demand by hour shows that CCFD, like many fire agencies, sees a significant variation by hour. In fact, over 71% of all incidents happen between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour.

Figure 263: Incident Percentage by Hour



The average daily swing is typical and likely due to the number of awake and active people. However, the day-to-day variation in this information does play a part. The following figure is the incident heat map by the hour and day of the week.

Figure 264: Day and Hour Incident Heat Map

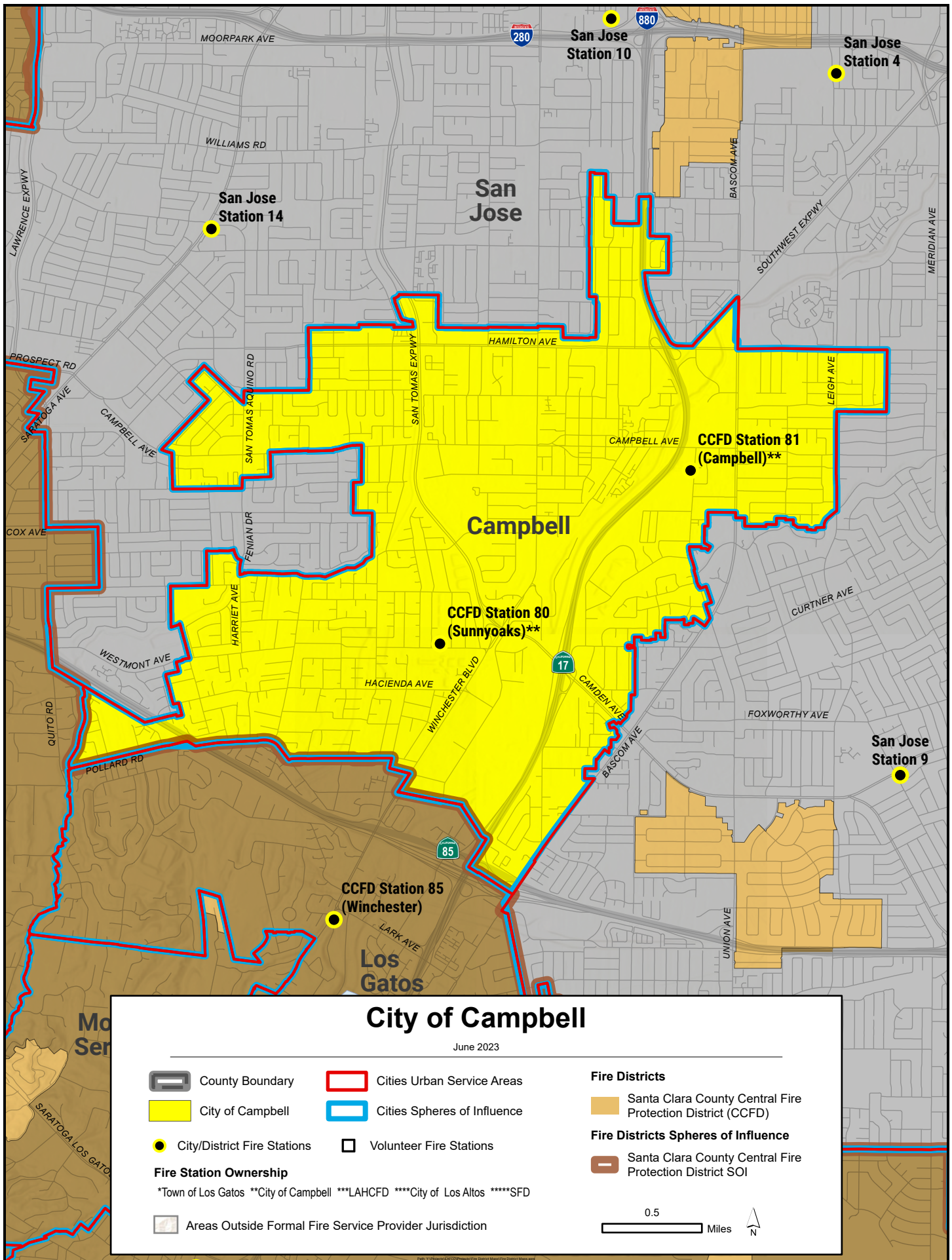


In CCFD's case, there was not a significant variation between the day and hour evaluation and the overall analysis by hour.

City of Campbell Service Demand

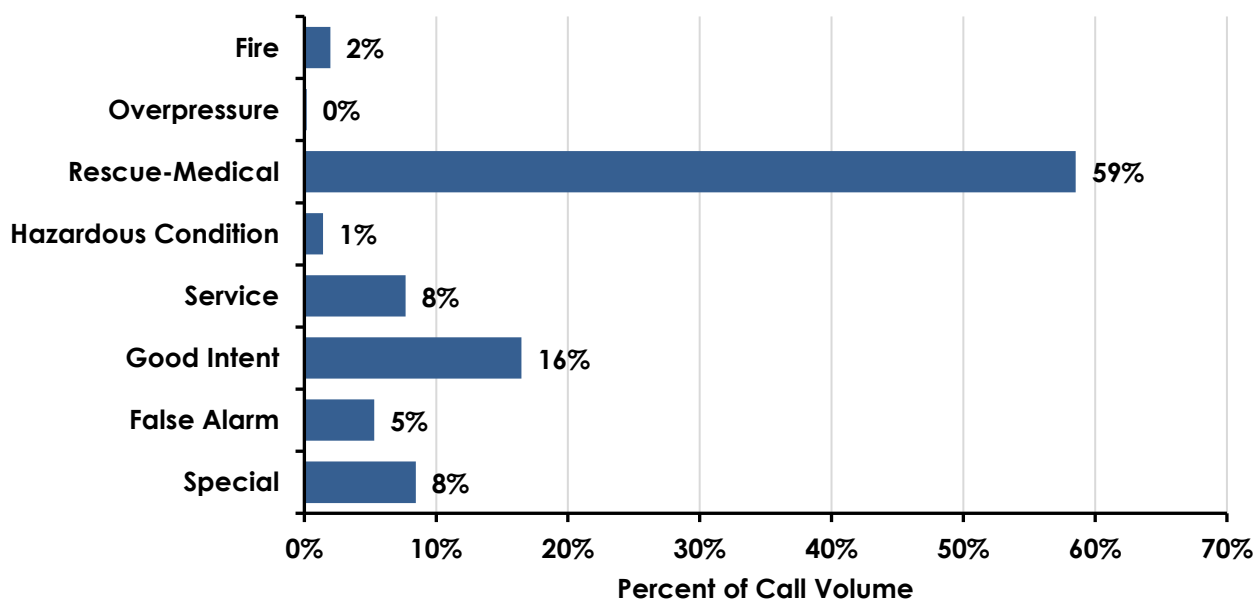
The City of Campbell is approximately 6.1 square miles of urban density, with a population of 43,959. Located east of the fire protection district, it has been under contract since 1993.

Figure 265: City of Campbell Response Area

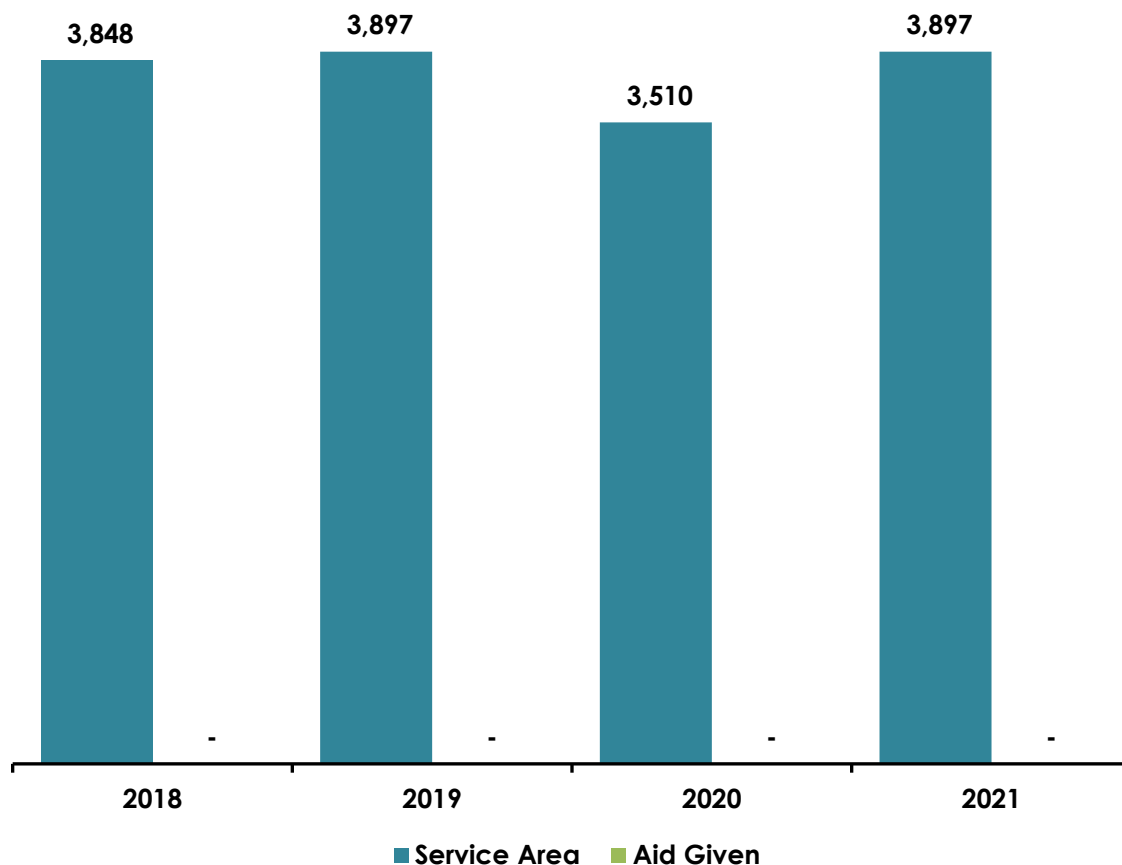


The city had a total of 17,269 incidents from January 1, 2018, through June 2022. This accounts for approximately 20% of CCFD's responses. The distribution of incidents was similar to the overall picture of CCFD. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

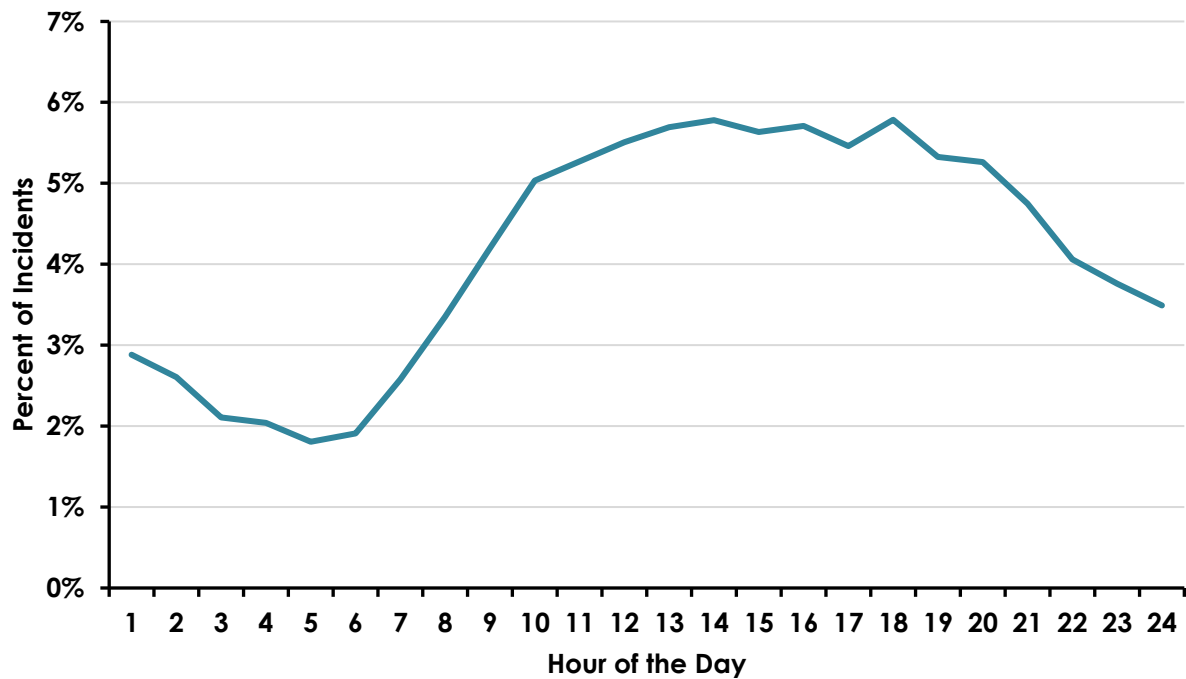
Figure 266: Total Incident Responses by Type as a Percentage (Campbell)



The overall call volume is rebounding from the COVID-19 pandemic faster than the entire CCFD system, with 2022 volume on track to be more than 3,900 incidents, higher than pre-pandemic levels. The following figure shows the annual incident volume by year. As this is a contract agency, there is no aid given category.

Figure 267: Annual Incident Volume by Year (Campbell)

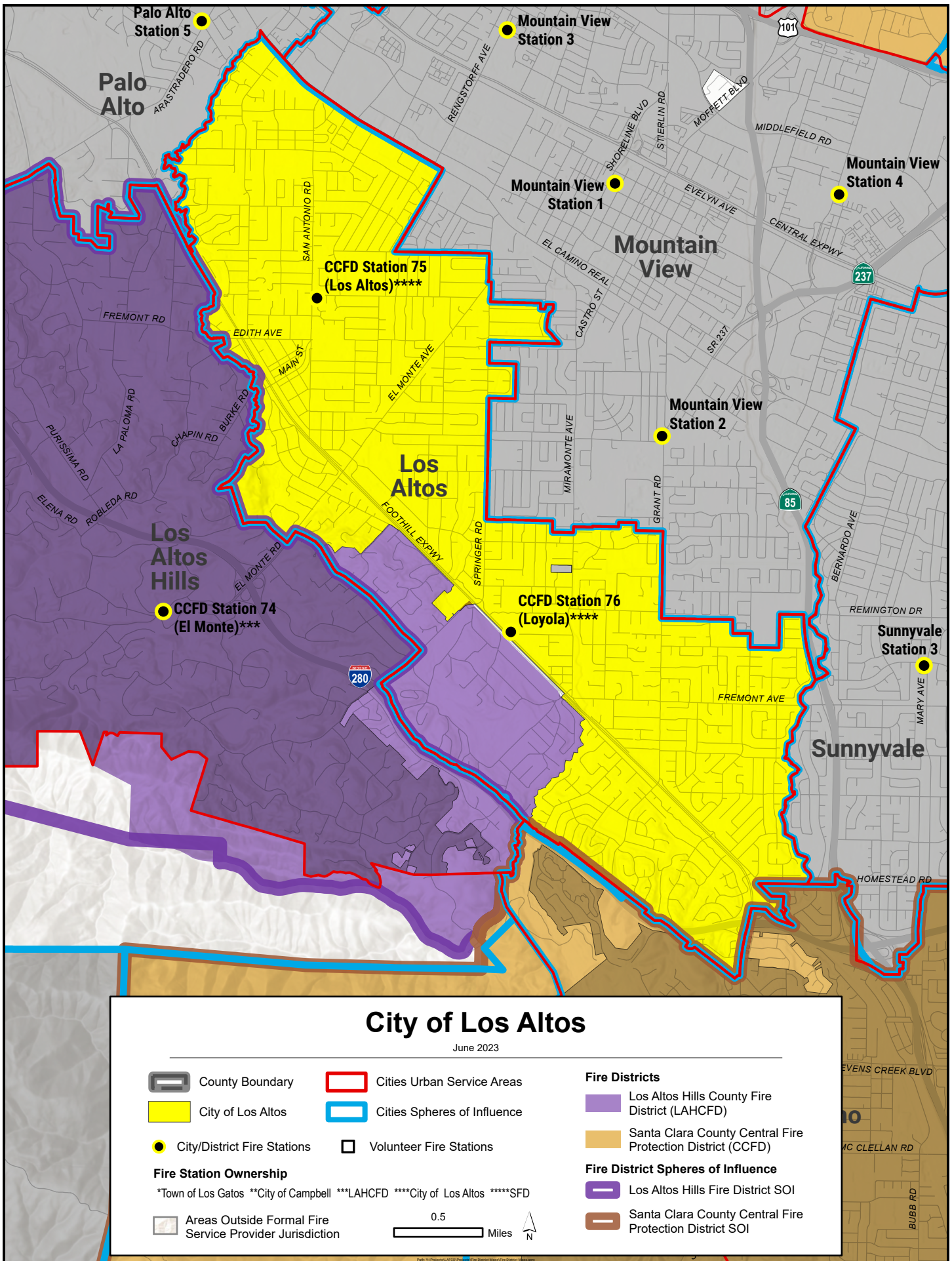
Monthly incident volume does not indicate a significant seasonality to the incident volume. There was less than a plus or minus 1% variation from the expected norm. The hourly evaluation shows a very similar distribution of incident volume as the CCFD, with over 69% of all incidents between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour.

Figure 268: Incident Percentage by Hour (Campbell)

City of Los Altos Service Demand

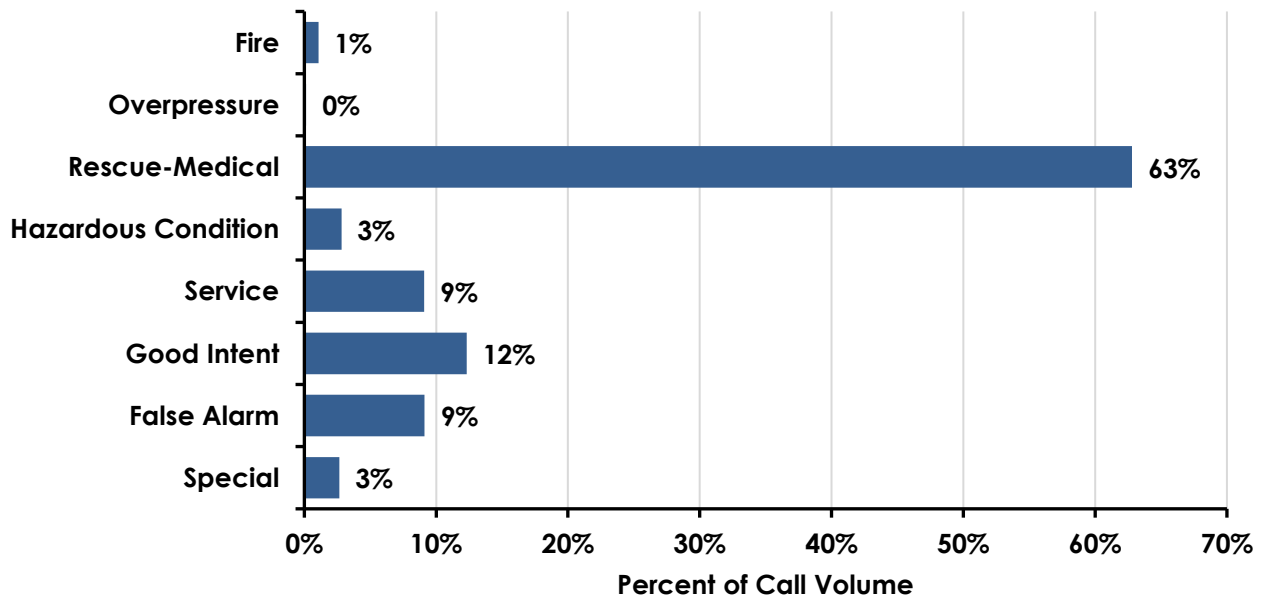
The City of Los Altos is approximately 6.5 square miles of urban density, with a population of 31,625. Located north of the fire protection district, it has been under contract since 1996.

Figure 269: City of Los Altos Response Area

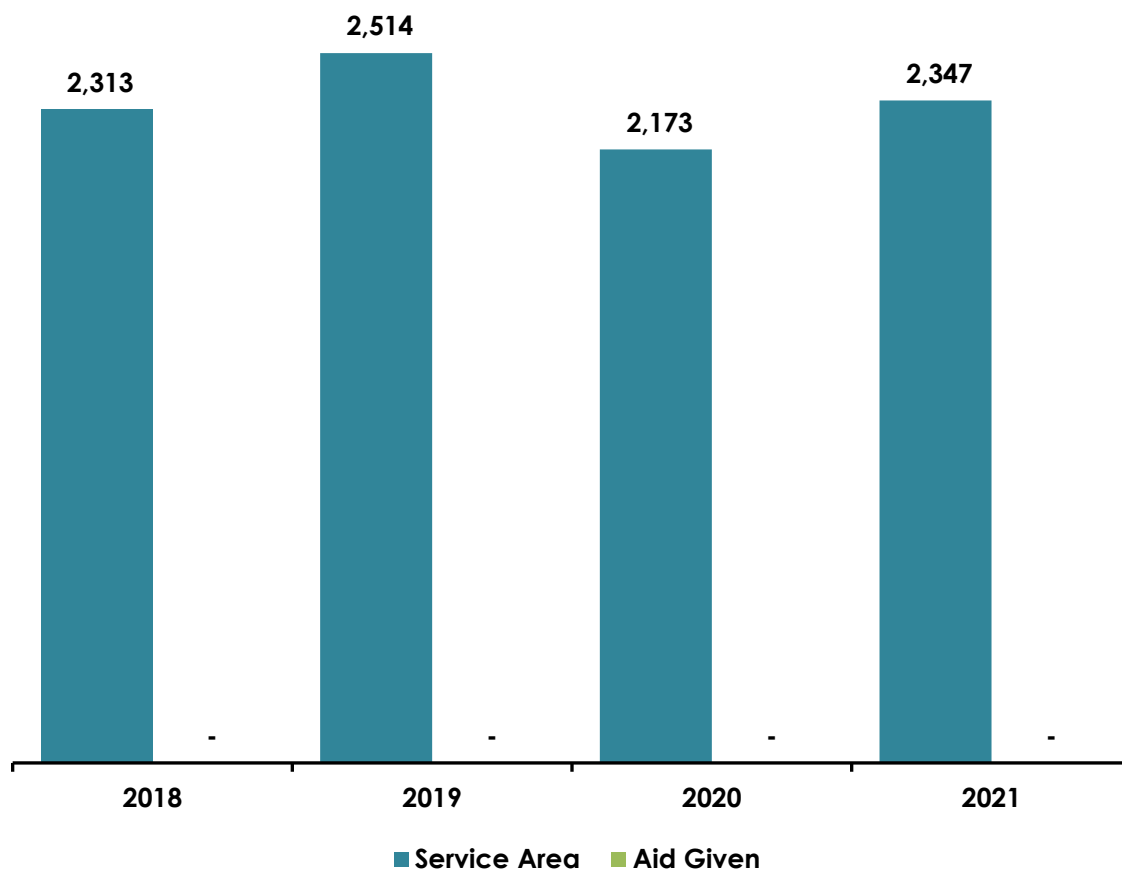


The city had a total of 10,696 incidents from January 1, 2018, through June 2022. This accounts for approximately 12% of the CCFD responses. The distribution of incidents was like the overall picture of CCFD. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

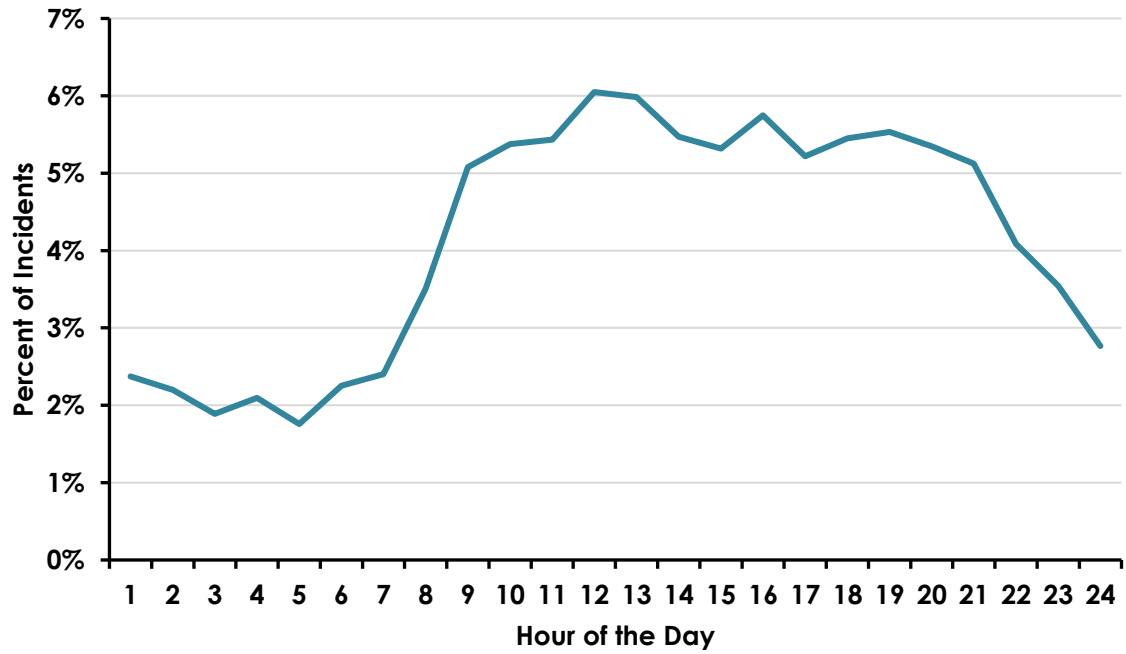
Figure 270: Total Incident Responses by Type as a Percentage (Los Altos)



The overall call volume is rebounding from the COVID-19 pandemic similar to the entire CCFD system, with 2022 volume on track to be greater than 3,500 incidents, like the 2019 service demand levels. The following figure shows the annual incident volume by year. As this is a contract agency, there is no aid given category.

Figure 271: Annual Incident Volume by Year (Los Altos)

Monthly incident volume does not indicate a significant seasonality to the incident volume. There was less than a plus or minus 1% variation from the expected norm. The hourly evaluation shows a very similar distribution of incident volume as the CCFD, with over 71% of all incidents between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour.

Figure 272: Incident Percentage by Hour (Los Altos)

Emergency Response Performance

Similar to the service demand segment, this emergency response performance is segmented by the CCFD overall. In addition, the total response time for each contracted community will be evaluated as a subsection of the fire department overall.

CCFD Overall Performance

CCFD performance was also evaluated. The performance times are calculated using only emergent responses or high-priority incidents where units responded with lights and sirens and the 90th percentile measure. The 90th percentile is typically used in the fire service and is considered the standard for measuring incident response performance. In addition, only those incidents within CCFD's boundary are evaluated.

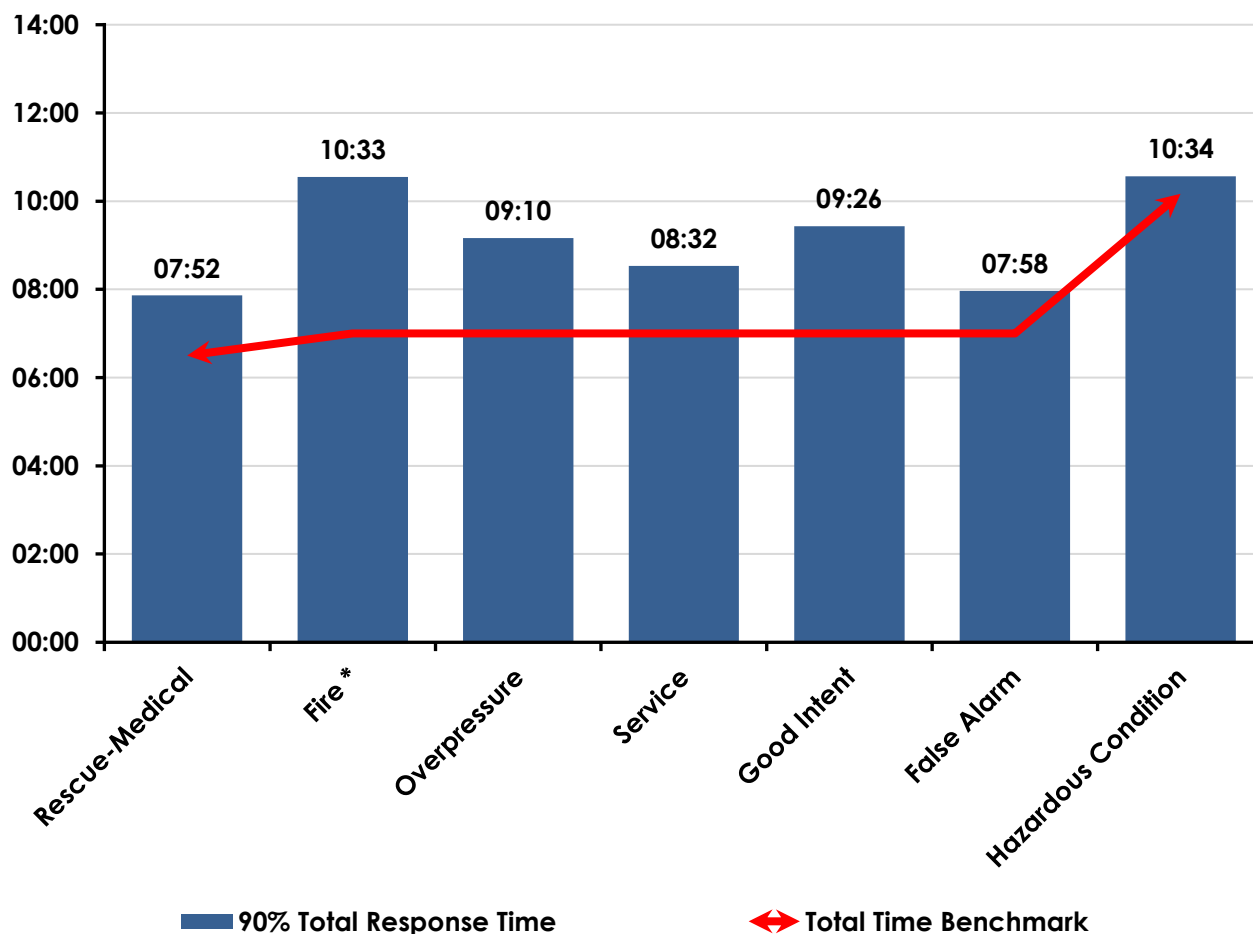
Three unique time segments are included when evaluating an agency's response performance. The first is the time it takes for the dispatcher to answer the 911 call and notify the agency (call processing); the second is the time it takes for the agency to receive the call and go en route to the call (turnout time); and third is the time it takes for the unit to drive to the incident (travel time). All three segments combined makeup the **total response time**. For this evaluation, the unit type was not discriminated against, and the first arriving unit was used to determine the total response time.

