

CITY OF LA VERNE
FIRE DEPARTMENT
SERVICE
DEPLOYMENT
REVIEW

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Executive Summary

The City of La Verne has engaged the services of Messina and Associates to provide a high-level review of the current service delivery model of the La Verne Fire Department (LVFD) as well as provide several options and information regarding the potential for the future continuation of the LVFD or annexation of the fire/emergency service delivery to the Consolidated Fire Protection District of Los Angeles County (Fire District).

Project Scope

Currently and historically the City of La Verne has provided fire protection service through its own full-service fire department. As a result of a multitude of ongoing issues within the LVFD, the City requested an initial proposal from the Consolidated Fire Protection District of Los Angeles County for provision of fire protection services under the fee for service regional model they provide. The purpose of this service review is to provide a high-level overview of the current state of the department and to create a series of options for the City Council to consider in moving forward. This report will include several options as well as advantages, considerations, and challenges within each option to weigh, with suggested next steps depending on the choice(s) made by the City Council. It is important to remember that the options presented for continuance of service delivery through LVFD are not in silos, so in