CCFD is an accredited agency and has adopted several total and first due time benchmarks based on call type and severity. The categories adopted by CCFD do not follow exactly the methodology utilized in this study. However, an attempt was made to utilize the first on-scene total time benchmark that most closely follows the NFIRS category breakdown used in this study. Between January 1, 2018, through June 30, 2022, CCFD performance for the 57,892 analyzable emergent incidents within the fire response area was a **total response time** of 8 minutes, 21 seconds (8:21) or less, 90% of the time. The following figure shows the adopted benchmarks, the NFIRS category they were used for, and performance of the CCFD.

Figure 273: CCFD Adopted Benchmarks and Applied NFIRS Categories

CCFD Total Time Category (Risk)	Adopted Benchmark	NFIRS Category
Structure Fire (Low)	8:20 or less 90% of the time	Not Used
Structure Fire (Moderate – Max)	7:00 or less 90% of the time	Fire, Overpressure, Service, & Good Intent
Vegetation Fire (All Risk)	8:00 or less 90% of the time	Not Used
Non-Structure Fire (All Risk)	7:00 or less 90% of the time	Fire, Overpressure, Service, & Good Intent
EMS (Low)	8:40 or less 90% of the time	Not Used
EMS (Moderate)	6:30 or less 90% of the time	Rescue-Medical
EMS (High – Maximum)	10:10 or less 90% of the time	Not Used
Technical Rescue (Low)	8:40 or less 90% of the time	Not Used
Technical Rescue (Moderate – Max)	10:10 or less 90% of the time	Not Used
HazMat (Low)	8:40 or less 90% of the time	Not Used
HazMat (Moderate – Max)	10:10 or less 90% of the time	Hazardous Condition

Each call type may take different response times due to the complexity of the incident. For example, questioning the caller to get appropriate information may take more or less time. In addition, it may take longer for crews to respond as they need to wear different personal protective equipment. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 274: Emergent Incidents 90th Percentile Total Response Times, Jan 2018–Jun 2022

The final analysis investigated the unit usage for all apparatus within the system. The units within the CCFD are all evaluated here and not by individual response jurisdiction. Three dimensions are studied in this report. The first dimension is the unit hour utilization (UHU). This number represents the time a unit was committed to an incident as a percentage of the total time they were on duty. The next is the average time a unit was committed to an incident. And finally, the average number of incidents a unit was deployed daily.

In addition to the 16 primary engines or rescues, three trucks, and three Battalion Chiefs, CCFD cross-staffs 10 additional units. These 10 additional units were either Type 3 or Type 6 engines or a water tender. It was not specifically identified which unit may cross staff additional apparatus. This evaluation attached the cross staffing to the primary engine or rescue at a given station. This follows fire department best practices, allowing for the three specialty trucks and other units to remain deployable. The following figure shows the general statistics for each frontline unit with cross staffing within the CCFD system.

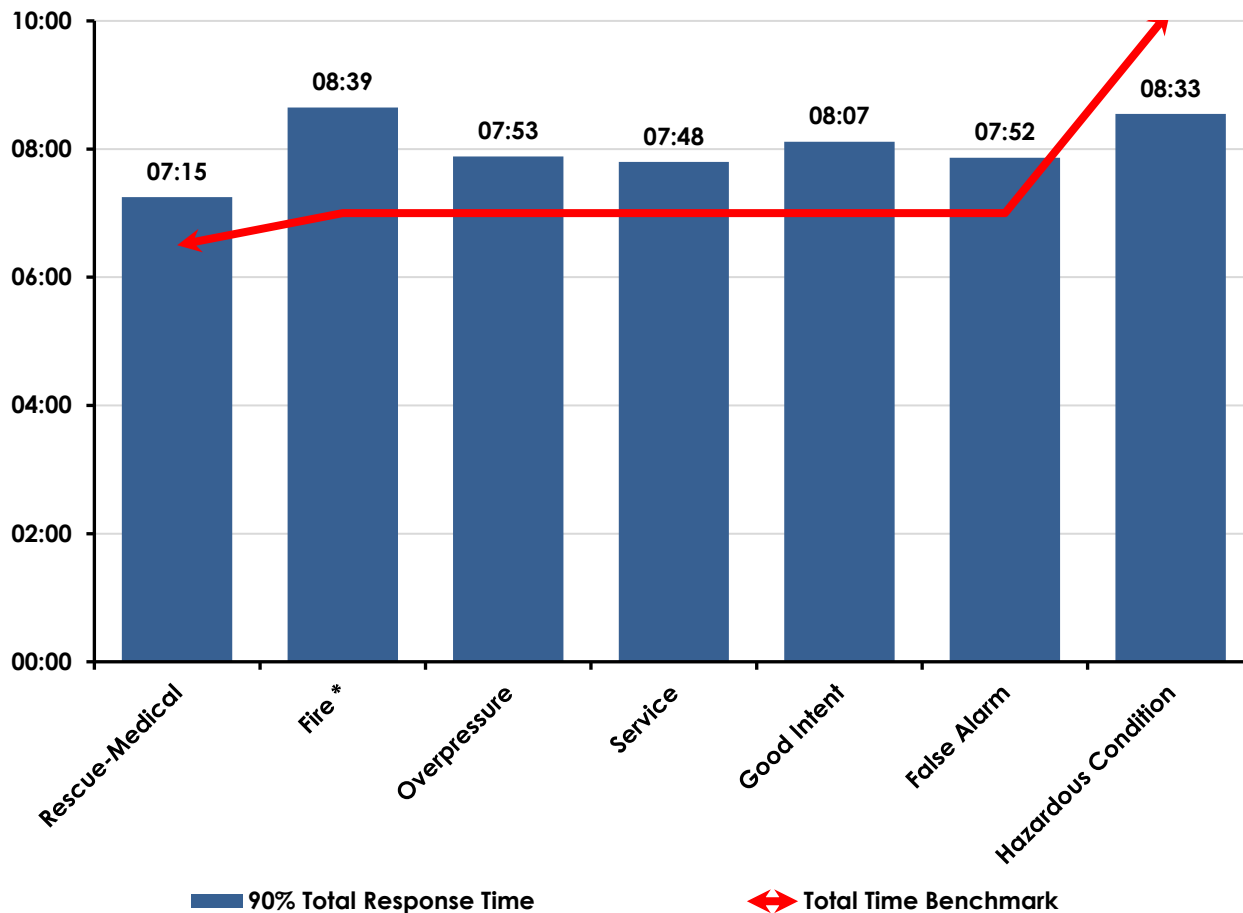
Figure 275: CCFD Unit Usage

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
E71 & E371	7.7%	22 Minutes	5.0
T71	2.7%	22 Minutes	1.7
E72	3.6%	26 Minutes	2.0
HM72	1.8%	33 Minutes	0.8
B72	1.9%	31 Minutes	0.9
E73 & E373	7.6%	28 Minutes	3.9
R73	2.6%	27 Minutes	1.4
R74 & E374	3.6%	28 Minutes	1.8
T74	0.2%	28 Minutes	0.1
B74	1.1%	30 Minutes	0.5
E75 & E675	6.3%	24 Minutes	3.8
E76	7.0%	24 Minutes	4.2
E77 & E377	6.6%	28 Minutes	3.4
E78 & WT78	3.1%	27 Minutes	1.7
E79 & E679	4.5%	27 Minutes	2.4
E80 & E680	7.5%	22 Minutes	5.0
E81	10.3%	22 Minutes	6.9
E82 & E382	7.1%	24 Minutes	4.2
E83	6.4%	25 Minutes	3.7
R83	2.8%	25 Minutes	1.6
B83	2.2%	31 Minutes	1.0
E84 & E384	7.3%	73 Minutes	1.4
T85	6.2%	21 Minutes	4.3

City of Campbell Emergency Response Performance

Since the City of Campbell is relatively small and has a relatively large percentage of the incident volume, its 90th percentile performance is slightly better than the fire departments overall. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 276: Emergent Incidents 90th Percentile Total Response Times (Campbell)



The city has two fire stations inside of its boundary (Station 80 and 81) with six personnel on duty each day and has full access to all 66 personnel on duty each day for CCFD. CCFD's station with the highest Unit Hour Utilization (UHU) is Station 81 in Campbell. This station operates with a 10.3% UHU, making it challenging to meet today's performance standard much less the increasing demand in the area. Station 80 is currently operating at a 7.5% UHU and CCFD Station 85 is just south of Campbell and operates with a 6.2% UHU.

The City of Campbell is somewhat isolated from the CCFD service area and bordered on three sides by the City of San José. CCFD has an Automatic Aid agreement with San José that assists in meeting the demand inside of the City of Campbell, however, the engines stationed at the five San José stations surrounding Campbell are already operating with a UHU rate between 9.9% and 15.2%.

Figure 277: San José Fire Stations surrounding Campbell

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
E04	15.2%	18 Minutes	12.1
E06	11.4%	21 Minutes	7.8
E09	9.9%	19 Minutes	7.6
T09	5.7%	22 Minutes	3.8
E10	13.5%	19 Minutes	10.4
E14	12.2%	20 Minutes	8.6
T14	5.4%	20 Minutes	3.9

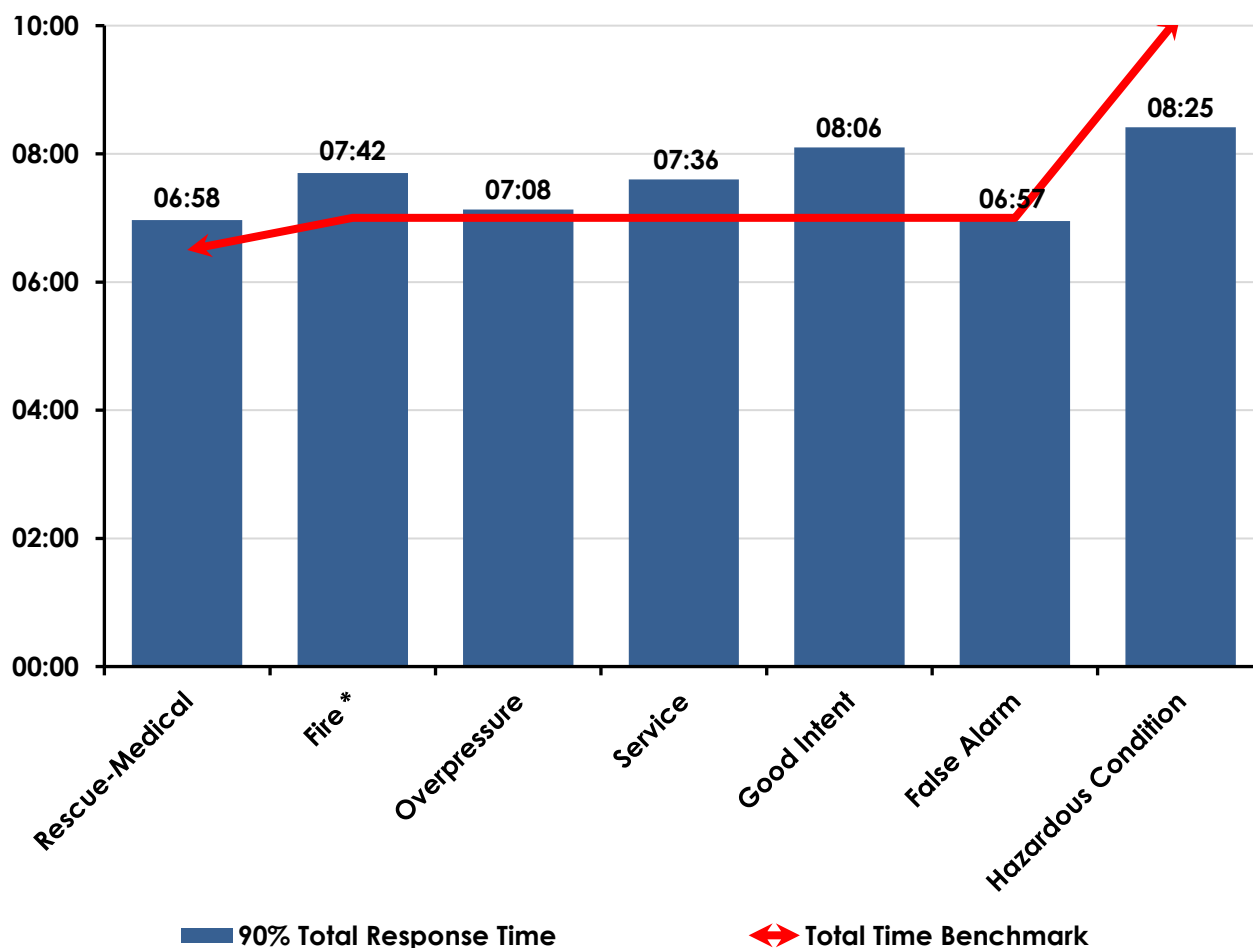
The City of Campbell is experiencing an increase in service demand and the resources assigned are already exceeding capacity, including the automatic aid stations nearby. The call volume inside the City of Campbell accounts for approximately 20% of all CCFD emergency responses, however, the staffing level only represents 9.3% of the on duty staffing each day.

The City of Campbell needs additional resources to reduce the unit hour utilization rate for the crew at Station 81 to help meet the performance standards adopted for the community. This study did not evaluate whether the city needs an additional fire station or just an additional company at Station 81.

City of Los Altos Emergency Response Performance

The City of Los Altos is also densely populated, with a relatively small area, and has a relatively large percentage of the incident volume. Because of this, the 90th percentile performance is slightly better than CCFD overall. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 278: Emergent Incidents 90th Percentile Total Response Times (Los Altos)



Staffing

The following figure shows the total number of personnel for CCFD.

Figure 279: CCFD Staffing

Assignment	Staffing
Uniformed Administration	6
Non-Uniformed Administration	42 ¹²¹
Fire Prevention	34
Operations Staff	246
Emergency Communications	2
Emergency Management	5
Volunteers, Reserve, On Call	14
Total Personnel	349

The Fire Chief reports that staffing has been administratively bare bones as far as uniformed support staff in Operations, Training, Fire Prevention, and Admin/Planning. Fire Prevention staff also needs to be expanded along with IT support for the organization.

The Fire Chief further believes that additional staffing challenges will also surface if the private ambulance contract becomes a different model than what it is today, pulling in a public partnership or a public ambulance transport model. The ever-increasing wildfire risk needs the attention and collaboration, countywide, that currently is dependent on each fire agency.

The following figure shows the daily staffing at each station and on each unit in the station. Operations staff work a 48/96 schedule.

¹²¹ Non-Uniformed Administration includes Personnel Services, Business Services, and Support Services personnel.

Figure 280: CCFD Daily Staffing

Station	Daily Staffing	Unit Staffing
Cupertino 71	7	Engine (3), Truck (4)
Seven Springs 72	8	BC (1), Engine (3), HazMat (2), Air (2)
Saratoga 73	7	Engine (3), Rescue Engine (4)
El Monte 74	5	BC (1), Rescue Engine (4)
Los Altos 75	3	Engine (3)
Loyola 76	3	Engine (3)
Monta Vista 77	3	Engine (3)
Quito 78	3	Engine (3)
West Valley 79	3	Engine (3)
Sunnyoaks 80	3	Engine (3)
Campbell 81	3	Engine (3)
Shannon 82	3	Engine (3)
Los Gatos 83	8	BC (1), Engine (3), Rescue Engine (4)
Redwood 84	3	Engine (3)
Winchester 85	4	Quint (4)
Total	66	


Facilities & Apparatus


In addition to Fire Stations, CCFD facilities include headquarters, maintenance shop, crafts worker shop, training center, and a work center for the fuels crew. The headquarters facility was partially funded by a bond with a cost estimated at \$45 million.

CCFD Fire Stations


The following figure outlines the basic features of each CCFD fire station, including those that service is provided to a contract city or district. The districts that are under contract will also display the same information in their sub-profile. The condition of each station is rated based on the criteria identified in the introduction to this section of the report.

Figure 281: CCFD Owned Fire Stations


Station Name/Number:		CCFD Station 71 (Cupertino)				
Address/Physical Location:		20215 Stevens Creek Blvd, Cupertino, CA				
		General Description: This 23-year-old station meets most needs of a modern fire station.				
Structure						
Date of Original Construction		1999				
Seismic Protection		Yes				
Condition (from rating sheet)		Good				
Number of Apparatus Bays		Drive-through Bays		3	Back-in Bays	0
Length of each Apparatus Bay		80 feet				
Facilities Available						
Sleeping Quarters		9	Bedrooms	18	Beds	Dorm Beds
Current daily staffing		7				
Maximum staffing capability		14				
Kitchen Facilities		1				
Bathroom/Shower Facilities		Yes				
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-71	3	Type 1 Engine				
T-71	4	Truck				
E-371	3CS	Type 3 Engine				
Total Daily Staffing:	7					
*Cross-staffed (CS)						

Station Name/Number:	CCFD Station 72 (Seven Springs)				
Address/Physical Location:	21000 Seven Springs Pkwy, Cupertino, CA				
	General Description:				
	This 30-year-old station does not meet the needs of a modern fire station. Kitchen remodel planned for 2023.				
Structure					
Date of Original Construction	1992				
Seismic Protection	Yes				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays	3	Back-in Bays	0	
Length of each Apparatus Bay	70 feet				
Facilities Available					
Sleeping Quarters	2	Bedrooms	17	Beds	Dorm Beds
Current daily staffing	8				
Maximum staffing capability	12				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-72	3	Type 1 Engine			
HM-72	2	Hazardous Materials			
BS-72	2	Breathing Support			
B-72	1	Command Vehicle			
Total Daily Staffing:	8				


*Cross-staffed (CS)

Station Name/Number:	CCFD Station 77 (Monta Vista)				
Address/Physical Location:	22620 Stevens Creek Blvd, Cupertino, CA				
	General Description: This 24-year-old station does not meet most needs of a modern fire station.				
Structure					
Date of Original Construction	1998				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays		Back-in Bays	2	
Length of each Apparatus Bay	41 feet				
Facilities Available					
Sleeping Quarters	2	Bedrooms	12	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-77	3	Type 1 Engine			
E-377	3CS	Type 3 Engine			
Total Daily Staffing:	3				


*Cross-staffed (CS)

Station Name/Number:	CCFD Station 78 (Quito)				
Address/Physical Location:	18870 Saratoga, Los Gatos, CA				
		General Description: This 74-year-old station does not meet the needs of a modern fire station. This station is well past its expected lifespan. This station was refreshed with new flooring, and new individualized dorm space with new paint. Continued work will include an updated bathroom, kitchen, and workout space in 2024			
Structure					
Date of Original Construction	1948				
Seismic Protection	No				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays		Back-in Bays	3	
Length of each Apparatus Bay	48 feet				
Facilities Available					
Sleeping Quarters		Bedrooms		Beds	7 Dorm Beds
Current daily staffing	3				
Maximum staffing capability	7				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-78	3	Type 1 Engine			
WT-78	2CS	Water Tender			
U-78	1CS	Utility			
Total Daily Staffing:	3				


*Cross-staffed (CS)

Station Name/Number:	CCFD Station 79 (West Valley)				
Address/Physical Location:	19800 Cox Rd, Saratoga, CA				
	General Description:				
	This 57-year-old station has had kitchen and bathroom updates and does meet the needs of a modern fire station. The station needs some additional space for the workout equipment.				
Structure					
Date of Original Construction	1965				
Seismic Protection	No				
Condition (from rating sheet)	Fair				
Number of Apparatus Bays	Drive-through Bays		Back-in Bays	2	
Length of each Apparatus Bay	48 feet				
Facilities Available					
Sleeping Quarters	2	Bedrooms	7	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	7				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-79	3	Type 1 Engine			
E-679	3CS	Type 6 Engine			
Total Daily Staffing:	3				

*Cross-staffed (CS)


Station Name/Number:	CCFD Station 84 (Redwood)				
Address/Physical Location:	21452 Madrone Dr, Los Gatos, CA				
	General Description: The station is being rebuilt and expected to be completed mid-2023. The new station will meet modern firefighting standards. The land is owned by Redwood estates Services Association.				
Structure					
Date of Original Construction	2022—Currently Being Rebuilt				
Seismic Protection	Yes				
Condition (from rating sheet)	Excellent				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay	70 Feet				
Facilities Available					
Sleeping Quarters	4	Bedrooms	4	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	8				
Kitchen Facilities	Yes				
Bathroom/Shower Facilities	2/2				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-84	3	Type 1 Engine			
E-384	3CS	Type 3 Engine			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Station Name/Number:	CCFD Station 85 (Winchester)				
Address/Physical Location:	14850 Winchester Blvd, Los Gatos, CA				
	General Description:				
	This 57-year-old station does not meet the needs of a modern fire station. This station is past its expected lifespan. This station is in the queue for a complete rebuild. Planning for the project is expected in late 2023.				
Structure					
Date of Original Construction	1965				
Seismic Protection	No				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay	40 feet				
Facilities Available					
Sleeping Quarters	4	Bedrooms	4	Beds	Dorm Beds
Current daily staffing	4				
Maximum staffing capability	4				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
T-85	4	Truck			
USAR-85	2CS	Technical Search and Rescue Truck			
Total Daily Staffing:	4				


*Cross-staffed (CS)

Figure 282: CCFD Stations Owned by Saratoga Fire District

Station Name/Number:	CCFD Station 73 (Saratoga)				
Address/Physical Location:	14380 Saratoga Ave, Saratoga, CA				
	General Description: This 18-year-old station meets most needs of a modern fire station.				
Structure					
Date of Original Construction	2004				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays		Back-in Bays	4	
Length of each Apparatus Bay	3 at 63 feet and 1 at 40 feet				
Facilities Available					
Sleeping Quarters	9	Bedrooms	18	Beds	Dorm Beds
Current daily staffing	7				
Maximum staffing capability	18				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-73	3	Type 1 Engine			
R-73	4	Rescue Engine			
E-373	3CS	Type 3 Engine			
U-73	1CS	Utility			
Total Daily Staffing:	7				


*Cross-staffed (CS)

Figure 283: CCFD Stations Owned by Los Altos Hills County Fire District


Station Name/Number:	CCFD Station 74 (El Monte)				
Address/Physical Location:	12355 El Monte Rd, Los Altos Hills, CA				
	General Description: This 26-year-old station meets most of the needs of a modern fire station.				
Structure					
Date of Original Construction	1996				
Seismic Protection	Yes				
Condition (from rating sheet)	Fair				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay	58 feet				
Facilities Available					
Sleeping Quarters	9	Bedrooms	12	Beds	Dorm Beds
Current daily staffing	5				
Maximum staffing capability	12				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
R-74	4	Rescue Engine			
T-74	4CS	Truck			
E-374	4CS	Type 3 Engine			
B-74	1	Command Vehicle			
Total Daily Staffing:	5				

*Cross-staffed (CS)

Figure 284: CCFD Stations Owned by the City of Los Altos


Station Name/Number:		CCFD Station 75 (Los Altos)			
Address/Physical Location:		10 Almond Ave, Los Altos, CA			
		General Description:			This 54-year-old station meets most of the needs of a modern fire station. This station is past its expected lifespan. The kitchen and floors were replaced in 2023.
Structure					
Date of Original Construction		1968			
Seismic Protection		No			
Condition (from rating sheet)		Fair			
Number of Apparatus Bays		Drive-through Bays		3	Back-in Bays
Length of each Apparatus Bay		64 feet			
Facilities Available					
Sleeping Quarters		3	Bedrooms	3	Beds
Current daily staffing		3			
Maximum staffing capability		3			
Kitchen Facilities		1			
Bathroom/Shower Facilities		2/2			
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-75	3	Type 1 Engine			
E-675	3CS	Type 6 Engine			
Total Daily Staffing:	3				

*Cross-staffed (CS)


Station Name/Number:	CCFD Station 76 (Loyola)				
Address/Physical Location:	765 Fremont Ave, Los Altos, CA				
	General Description: This 24-year-old station meets most needs of a modern fire station.				
Structure					
Date of Original Construction	2000				
Seismic Protection	Yes				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay	40 feet				
Facilities Available					
Sleeping Quarters	3	Bedrooms	3	Beds	Dorm Beds
Current daily staffing	3				
Maximum staffing capability	3				
Kitchen Facilities	1				
Bathroom/Shower Facilities	2/2				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-76	3	Type 1 Engine			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Figure 285: CCFD Stations Owned by the City of Los Gatos


Station Name/Number:		CCFD Station 82 (Shannon)			
Address/Physical Location:		16565 Shannon Rd, Los Gatos, CA			
		General Description: This 62-year-old station does not meet the needs of a modern fire station. This station is well past its expected lifespan. The station is owned by the Town of Los Gatos. The kitchen was refreshed in 2023 and improvements to the bathroom areas are in progress.			
Structure					
Date of Original Construction		1960 remodeled 1997			
Seismic Protection		No			
Condition (from rating sheet)		Fair			
Number of Apparatus Bays		Drive-through Bays		2	Back-in Bays
Length of each Apparatus Bay		40 feet			
Facilities Available					
Sleeping Quarters		3	Bedrooms	6	Beds
Current daily staffing		3			
Maximum staffing capability		6			
Kitchen Facilities		1			
Bathroom/Shower Facilities		Yes			
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-82	3	Type 1 Engine			
E-382	3CS	Type 3 Engine			
Total Daily Staffing:	3				

*Cross-staffed (CS)


Station Name/Number:	CCFD Station 83 (Los Gatos)				
Address/Physical Location:	306 University Ave, Los Gatos, CA				
	General Description:				
	This 58-year-old station meets most of the needs of a modern fire station. The station is owned by Los Gatos. The station was remodeled in 2004 to provide individualized dorms with gender-neutral bathrooms (inclusive of the Battalion Chief area). A new kitchen was completed in 2023 with new flooring. The outstanding item for this station is the workout area.				
Structure					
Date of Original Construction	1964				
Seismic Protection	No				
Condition (from rating sheet)	Good				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay	60 feet				
Facilities Available					
Sleeping Quarters	8	Bedrooms	8	Beds	Dorm Beds
Current daily staffing	7				
Maximum staffing capability	8				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-83	3	Type 1 Engine			
R-83	4	Rescue Engine			
B-83	1	Command Vehicle			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Figure 286: CCFD Stations Owned by the City of Campbell

Station Name/Number:	CCFD Station 80 (Sunnyoaks)				
Address/Physical Location:	485 W. Sunnyoaks Ave, Campbell, CA				
	General Description: This 53-year-old station does not meet the needs of a modern fire station. This station is past its expected lifespan.				
Structure					
Date of Original Construction	1969				
Seismic Protection	No				
Condition (from rating sheet)	Poor				
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays		
Length of each Apparatus Bay	60 feet				
Facilities Available					
Sleeping Quarters		Bedrooms		Beds	9 Dorm Beds
Current daily staffing	3				
Maximum staffing capability	9				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-80	3	Type 1 Engine			
E-680	3CS	Type 6 Engine			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Station Name/Number:	CCFD Station 81 (Campbell)				
Address/Physical Location:	123 Union Ave, Campbell, CA				
	General Description:				
	This 40-year-old station does not meet the needs of a modern fire station.				
Structure					
Date of Original Construction	1982				
Seismic Protection	No				
Condition (from rating sheet)	Fair				
Number of Apparatus Bays	Drive-through Bays		Back-in Bays	4	
Length of each Apparatus Bay	40 feet				
Facilities Available					
Sleeping Quarters	2	Bedrooms		Beds	13
Current daily staffing	3				
Maximum staffing capability	12				
Kitchen Facilities	1				
Bathroom/Shower Facilities	Yes				
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-81	3	Type 1 Engine			
Total Daily Staffing:	3				

*Cross-staffed (CS)

Fire Stations Discussion

One CCFD fire station was considered in "Excellent" condition. Four were rated as "Good," five were rated as "Fair," five were rated in "Poor" condition. The expected lifespan of a fire station is usually 50 years, CCFD's fire stations range from 1 to 74 years old, with an average age of 40 years.

Of the 15 CCFD stations; CCFD owns seven, City of Los Altos, Los Gatos, and Campbell each own two, and SFD, and LAHCFD each own one.

Figure 287: CCFD Station Configuration and Condition

Station (Owner)	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Station 71 (CCFD)	3	14	Good	23 years
Station 72 (CCFD)	3	12	Poor	30 years
Station 73 (SFD)	4	18	Good	18 years
Station 74 (LAHCFD)	2	12	Fair	26 years
Station 75 (City of Los Altos)	3	3	Fair	54 years
Station 76 (City of Los Altos)	2	3	Good	24 years
Station 77 (CCFD)	2	8	Good	24 years
Station 78 (CCFD)	3	7	Poor	74 years
Station 79 (CCFD)	2	7	Fair	57 years
Station 80 (City of Campbell)	2	9	Poor	53 years
Station 81 (City of Campbell)	4	12	Fair	40 years
Station 82 (City of Los Gatos)	2	6	Fair	62 years
Station 83 (City of Los Gatos)	2	8	Good	58 years
Station 84 (CCFD)	2	8	Excellent	1 year
Station 85 (CCFD)	2	4	Poor	57 years
Totals/Average:	38	131		40 years average

The majority of CCFD's fire stations are older and do not meet many of the requirements of modern firefighting. As the firefighting environment has changed, the technology, equipment, and safety systems have changed to meet new demands. Older buildings do not typically have the space or engineering systems to meet that new environment. Modern living also requires much more access to electrical outlets than was expected in older buildings. The older CCFD stations are no exception.

For example, older buildings do not meet the requirements due to the need to decontaminate personnel and equipment after many of the responses in the current firefighting context. Every crew member should have access to facilities to decontaminate immediately after a fire event, and showers should allow for gender separation. In addition, there needs to be enough partitioned space to allow for gear and equipment to be thoroughly washed and designed to control contamination of the living and working space of the station.

While all structures require routine maintenance, fire stations require even more due to the continuous occupancy by a minimum of three adults. Multiple departures and returns of heavy apparatus also affect these structures.

Facility Replacement

With seven of CCFD's stations over fifty years old, a facility replacement plan should be in place. In reviewing the current Capital Improvement Plan, CCFD has identified that most facilities need some sort of update, repair, or replacement. CCFD established a capital fund in 2020 that will assist in funding the necessary improvements. Also, some facilities are not owned by the district and rely on each city or district to maintain or replace them. Most stations need a remodel to create gender separation in both sleeping areas and restrooms/shower areas.

Ensuring the stations are in good repair also requires regular maintenance and scheduled replacement of specialized equipment. Plans for updating and repairing systems such as heating and air conditioning (HVAC), generators, roofs, driveways, parking areas, security gates, painting, carpet replacement, and small appliances can keep costs down and buildings in service longer. In addition, establishing a facility replacement and maintenance plan will enable CCFD to plan for ongoing service from each station more efficiently.

Status of Shared Facilities

CCFD shares a station with Palo Alto (Station 8), however, CCFD is not currently sharing any of their facilities with other agencies outside of its contract stations. Entering into "Boundary Drop" agreements using Automatic Vehicle Location (AVL) technology to dispatch the closed best resource regardless of jurisdiction could help surrounding agencies provide more seamless service. CCFD does participate in the county's Mutual Aid Plan.

Apparatus

Agency staff evaluated apparatus based on age, miles/hours, service, condition, and reliability with the criteria available for reference in the introduction for this section of the report. The Fire Chief reports that CCFD Fleet Maintenance shop needs have grown over the years; however, the space the shop occupies has not grown. The Chief believes SCCFD needs an evaluation of the mechanic shop and staff as a whole prior to any potential 911-response delivery model change or future fleet integration of hybrid or electric vehicles.

The Fire Chief reports that fleet replacement has been on track. However, the challenge is with supply chain and turn-around time for replacement apparatus.

The following figures represent all apparatus and vehicles operated by CCFD defined by their call sign, apparatus type, year, status, original cost, mileage, and current location.

Figure 288: CCFD Apparatus

Unit	Type	Status	Year	Condition	Features
Engines & Aerial Apparatus					
E71	Type 1 Engine	Frontline	2020	Excellent	600 gal Water, 25 gal foam
E72	Type 1 Engine	Frontline	2020	Excellent	600 gal Water, 25 gal foam
E73	Type 1 Engine	Frontline	2009	Fair	750 gal water, 25 gal foam
E75	Type 1 Engine	Frontline	2020	Excellent	600 gal Water, 25 gal foam
E76	Type 1 Engine	Frontline	2010	Fair	600 gal water, 25 gal foam
E78	Type 1 Engine	Frontline	2016	Good	600 gal water, 25 gal foam
E79	Type 1 Engine	Frontline	2016	Good	600 gal water, 25 gal foam
E80	Type 1 Engine	Frontline	2010	Fair	600 gal water, 25 gal foam
E81	Type 1 Engine	Frontline	2016	Good	600 gal water, 25 gal foam
E82	Type 1 Engine	Frontline	2020	Excellent	600 gal Water, 25 gal foam
E83	Type 1 Engine	Frontline	2020	Excellent	600 gal Water, 25 gal foam
E77	Type 1 Engine	Frontline	2016	Good	600 gal water, 25 gal foam
E84	Type 1 Engine	Frontline	2017	Excellent	750 gal water, 25 gal foam
E880	Type 1 Engine	Reserve	2007	Fair	600 gal water, 25 gal foam
E173	Type 1 Engine	Reserve	2009	Fair	600 gal water, 25 gal foam
E176	Type 1 Engine	Reserve	2002	Fair	600 gal water, 25 gal foam
E178	Type 1 Engine	Reserve	2008	Fair	600 gal water, 25 gal foam
E180	Type 1 Engine	Reserve	2005	Fair	600 gal water, 25 gal foam
E371	Type 3 Engine	Frontline	2019	Good	500 gal water, 25 gal foam
E373	Type 3 Engine	Frontline	2019	Good	500 gal water, 25 gal foam
E374	Type 3 Engine	Frontline	2019	Good	500 gal water, 25 gal foam
E377	Type 3 Engine	Frontline	2019	Good	500 gal water, 25 gal foam
E382	Type 3 Engine	Frontline	2019	Good	500 gal water, 25 gal foam
E384	Type 3 Engine	Frontline	2019	Good	500 gal water, 25 gal foam
E675	Type 6 Engine	Frontline	2016	Good	300 gal water, 10 gal foam
E679	Type 6 Engine	Frontline	2016	Good	300 gal water, 10 gal foam
E680	Type 6 Engine	Frontline	2016	Good	300 gal water, 10 gal foam
T71	Tractor Drawn Aerial	Frontline	2021	Excellent	300 gal water 101' Ladder
T74	Rear Mount Aerial	Frontline	2016	Good	300 gal water, 25 gal foam 101' Ladder
T85	Rear Mount Aerial	Frontline	2021	Excellent	475 gal water, 25 gal foam 101' Ladder
T181	Rear Mount Aerial	Reserve	2002	Fair	300 gal water, 25 gal foam 100' Ladder

Unit	Type	Status	Year	Condition	Features
Medics/Rescues/Other					
R73	Rescue	Frontline	2011	Fair	500 gal water, 25 gal foam
R74	Rescue	Frontline	2021	Excellent	500 gal water, 25 gal foam
R83	Rescue	Frontline	2021	Excellent	500 gal water, 25 gal foam
R173	Rescue	Reserve	2007	Fair	500 gal water, 25 gal foam
HM72	Hazmat	Frontline	2019	Excellent	N/A
HM172	Hazmat	Reserve	2004	Fair	N/A
BS72	Light Air	Frontline	2005	Fair	N/A
WT78	Water Tender	Frontline	2015	Excellent	2,500 gal water, 25 gal foam
USAR85	USAR Support	Frontline	2022	Excellent	N/A

Figure 289: CCFD Supervisor & Command Vehicles

Unit	Assigned To	Manufacturer	Year	Condition
B72	Battalion Chief B72	Ford F250	2018	Excellent
B74	Battalion Chief B74	Ford F250	2018	Excellent
B83	Battalion Chief B83	Ford F250	2018	Excellent
B179	Reserve BC Truck	Ford F250	2018	Excellent
2A1	Fire Chief	Ford Expedition	2020	Excellent
2A2	Assistant Fire Chief	Ford Expedition	2020	Excellent
2A3	Deputy Chief Training	Ford Expedition	2020	Excellent
2A4	Deputy Chief Prevention	Ford Expedition	2020	Excellent
2A5	Deputy Chief Operations	Ford Expedition	2020	Excellent
2A6	Deputy Chief A&P	Ford Expedition	2020	Excellent

Dispatch & Communications

Santa Clara County operates a 911 Public Safety Answer Point (PSAP) and dispatch center. CCFD operates the center through an agreement with the county. The center provides service for CCFD and AMR for 911 medical transport.

In addition to the PSAP operated by County Communications, Campbell Police, Los Altos Police, Los Gatos Police, Monte Sereno Police, and California Highway Patrol operate separate PSAPs and transfer emergencies via phone call to County Communications.

Figure 290: PSAP and Dispatch Center

Item	Description
CAD Application	Homegrown—Built locally (2004)
Telephone System	ATT Viper System
Radio System	County has access to both the SVRCS trunking system (700mHz) and Legacy VHF analog system. County Fire has interop groups marked for encryption.
Fire/EMS Notification	Phoenix G2/Marvlis
Ability for fire agencies to communicate via radio with other fire agencies in the county	Yes, via SVRCS trunking system.
Ability for fire agencies to communicate via radio with police agencies in the county	Yes, via SVRCS trunking system.
Ability for fire agencies to communicate via radio with non-Fire EMS agencies in the county	Yes, via SVRCS trunking system.
Ability for PSAP to communicate CAD-to-CAD (how do you transfer a call to another center)	No. Communications with San José Fire Department and SVDPS are carried out via email.
Criteria-based dispatch system in place	Yes, Priority Dispatch
Formal EMD quality assurance program in place	Yes, Priority Dispatch
Options for non-emergent calls not requiring EMS	No
AVL used on fire apparatus	Not for Dispatch
AVL used on ambulances & EMS units	Not for Dispatch
Do all fire & EMS units have MDTs/MDCs in vehicles	Yes
Closest unit dispatched via AVL	No
No. of 911 calls	188,577 in 2021
No. of 7-digit incoming calls	39,947 in 2021

CCFD Service Review Determinations

LAFCO is required to prepare a written statement of determination with respect to six areas as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Based on the criteria described in Section I of this report, the following determinations are proposed for the CCFD.

Growth and Population Projections

- 10-1: Based on information from the 2020 U.S. Census, the population in CCFD is estimated at 156,660, with an additional 101,655 population served through contracts with cities and districts.
- 10-2: CCFD is projected by the Association of Bay Area Governments to have a constant rate of growth over the 30-year period with a cumulative growth rate of 13% between 2020 and 2050, or 0.8% annually.

Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence

- 10-3: One disadvantaged unincorporated community (DUC) was identified within and adjacent to the City of San José and its SOI—identified as San José #1. This DUC is also located within CCFD, outside of CCFD's SOI. This DUC has a population of 1,656 with a median household income of \$54,917. Fire services are provided to the community by San José FD through the Zone 1 contract with CCFD.

Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Those Related to Sewers, Water, and Fire in Any DUCs Within or Contiguous to the SOI

- 10-4: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that the district generally has capacity to serve existing demand within its service area, including contract agencies. Almost all units have a UHU less than the benchmark of 10%, except for Station 81 in Campbell with a UHU of 10.3%, making it challenging to meet today's performance standard and the increasing demand around that Station.

- 10-5: The City of Campbell, which contracts with CCFD, is experiencing an increase in service demand and the resources assigned are already exceeding capacity, including the automatic aid stations nearby. The call volume inside the City of Campbell accounts for approximately 20% of all CCFD emergency responses, however, the staffing level only represents 9.3% of the on duty staffing each day. CCFD staffing levels in the city are dependent on contract conditions. The City of Campbell will need additional resources to meet the performance standards adopted for the community.
- 10-6: The City of Campbell needs additional resources to reduce the unit hour utilization rate for the crew at Station 81 to help meet the performance standards adopted for the community. This study did not evaluate whether the city needs an additional fire station or just an additional company at Station 81.
- 10-7: While CCFD appears to have sufficient capacity to serve all areas, staffing levels, particularly in administration, have been constrained with bare bones staffing levels for uniformed support staff in Operations, Training, Fire Prevention, and Admin/Planning, as well as IT support. Other staffing needs may surface if the existing ambulance service model changes.
- 10-8: CCFD provides an adequate level of services based on the latest ISO rating and staffing levels. However, CCFD does not meet its adopted response time benchmarks, based on call type and severity, in any category.
- 10-9: The primary issues critical to fire services within CCFD, according to the District, consist of fiscal uncertainty combined with the demands for more wildfire preparedness and mitigation, 911 EMS transport instability and staffing challenges with the 911 EMS transport system, and the need for a dedicated county-wide regional wildfire planning and preparedness approach.
- 10-10: There is a possibility for enhanced efficiency/gained value, as reported by CCFD, through continued focus on infrastructural needs that have been outgrown or do not meet the current needs of CCFD, maximization of civilian and safety staff to extract data to make data-informed decisions for program management, and exploration of alternative models to deliver EMS and assist with ambulance transport resources.

- 10-11: One CCFD fire station was considered in "Excellent" condition. Four of the remaining 14 fire stations were rated as "Good," and three were rated as "Fair." Seven of the 15 stations were rated in "Poor" condition. The expected lifespan of a fire station is usually 50 years, CCFD's fire stations range from 1 to 74 years old, with an average age of 40 years. The majority of CCFD's stations are older and do not meet the requirements of modern firefighting. With seven of CCFD's stations over 50 years old, a facility replacement and maintenance plan should be in place.
- 10-12: The City of Campbell should provide for a seismic retrofit of both fire stations and/or consider upgrading or replacing both facilities.
- 10-13: The City of Los Altos should provide for a seismic retrofit of Station 75 and/or consider upgrading or replacing the facility.
- 10-14: Santa Clara County has an excessive number of PSAPs and Dispatch Centers that are not using a common computer-aided dispatch (CAD) platform or even a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status creating disjointed dispatch services that greatly constrains the potential for efficient dispatch and mutual/automatic aid support. Even within CCFD's service area, six separate PSAPs exist, and fire-related emergencies are transferred to County Communications via phone call. There is a need for a comprehensive feasibility study to determine the best method to address weaknesses in the County's overall emergency communications system.

Financial Ability of Agency to Provide Services

- 10-15: The COVID-19 pandemic had a minimal impact on revenues allocated to CCFD. Revenues experienced growth in every year from FY 18 to FY 22, and in each year, CCFD operated with a surplus, which enabled the district to set aside funds in a Capital Projects Fund FY 20 to FY 22. CCFD is in a strong financial position as demonstrated by its ability to fund sustainable services and provide transfers to the new capital fund.
- 10-16: Cost minimization efforts by CCFD over the last 10 years include pursuit of a maintenance budget for the past four years by not expanding its budget and work with basic needs, to retain reserves of 20% the cost of the new HQ site was spread over time, and hiring or onboarding personnel to allow for down-staffing should the need arise.

- 10-17: CCFD's annual payments on its unfunded actuarial liability are projected to increase for the foreseeable future and will continue to represent a significant portion of CCFD's costs associated with its contract services. Additionally, CCFD recently negotiated wage increases for staff, which will also result in increased contract costs.
- 10-18: Projections indicate that CCFD's services are financially sustainable through FY 27, as growth in revenues (3.5%) is expected to outpace that in operating costs (3%).

Status and Opportunities for Shared Services

- 10-19: CCFD practices resource sharing as a contract service provider to several cities and districts, a member of mutual and automatic aid agreements, a member of the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting, and through the Zone 1 agreement with San José and Milpitas for services to isolated CCFD areas. Additionally, CCFD, LAHCFD, and the City of Palo Alto share in the operation and funding of Palo Alto Fire Station 8 during wildfire season.
- 10-20: CCFD offers resource sharing for Fire Marshal services by providing associated services for all areas of the County outside of cities that provide direct services. In addition, CCFD provides management and administration for the Santa Clara County Communications Department and the Santa Clara County Office of Emergency Management.
- 10-21: Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closest best resource regardless of jurisdiction could help CCFD and neighboring agencies provide seamless service to the community along their borders. However, the dispatch interoperability challenges throughout the County limit the ability to implement this change. Even if the agencies are motivated to "drop borders," the time it takes to manually determine if a resource is available complicates the process, adds time to the alarm handling, and may minimize the opportunity to improve the response time for critical emergencies along the borders.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- 10-22: CCFD meets State laws for transparency and accountability, including making information easily accessible to the public, maintaining a compliant website, providing ethics training and economic interest reporting, following financial reporting requirements, and adhering to open meeting requirements. CCFD's website acts as a clearinghouse for all related documents that are archived online back to the 1990s and makes available documents that are posted by any agency within CCFD.
- 10-23: CCFD has reasonable economies of scale that allow for greater efficiency and effectiveness. However, there could be enhanced efficiencies and value-added services to CCFD by forming a larger entity with Mountain View, Palo Alto, Sunnyvale, Santa Clara, and CCFD.
- 10-24: Service structure options regarding areas in Santa Clara County that are presently outside of a local fire provider but within the vicinity of CCFD are discussed in the Governance Structure Alternatives of Section III of this report. There is the potential for CCFD to enhance public safety services in the County by annexing several areas that currently lack an identified fire protection and emergency response provider. In many cases, CCFD is the only feasible and capable provider of services or is the only agency positioned to annex the territory and contract with another agency for services.

Santa Clara County Central Fire Protection District Sphere of Influence Update

Existing Sphere of Influence

CCFD's SOI was most recently reviewed and updated in 2010 to exclude lands on the southeastern edge to be consistent with the District's boundary and retracted to exclude the lands that were annexed to the City of Los Altos and concurrently detached from CCFD in 2006. Its current SOI is concurrent with its boundary except that it does not include the noncontiguous unincorporated islands and areas.

Recommendation

SOI Expansion to Include 9 Areas Outside of a Local Provider and Contiguous Areas within CCFD's Boundaries

– There are presently 33 areas in Santa Clara County that lack an identified local fire provider. The primary service structure for these areas that is most feasible and leads to logical boundaries is annexation by the adjacent fire protection district with services provided directly or by an appropriate contract provider. This structure is proposed for areas adjacent to CCFD boundaries for Areas 1-7, 15, and 16, as identified in the Governance Structure Alternatives section of this report.

- Areas 1-3 are adjacent to CCFD boundaries to the east of the City of Milpitas and consist of hillside, large lot residential, and regional park uses. The area within CCFD's boundaries adjacent to these areas is served by the City of Milpitas through the Zone 1 agreement with CCFD. Should CCFD annex these areas, the City of Milpitas is the best positioned to extend services to the area by contract with CCFD.
- Areas 4-6 are adjacent to CCFD to the east of the City of Jose and consist of hillside with large lot residences, ranches, and agricultural uses. The area within CCFD's boundaries adjacent to these areas is served by the City of San Jose through the Zone 1 agreement with CCFD. Should CCFD annex these areas, the City of San Jose is the best positioned to extend services to the area by contract with CCFD.
- Area 7 is adjacent to CCFD to the east of the City of Jose and consists of agricultural ranchlands, hillside and the United Technologies Corp. closed facility. In order to ensure logical boundaries, it is recommended that the northern portion of Area 7 be included in CCFD's SOI and the southern portion of Area 7 be included in SCFD's SOI to ensure logical service boundaries. The area would likely be served through contracts with the City of San Jose and CAL FIRE.

- Areas 15 and 16 each consist of one parcel with hillside and agricultural uses and a residence. Area 15 is adjacent to CCFD's boundaries and San Jose's city limits. Area 16 is surrounded by CCFD. The area within CCFD's boundaries adjacent to these areas is served by the City of San Jose through the Zone 1 agreement with CCFD. Should CCFD annex these areas, the City of San Jose is the best positioned to extend services to the area by contract with CCFD.

The annexation of these areas by CCFD through the LAFCO process and contract with the best positioned provider for service provision is the only viable option for ensuring the areas have an identified local fire provider. CCFD has demonstrated sustainable financing for services and is capable of expanding its jurisdiction to the areas in question. Any organizational change to address these areas will likely be dependent CCFD to initiate.

Given the well-defined land uses, zoning designations, and urban service area boundary delineation in these areas, it is not anticipated that inclusion in a fire district's SOI or boundaries would induce growth. Inclusion of these areas in a fire district's SOI is not intended to be a precedent for other services and service providers as the circumstances are unique for fire services and it is in the interest of public safety throughout the County.

The proposed SOI expansion indicates LAFCO's anticipation that the district would be amenable to annexation and eventual service provision or entering into a contractual arrangement for services.

Proposed Sphere of Influence Update Determinations

LAFCO is required to prepare a written statement of determination with respect to the following areas when updating a special district's Sphere of Influence, as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. The following determinations are proposed for the Santa Clara County Central Fire Protection District.

The nature, location, extent, functions, and classes of services provided

10-25: CCFD provides a full range of services, including fire suppression, wildland fire suppression, statewide mobilization, EMS first response, specialized/technical rescue, HazMat response, fire inspection/code enforcement, plan reviews, public education/prevention, arson investigation, and fuels mitigation.

Present and planned land uses in the area, including agricultural and open-space lands

10-26: CCFD provides fire and EMS service to the unincorporated areas in the Santa Cruz mountains, the cities of Cupertino, Los Gatos, Monte Sereno, and a portion of Saratoga as part of its inherent service area associated with the Santa Clara County Central Fire Protection District; and by contract to the cities of Campbell and Los Altos; and to the LAHCFD and SFD. The expansive area encompasses the variety of land uses, but is predominantly single-family residential, with limited commercial and industrial development and some agricultural and open space lands in the hillside areas. Under the various cities' existing General Plans and the County General Plan, lands uses in CCFD are not expected to change.

Present and probable need for public facilities and services in the area

10-27: In 2022, there were over 19,000 incidents within CCFD's bounds and its contract areas, indicating a need for the services provided, in particular for rescue and medical responses which constituted 59% of calls. Calls for service within CCFD declined in 2020 and grew through 2022.

10-28: The area within CCFD is projected to have a cumulative growth rate of 13% between 2020 and 2035, or 0.8% annually and 13% between 2035 to 2050, or 0.8% annually, indicating a likely analogous increase in demand for fire and emergency medical services.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

10-29: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that the district generally has capacity to serve existing demand within its service area, including contract agencies. Almost all units have a UHU less than the benchmark of 10%, except for Station 81 in Campbell with a UHU of 10.3%, making it challenging to meet today's performance standard and the increasing demand around that Station.

- 10-30: The City of Campbell, which contracts with CCFD, is experiencing an increase in service demand and the resources assigned are already exceeding capacity, including the automatic aid stations nearby. The call volume inside the City of Campbell accounts for approximately 20% of all CCFD emergency responses, however, the staffing level only represents 9.3% of the on duty staffing each day. CCFD staffing levels in the city are dependent on contract conditions. The City of Campbell will need additional resources to meet the performance standards adopted for the community.
- 10-31: The City of Campbell needs additional resources to reduce the unit hour utilization rate for the crew at Station 81 to help meet the performance standards adopted for the community. This study did not evaluate whether the city needs an additional fire station or just an additional company at Station 80.
- 10-32: While CCFD appears to have sufficient capacity to serve all areas, staffing levels, particularly in administration, have been constrained with bare bones staffing levels for uniformed support staff in Operations, Training, Fire Prevention, and Admin/Planning, as well as IT support. Other staffing needs may surface if the existing ambulance service model changes.
- 10-33: CCFD provides an adequate level of services based on the latest ISO rating and staffing levels. However, CCFD does not meet its adopted response time benchmarks, based on call type and severity, in any category.

Existence of any social or economic communities of interest in the area

- 10-34: The cities of Campbell, Cupertino, Los Altos, Los Gatos, Milpitas, Monte Sereno, Morgan Hill, San José, Santa Clara, Saratoga, and Los Altos Hills, as well as the surrounding incorporated communities, affect CCFD's service provision and demand for services and are considered social and economic communities of interest.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence

- 10-35: One disadvantaged unincorporated community (DUC) was identified within and adjacent to the City of San José and its SOI—identified as San José #1. This DUC is also located within CCFD, outside of CCFD's SOI. This area DUC has a population of 1,656 with a median household income of \$54,917. Fire services are provided to the community by San José FD through the Zone 1 contract with CCFD.

11 Saratoga Fire Protection District

Agency Overview

Saratoga Fire Protection District (SFD) provides fire protection and emergency medical services (EMS) to one-half of the City of Saratoga and the adjacent unincorporated areas to the south, totaling 12.5 square miles with a population of approximately 13,842.

Background

SFD provides fire and EMS service to its service area through an agreement with CCFD for all fire protection services, including code and ordinance compliance. The agreement has been in place since 2008 and is in its third amendment with a term of ten years ending August 30, 2028. The current amendment introduced an automatic renewal of successive 10-year terms unless SFD or CCFD provides written notice of non-renewal.

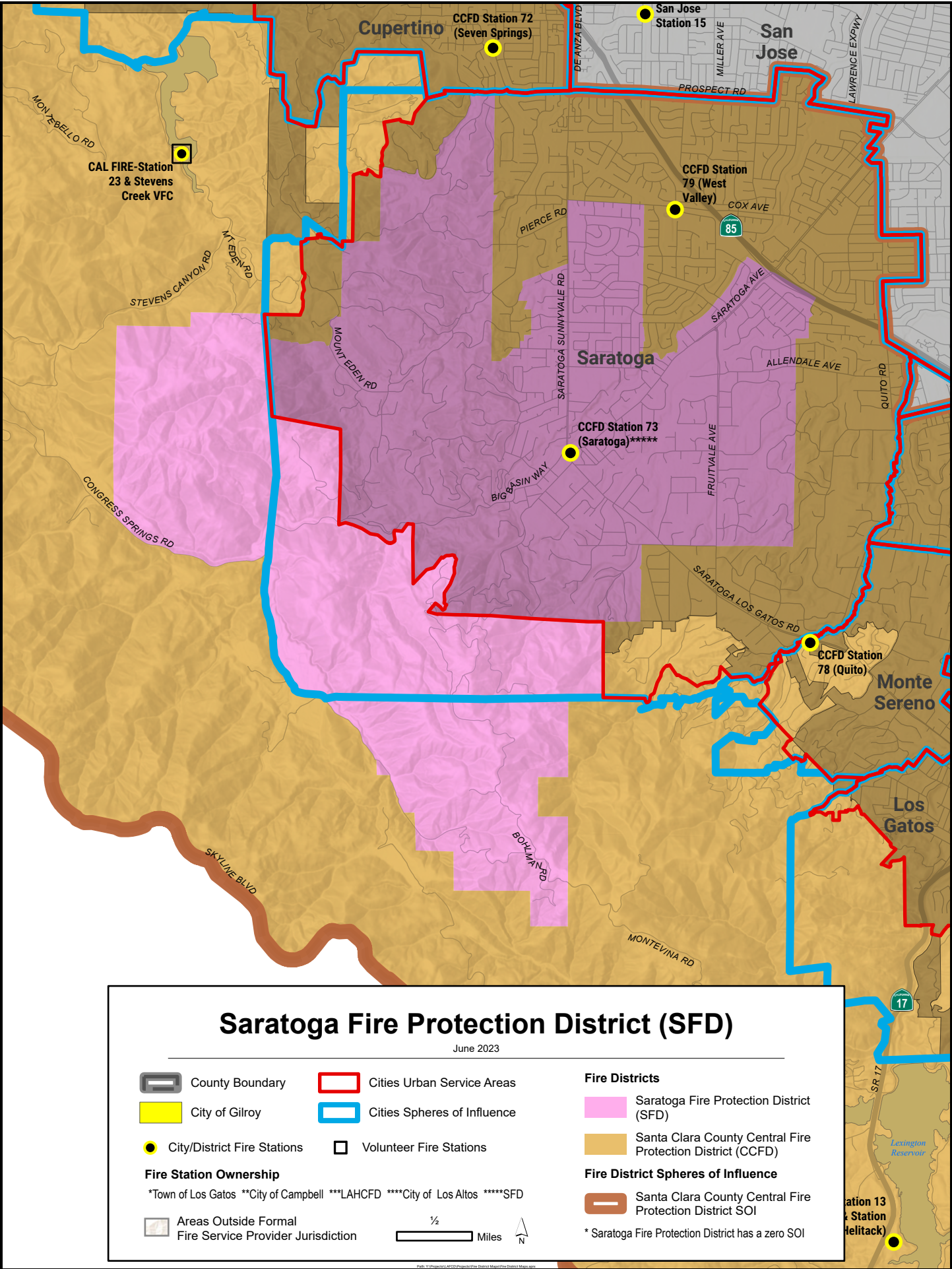
SFD maintains ownership of the fire stations and is responsible for repairing any individual items where the cost exceeds \$7,500. In addition, SFD will be responsible for maintenance and repairs beyond \$35,000 in any one year (Increasing by an agreed-upon CPI for each year of this agreement). SFD is responsible for painting, flooring, and keeping the roof in good repair. CCFD may, at its own expense, expand, remodel, or otherwise improve the property subject to the approval of SFD. SFD is solely responsible for the replacement of the fire station located at 14380 Saratoga Avenue. After the 2010 Countywide Fire Service Review determined that "Administrative costs could be reduced by dissolving the district and consolidating with CCFD," LAFCO directed staff to conduct a study to evaluate this determination. The report, completed on May 9, 2014, found the savings could total from \$82,000 to \$151,800 annually and would promote additional public access and accountability for community service needs and financial resources. At the LAFCO public meeting on August 6, 2014, the LAFCO Commission unanimously decided not to initiate any changes in the governance of the District and requested the Saratoga Fire Protection District: (1) establish an agreement with the City of Saratoga for the District's provision of EWAS services; (2) establish EWAS rates by ordinance or resolution; and (3) develop a job description and pay scale for the position held by its part-time employee.

Boundaries and Sphere of Influence

SFD's boundaries encompass approximately half of the City of Saratoga and the adjacent unincorporated lands west along Congress Spring Road and southwest of the city to the Sanborn County Park and El Sereno Open Space Preserve.

SFD's Sphere of Influence (SOI) was established by LAFCO in 1983 and was most recently updated in 2010 when a Zero SOI was adopted for SFD. SFD is completely surrounded by CCFD and there is no potential for expansion. Additionally, SFD creates a hole in the center of CCFD, which is an illogical boundary contrary to LAFCO's aim.

Figure 291: Saratoga Fire Protection District



Type & Extent of Services

Services Provided

SFD contracts with CCFD for fire protection services and does not employ its own firefighting personnel. The full list of services provided by CCFD in the SFD is available in the CCFD profile.

SFD retains full responsibility for the Early Warning Alarm System program adopted by SFD and the City of Saratoga. SFD will cooperate with CCFD in the preparation, maintenance, and execution of civil defense and disaster plans for emergency operations.

Service Area

SFD was organized on February 18, 1924, and operates under the provisions of Part 2.7 of Division 12 of the Health and Safety Code (Sections 13801 through 13999). SFD has been reorganized several times; the reorganization in 1962 was in accord with Health and Safety Code Sections 140001 through 14306. SFD does not provide services outside its boundaries.

Collaboration

- The County of Santa Clara County Emergency Medical Services Agency authorizes CCFD to provide Advanced Life Support (ALS) first response through a provider agreement.

Joint Power Agreements (JPAs)

- There is a JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.

Contracts to Provide Services to Other Agencies

- None.

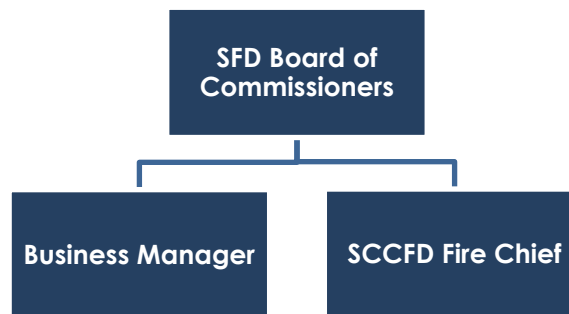
Contracts for Services From Other Agencies

- CCFD provides fire and emergency medical services (EMS) to SFD through a contractual agreement that was initiated in 2008. The current agreement is effective through August 30, 2028.

Governance & Administration

SFD is an independent Fire Protection District governed by a three-member Board of Commissioners. The three-member Board is elected by the residents of SFD service area. SFD employs a part-time business manager for SFD business and delegates the operation of fire protection services to CCFD.

Figure 292: SFD Organizational Chart



Accountability for Community Services—Transparency

The following figure identifies efforts to meet state laws designed to ensure transparency and accountability.

Figure 293: Transparency and Accountability

Transparency and Accountability	Available
Agency website ¹²²	Yes
Adopted budget available on website	Yes
Notice of public meetings provided	Yes
Agendas posted on website ¹²³	Yes
Public meetings are live streamed	No
Minutes and/or recordings of public meetings available on website	Yes
Master Plan (fire service specific) available on website	No, on CCFD website
Strategic Plan (fire service specific) available on website	No, on CCFD website
Community Risk Assessment and Standards of Cover documents available on website	No, on CCFD website
SOC performance reports available on website	No, on CCFD website
Efforts to engage and educate the public on the services to the community (CCFD)	No, on CCFD website
Staff and governing board member ethics training and economic interest reporting completed	Yes
Compliance with financial document compilation, adoption, and reporting requirements	Yes
Adherence to open meeting requirements	Yes

¹²² As of January 1, 2020, independent special districts are required to maintain websites according to Government Code Sections 6270.6 and 53087.8 to provide the public easily accessible and accurate information about the district. Government Code Section 53087.8 lists what must be included on the website.

¹²³ Government Code §54954.2.

Efforts to engage and educate the public on the fire and emergency services to the community consist of web-based information on community programs, such as SFD's partnership with the Santa Clara County Fire Safe Council and associated services offered through that program. SFD also makes use of press releases, newsletters, and a calendar of events on the website. The website provides a means for the public to contact SFD and a tool for making public records requests. In addition to meeting state laws, SFD has exceeded minimum requirements and received the District Transparency Certificate of Excellence by the Special District Leadership Foundation in recognition of its outstanding efforts to promote transparency and good governance.

SFD abides by Assembly Bill 2257 (Government Code §54954.2), which updated the Brown Act with new requirements governing the location, platform, and methods by which an agenda must be accessible on the agency's website for all meetings occurring on or after January 1, 2019.

Land Use & Population Projections

The City of Saratoga land use categories are captured in the primary CCFD profile. Outside of the city limits, SFD also encompasses hillside territory where there are scattered residences, agricultural uses, and a winery.

Current Population

Based on information from the 2020 U.S. Census, the population in SFD's service area is estimated at 13,842.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. SFD is primarily in Superdistrict 10, projected to have a cumulative growth rate of 13% between 2020 and 2035, or 0.8% annually. The growth rate between 2035 and 2050 is expected to remain constant at 13% cumulatively or 0.8% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).¹²⁴ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.¹²⁵

There are no DUCs in SFD's service area.

Financial Overview

This section reviews the receipts and disbursements within SFD's General Fund (GF) of and will consider the impact of revenues from other funds that are pertinent to SFD's operations of its fire and EMS service contract with CCFD. SFD operates as an independent special district. District Commissioners are directly elected to four-year staggered terms by residents of SFD's service area.

SFD's Board of Commissioners and CCFD develop strategic priorities, budget policies, and the various long-range planning documents to be used in the preparation of an annual operating budget based on a July through June fiscal year. Budget preparations for the subsequent year begin in January with reviews of recent accomplishments of the various objectives and a review of the service level priorities, and include community engagement and outreach, after which a budget draft is produced. The final budget workshop with the District Board takes place no later than the second week in May, with public hearings and the final budget adoption occurring in June.

Revenues & Expenditures

A significant amount of information regarding the three funds used to provide funding to SFD—the GF, a Debt Service Fund (DS), and the Special Revenue Equipment Maintenance Fund—was reviewed to develop a financial trend analysis for the five-year period. This review of GF and DS revenues revealed that the COVID-19 pandemic minimally impacted revenues received by SFD. The Equipment Maintenance Fund provides minimal impacts on both revenue and expenditures.

¹²⁴ Government Code §56033.5.

¹²⁵ Government Codes §56425(e)(5) and §56430(2).

Property tax revenues, based on assessed property tax values, are the largest source of revenue to SFD.¹²⁶ Revenues from this source are divided between the GF and DS funds based on the debt payments to be made during the fiscal year. This revenue source accounts for over 99% of GF and DS revenues. Other sources of revenue include investment income, issuance of long-term debt, and other sources.

As previously indicated, SFD's GF expends funds for the CCFD service contract, materials and supplies, debt service, and capital outlay.

The following figures indicate those summarized revenues and expenditures.

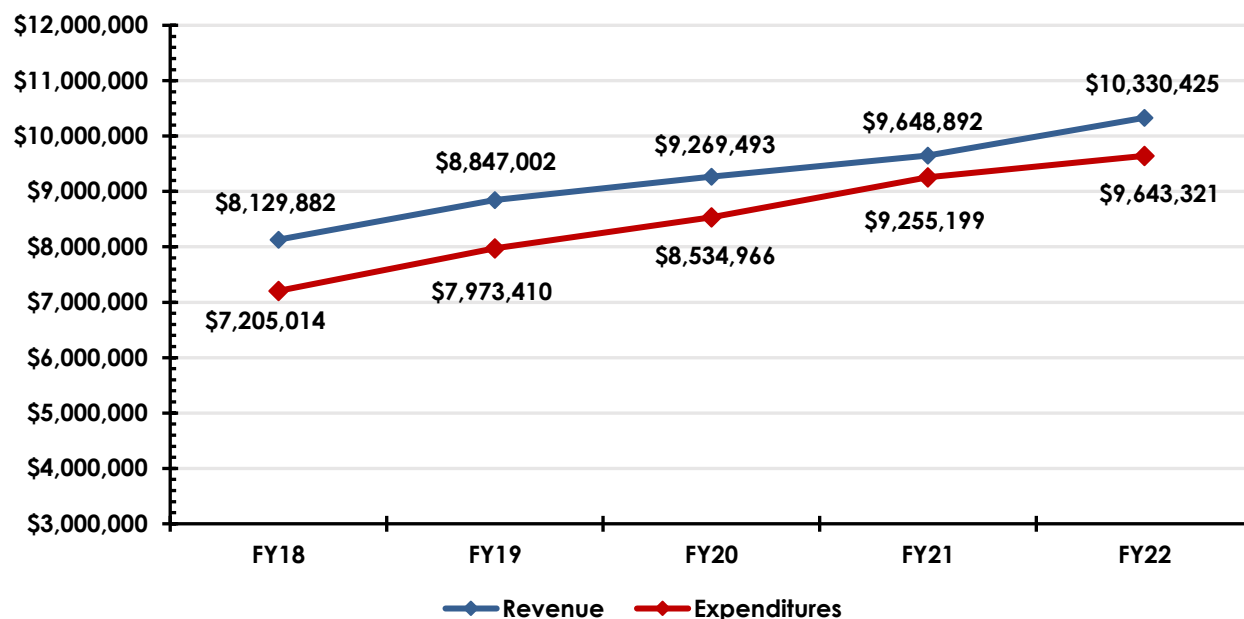
Figure 294: SFD General Fund Revenues & Expenses, FY 2018–FY 2022¹²⁷

Revenue/Expenses	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Actual FY 2022
Revenue	8,129,882	8,847,002	9,269,493	9,648,892	10,330,425
CCFD Contract	7,000,000	7,400,000	7,550,000	8,100,000	8,535,000
Other Expenses	205,014	573,410	984,966	1,155,199	1,108,321
Total Expenditures	7,205,014	7,973,410	8,534,966	9,255,199	9,643,321
Change in Net Position	924,868	873,592	734,527	393,693	687,104
Net position - End of Year	3,151,109	4,024,701	4,759,228	5,152,921	5,840,025

The following information displayed graphically shows how minimally the pandemic impacted SFD's property tax revenues.

¹²⁶ Saratoga Fire Protection District Audit Report, June 30, 2021.

¹²⁷ Source: SFD financial audits from FY 2018 -2022. Breakout of CCFD Contract from LAHCFD annual budget documents.

Figure 295: SFD Summarized General Fund Revenues & Expenditures, FY 2018–FY 2022

Financial Projections

SFD contracts with CCFD for fire and EMS services. SFD anticipates property tax revenues to continue to increase slightly. While housing inventory will continue to be low, prices will continue to rise, increasing assessed valuations and property taxes.

The cost of the contract with CCFD is based on property taxes received. CCFD receives 90% of property taxes received exclusive of taxes designated for SFD's general obligation bond. CCFD's costs are not factored into the amount of the payment. Should any reduction in the level of service or equipment be necessary, CCFD would have to obtain the approval of the SFD board before the change was made.

Contract costs for CCFD service and other operating costs are anticipated to increase by approximately 4% annually. Revenues are projected to grow by 5% annually.

Figure 296: SFD General Fund Summarized Projected General Fund Revenues & Expenditures

Revenue/Expenses	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	10,846,946	11,389,294	11,958,758	12,556,696	13,184,531
Total Expenditures	10,029,054	10,430,216	10,847,425	11,281,322	11,732,574
Change in Net Position	817,892	959,078	1,111,334	1,275,375	1,451,956
Net position - End of Year	6,657,917	7,616,995	8,728,329	10,003,703	11,455,660

Capital Planning

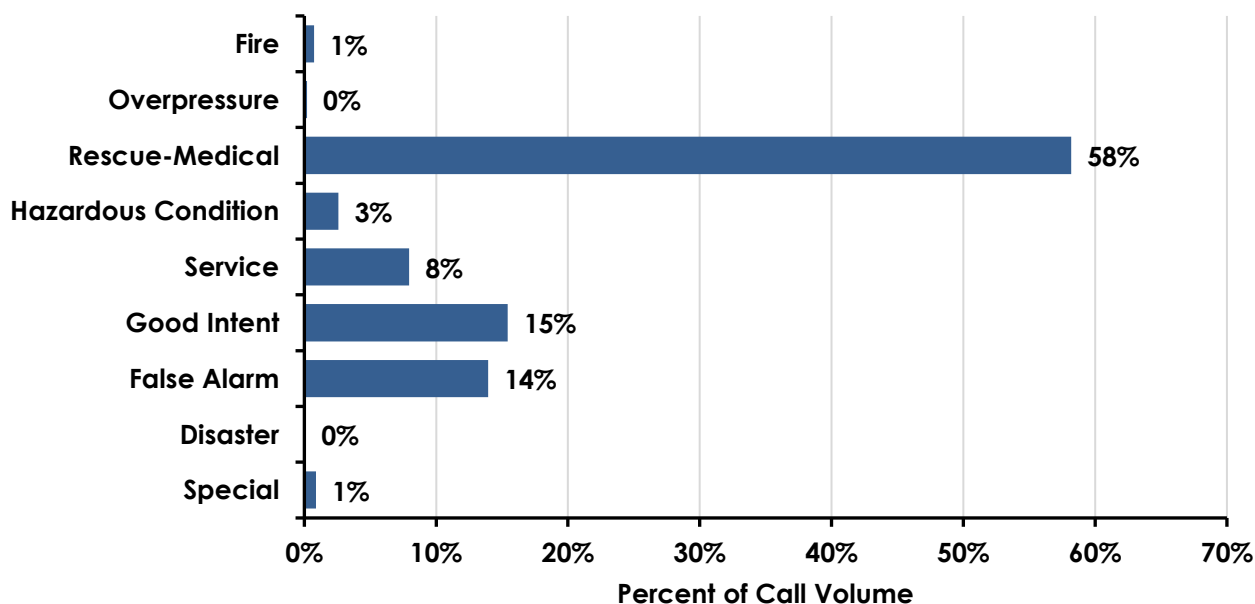
CCFD anticipates vehicle, heavy apparatus, and equipment replacement on a scheduled basis and provides information to the SFD Board of Commissioners for its use.

Demand for Services and Performance

SFD protects half of the City of Saratoga plus surrounding unincorporated areas. It is approximately 12.15 square miles of mostly urban density within the city and low density residential and hillsides in its unincorporated service area, with a population of 13,842. Located in the center of CCFD, it has been under contract with CCFD since 2008.

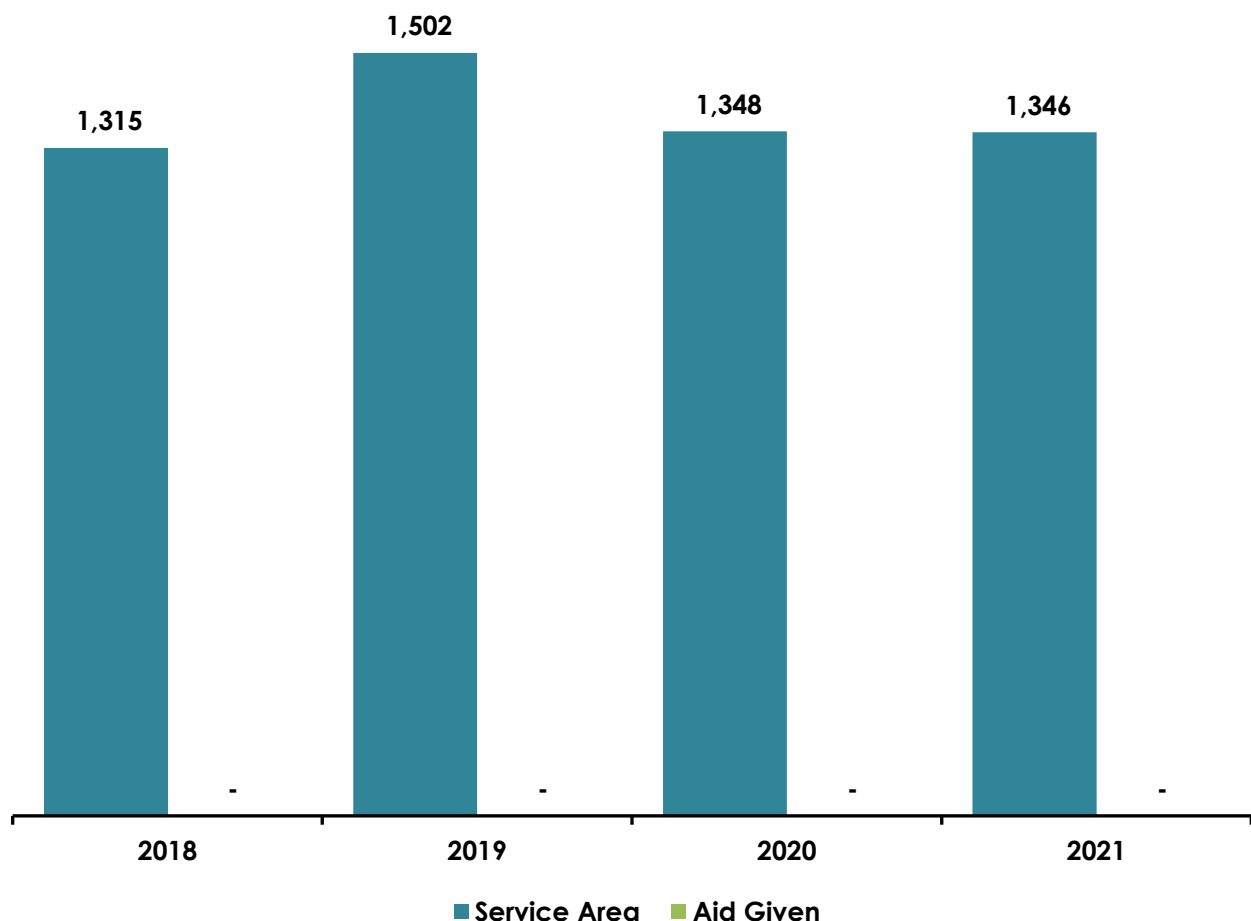
SFD had a total of 6,245 incidents from January 1, 2018, through June 2022. This accounts for approximately 7% of CCFD responses. The distribution of incidents was like the overall picture of CCFD. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

Figure 297: Total Incident Responses by Type as a Percentage (SFD)



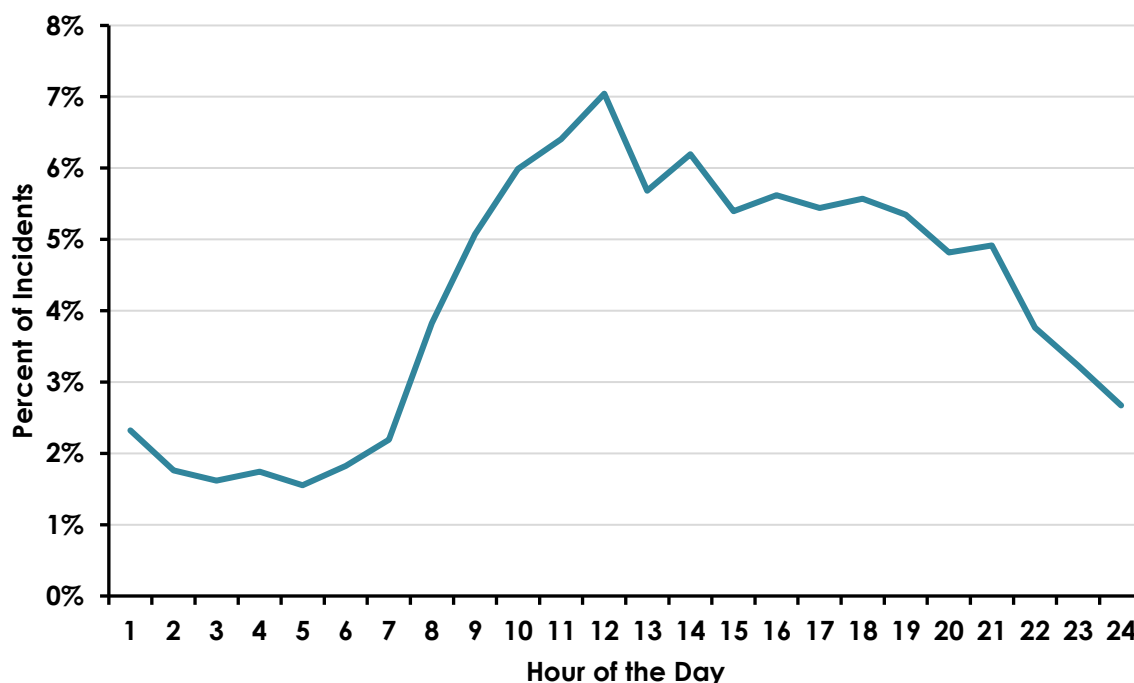
SFD's annual volume has not followed the typical pre- and post-COVID-19 pandemic pattern. SFD data suggests 2019 was an anomaly, and the 2018 and 2020–2022 data follow a defined growth trend. The 2022 incident volume is likely to be slightly higher than 2021 at nearly 1,400 incidents and follows the normal growth pattern. The following figure shows the annual incident volume by year. As this is a contract agency, the data does not breakdown the aid given or received specifically for SFD.

Figure 298: Annual Incident Volume by Year (SFD)



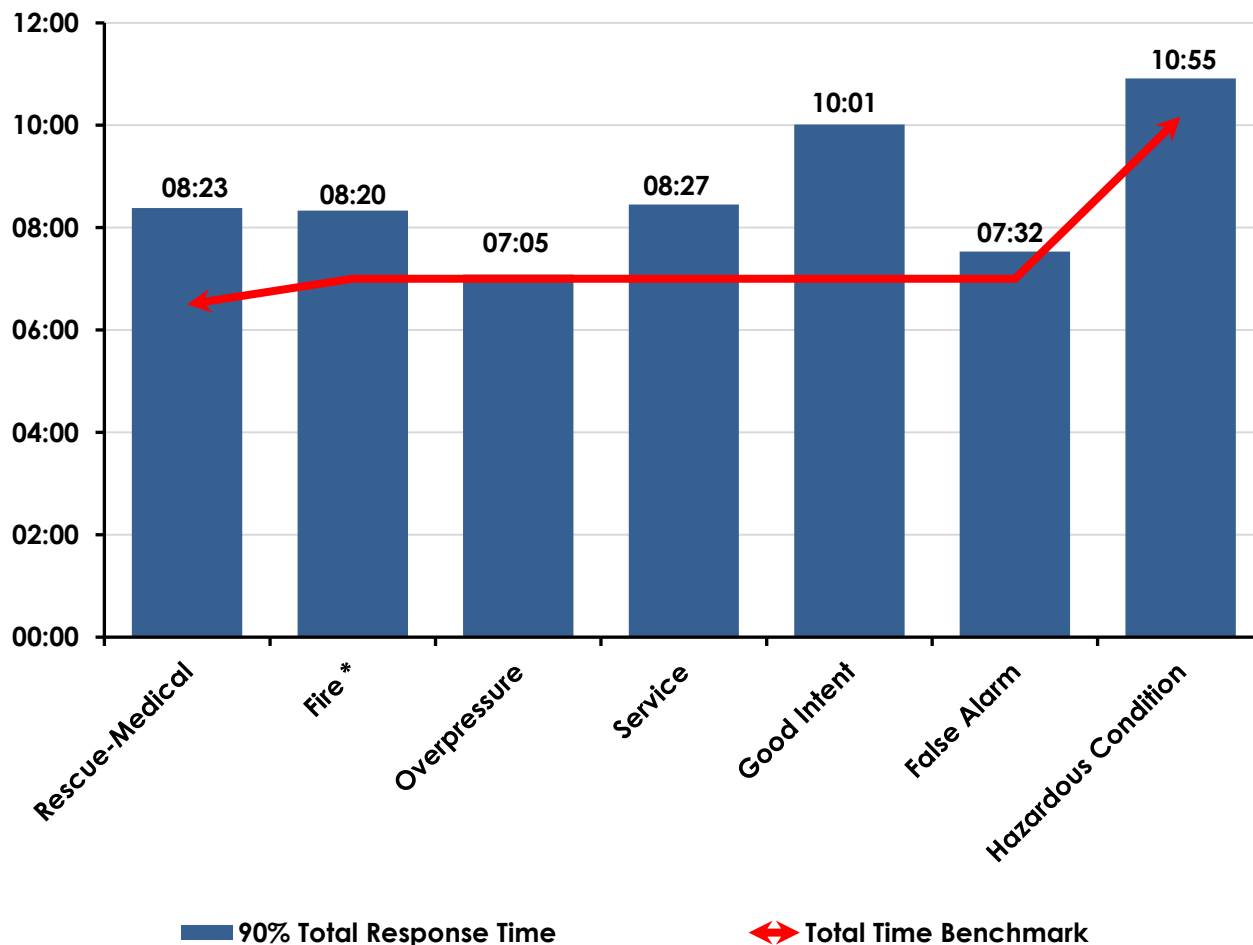
Monthly incident volume does not indicate a significant seasonality to the incident volume. There was less than a plus or minus 1% variation from the expected norm. The hourly evaluation shows a very similar distribution of incident volume as CCFD, with over 73% of all incidents between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour.

Figure 299: Incident Percentage by Hour (SFD)



Emergency Response Performance

SFD has a much larger area, a smaller percentage of the incidents, and a lower population density than most of CCFD's service area. However, being in the center of the CCFD service area allows for a better concentration of available units. This creates a situation where its 90th percentile performance is better than LAHCFD, but a little slower than CCFD overall. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 300: Emergent Incidents 90th Percentile Total Response Times (SFD)

The final analysis investigated the unit usage for all apparatus within the system. The units serving SFD are evaluated for this section. The first dimension is the unit hour utilization (UHU). This number represents the time a unit was committed to an incident as a percentage of the total time they were on duty. The next is the average time a unit was committed to an incident. And finally, the average number of incidents a unit was deployed daily.

Figure 301: SFD Unit Usage

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
E73 & E373	7.6%	28 Minutes	3.9
R73	2.6%	27 Minutes	1.4

Staffing

SFD employs a part-time business manager. All operational employees are employed by CCFD.

Fire Station 73 serves SFD with a total daily staffing of seven, however, the community has access to all CCFD fire stations with a total of 66 personnel on duty each day.


Figure 302: SFD Daily Staffing

Station	Daily Staffing	Unit Staffing
Saratoga 73	7	Engine (3), Rescue (4)
Total	7	

Facilities & Apparatus

The following figure outlines the basic features of the SFD fire station. The condition is rated based on the criteria identified in the introduction to this section of the report.

Figure 303: SFD Fire Stations

Station Name/Number:		SFD Station 73 (Saratoga)			
Address/Physical Location:		14380 Saratoga Ave, Saratoga, CA			
		General Description:			This 18-year-old station meets most needs of a modern fire station.
Structure					
Date of Original Construction		2004			
Seismic Protection		Yes			
Condition (from rating sheet)		Good			
Number of Apparatus Bays		Drive-through Bays			Back-in Bays4
Length of each Apparatus Bay		3 at 63 feet and 1 at 40 feet			
Facilities Available					
Sleeping Quarters		9	Bedrooms	18	BedsDorm Beds
Current daily staffing		7			
Maximum staffing capability		18			
Kitchen Facilities		1			
Bathroom/Shower Facilities		Yes			
Assigned Apparatus/Vehicles					
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments			
E-73	3	Type 1 Engine			
R-73	4	Rescue			
E-373	4CS	Type 3 Engine			
Total Daily Staffing:		7			

*Cross-staffed (CS)

Fire Stations Discussion

The SFD station was identified as being in Good condition. The following figure summarizes the fire station and its features. This station is seismically protected and meets most of the needs of a modern fire station.

Figure 304: SFD Station Configuration and Condition

Station	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Station 73	4	18	Good	18 years
Totals/Average:	4	18		18 years average

Facility Replacement

Fire Station 73 is not in need of replacement, however, SFD is financially responsible for replacement and should plan for its eventual replacement.

Status of Shared Facilities

SFD shares its station with CCFD for contract services.

Apparatus

Agency staff evaluated apparatus based on age, miles/hours, service, condition, and reliability with the criteria available for reference in the introduction for this section of the report. The following figure represents all apparatus and vehicles serving SFD defined by their call sign, apparatus type, year, status, original cost, mileage, and current location.

Figure 305: CCFD Apparatus Serving SFD

Unit	Type	Status	Year	Condition	Features
Engines & Aerial Apparatus					
E73	Type 1 Engine	Frontline	2009	Fair	750 gal water, 25 gal foam
E173	Type 1 Engine	Reserve	2009	Fair	750 gal water, 25 gal foam
E373	Type 3 Engine	Frontline	2019	Good	500 gal water, 25 gal foam
Medics/Rescues/Other					
R73	Rescue	Frontline	2011	Fair	500 gal water, 25 gal foam
R173	Rescue	Reserve	2007	Fair	500 gal water, 25 gal foam

Dispatch & Communications

CCFD operates a 911 Public Safety Answer Point (PSAP) and dispatch center. The center provides service for SFD throughout its service area. Full information of the CCFD dispatch center is available in the primary CCFD profile.

SFD Service Review Determinations

LAFCO is required to prepare a written statement of determination with respect to six areas as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Based on the criteria described in Section I of this report, the following determinations are proposed for the Saratoga FPD.

Growth and Population Projections

- 11-1: Based on information from the 2020 U.S. Census, the population in SFD is estimated at 13,842.
- 11-2: SFD is projected by the Association of Bay Area Governments to have a constant cumulative growth rate of 13% between 2020 and 2050, or 0.8% annually.

Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence

- 11-3: There are no disadvantaged unincorporated communities (DUCs) in the SFD and its SOI.

Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Those Related to Sewers, Water, and Fire in Any DUCs Within or Contiguous to the SOI

- 11-4: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that CCFD generally has capacity to serve existing demand within SFD's service area. All units have a UHU significantly less than the benchmark of 10%, with UHUs for the two units in SFD ranging from 2.6% to 7.6%.
- 11-5: SFD, through its contract with CCFD, appears to have sufficient facility and staffing capacity to service existing and future demand. However, additional resources may be necessary to reduce response times.
- 11-6: SFD (CCFD) provides an adequate level of services based on the latest ISO rating and staffing levels. However, CCFD does not meet its adopted response time benchmarks, based on call type and severity, in any category within the SFD service area, except for overpressure/rupture calls.
- 11-7: As identified by CCFD, the primary issues critical to fire services within SFD consist of demands for more wildfire preparedness and mitigation, 911 EMS transport instability and staffing challenges, and the need for a dedicated county-wide regional wildfire planning and preparedness approach.

- 11-8: As identified by CCFD, there is a possibility for enhanced efficiency/gained value through maximization of civilian and safety staff to extract data to make data-informed decisions, and exploration of alternative models to deliver EMS and assist with ambulance transport resources.
- 11-9: The SFD station was identified as being in Good condition. Fire Station 73 is not in need of replacement, however, SFD is financially responsible for replacement and should plan for its eventual replacement.
- 11-10: Santa Clara County has an excessive number of PSAPs and Dispatch Centers that are not using a common computer-aided dispatch (CAD) platform or even a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status creating disjointed dispatch services that greatly constrains the potential for efficient dispatch and mutual/automatic aid support. Even within CCFD's service area, six separate PSAPs exist, and fire-related emergencies are transferred to County Communications via phone call. There is a need for a comprehensive feasibility study to determine the best method to address weaknesses in the County's overall emergency communications system.

Financial Ability of Agency to Provide Services

- 11-11: The COVID-19 pandemic had minimal impact on SFD's revenues. Revenues experienced growth in every year from FY 18 to FY 22, and in each year, SFD operated with a surplus, which enabled the district to set aside funds and grow its end-of-year net position by 85% from \$3.2 million in FY 18 to \$5.8 million in FY 22. SFD is in a healthy financial position as demonstrated by its ability to fund sustainable services and grow its net position.
- 11-12: CCFD's annual payments on its unfunded actuarial liability are projected to increase for the foreseeable future and will continue to represent a significant portion of CCFD's costs associated with its contract services to SFD. Additionally, CCFD recently negotiated wage increases for staff, which will also result in increased contract costs for SFD. While costs are anticipated to increase, growth in SFD's revenue sources is anticipated to outpace rising expenses, which will enable SFD to continue growing its end-of-year net position through FY 27.

Status and Opportunities for Shared Services

- 11-13: SFD practices resource sharing by contracting for most services from CCFD, which is a contract service provider to several cities and districts, as a member of mutual and automatic aid agreements, and as a member of the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.
- 11-14: Entering into "Boundary Drop" agreements with the use of Automatic Vehicle Location (AVL) technology to dispatch the closest best resource regardless of jurisdiction could help SFD/CCFD and neighboring agencies provide seamless service to the community along their borders. However, the dispatch interoperability challenges throughout the County limit the ability to implement this change. Even if the agencies are motivated to "drop borders," the time it takes to manually determine if a resource is available complicates the process, adds time to the alarm handling, and may minimize the opportunity to improve the response time for critical emergencies along the borders.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- 11-15: SFD meets State laws for transparency and accountability, including making information easily accessible to the public, maintaining a compliant website, providing ethics training and economic interest reporting, following financial reporting requirements, and adhering to open meeting requirements. Many of SFD's planning documents are located on CCFD's website. Links to those resources are recommended. In addition to meeting state laws, SFD has exceeded minimum requirements and received the District Transparency Certificate of Excellence by the Special District Leadership Foundation in recognition of its outstanding efforts to promote transparency and good governance.
- 11-16: There are potential alternatives with regards to SFD's governance and administration, where duplicated efforts could be minimized, as identified in LAFCO's Countywide Fire Service Review in 2010 and in Section III: Governance Structure Alternatives of this report.

Saratoga Fire Protection District Sphere of Influence Update

Existing Sphere of Influence

SFD's Sphere of Influence (SOI) was established by LAFCO in 1983 and was most recently updated in 2010 when a Zero SOI was adopted for SFD. SFD is completely surrounded by CCFD and there is no potential for expansion.

Recommendation

Reaffirm SFD's Existing Zero SOI: SFD has contracted with CCFD for services since 2006. The 2010 Countywide Fire Service Review and the 2014 Special Study: Saratoga Fire Protection District both indicated that duplicative costs and efforts could be reduced by dissolving the district and consolidating with CCFD. Additionally, SFD's boundaries creates a hole in the center of CCFD, which is an illogical boundary contrary to LAFCO's aim. When potential for reorganization was broached with the District and its community, the District was opposed to a reorganization of this nature. This review affirms that there are redundancies in the current service structure that could be more efficient with just one fire district serving the area; it is therefore recommended that SFD's existing Zero SOI be reaffirmed, indicating that it is anticipated that SFD will eventually be reorganized to enhance efficiency and logical boundaries.

Proposed Sphere of Influence Update Determinations

LAFCO is required to prepare a written statement of determination with respect to the following areas when updating a special district's Sphere of Influence, as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. The following determinations are proposed for the Saratoga Fire Protection District.

The nature, location, extent, functions, and classes of services provided

11-17: SFD, through a contract with CCFD, provides fire protection services, emergency medical service response, rescue response, arson investigations, and public education. Communication and dispatch services are provided by County Communications also as part of the CCFD contract.

Present and planned land uses in the area, including agricultural and open-space lands

11-18: Existing and planned land uses in SFD are predominantly single-family residential, with some educational, municipal, and commercial facilities as well as parklands and permanently preserved open space. Outside of the city limits, SFD also encompasses hillside territory where there are scattered residences, agricultural uses, and a winery. SFD's boundaries also include a small portion of the El Sereno Preserve.

Present and probable need for public facilities and services in the area

- 11-19: In 2022, there were nearly 1,400 incidents within SFD's bounds, indicating a need for the services provided, in particular for rescue and medical responses which constituted 58% of calls. Trends in demand over the last four years within SFD have followed a normal growth pattern.
- 11-20: SFD is projected by the Association of Bay Area Governments to have a constant cumulative growth rate of 13% between 2020 and 2050, or 0.8% annually, indicating a likely analogous increase in demand for fire and emergency medical services.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- 11-21: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that CCFD generally has capacity to serve existing demand within SFD's service area. All units have a UHU significantly less than the benchmark of 10%, with UHUs for the two units in SFD ranging from 2.6% to 7.6%.
- 11-22: SFD, through its contract with CCFD, appears to have sufficient facility and staffing capacity to service existing and future demand. However, additional resources may be necessary to reduce response times.
- 11-23: SFD (CCFD) provides an adequate level of services based on the latest ISO rating and staffing levels. However, CCFD does not meet its adopted response time benchmarks, based on call type and severity, in any category within the SFD service area, except for overpressure/rupture calls.

Existence of any social or economic communities of interest in the area

- 11-24: Approximately half of the City of Saratoga is within SFD, and as such the two agencies have a long history of social and economic interdependence and interaction. Growth and development in the City of Saratoga affects the demand for services provided by SFD.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence

- 11-25: There are no DUCs in SFD and its SOI.

12 South Santa Clara County Fire Protection District

Agency Overview

South Santa Clara County Fire Protection District (SCFD) provides fire protection and ALS First Responder service to a population of 22,554 in 288 square mile through a contract with CAL FIRE. CAL FIRE operates four fire stations with 30.58 personnel for SCFD. Two fire stations are split funded: one with the City of Morgan Hill and the other with CAL FIRE; the other two stations are funded by SCFD.

Background

SCFD conducted a Standards of Coverage Assessment, together with the City of Morgan Hill and the City of Gilroy, in November 2019. CAL FIRE adopted a Strategic Plan in 2021, and a Standards of Cover in 2019 which includes the CCFD service area.

The area served by SCFD earned a Public Protection Classification (PPC) rating of 4/10Y from the Insurance Services Office (ISO) in 2021. ISO measures various data elements to determine the PPC for a community. The PPC rating is based on an evaluation of three main components: the fire department, the water system, and the communications center. Insurance companies often subscribe to ISO's services to retrieve the PPC rating for a community. The PPC rating plays a significant role in determining insurance rates for properties within that community. A lower PPC rating indicates a higher level of fire protection and can result in lower insurance premiums for property owners.

Cost minimization efforts include the continued support by the City of Morgan Hill for Station 1 staffing and funding a portion of Engine 67 (a SCFD engine stationed at HQ) maintenance, repair, and upkeep to share costs of one engine. Two fire stations are provided by CAL FIRE for housing two engines that respond to SCFD. One fire engine ALS Type III (Pacheco) is part of an Amador Agreement with CAL FIRE and is primarily funded by CAL FIRE. An Amador agreement with CAL FIRE provides the local agency with a three-person crew year-round instead of only during the fire season, if the Captain position is funded solely by the local agency outside of Fire Season.

The Fire Chief's top three critical issues:

- Obtaining paramedics to work in Santa Clara County
- Increased funding for SCFD
- Obtaining facilities to house SCFD separate from CAL FIRE

The Fire Chief's top three opportunities to increase value and/or efficiency for the public:

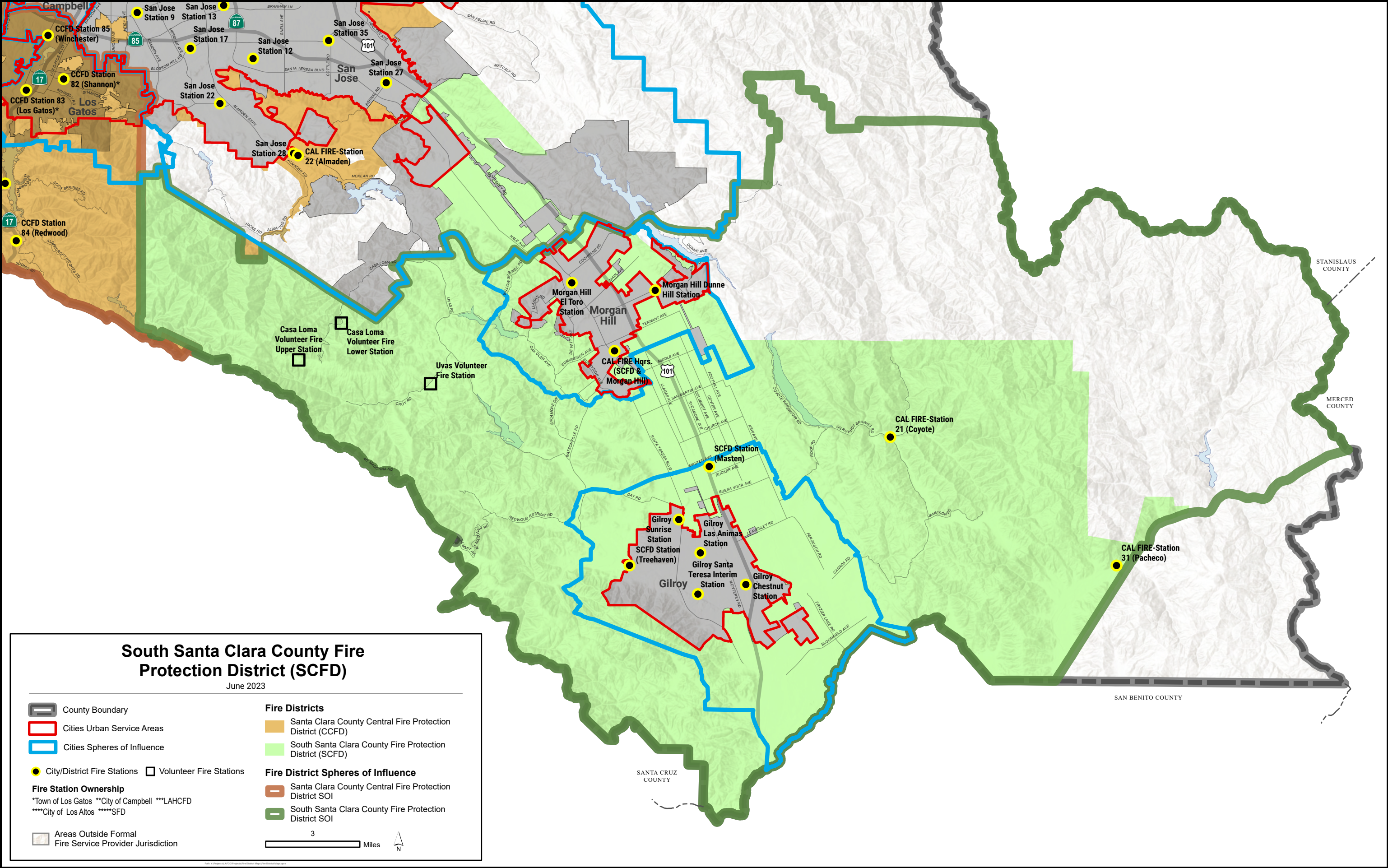
- Additional station and equipment to serve a large geographic area
- Technology improvements
- Maintain split cost share of personnel with Morgan Hill

Boundaries and Sphere of Influence

SCFD's boundaries consist of the southern unincorporated areas of Santa Clara County surrounding the Cities of Morgan Hill and Gilroy to the Santa Clara–Santa Cruz County line in the southwest, and the Santa Clara–San Benito County line in the south. In addition to the unincorporated area surrounding Morgan Hill and Gilroy, the southern portion includes the unincorporated rural residential community of San Martin, the CordeValle estate development, the remote area of the Santa Cruz Mountains, and a portion of the remote area of the Diablo Range. The northern part of SCFD consists of an unincorporated area known as Coyote Valley. In total, SCFD's boundaries span 288 square miles.

SCFD's Sphere of Influence (SOI) is not coterminous with the existing boundaries of the District. The SOI includes all of South County except the cities of Morgan Hill and Gilroy and the more remote areas of the Diablo Range. SCFD's SOI is located generally south of Bailey Avenue along Little Uvas Creek and extends southeast along Pacheco Highway to the county line, extends east along the Diablo Range ridge line up to the San José SOI and extends west to the Santa Clara–Santa Cruz County border. The Coyote Valley area within SCFD to the north is located outside the SCFD SOI. The District's SOI was last amended in 2014 to add 12,995 acres of unincorporated lands that are located outside the SOI of the City of San José and the Town of Los Gatos as part of a subsequent annexation of 38,648 to enable SCFD to have jurisdictional authority over these lands in order to enter into an Automatic Aid agreement with the Santa Cruz County Fire Department for providing fire protection services to the area (South Santa Clara County Fire Protection District Sphere of Influence Amendment and Annexation 2014). The following figure is a map of the district boundaries.

Figure 306: South Santa Clara County Fire District



Type & Extent of Services

Services Provided

CAL FIRE provides a full range of services for SCFD, except for the ability to provide ambulance transport when the system demand is excessive. The following figure represents each of the services and the level performed.

Figure 307: Overview of Services Provided

Service	Y/N	Level
Fire Suppression	Yes	
Wildland Fire Suppression	Yes	Engine, aircraft, hand crews, and bulldozers are available since there is a State Response area within SCFD
Statewide Mobilization	Yes	Available for Cal OES statewide mobilization
EMS First Response	Yes	Advanced Life Support
Ambulance Transport	No	
Specialized/Technical Rescue	Yes	Low-angle rope rescue
HazMat Response	Yes	Operations level
Fire Inspection/Code Enforcement	Yes	
Plan Reviews	Yes	Within state responsibility area
Public Education/Prevention	Yes	
Fire & Arson Investigation	Yes	Cause and origin only

Service Area

Established in 1980 when the Gilroy Rural Fire District consolidated with the Morgan Hill Rural Fire District, to form the South Santa Clara County Fire Protection District.¹²⁸ The 289 square mile district encompasses the southern end of Santa Clara County. Services are contracted through CAL FIRE and the service area does not include the cities of Gilroy or Morgan Hill. However, Morgan Hill is also a CAL FIRE-contracted service area. E67 is a shared expense between Morgan Hill and SCFD.

Collaboration

- SCFD is a participant in Mutual Aid/Automatic Aid agreements with Santa Clara County Fire Agencies, Pajaro Valley Fire District, and San Benito County Fire Department.

¹²⁸ SCFD five year plan available on District website.

- SCFD is a partner in an operational agreement with the City of Gilroy and the City of Morgan Hill to drop borders and send the closest appropriate available resource and BC regardless of jurisdiction. This agreement was revised in July of 2016 and shall continue in full force and effect unless terminated as provided in the agreement.
- It is understood that CCFD provides Fire Marshal Services for SCFD, however, the agreement between the County and CCFD is largely silent for unincorporated areas that are receiving service from a provider other than CCFD. The agreement between the County and CCFD is effective through December 31, 2027

Joint Powers Agreements (JPAs)

- SCFD is part of a JPA with the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.

Contracts to provide services to other agencies

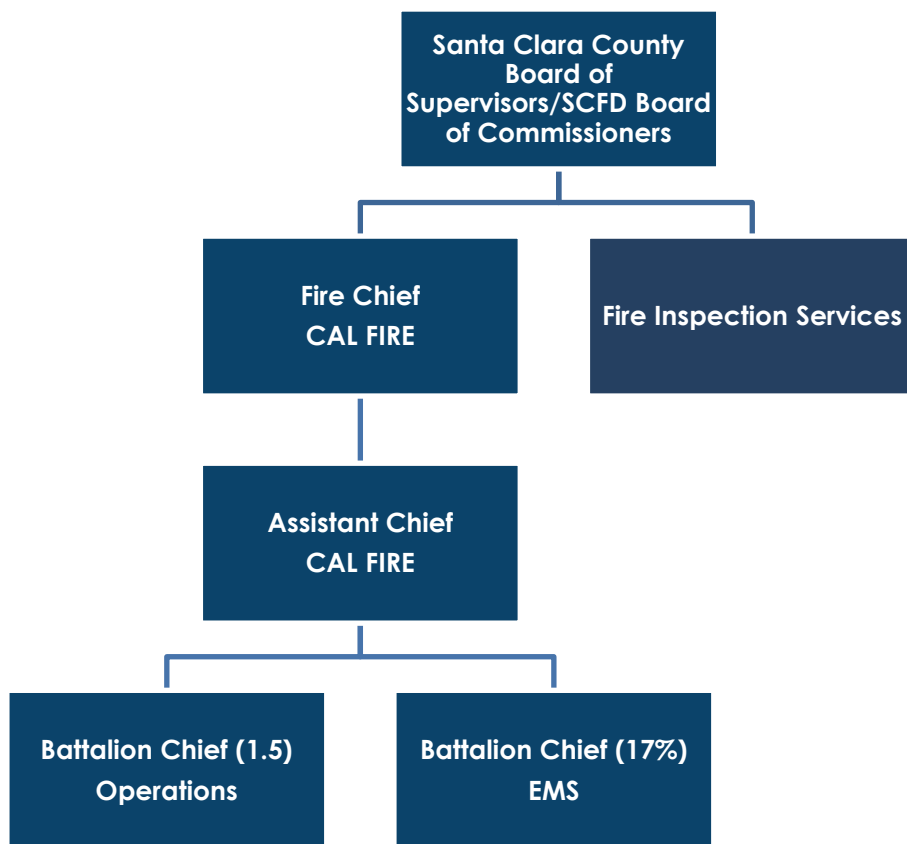
- None

Contracts for Service from other agencies

- SCFD contracts with CAL FIRE to provide service to SCFD through a contractual agreement through June 30, 2025. The Cooperative Agreement is currently enroute through CAL FIRE for final signatures but signed by the Santa Clara County Board of Supervisors. . This agreement includes Emergency Fire Protection, Medical and Rescue Responses; Basic and Advanced Life Support Services, and Dispatch Services.
- SCFD has an agreement with CAL FIRE for year round fire protection and emergency services at Pacheco Forest Fire Station through June 30, 2025.

Governance & Administration

SCFD is a dependent Fire Protection District governed by the Santa Clara County Board of Supervisors (BOS). The five-member BOS is elected by the residents of Santa Clara County. The Santa Clara County Board of Supervisors appoints seven people to the South Santa Clara County Fire District Board of Commissioners who provide community input, oversight, and budget management, however, the budget process is overseen and adopted by the County Board of Supervisors. SCFD utilizes a CAL FIRE employee as their Board Clerk.

Figure 308: Fire Department Organizational Chart

The Fire Chief and Assistant Chief are not solely assigned to SCFD but oversee the resources assigned to SCFD through the agreement. The cost of Battalion Chiefs is shared with other agencies where CAL FIRE provides service. SCFD funds 1.5 full-shift Battalion Chief Position and 17% of the Battalion Chief of EMS.

Accountability for Community Services—Transparency

The following figure identifies the efforts to meet state laws designed to ensure transparency and accountability.

Figure 309: Transparency and Accountability

Transparency and Accountability	Available
Agency website ¹²⁹	Yes
Adopted budget available on website	Yes
Notice of public meetings provided	Yes
Agendas posted on website ¹³⁰	Yes
Public meetings are live streamed	No
Minutes and/or recordings of public meetings available on website	Yes
Master Plan (fire service specific) available on website	No
Strategic Plan (fire service specific) available on website	Yes
Community Risk Assessment and Standards of Cover documents available on website (joint report with cities of Gilroy and Morgan Hill)	Yes
SOC performance reports available on website (joint report with cities of Gilroy and Morgan Hill)	Yes
Efforts to engage and educate the public on the services to the community	Yes
Staff and governing board member ethics training and economic interest reporting completed	Yes
Compliance with financial document compilation, adoption, and reporting requirements	Yes
Adherence to open meeting requirements	Yes

Efforts to engage and educate the public on the fire and emergency services to the community consist of participation in local events, visits to schools, a newsletter subscription, access to fire department planning documents online, and volunteer and educational programs focused on fire prevention and education programs.

¹²⁹ As of January 1, 2020, independent special districts are required to maintain websites according to Government Code Sections 6270.6 and 53087.8 to provide the public easily accessible and accurate information about the district. Government Code Section 53087.8 lists what must be included on the website.

¹³⁰ Government Code §54954.2.

In addition to meeting the state laws, SCFD makes efforts to ensure financial transparency through its website's search features. There, the most recent financial reports and statements can be accessed for current documents. Online, the public is also able to subscribe to SCFD's newsletter, call SCFD regarding non-emergency inquiries, submit questions or concerns via the website comment application, and sign up for fire prevention and education programs. SCFD's website makes available major planning documents, financial statements, emergency program information, and historical meeting information back to 2019. The agency abides by Assembly Bill 2257 (Government Code §54954.2) which updated the Brown Act with new requirements governing the location, platform, and methods by which an agenda must be accessible on the agency's website for all meetings occurring on or after January 1, 2019.

Land Use & Population Projections

Land Use

SCFD provides fire protection services to the unincorporated areas of southern Santa Clara County. Santa Clara County provides planning and land use regulations. The County has adopted a system of zoning property to guide future development. A large portion of the District includes resource conservation lands and contains substantial ranchlands, hillsides, and the Henry Coe State Park.

Current Population

Based on information provided by LAFCO from the 2020 Census, the population in SCFD is estimated at 22,554.

Projected Population

The Association of Bay Area Governments (ABAG) has most recently developed population projections at the Superdistrict level for Santa Clara County. Population projections at the city/district level are not available. SCFD is in Superdistrict 14, projected to have a cumulative growth rate of 0.07% between 2020 and 2035, or < 0.01% annually. The growth rate between 2035 and 2050 is expected to increase to 5% cumulatively or 0.32% annually.

Disadvantaged Unincorporated Community (DUC)

A DUC is an inhabited territory that constitutes all or a portion of a community with an annual median household income that is less than 80% of the statewide annual median household income (i.e., \$60,188).¹³¹ LAFCO is required to identify the location and characteristics of any DUCs in the Service Review and SOI update process.¹³²

There are no DUCs in SCFD.

Financing

This study will focus on the receipts and disbursements within the General Fund (GF) of SCFD and will consider the impact of revenues from other funds that are pertinent to the District's operations of its fire and EMS service contract with CAL FIRE.

The appointed members of SCFD Board of Commissioners, and the SCFD's service provider (CAL FIRE) develop strategic priorities and various long range planning documents to be used in the preparation of an annual operating budget based on a July through June fiscal year, however, the County Board of Supervisors establishes budget policy makes the final decisions on budget adoption for SCFD. Budget preparations for the subsequent year begin in January with reviews of recent accomplishments of the various objectives and a review of the service level priorities, and include community engagement and outreach, after which a draft budget is produced. The final budget workshop with the County Board of Supervisors takes place no later than the second week in May, with public hearings and the final budget adoption occurring in June.

Revenues and Expenditures

A significant amount of information for the two funds that the county utilizes to provide funding to SCFD—the GF and a County Mitigation Fee Fund—was reviewed to develop financial trend analysis for the five-year period of 2018–2022. This review of the historical information of the GF revenues revealed a minimal impact on revenues allocated to SCFD during the COVID-19 pandemic. The Mitigation Fund provides minimal impacts to either revenue or expenditures.

¹³¹ Government Code §56033.5.

¹³² Government Codes §56425(e)(5) and §56430(2).

Property tax revenues, based on assessed property tax values, are the largest source of revenue to SCFD.¹³³ Property tax values have remained on a small positive trend and are expected to do so into the future. This revenue source accounts for over 85% of GF revenues. Other sources of revenue include charges for first responder services, grants, investment income, issuance of long-term debt, and other sources.

The SCFD issued approximately \$623,000 in debt in FY 2021 to acquire capital assets.

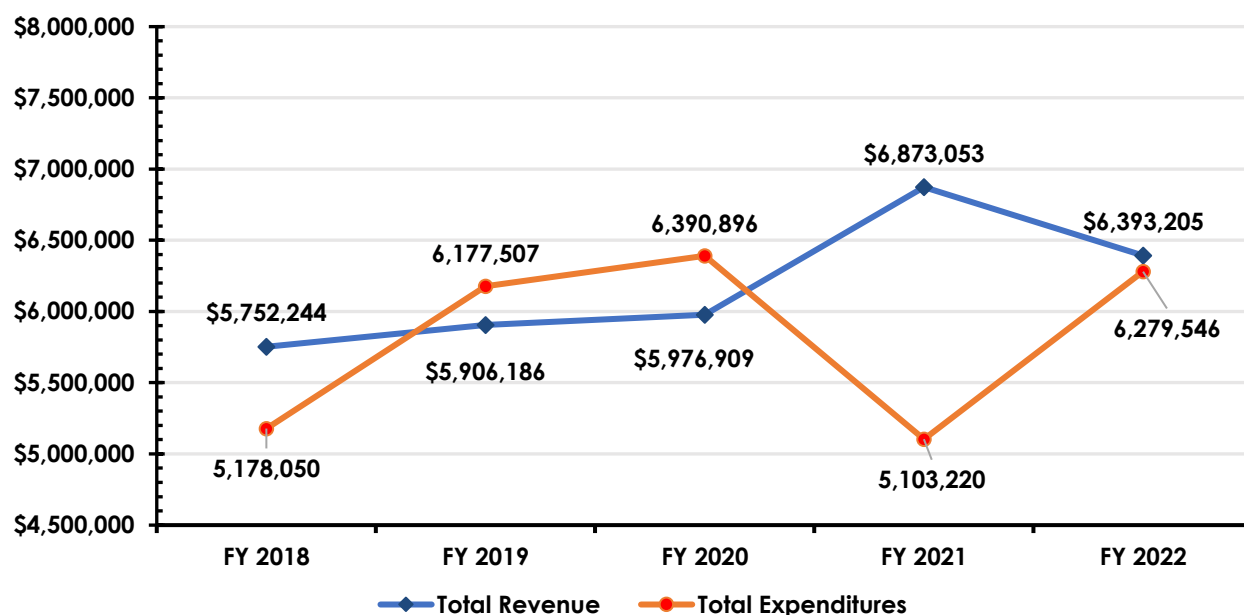
As previously indicated, SCFD's GF funds the CAL FIRE service contract, materials and supplies, debt service, and capital outlay. The following figures show those revenues and expenditures.

Figure 310: SCFD General Fund Revenues and Expenditures, FY 2018–FY 2022¹³⁴

Revenue/Expenses - General Fund	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Actual FY 2022
REVENUE					
Property Taxes	4,949,307	5,268,761	5,464,417	5,711,839	5,882,052
Charges for Service (First Responder contract)	253,801	232,014	162,291	278,824	59,694
Other Revenue	549,136	405,411	350,201	882,390	451,459
Total Revenue	5,752,244	5,906,186	5,976,909	6,873,053	6,393,205
EXPENDITURES					
CAL FIRE Contract	4,550,890	5,012,999	4,999,011	4,263,836	5,047,574
Debt Service (Principal and Interest)	86,883	344,826	0	53,030	67,942
Other Expenses	540,277	819,682	1,391,885	786,354	1,164,030
Total Expenditures	5,178,050	6,177,507	6,390,896	5,103,220	6,279,546
Other Financing Sources				623,234	75,612
Change in fund balances	574,194	-271,321	-413,987	2,393,067	189,271
Fund balances - ending	2,415,313	2,143,992	1,730,005	4,123,072	4,312,343

¹³³ South Santa Clara County Fire District Audit Report, June 30, 2021.

¹³⁴ SCFD financial audits from FY 2018 to FY 2022.

Figure 311: SCFD General Fund Revenues and Expenditures, FY 2018–FY 2022

On September 28, 2004, the Board of Supervisors of Santa Clara County adopted Ordinance No. NS-1104, establishing authority for imposing on and charging new fees for development in the County. The purpose of these fees is for each development to pay an equitable share of the cost of public improvements needed to mitigate the impacts of providing fire protection services to the newly developed areas.¹³⁵ Annual revenues are dependent on type and amount of new development in the District. The following figure provides the historical amount of revenues and expenditures.

Figure 312: Historical Revenues & Expenditures for Development Fees, 2018–2022¹³⁶

Revenue/Expenses	Actual FY 2018	Actual FY 2019	Actual FY 2020	Actual FY 2021	Actual FY 2022
Revenue	101,072	60,052	159,836	139,770	83,704
Capital Asset Expenditures	64,841	90,465	213,349	—	—
Surplus (Deficit)	36,231	(30,413)	(53,513)	139,770	83,074
Ending Fund Balance	302,239	271,826	218,313	358,083	441,788

¹³⁵ South Santa Clara County Fire District—2021 Five-Year Plan.

¹³⁶ Information provided by George Huang of CAL FIRE from formal comments received after the publication of the draft LAFCO report.

Financial Projections

SCFD contracts with CAL FIRE for fire and EMS services. It imposes a Fire Impact fee on new development to offset capital expenditures.

CAL FIRE provides SCFD with its estimated expenditures for budget purposes, which includes salaries and benefits, other operating costs, debt service calculations and capital expenditures. CAL FIRE only bills SCFD for costs incurred in providing the contracted services. CAL FIRE participates in the CalPERS pension system, however, SCFD does not assume any CalPERS pension liability associated with CAL FIRE employees.

SCFD is experiencing a significant increase in the cost of the CAL FIRE agreement for FY 2023, FY 2024, and FY 2025. Both the Contract and the Amador agreement are increasing due to the reduction in the hours worked by CAL FIRE Firefighters from 72 to 66 hours per week; a 7.5% pay restoration for firefighters on July 1, 2022, along with an approximately 20% increase in the cost of benefits; and the Amador agreement for FY2022 had reduced costs due to the calmer fire season. However, SCFD experienced a reduction in the CAL FIRE agreement of 2.0% in FY 2021 and 12.9% in FY 2022. The savings for SCFD came from the freezing of wages for state employees. Even with the reduction of hours worked in the new employment agreement, CAL FIRE employees are working more than their municipal counterparts (56 hours per week vs. 66 hours per week).

Figure 313: Increase of CAL FIRE Costs to SCFD from FY 2023 to FY 2027

Revenue/Expenses	FY 2023 % Increase	FY 2024 % Increase	FY 2025 % Increase	FY 2026 % Increase	FY 2027 % Increase
Contract	24.8%	33.2%	18.8%	2%	2%
Amador Agreement	376.2%	33.1%	19.6%	2%	2%

Funding within SCFD is from an allocation of property tax revenues from Santa Clara County and from carryover funds not spent from prior fiscal years. The department also receives funding from First Responder fees charged, investment income, the Mitigation Impact Fee, and other revenues.

Santa Clara County has forecasted revenue to increase at 3.1% each year for SCFD. The County has agreed to provide a total of \$4.5 million for capital assets at \$1.5 million a year from the County General Fund for three years beginning in FY 2024; however, the funding is subject to approval during the county budget process. SCFD is forecasting both the revenue and expenses for this contribution from the County.

The sustainability of funding the operations of SCFD is being challenged primarily due to the increased cost of the CAL FIRE agreement. This projection shows they will use up all available fund balance by early FY 2025.

Figure 314: SCFD General Fund Projected General Fund Revenues & Expenditures

Revenue/Expenses General Fund	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027
Revenue	6,528,685	8,458,385	8,670,824	8,893,936	7,624,072
Expenditures	7,658,784	11,376,592	13,062,625	13,292,599	12,027,172
Change in fund balances	-1,130,099	-2,918,207	-4,391,801	-4,398,663	-4,403,100
Fund balances - ending	3,182,244	264,037	-4,127,764	-8,526,427	-12,929,526

Capital Planning

CAL FIRE anticipates vehicle, heavy apparatus, and equipment replacement on a scheduled basis and provides planning information to the SCFD Board of Commissioners. The District maintains a Mitigation Fee Fund that is designed to assist in paying for infrastructure to expand services into newly developed areas of the District. There is insufficient data available from the county's and SCFD's budgeting documents to ascertain the Public Safety Facilities project level capital expenditures. One comment in the SCFD Five Year Plan indicates a 1,300-square-foot addition to the Masten Fire Station 2, estimated to cost \$340,000, would be started when the project is fully funded.

Demand for Services and Performance

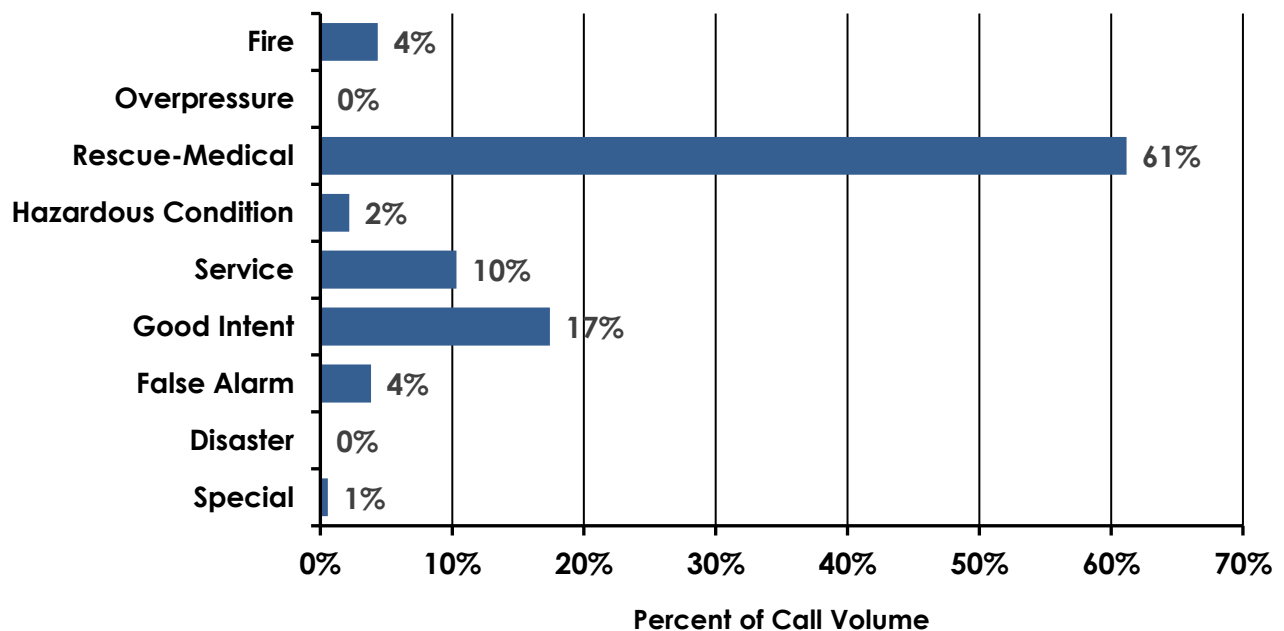
SCFD is primarily a rural system that provides mutual aid to other communities when requested. CAL FIRE also serves the City of Morgan Hill and operates with assigned personnel to each contract; however, the two communities share resources freely, both in personnel assigned and in a dropped border response for on duty units. Therefore, Morgan Hill and SCFD have a larger amount of mutual aid provided than most agencies in Santa Clara County. Data provided by the agency and its dispatch center included incident information from January 1, 2018, through June 30, 2022. This analysis focuses primarily on incidents within the statutory response area. The following figure is an overview of SCFD's statistics.

Figure 315: SCFD Overview

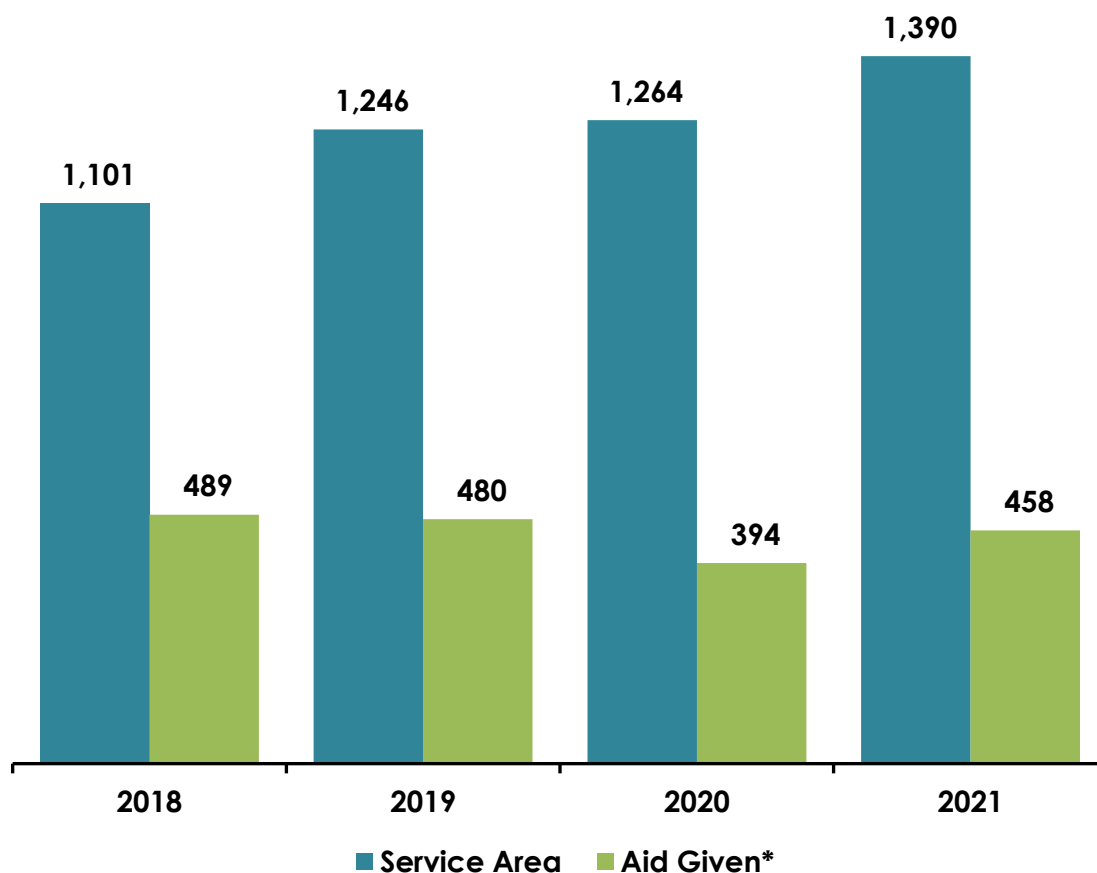
Agency	Avg. Annual Incident Vol.	Incidents per 1,000 Population	90th Percentile Total Time
SCFD	1,250	56	15:24

Each incident was grouped into the main categories following the National Fire Incident Reporting System's (NFIRS) coding system. SCFD medical and rescue calls, classified in the "300" category of NFIRS, accounted for most of the incident types. These incidents accounted for over 60% of the incident volume. This proportion of incidents as medical calls is like most American fire service agencies. The following figure shows the total number of incident types between January 1, 2018, and June 30, 2022, as a percentage of the number of incidents.

Figure 316: Total Incident Responses by Type as a Percentage

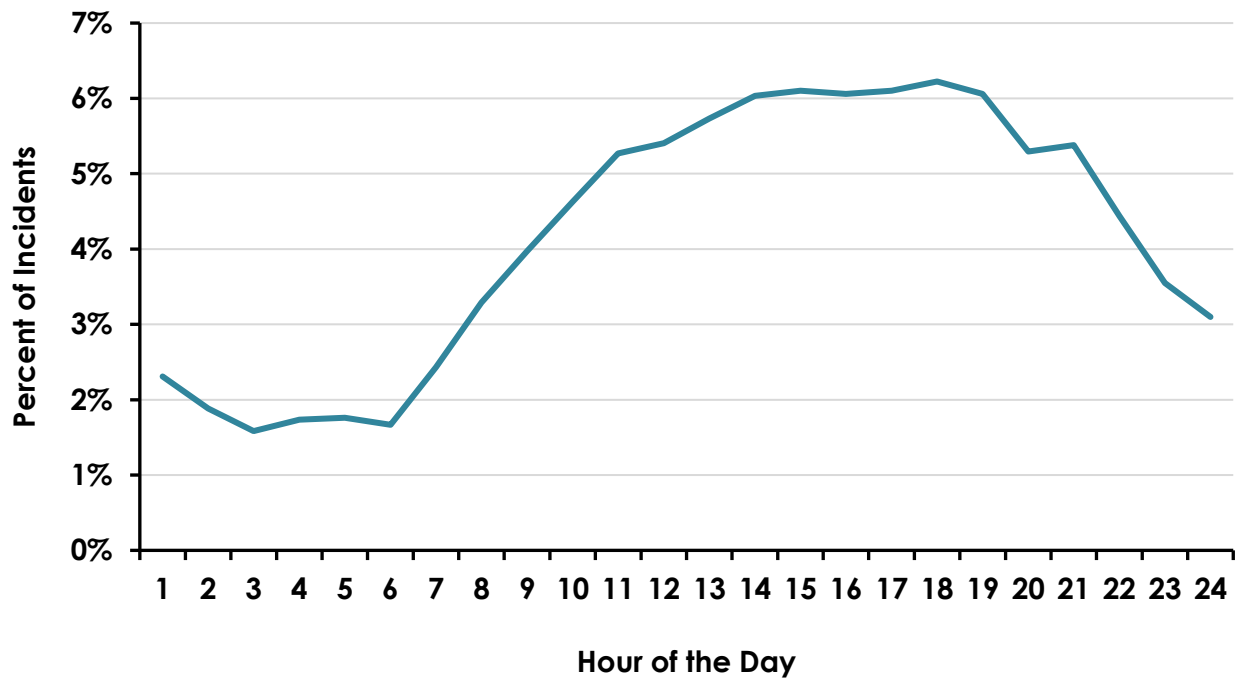


Typically, an analysis of incidents by year can yield a trend or indicate what call volume might look like in the next few years. While the COVID-19 pandemic and subsequent social and economic constraints have interrupted smooth incident trends, the 4-year incident volume trend has continued to increase. It appears that SCFD response numbers are continuing to grow, with 2022 on track to break 1,500 calls. Boundary drops and CAL FIRE assistance throughout the region are prevalent in the SCFD. The following figure shows the annual incident volume by year. Aid given includes mutual and automatic aid types provided to neighboring agencies and are higher for this agency due to CAL FIRE's policy of aggressive mutual and automatic aid.

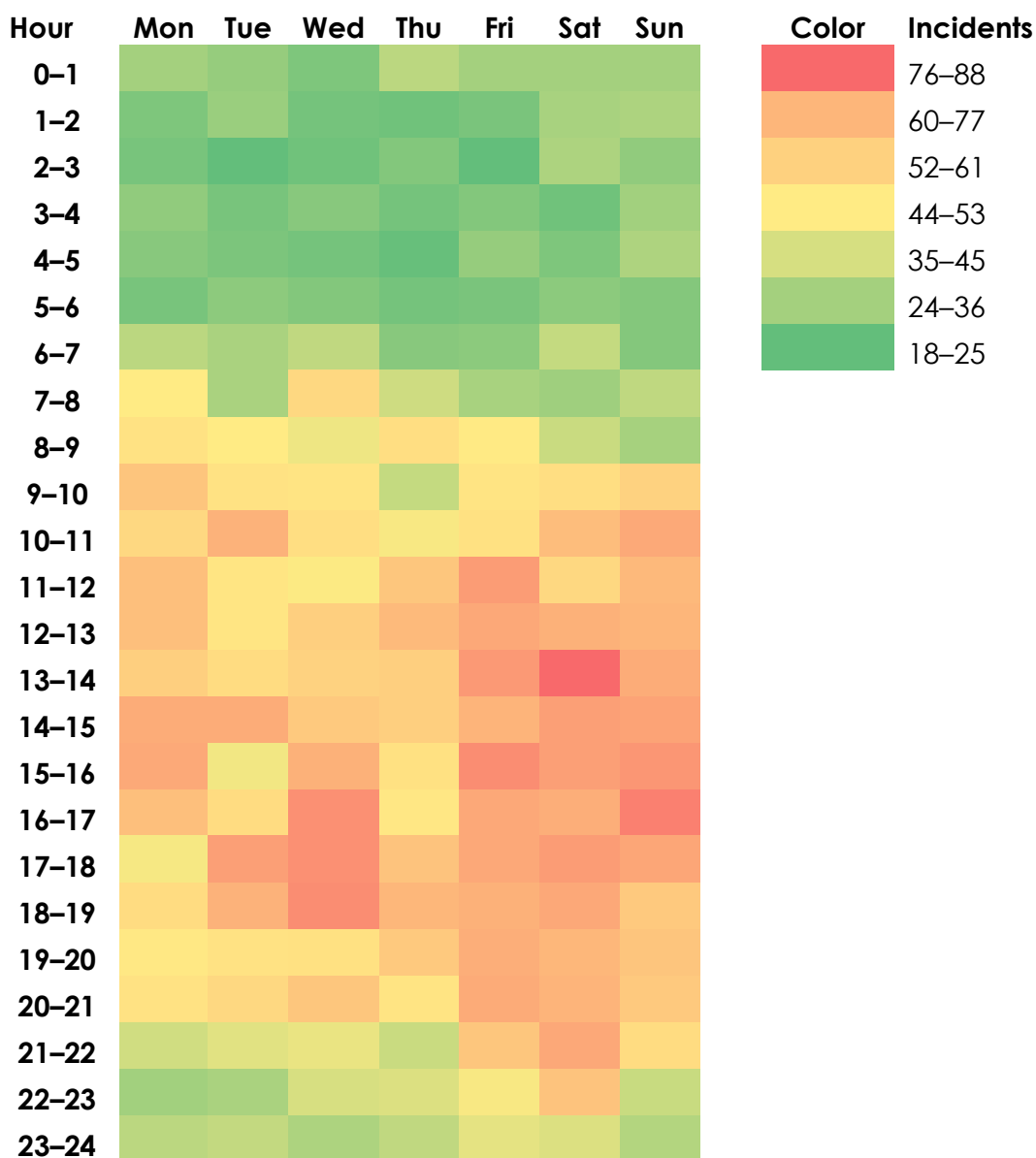
Figure 317: Annual Incident Volume by Year

A temporal study indicated minor seasonality in the response data. Incident volume was lower than expected January through May, with the highest variation in March. August was the largest positive variation. However, the variation is less than plus or minus 1% and does not appear defined enough to affect overall service demand and delivery.

A study of demand by hour shows that SCFD, like many fire agencies, sees a significant variation by the hour. In fact, over 72% of all incidents happen between 8:00 a.m. and 8:00 p.m. The following figure shows the general difference of the complete incident data set by hour.

Figure 318: Incident Percentage by Hour

The average daily swing is typical and likely due to the number of awake and active people. However, the day-to-day variation in this information does play a part. The following figure is the incident heat map by the hour and day of the week.

Figure 319: Day and Hour Incident Heat Map

The preceding figure indicates a slightly different picture than the overall hourly evaluation. Sunday through Thursday are relatively consistent, and the evening hours remain moderately active, with a significant drop after midnight. However, Friday and Saturday have a more extended evening and late-night incident volume. Monday, Tuesday, and Thursday have least busy day across all hours. It is important to note the swing in incidents, while significant, are not a large variation in total volume, with only 70 incidents total volume between the lowest and highest concentration.

Emergency Response Performance

The performance of CAL FIRE's service to SCFD was also evaluated. Because CAL FIRE data did not specify the response priority, all incidents were included in the analysis. The 90th percentile is typically used in the fire service and is considered the standard for measuring incident response performance. In addition, only those incidents within the city boundary are evaluated.

Three unique time segments are included when evaluating an agency's response performance. The first is the time it takes for the dispatcher to answer the 911 call and notify the agency (call processing); the second is the time it takes for the agency to receive the call and go en route to the call (turnout time); and third is the time it takes for the unit to drive to the incident (travel time). All three segments combined make up the **total response time**. For this evaluation, the unit type was not discriminated against, and the first arriving unit was used to determine the total response time.

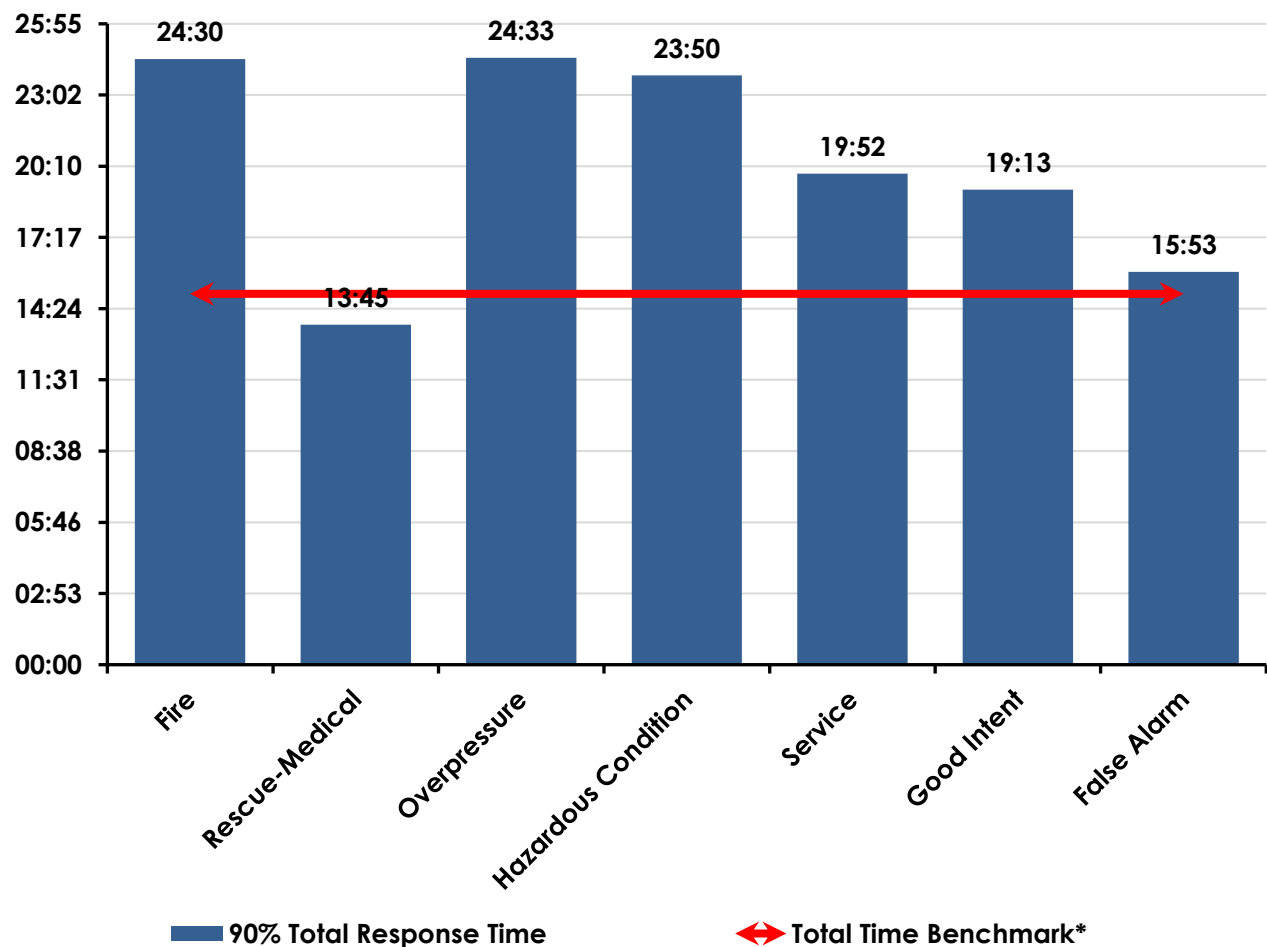
Neither SCFD, nor an evaluation of available public documentation, clearly indicated an adopted response time standard for emergency incidents. Annual reports indicated a 15-minute response time standard. However, the standard was not identified as either a percentile or average. In the absence of an adopted standard, the National Fire Protection Association (NFPA) 1710: *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments*. is typically used to evaluate performance for Turnout Time, Travel Time, and Call Processing. For turnout time, the standard is 60 seconds for EMS calls and 80 seconds for fire and special operations responses. However, NFPA does not attempt to set standards for areas considered rural or under 500 people per square mile. At 78 people per square mile, SCFD certainly meets the rural definition.

Because a standard was not apparent, and the overall response goal of 15 minutes was identified in the annual report, a total response time of **15 minutes or less, 90% of the time**, was used for this evaluation. Between January 1, 2018, through June 30, 2022, SCFD's performance for the 4,317 analyzable emergent incidents within the fire response area was a **total response time** of 15 minutes, 24 seconds (15:24) or less, 90% of the time. The following figure shows the presumed standard compared to the performance by incident type for CAL FIRE's service to SCFD.

Figure 320: Standard vs. Actual Total Response Time Performance

Presumed Standard	1/2018–6/2022 Performance
15:00 or less, 90% of the time	15:24 or less, 90% of the time

Each call type may contain variables. For example, questioning the caller to get appropriate information may take more or less time. In addition, it may take longer for crews to respond depending on the personal protective equipment to be worn, which varies with the type of incident. The following figure shows the **total response time** performance for each of the major incident types for all emergent incidents within the data set.

Figure 321: Emergent Incidents 90th Percentile Total Response Times, Jan 2018–Jun 2022

The final analysis looked at the unit usage for all apparatus within the system. This analysis considered three dimensions. The first is the unit hour utilization (UHU). This number represents the time a unit was committed to an incident as a percentage of the total time they were on duty. The next is the average time a unit was committed to an incident. And finally, the average number of incidents a unit was deployed daily.

In addition to the three primary engines and one Battalion Chief, CAL FIRE has two water tenders, one type three engine, and two utility trucks serving SCFD. The engines are the primary unit, and the other units are cross staffed when needed. In addition, two units were listed as reserve apparatus, but which frontline engine they were replacing was not apparent. Another apparatus, Engine 1677, acts as a county asset when it is not acting in a state-declared fire season. In addition, Engine 67 is partially paid for by Morgan Hill Fire Department and is counted in their agency responses as well. The following figure shows the general statistics for each frontline unit within the SCFD system.

Figure 322: SCFD Unit Usage

Unit	Unit Hour Utilization (UHU)	Avg. Time per Incident	Avg. Incidents Per Day
E67 & WT 67 (Total)	8.5%	28 Minutes	4.4
SCFD (30%)	2.6%	34 Minutes	1.1
Morgan Hill FD (70%)	5.9%	26 Minutes	3.3
E68, U68, & WT68	4.6%	36 Minutes	1.8
E69, E368, U69	2.5%	35 Minutes	1.0
E1677 (Amador)	0.8%	756 Minutes	< 1
Reserve Engines	0.6%	33 Minutes	0.3

Staffing

The following figure shows the total number of personnel for the Fire Department.

The CAL FIRE Unit Chief and Assistant Chief are not solely assigned to SCFD, but they oversee the resources assigned to the District through an agreement. The cost of Battalion Chiefs is shared with other agencies where CAL FIRE provides service. SCFD funds 1.5 full shift Battalion Chief Position and 17% of the Battalion Chief of EMS.

The CAL FIRE Amador agreement for staffing the Pacheco engine: CAL FIRE covers the cost of a three-person crew year-round, except for the Captain position outside of the fire season when SCFD covers that cost.

Figure 323: Staffing

Assignment	Staffing
Uniformed Administration	0.5
Non-Uniformed Administration	3.5
Fire Prevention	
Operations Staff	24.83
Emergency Communications	1.75
Volunteers, Reserve, On Call	
Total Personnel	30.58

The following figure shows the daily operational staffing at each station and on each unit in the station. CAL FIRE utilizes a unique platoon schedule to staff the various stations throughout the year. There are three platoons that are operational in this system. Platoon A works for three consecutive days. Platoon B works the three alternate days. The third platoon is a relief platoon with personnel typically working the seventh day not covered by either Platoon A & B and covering for scheduled vacancies on either of the other two platoons.

Figure 324: Daily Operational Staffing


Station	Daily Staffing	Unit Staffing
HQ	11	Engine (3) ¹ , Engine (3) ² , Engine (3) ² , Bulldozer (2) ² Battalion Chief (1)
Masten	3	Engine (3)
Treehaven	3	Engine (3)
Pacheco	3	Engine (3)
Total	20	13 personnel through the contractual agreement

¹ HQ Engine is a shared cost with the City of Morgan Hill, station is in the City of Morgan Hill


² HQ has two engines and a bulldozer fully funded by the state during peak demand

Facilities & Apparatus


Figure 325: SCFD Fire Stations

Station Name/Number:	Headquarters					
Address/Physical Location:	15670 Monterey Rd, Morgan Hill, CA					
			General Description: This 69-year-old station does not meet the needs of a modern fire station. The facility is owned by CAL FIRE. Staffing is shared between CAL FIRE, SCFD, and the City of Morgan Hill.			
Structure						
Date of Original Construction	1953					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	0	Back-in Bays	7		
Length of each Apparatus Bay	30 feet					
Facilities Available						
Sleeping Quarters	3	Bedrooms	0	Beds	18	Dorm Beds
Current daily staffing	11 (3 SCFD and 8 CAL FIRE)					
Maximum staffing capability	18					
Kitchen Facilities	1					
Bathroom/Shower Facilities	Yes					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-67	3	Type 1 Engine				
WT-67	1CS	Water Tender				
E-1661	3	Type 3 Engine (State)				
E-1671	3	Type 3 Engine (State)				
D-1641	2	Dozer (State)				
Total Daily Staffing:	11					


*Cross-staffed (CS)

Station Name/Number:	Masten					
Address/Physical Location:	10810 No Name Uno, Gilroy, CA					
	General Description: This 57-year-old station does not meet the needs of a modern fire station. This station is past its expected lifespan. This station is owned by SCFD.					
Structure						
Date of Original Construction	1965					
Seismic Protection	No					
Condition (from rating sheet)	Poor					
Number of Apparatus Bays	Drive-through Bays	0	Back-in Bays	5		
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	3	Bedrooms	6	Beds	0	Dorm Beds
Current daily staffing	3					
Maximum staffing capability	5					
Kitchen Facilities	1					
Bathroom/Shower Facilities	Yes					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-68	3	Type 1 Engine				
WT-68	1CS	Water Tender				
Total Daily Staffing:	3					

*Cross-staffed (CS)

Station Name/Number:	Treehaven					
Address/Physical Location:	3050 Hecker Pass Rd, Gilroy, CA					
	General Description: This 27-year-old station does not meet the needs of a modern fire station. This station is owned by the city of Gilroy and leased to SCFD.					
Structure						
Date of Original Construction	1995					
Seismic Protection	No					
Condition (from rating sheet)	Fair					
Number of Apparatus Bays	Drive-through Bays	0	Back-in Bays	2		
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	2	Bedrooms	3	Beds	0	Dorm Beds
Current daily staffing	3					
Maximum staffing capability	3					
Kitchen Facilities	1					
Bathroom/Shower Facilities	Yes					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-69	3	Type 1 Engine – ALS				
E-368	3CS	Type 3 Engine				
USAR-769	3CS	Urban Search and Rescue				
Total Daily Staffing:	3					

*Cross-staffed (CS)

Station Name/Number:	Pacheco					
Address/Physical Location:	12280 Pacheco Pass Hwy, Hollister, CA					
	General Description: This 12-year-old station does meet most needs of a modern fire station. This station is owned by CAL FIRE and shared with SCFD, including an Amador Agreement.					
Structure						
Date of Original Construction	2010					
Seismic Protection	Yes					
Condition (from rating sheet)	Good					
Number of Apparatus Bays	Drive-through Bays	2	Back-in Bays	0		
Length of each Apparatus Bay						
Facilities Available						
Sleeping Quarters	4	Bedrooms	8	Beds	0	Dorm Beds
Current daily staffing	3					
Maximum staffing capability	8					
Kitchen Facilities	1					
Bathroom/Shower Facilities	Yes					
Assigned Apparatus/Vehicles						
CAD Identifier	Minimum Unit Staffing*	Apparatus/Vehicle Type—Comments				
E-1677	3	Type 3 Engine – (Amador Contract)				
Total Daily Staffing:	3					

*Cross-staffed (CS)

Fire Stations Discussion

CAL FIRE operates a total of 13 fire stations in Santa Clara County. Eight are staffed for the state mission of wildfire suppression on state-responsibility lands and five are part of service to local government.

Of the four CAL FIRE-operated fire stations providing local fire responses to SCFD, one was rated in "Good" condition, one was rated as "Fair," and the remaining two were rated as "Poor." The expected lifespan of a fire station is usually 50 years. The fire stations providing service to SCFD range from 12 to 69 years old, with an average age of 41 years. The following figure summarizes CAL FIRE's fire stations providing service to SCFD and their features.

Figure 326: SCFD Station Configuration and Condition

Station	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Headquarters, Shared with CAL FIRE	7	18	Poor	69 years
Masten, owned by SCFD	5	5	Poor	57 years
Treehaven, leased from the City of Gilroy	2	3	Fair	27 years
Pacheco, rented from CAL FIRE	2	8	Good	12 years
Totals/Average:	16	34		41 years average

The majority of the fire stations providing service to SCFD are older and do not meet the requirements of modern firefighting. Because the firefighting environment has changed, the technology, equipment, and safety systems have also changed to meet new demands. However, older buildings do not typically have the space or engineering systems to meet that new environment. Modern living also requires much more access to electrical outlets than was expected in older buildings.

For example, older buildings do not meet the requirements due to the need to decontaminate personnel and equipment after many of the responses in the current firefighting context. Every crew member should have access to facilities to decontaminate immediately after a fire event, and showers should allow for gender separation. In addition, there needs to be enough partitioned space to allow for gear and equipment to be thoroughly washed and designed to control contamination in the living and working space of the station.

While all structures require routine maintenance, fire stations require even more due to the continuous occupancy by a minimum of three adults. Multiple departures and returns of heavy apparatus also affect these structures.

Facility Replacement

With two of the four stations serving SCFD being over 50 years old, there should be a facility replacement plan in place. The difficulty for SCFD is the mix of state-owned and local government-owned facilities and some with shared staffing. Getting the right funding at the right time for a multiagency building project is challenging. We did not identify any existing capital projects in the current SCFD budget documents.

Ensuring the stations are in good repair also requires regular maintenance and scheduled replacement of specialized equipment. Plans for updating and repairing systems such as heating and air conditioning (HVAC), generators, roofs, driveways, parking areas, security gates, painting, carpet replacement, and small appliances can keep costs down and buildings in service longer. In addition, establishing a facility replacement and maintenance plan will enable SCFD to plan for ongoing service from each station more efficiently.

Status of Shared Facilities

SCFD currently shares two facilities, personnel, and equipment through Cooperative Agreements with CAL FIRE and the City of Morgan Hill. SCFD also integrates its resources seamlessly into local responses and participates in the County's Mutual Aid Plan.

Apparatus

Apparatus was evaluated by agency staff based on age, miles/hours, service, condition, and reliability with the criteria available for reference in the introduction for this section of the report.

The following figures represent all apparatus and vehicles operated by CAL FIRE in the SCFD response area.

Figure 327: SCFD Apparatus

Unit	Type	Status	Year	Condition	Features
Engines & Aerial Apparatus					
E67	Engine T-1	Frontline	2020	Excellent	1500GPM, 600 Tank
E68	Engine T-1	Frontline	2010	Fair	1500GPM, 600 Tank
E69	Engine T-1	Frontline	2015	Good	1500GPM, 600 Tank
E368	Engine T-3	Cross Staff	2015	Excellent	1000 GPM
E168	Engine T-1	Reserve	1998	Poor	1500 GPM, 600 Tank
E169	Engine T-1	Reserve	2008	Poor	1500 GPM, 600 Tank
Medics/Rescues/Other					
WT 67	Water Tender	Frontline	2000	Poor	1000 GPM, 3000 Tank
WT 68	Water Tender	Frontline	2002	Poor	1000 GPM, 3000 Tank
R1637	Mechanic		2009	Poor	Mechanic Repair Truck
U68	Utility Truck		2003	Poor	
U69	Stakeside		2008	Good	
U70	Utility Truck		2004	Poor	
UTV 68	Utv		2019	Excellent	Side By Side UTV
U769	Usar Trailer		2005	Excellent	USAR Equipment

Figure 328: Supervisor & Command Vehicles

Unit	Assigned To	Manufacturer	Year	Condition
B67	Battalion Chief	Ford	2020	Excellent
B69	Battalion Chief	Ford	2020	Excellent
D1605	Division Chief	Ford	2013	Fair
A69	Admin	Ford	2010	Good

Dispatch & Communications

Santa Clara County Central Fire Protection District (CCFD) operates the 911 Public Safety Answer Point (PSAP), and CAL FIRE operates the dispatch center. The center provides service for CAL FIRE, Morgan Hill Fire Department, SCFD, Alameda County Station 14, Spring Valley Fire Volunteer Fire Department, Casa Loma Volunteer Fire Department, Uvas Volunteer Fire Department, and Stevens Creek Volunteer Fire Department.

Figure 329: PSAP and Dispatch Center

Item	Description
CAD Application	Peraton
Telephone System	Vesta 911
Radio System	VHF Digital, encrypted
Fire/EMS Notification	Moducom, CAD Paging
Ability for fire agencies to communicate via radio with other fire agencies in the county	Yes
Ability for fire agencies to communicate via radio with police agencies in the county	Yes
Ability for fire agencies to communicate via radio with non-Fire EMS agencies in the county	Yes
Ability for PSAP to communicate CAD-to-CAD (how do you transfer a call to another center)	No, 911 calls are transferred by Santa Clara County Communications via phone to CAL FIRE Dispatch.
Criteria-based dispatch system in place	No
Formal EMD quality assurance program in place	No
Options for non-emergent calls not requiring EMS	No
AVL used on fire apparatus	Yes
AVL used on ambulances & EMS units	Yes
Do all fire & EMS units have MDTs/MDCs in vehicles	No
Closest unit dispatched via AVL	No
No. of 911 calls	23,222
No. of 7-digit incoming calls	143,269

SCFD Service Review Determinations

LAFCO is required to prepare a written statement of determination with respect to six areas as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. Based on the criteria described in Section I of this report, the following determinations are proposed for SCFD.

Growth and Population Projections

- 12-1: Based on information from the 2020 U.S. Census, the population in SCFD is estimated at 22,554.
- 12-2: SCFD is projected by the Association of Bay Area Governments to have a cumulative growth rate of 0.07% between 2020 and 2035, or < 0.01% annually and increase to 5% cumulatively between 2035 and 2050, or 0.32% annually.

Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence

- 12-3: There are no disadvantaged unincorporated communities (DUCs) in the SCFD and its SOI.

Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies, Including Those Related to Sewers, Water, and Fire in Any DUCs Within or Contiguous to the SOI

- 12-4: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that the district generally has capacity to serve existing demand, as the highest utilization of any unit was 8.5%.
- 12-5: It appears that SCFD has sufficient capacity to serve existing demand, although additional resources are necessary to reduce response times. Financial limitations pose the primary constraint to providing service to existing and future growth in demand. Additional revenues or reduced costs are necessary to ensure sustainability of SCFD's operations.
- 12-6: SCFD provides an adequate level of services based on the latest ISO rating and staffing levels. However, SCFD (CAL FIRE) does not meet the presumed total response time standard of within 15:00 minutes for 90% of Priority 1 incidents, with a response time of 15:24 or less, 90% of the time. However, response to emergency medical calls was under the presumed standard at 13:45 minutes for 90% of calls.
- 12-7: The primary challenges to fire services within SCFD according to the District are recruiting paramedics, finding additional revenue sources for SCFD, and obtaining facilities to house SCFD separate from CAL FIRE.

- 12-8: There is a possibility for enhanced efficiency/gained value through additional station and equipment to serve a large geographic area, technology improvements, and maintaining split cost share of personnel with Morgan Hill.
- 12-9: Of the four CAL FIRE-operated fire stations providing local fire responses to SCFD, one was rated in "Good" condition, one was rated as "Fair," and the remaining two were rated as "Poor." The expected lifespan of a fire station is usually 50 years. The fire stations providing service to SCFD range from 12 to 69 years old. The majority of CAL FIRE's fire stations, including SCFD's, are older and do not meet the requirements of modern firefighting. There should be a facility replacement plan in place.
- 12-10: Santa Clara County has an excessive number of PSAPs and Dispatch Centers that are not using a common computer-aided dispatch (CAD) platform or even a CAD-to-CAD connection to transfer information or monitor neighboring agency resource status creating disjointed dispatch services that greatly constrains the potential for efficient dispatch and mutual/automatic aid support. There is a need for a comprehensive feasibility study to determine the best method to address weaknesses in the County's overall emergency communications system.

Financial Ability of Agency to Provide Services

- 12-11: The COVID-19 pandemic had a minimal impact on revenues allocated to SCFD; however, expenditures in FY 20 increased at a greater rate than revenues, resulting in a deficit budget. In FY 21, expenditures were greatly reduced creating a \$2.5 million revenue surplus. In FY 22, the district continued to operate with a surplus of \$189,271.
- 12-12: Cost minimization efforts by SCFD over the last 10 years include continued cost sharing with Morgan Hill for an engine and its staffing for an SCFD engine at headquarters. Also, two fire stations are provided by CAL FIRE for housing two engines that respond to SCFD and one fire engine ALS Type III (Pacheco) is part of an Amador Agreement with CAL FIRE and is primarily funded by CAL FIRE.

- 12-13: CAL FIRE's annual payments on its unfunded actuarial liability are projected to increase for the foreseeable future and will continue to represent a significant portion of SCFD's costs associated with the service contract. SCFD is experiencing a significant increase in cost of the CAL FIRE contract and Amador Agreement for FY 23, FY 24, and FY 25 as a result of increased CAL FIRE personnel costs and a reduction in weekly hours worked by CAL FIRE. In FY 26 and FY27, growth in CAL FIRE costs is anticipated to plateau at 2% annually.
- 12-14: The sustainability of funding the operations of SCFD is being challenged primarily due to the increased cost of the CAL FIRE agreement. Projections show SCFD will use up all available fund balance by early FY 25; if no further revenue sources can be identified by that time, SCFD's operations will be severely impacted and may need to be reduced or may not be able to continue. SCFD and the Santa Clara County Board of Supervisors are working to find solutions to this significant challenge.

Status and Opportunities for Shared Services

- 12-15: SCFD split funds two fire stations—one with the City of Morgan Hill (Headquarters) and the other with CAL FIRE (Pacheco).
- 12-16: SCFD practices resource sharing as a member of mutual and automatic aid agreements with Santa Clara County Fire Agencies, Pajaro Valley Fire District, and San Benito County Fire Department. SCFD is also a partner in an operational agreement with the City of Gilroy and Morgan Hill to drop borders and send the closest appropriate available resource regardless of jurisdiction. Additionally, SCFD is a member of the Silicon Valley Regional Interoperability Authority to facilitate interoperability projects through joint purchasing and contracting.
- 12-17: A fire operational analysis found that SCFD and Morgan Hill should initiate discussions with CAL FIRE to find greater efficiencies and operability in their fire and EMS dispatch operations.

12-18: While SCFD, through CAL FIRE in conjunction with Morgan Hill and Gilroy, has a closest resource dispatch agreement, there is potential to expand that practice into other areas of the County. However, the dispatch interoperability challenges in the south county limit the ability to implement this change. Even if the agencies are motivated to “drop borders,” the time it takes to manually determine if a resource is available complicates the process, adds time to the alarm handling, and may minimize the opportunity to improve the response time for critical emergencies along the borders.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

12-19: SCFD meets State laws for transparency and accountability, including making information easily accessible to the public, maintaining a compliant website, providing ethics training and economic interest reporting, following financial reporting requirements, and adhering to open meeting requirements.

12-20: SCFD has the economies of scale through its contract with CAL FIRE that allow for greater efficiency and effectiveness. However, due to financing constraints, and the need to either enhance revenues or reduce service costs, there may be further opportunities for regionalization between Morgan Hill, Gilroy, and SCFD to form a larger local entity.

12-21: Service structure options regarding areas in Santa Clara County that are presently outside of a local fire provider but within the vicinity of SCFD are discussed in the Governance Structure Alternatives of Section III of this report. There is the potential for SCFD to enhance public safety services in the County by providing services in several areas that currently lack an identified fire protection and emergency response provider. In many cases, although SCFD is facing financing constraints, due to location, it is the only feasible and capable provider of services or is the only agency positioned to annex the territory and contract with another agency for services.

South Santa Clara County Fire Protection District Sphere of Influence Update

Existing Sphere of Influence

SCFD's Sphere of Influence (SOI) is not coterminous with the existing boundaries of the District. The SOI includes all of South County except the cities of Morgan Hill and Gilroy and the more remote areas of the Diablo Range. SCFD's SOI is located generally south of Bailey Avenue along Little Uvas Creek and extends southeast along Pacheco Highway to the county line, extends east along the Diablo Range ridge line up to the San José SOI and extends west to the Santa Clara-Santa Cruz County border. The Coyote Valley area within SCFD to the north is located outside the SCFD SOI. The District's SOI was last amended in 2014 to add 12,995 acres of unincorporated lands that are located outside the SOI of the City of San José and the Town of Los Gatos as part of a subsequent annexation of 38,648 to enable SCFD to have jurisdictional authority over these lands in order to enter into an Automatic Aid agreement with the Santa Cruz County Fire Department for providing fire protection services to the area (South Santa Clara County Fire Protection District Sphere of Influence Amendment and Annexation 2014).

Recommendation

SOI Expansion to Include 8 Areas Outside of a Local Provider - There are presently 33 areas in Santa Clara County that lack an identified local fire provider. The primary service structure for these areas that is most feasible and leads to logical boundaries is annexation by the adjacent fire protection district with services provided directly or by an appropriate contract provider. This structure is proposed for areas adjacent to SCFD boundaries for Areas 7, 11-14, and 17-20, as identified in the Governance Structure Alternatives section of this report.

- Area 7 is adjacent to SCFD to the east of the City of San Jose and consists of agricultural ranchlands, hillside and the United Technologies Corp. closed facility. In order to ensure logical boundaries, it is recommended that the northern portion of Area 7 be included in CCFD's SOI and the southern portion of Area 7 be included in SCFD's SOI to ensure logical service boundaries. The area would likely be served through contracts with the City of San Jose and CAL FIRE.

- Area 11 is approximately 37.6 acres and consists of agricultural ranchlands in the southeast corner of Santa Clara County. The area is immediately adjacent to SCFD's boundaries to the northwest and abuts the Santa Clara-San Benito countyline to the south and east. CAL FIRE's Station 31 (Pacheco Pass) is located just outside of Area 11 along Pacheco Pass Highway, and is the best positioned to respond in Area 11; consequently, it is anticipated that should SCFD annex this area, its contract with CAL FIRE could be extended to include the territory.
- Areas 12-14 are located in the hills to the southeast of Calero Reservoir County Park near Uvas Road. The areas consist of hillside with scattered residences, some agricultural uses, and ranchlands. The areas are adjacent to the City of San Jose's city limits, but outside its USA, and adjacent to SCFD's boundaries. It is unknown what agency responds to these areas presently as San Jose and SCFD/CAL FIRE stations are equally as distant. Annexation to SCFD and contracting for services from the appropriate provider is the only viable option for inclusion of these areas within a local fire provider.
- Areas 17-20 consist of portions of the Calero Reservoir County Park, Almaden Quicksilver County Park, and the Sierra Azul Open Space Preserve, as well as hillside with scattered residences. The areas are adjacent to the City of San Jose's city limits, but outside its USA, and adjacent to SCFD's boundaries. Areas 17, 18, and 20 are also adjacent to CCFD's boundaries in certain areas and could potentially annex the three areas as well. However, SCFD indicated plans to annex these areas in the past when it completed its substantial 2014 annexation process with the intent to contract with San Jose FD for services. Additionally, inclusion of Areas 17-20 in SCFD appears to make more logical compact and contiguous boundaries compared to inclusion in CCFD.

Should SCFD ultimately annex the areas in question, it is anticipated that it would extend its contract with CAL FIRE into that territory, or contract with San Jose FD where appropriate. While SCFD is working to address projected financial shortfalls over the next five years, the district remains the only viable option for taking on services in Areas 11–14. In addition, in the interest of logical boundaries and service efficiency, it is recommended that half of Area 7 and Areas 17-20 be included in SCFD's SOI indicating the anticipation of eventual annexation. Any organizational change to address these areas will likely be dependent on SCFD to initiate.

Given the well-defined land uses, zoning designations, and urban service area boundary delineation in these areas, it is not anticipated that inclusion in a fire district's SOI or boundaries would induce growth. Inclusion of these areas in a fire district's SOI is not intended to be a precedent for other services and service providers as the circumstances are unique for fire services and it is in the interest of public safety throughout the County.

The proposed SOI expansion indicates LAFCO's anticipation that the district would be amenable to annexation and eventual service provision or entering into a contractual arrangement for services.

Proposed Sphere of Influence Update Determinations

LAFCO is required to prepare a written statement of determination with respect to the following areas when updating a special district's Sphere of Influence, as specified by Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000. The following determinations are proposed for the South Santa Clara County Fire Protection District.

The nature, location, extent, functions, and classes of services provided

12-22: CAL FIRE provides a full range of services for SCFD, including fire suppression, wildland fire suppression, statewide mobilization, EMS first response, specialized/technical rescue, HazMat response, fire inspection/code enforcement, plan reviews, public education/prevention, arson investigation, and fuels mitigation.

Present and planned land uses in the area, including agricultural and open-space lands

12-23: Territory within SCFD's boundary and SOI are unincorporated lands designated by the County General Plan as agriculture, public open space lands, rural residential, and regional parks. SCFD's boundaries also include remote areas of the Santa Cruz Mountains and the Diablo Range designated as hillside and ranchlands with resource conservation lands and a portion of the Henry Coe State Park. The boundaries also include the rural residential communities of San Martin and Corde Valle. Some limited commercial and industrial uses are located in San Martin and along Pacheco Pass Highway. The unincorporated area within SCFD's boundary and SOI is planned to remain non-urban in character and predominantly rural residential, agricultural, and open space in accordance with the County's General Plan.

Present and probable need for public facilities and services in the area

12-24: In 2022, there were over 15,000 incidents within SCFD's bounds, indicating a need for the services provided, in particular for rescue and medical responses which constituted 61% of calls. Calls for service within SCFD consistently increased between 2018 and 2022.

12-25: The area within SCFD is projected to have a cumulative growth rate of 0.07% between 2020 and 2035, or <0.01% annually and 5% between 2035 to 2050, or 0.32% annually, indicating a likely analogous increase in demand for fire and emergency medical services.

Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

12-26: Based on unit hour utilization (UHU)—the time a unit was committed to an incident as a percentage of total time on duty—it appears that the district generally has capacity to serve existing demand, as the highest utilization of any unit was 8.5%.

12-27: It appears that SCFD has sufficient capacity to serve existing demand, although additional resources are necessary to reduce response times. Financial limitations pose the primary constraint to providing service to existing and future growth in demand. Additional revenues or reduced costs are necessary to ensure sustainability of SCFD's operations.

12-28: SCFD provides an adequate level of services based on the latest ISO rating and staffing levels. However, SCFD (CAL FIRE) does not meet the presumed total response time standard of within 15:00 minutes for 90% of Priority 1 incidents, with a response time of 15:24 or less, 90% of the time. However, response to emergency medical calls was under the presumed standard at 13:45 minutes for 90% of calls.

Existence of any social or economic communities of interest in the area

12-29: SCFD serves all of South County with the exception of the cities of Morgan Hill and Gilroy. Within the district's boundaries are rural residential communities such as San Martin. However, a majority of the district consists of patchwork of low-density rural residential development that is socially and economically independent of one another.

Present and probable need for public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence

12-30: There are no DUCs in SCFD.

Section V:

OTHER AGENCIES/ENTITIES

Volunteer Fire Companies

Within the response area served by CAL FIRE, there are five volunteer companies established. Four have the capability for emergency response and are dispatched by CAL FIRE's emergency dispatch center, and one provides training and practical experience without actual response to emergencies.

While all of these agencies are dispatched by CAL FIRE, they are not accountable to CAL FIRE or to a local provider. Three of the agencies are serving inside a local providers area and one serves an area that does not have a local provider. All four are coordinating with CAL FIRE and providing a level of service that does not appear to conflict with local providers, however, where there is a local provider, these entities should be accountable to the local provider in some manner.

Casa Loma Volunteer Fire Association

Casa Loma operates as a 501(c)(3) organization with an annual operating budget of \$11,000 funded through donations and grants. The Association operates two fire stations in isolated areas of the Santa Cruz Mountains, including Casa Loma, Loma Chiquita, and Twin Falls roads, with 12 active volunteer firefighters, 11 trainees, and 18 auxiliaries.

The association will respond to wildland fires, electrical emergencies, vehicle recovery, search and rescue, and is involved in fire prevention and education activities. In 2022 they estimated 25 incidents occurred in their response area.

South Santa Clara County Fire District Volunteer Program

The program provides training and practical experience to those interested in pursuing firefighting as a profession. Through regular training, ride-a-longs and participation in organized public education activities, the volunteer will experience a glimpse of what firefighters do on a daily basis.

Spring Valley Volunteer Fire Department

Spring Valley operates as a 501(c)(3) organization with an annual operating budget of \$50,000 funded through donations and CAL FIRE Assistance by hire. The Department operates one fire station in the north-eastern foothills above San José and Milpitas with 77 volunteers; 49 firefighters, 19 support, and 9 Board Members.

The Department can respond to medical emergencies (BLS), Wildland Fires, Structural Fires, and conducts public education. The department estimates they respond to between 75 and 100 incidents annually.

Stevens Creek Volunteer Fire Department

Stevens Creek operates as a 501(c)(3) organization with an annual operating budget of \$10,000 funded through donations. The Department operates one fire station (co-located with CAL FIRE) in Stevens Canyon, Montebello, Redwood Gulch, and Mt. Eden with eight volunteers.

The department can respond to medical emergencies (BLS), Wildland Fires, Structural Fires, power line incidents and conducts defensible evaluations when asked. The Department estimates they respond to between 0 and 20 incidents annually.

Uvas Volunteer Fire Department

Uvas operates as a Domestic Non-Profit with an annual operating budget of between \$1,000 and \$1,500 annually through donations and grants. The Department operates one fire station in isolated areas of the Santa Cruz Mountains between Uvas road and Uvas Canyon Park with 11 volunteers.

The Department can respond to wildland fires and help residents with fire prevention and education.

Private Fire Service Providers

During the course of this study, AP Triton did not uncover private fire protection services that were in conflict with any public providers, however, a future study of private providers operating in Santa Clara County may uncover the extent they are utilized in Santa Clara County and identify if any real conflict exists.

Section VI: APPENDICES

Appendix A: August 2021 Community Engagement

Public Outreach and Engagement

In an effort to promote broad-based participation in the Countywide Fire Service Review, LAFCO developed and began implementing a Community Engagement and Outreach Plan to increase public awareness of its service review program, and to provide opportunities for community members, service providers, affected agencies, the general public, and other interested parties to engage in the service review process and provide timely feedback.

Online Survey

In August 2021, an online community survey on fire service was released on the project webpage. The purpose of the survey was to evaluate fire services and determine the community's level of wildfire preparedness. The survey was provided in both English and Spanish to engage a broad section of the community.

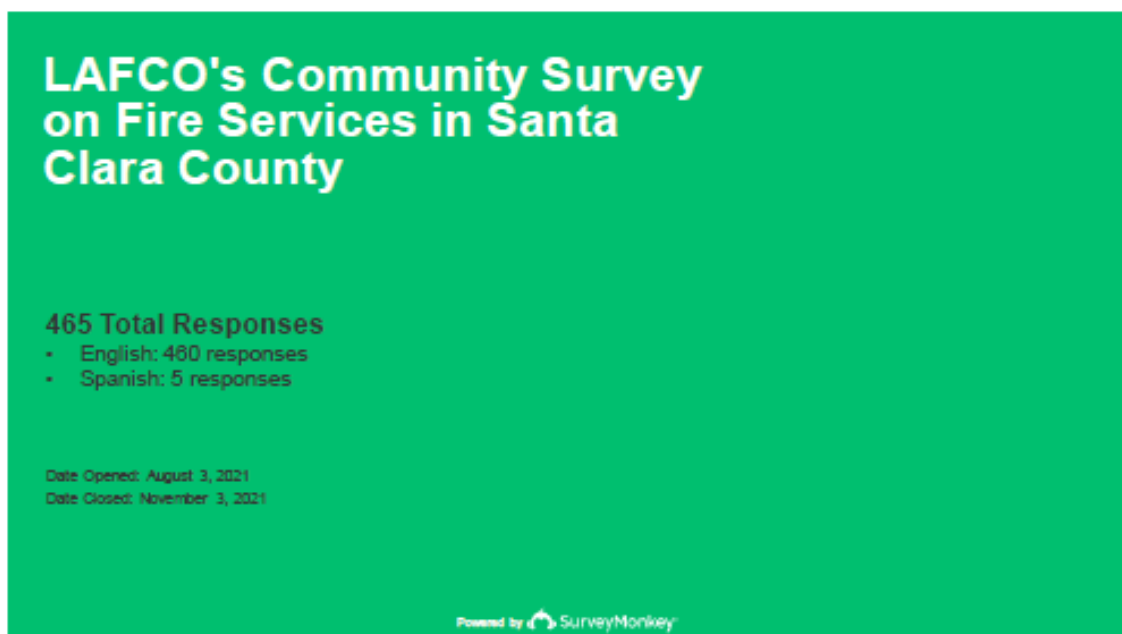
Summary of Results

- The survey closed on 11/03/2021, there have been 465 responses. Of those responses, only 5 were in Spanish.
- Most respondents are 55 or older (62 percent) with 41 percent 65 or older.
- More respondents were female (53 percent) than male (46 percent).
- Most respondents have lived in Santa Clara County for more than 20 years (78 percent). This matches with the relative age of respondents.
- Most respondents (91 percent) own their own home.
- It's noteworthy that a large portion of respondents were from Los Altos Hills (33 percent), followed by Morgan Hill (17 percent), and San Jose (10 percent).
- Most respondents knew their fire department and their answers match well with their place of residence.
- 29 percent of respondents had received emergency services from a local fire agency in the last 5 years. Of these, the overwhelming majority were very satisfied (over 90 percent) with the service provided.
- Most respondents (85 percent) feel prepared or somewhat prepared for wildfires:
 - They are signed up to receive emergency warnings (81 percent).
 - Most have created defensible space around their residence (61 percent) and nearly half (45 percent) have installed fire-resistive materials in their buildings.

- They have fire insurance (97 percent) and most have updated their insurance in the last 3 years (68 percent).
- Most would appreciate a home fire safety inspection (52 percent)
- When considering evacuating:
 - They would use a personal vehicle (98 percent).
 - They would stay at a family member's or friend's home (52 percent) or some form of short-term lodging (25 percent).
 - Most would like the fire department to provide an evacuation checklist (80 percent).

The fact that half of respondents were from Los Altos Hills and Morgan Hill likely skews all findings and does NOT provide a representative sample of ALL residents in Santa Clara County.

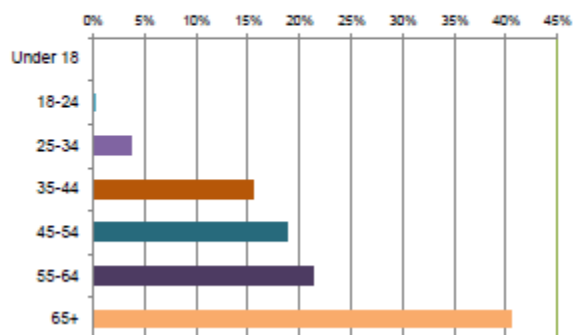
Tables and graphs depicting the survey results are included here.



Q1: What is your age?

Answered: 464 Skipped: 1

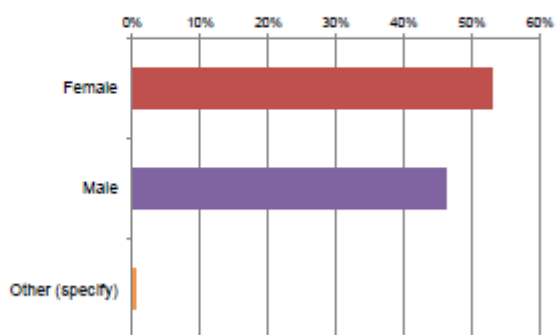
Answer Choices	Responses
Under 18	0.0% 0
18-24	0.2% 1
25-34	3.7% 17
35-44	15.5% 72
45-54	18.8% 87
55-64	21.3% 99
65+	40.5% 188
Total	464



Q2: What is your gender?

Answered: 463 Skipped: 2

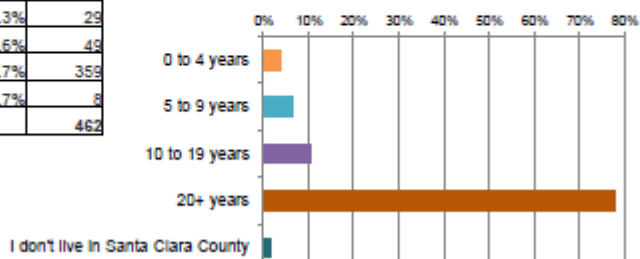
Answer Choices	Responses
Female	53.1% 246
Male	46.2% 214
Other (specify)	0.6% 3
Answered	463



Q3: How long have you lived in Santa Clara County?

Answered: 462 Skipped: 3

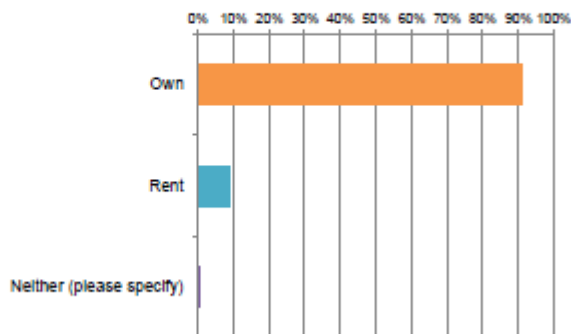
Answer Choices	Responses
0 to 4 years	3.7% 17
5 to 9 years	6.3% 29
10 to 19 years	10.6% 49
20+ years	77.7% 359
I don't live in Santa Clara County	1.7% 8
Answered	462



Q4: Do you rent or own the place where you live?

Answered: 461 Skipped: 4

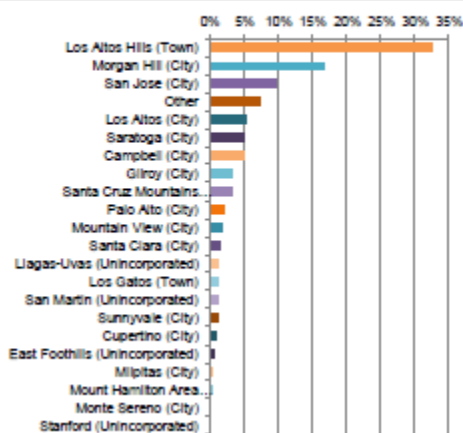
Answer Choices	Responses
Own	90.9% 419
Rent	8.7% 40
Neither (please specify)	0.4% 2
Answered	461



Q5: Where do you live in Santa Clara County? (Select from the dropdown menu)

Answered: 453 Skipped: 12

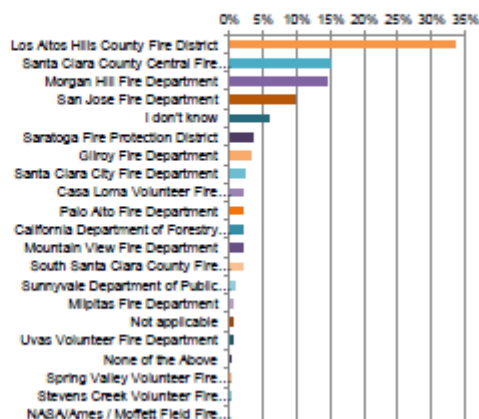
Answer Choices	Responses
Los Altos Hills (Town)	32.7% 148
Morgan Hill (City)	16.8% 76
San Jose (City)	9.7% 44
Other	7.3% 33
Los Altos (City)	5.3% 24
Saratoga (City)	5.1% 23
Campbell (City)	4.9% 22
Gilroy (City)	3.1% 14
Santa Cruz Mountains (Unincorporated)	3.1% 14
Palo Alto (City)	2.0% 9
Mountain View (City)	1.8% 8
Santa Clara (City)	1.5% 7
Uvas (Unincorporated)	1.1% 5
Los Gatos (Town)	1.1% 5
San Martin (Unincorporated)	1.1% 5
Sunnyvale (City)	1.1% 5
Cupertino (City)	0.9% 4
East Foothills (Unincorporated)	0.7% 3
Milpitas (City)	0.4% 2
Mount Hamilton Area (Unincorporated)	0.4% 2
Monte Sereno (City)	0.0% 0
Stanford (Unincorporated)	0.0% 0
Answered	453



Q6: Who is the main fire agency where you live? (Select from the dropdown menu)

Answered: 433 Skipped: 32

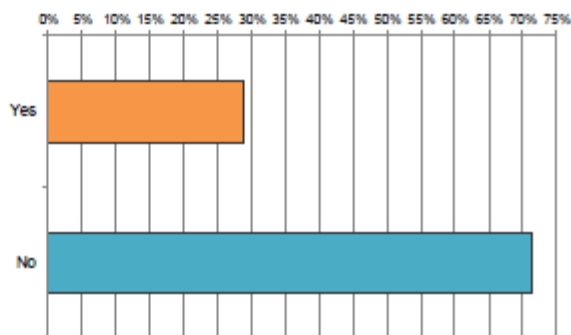
Answer Choices	Responses
Los Altos Hills County Fire District	33.5% 145
Santa Clara County Central Fire Department	15.0% 65
Morgan Hill Fire Department	14.5% 63
San Jose Fire Department	9.7% 42
I don't know	5.8% 25
Saratoga Fire Protection District	3.5% 15
Gilroy Fire Department	3.2% 14
Santa Clara City Fire Department	2.3% 10
Casa Loma Volunteer Fire Association	2.1% 9
Palo Alto Fire Department	2.1% 9
California Department of Forestry and Fire Protection (Cal Fire)	1.8% 8
Mountain View Fire Department	1.8% 8
South Santa Clara County Fire District	1.8% 8
Sunnyvale Department of Public Safety - Fire Division	0.7% 3
Milpitas Fire Department	0.5% 2
Not applicable	0.5% 2
Uvas Volunteer Fire Department	0.5% 2
None of the Above	0.2% 1
San Jose Valley Volunteer Fire Department	0.2% 1
Stevens Creek Volunteer Fire Company	0.2% 1
NASA/Ames / Moffett Field Fire Department	0.0% 0
Answered	433



Q7: Have you or a family member received emergency services (fire, EMS, or other) provided by your local fire agency in the last 5 years?

Answered: 439 Skipped: 26

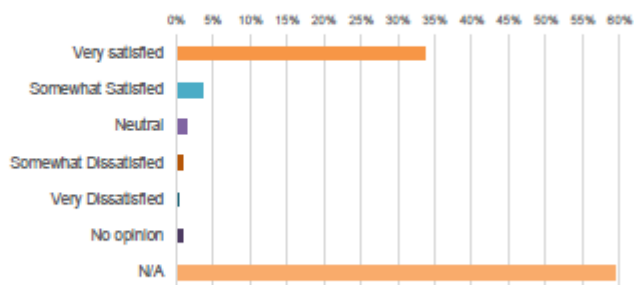
Answer Choices	Responses
Yes	28.7% 126
No	71.3% 313
Answered	439



Q8: If you received emergency services, how satisfied were you with the quality of the services provided?

Answered: 357 Skipped: 108

Satisfaction	Responses
Very satisfied	33.6% 120
Somewhat Satisfied	3.6% 13
Neutral	1.4% 5
Somewhat Dissatisfied	0.8% 3
Very Dissatisfied	0.3% 1
No opinion	0.8% 3
N/A	59.4% 212
Total	357

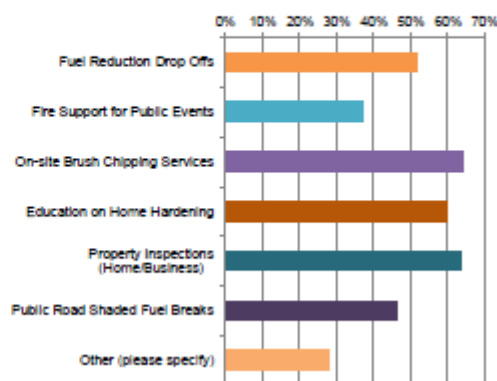


- 126 respondents used emergency services.
- At least 142 described their level of satisfaction with services.

Q9: What are some of the fire prevention services that may benefit your community? (Select ALL that apply)

Answered: 412 Skipped: 53

Answer Choices	Responses
Fuel Reduction Drop Offs	51.9% 214
Fire Support for Public Events	37.1% 153
On-site Brush Chipping Services	64.3% 265
Education on Home Hardening	59.7% 246
Property Inspections (Home/Business)	63.8% 263
Public Road Shaded Fuel Breaks	46.1% 190
Other (please specify)	28.2% 116
Answered	412



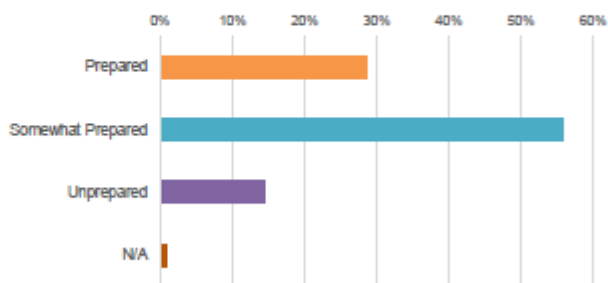
Of the 116 "other" responses:

- The most common was "dead tree removal"
- Another common response was "fuel reduction"
- Others were close alternatives to items listed.

Q10: How would you describe your level of preparedness as it relates to wildfires?

Answered: 413 Skipped: 52

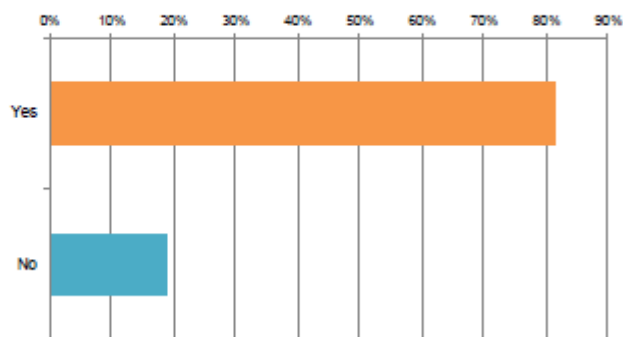
Preparedness	Responses
Prepared	28.6% 118
Somewhat Prepared	55.9% 231
Unprepared	14.5% 60
N/A	1.0% 4
Answered	413



Q11: Are you signed up to receive emergency fire warnings and alerts from local authorities?

Answered: 412 Skipped: 53

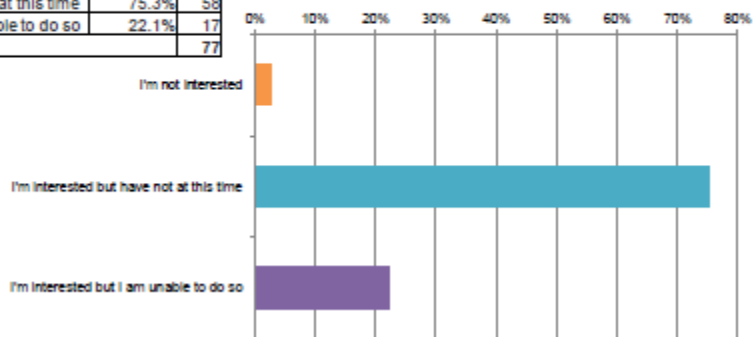
Answer Choices	Responses
Yes	81.3% 335
No	18.7% 77
Answered	412



Q12: If you have not signed up, which reason best applies?

Answered: 77 Skipped: 388

Answer Choices	Responses
I'm not interested	2.6% 2
I'm interested but have not at this time	75.3% 58
I'm interested but I am unable to do so	22.1% 17
Answered	77



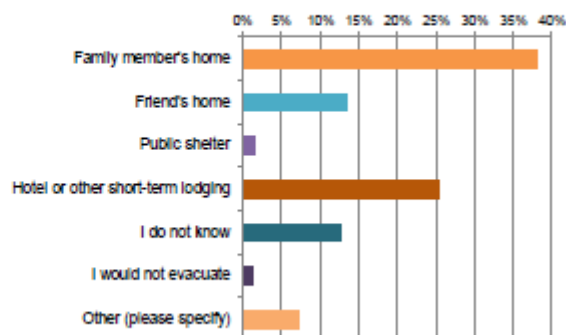
Q13: If you must evacuate due to a wildfire, where would you go?

Answered: 416 Skipped: 49

Answer Choices	Responses
Family member's home	38.0% 158
Friend's home	13.5% 56
Public shelter	1.7% 7
Hotel or other short-term lodging	25.5% 106
I do not know	12.7% 53
I would not evacuate	1.4% 6
Other (please specify)	7.2% 30
Answered	416

Of the 30 Other responses:

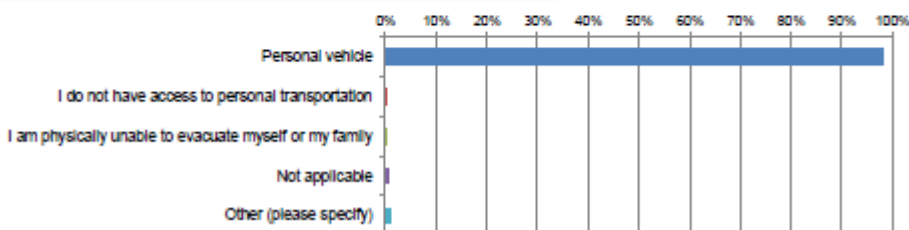
- Second homes were most common.
- Recreational vehicles were also mentioned.



Q14: If you must evacuate due to a wildfire, what transportation method would you use?

Answered: 416 Skipped: 49

Answer Choices	Responses
Personal vehicle	98.1% 408
I do not have access to personal transportation	0.2% 1
I am physically unable to evacuate myself or my family	0.2% 1
Not applicable	0.5% 2
Other (please specify)	1.0% 4
Answered	416



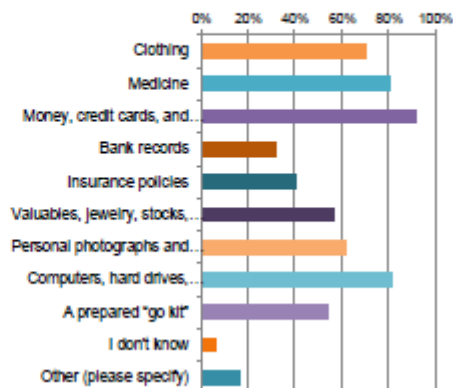
Q15: If you must evacuate due to a wildfire, what personal belongings would you bring with you? (Select ALL that apply)

Answered: 416 Skipped: 49

Answer Choices	Responses
Clothing	70.4% 293
Medicine	80.3% 334
Money, credit cards, and checks	92.1% 383
Bank records	31.5% 131
Insurance policies	40.4% 168
Valuables, jewelry, stocks, bonds, etc.	56.5% 235
Personal photographs and heirlooms	61.5% 256
Computers, hard drives, telephones, and chargers	81.3% 338
A prepared "go kit"	54.3% 226
I don't know	5.8% 24
Other (please specify)	16.1% 67
Answered	416

The most common other responses were:

- Pets
- Forms of identification; e.g. passports

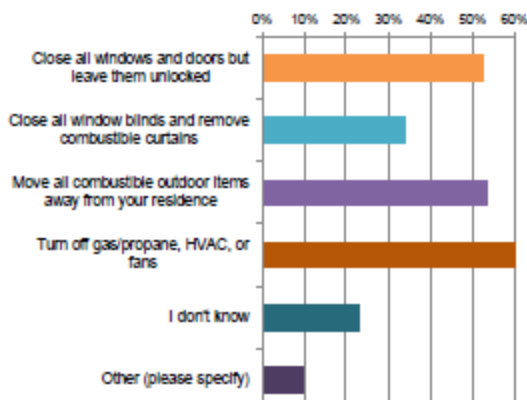


Q16: If you must evacuate due to a wildfire, how would you close up your residence? (Select ALL that apply)

Answered: 415 Skipped: 50

Answer Choices	Responses
Close all windows and doors but leave them unlocked	52.8% 219
Close all window blinds and remove combustible curtains	33.7% 140
Move all combustible outdoor items away from your residence	53.7% 223
Turn off gas/propane, HVAC, or fans	60.0% 249
I don't know	23.1% 96
Other (please specify)	9.6% 40
Answered	415

The most common other response included locking doors before evacuating.



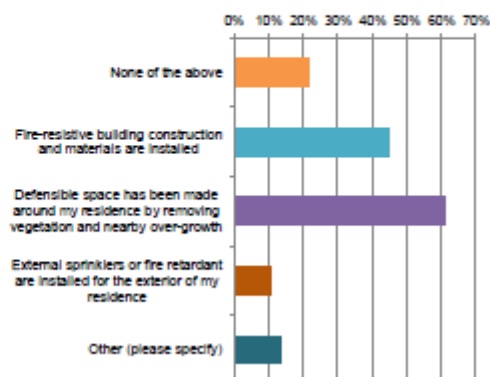
Q17: How is your residence prepared for wildfires? (Select ALL that apply)

Answered: 408 Skipped: 57

Answer Choices	Responses
None of the above	22.1% 90
Fire-resistive building construction and materials are installed	45.1% 184
Defensible space has been made around my residence by removing vegetation and nearby over-growth	60.8% 248
External sprinklers or fire retardant are installed for the exterior of my residence	10.5% 43
Other (please specify)	13.5% 55
Answered	408

Other answers included:

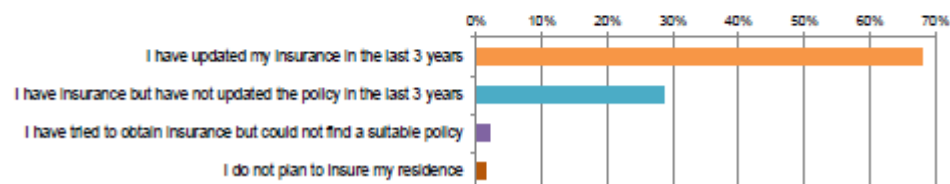
- Internal sprinklers
- "I don't know"
- Alternative phrasing of current answer choices



Q18: How are your residence and its contents insured?

Answered: 416 Skipped: 49

Answer Choices	Responses
I have updated my insurance in the last 3 years	68.0% 283
I have insurance but have not updated the policy in the last 3 years	28.6% 119
I have tried to obtain insurance but could not find a suitable policy	1.9% 8
I do not plan to insure my residence	1.4% 6
Answered	416



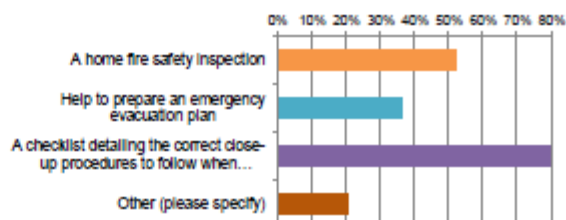
Q19: What additional assistance would you request from your local fire department to better prepare you for wildfires? (Select ALL that apply)

Answered: 384 Skipped: 81

Answer Choices	Responses
A home fire safety inspection	51.8% 199
Help to prepare an emergency evacuation plan	36.5% 140
A checklist detailing the correct close-up procedures to follow when evacuating your residence	79.7% 306
Other (please specify)	20.3% 78
Answered	384

Other responses included:

- Rephrasing of items listed; e.g., evacuation drill
- Items already mentioned in Question 9



Community Meetings

LAFCO conducted three virtual Community Meetings to seek input from the public on fire/EMS related issues. These meetings were held by LAFCO in partnership with local fire service providers who helped with community outreach. Each meeting included similar content but was targeted to communities in different parts of the county (south Santa Clara County, central and east Santa Clara County, and north and west Santa Clara County). The meetings were an opportunity for the public and local agencies to learn more about the Countywide Fire Service Review, provide input on fire service and emergency medical service in their community, and hear from local fire service providers about fire safety and wildfire preparedness.

A summary of the input received at the three community meetings is included here.

Community Meeting #1 (08/17/2021)

For communities in south Santa Clara County: Morgan Hill and Gilroy, and unincorporated areas south of San Jose, including San Martin, southeast Diablo Range and southwest Santa Cruz Mountains

Community Meeting #1 had 13 panelists and 45 attendees: seven on the phone and 38 via Zoom.

Comments received were:

- Concerns were about wildfires; discussion on the loss of Paradise, CA and how it became a death trap. It was noted that traffic calming and other road changes could have a significant affect if a wildfire occurred. Further, there is software available for planning and exercise purposes.
- Discussed an August exercise and evacuation challenges on Holiday Drive. It was noted a county fire study that looked at roads for evacuation. Participants mentioned the Morgan Hill Annex study for unincorporated areas and brought up that wildfires are more complex, properties that could be annexed by Morgan Hill, and the use of L-RADs (Long Range Acoustic Devices) for alerting of wildfires, particularly at night and in the early morning hours. Lastly, there is a need to review annexation to Morgan Hills and the need for a feasibility study for access roads. Panelists did reply that L-RAD technology (3 units) have been purchased through a grant.
- Comment on the opportunity to look at new tools and other capabilities for alerting when wildfires occur.
- Information was given about the Santa Clara Fire Safe Council with discussion around code violations, the necessity of heavy equipment, and that it is important to work together to improve private property owner actions that benefit all of the county.
- Comments on considering EMS and Fire after a 2019 Standards of Response Coverage Study. Note was made that there are no national or regulatory response times for EMS and that makes it more difficult for residents to understand the concepts involved. Comment continued that it is important to develop a set of metrics for use in evaluating EMS; what are longer term goals for provision of services and meeting those metrics.
- Comment on L-RAD technology and the need to assist in alerting. Of particular focus was Gilroy, which is served by its own fire department but receives mutual aid.
- There is a need for a special assessment to install sewer and utility extensions for annexed properties. Question about annexing without sewer and remaining on septic which was answered by a panelist.

Community Meeting #2 (08/19/2021)

For communities in central and east Santa Clara County: Campbell, Milpitas, San Jose, Santa Clara, Sunnyvale, and unincorporated areas of northeast Diablo Range

Community Meeting #2 had 16 panelists and 22 attendees: one on the phone and 21 via Zoom.

- Thanks were given to the men and women of the fire services for all of their efforts and work.
- CAL Fire was mentioned for protecting property in the district and that they do “an outstanding job for the landowners under difficult conditions.” Ideally there would be a year-round station open (Station 8 in Palo Alto). Other comments mentioned household hazardous waste, chemical, and fire service hazards as well as the need to mitigate risks associated with those compounds.
- Question about whether the evaluation/service review could include which fire districts and municipalities have leak sensors to alert and repair leaks while minimizing waste of the potable water supply. Mention was made that San Jose has 10,000 such sensors.

Community Meeting #3 (08/25/2021)

For communities in north and west Santa Clara County: Cupertino, Los Altos, Los Altos Hills, Los Gatos, Monte Sereno, Mountain View, Palo Alto, Saratoga and unincorporated areas of northwest Santa Cruz Mountains

Community Meeting #3 had 13 panelists and 131 attendees: three on the phone and 128 via Zoom.

- Discussion began with comments on possible consolidation with a comment that while efficiency is good when looking at the five-year plan, effectiveness is equally or more important. Note that fires were burning across the state, and it was felt effectiveness must be looked at. Comment was critical of changes at the local level for fire services (possible consolidation).
- Comment on deployment from Palo Alto as well as the Hills fire stations.
- Note about the independence of the fire district. It was pointed out what the district was responsible for and its alarm monitoring system for fire and other alarms. Participant strongly recommended that the Fire District remain independent, a comment that was associated with an effort to consolidate the Los Altos Hills County Fire District by the Board of Supervisors.

- Highlighted a lot of dead trees and brush that could fuel a wildfire and wondered why the County did not clean and clear. Also questioned eucalyptus tree removals.
- Comment in favor of local control of the fire districts. Question about Senate Bills 9 and 10 and how they would affect LAFCO. Worried that those bills would remove local control in favor of state control.
- Other comments noted the Senate Bills and had concerns about consolidation for Los Altos Hills County Fire District. Of concern: the winding roads and limited access in the district. Discussion on dealing with insurance denials and felt independence was best for the community.
- Stressed the importance of effectiveness. Collaboration was important but any plans also need to look at homeless populations and that local control was very important.
- Lot of trials and clearing needs to occur to eliminate or minimize the risks associated with wildfire. Felt local control was critical because “they know the dead-end roads, the gates,
- Considerable number of comments opposed the consolidation of Los Altos Hills Fire.
- There needs to be better coordination with San Mateo and Palo Alto for water capacity.
- Prevention should be a key focus of Los Altos Hills. There should be a prevention focus different from the rest of Santa Clara County and consolidation is not a good idea.
- Concerns about the unincorporated areas of Los Altos. Local control should remain local. There is a need for mapping, access, and data sharing.
- Comments that residents enjoy the efficiency of local control and feel it is the most effective for delivering service. There was concern that the 1993 proposition to help fund police and fire had largely gone to police. The four merged areas across the LAFCO area were very different and criticism was given about the board of supervisors’ action to consolidate.
- Fire reduction programs should be robust.
- Question about considering the dollar value of damage from fire. The current department has a good focus on response and mitigation, inquiring about programs for risk reduction.

- Comment that \$10 million in “our fire district is spent on mitigation and not on fire response.” What about neighbors with a lot of dry fuel load on their property and how might those situations be better handled. What about the fuel load in water channels and on private property?
- Discussion on getting rid of eucalyptus trees and whether there was assistance.
- Feeling of a need to be a more proactive approach to removing dead trees and eucalyptus vegetation. Noted pushback from some when trying to encourage clean-up.
- Shocked there was no process for inspections of property for fire risk. There are other spaces which are mandatorily inspected and that a similar method was needed.

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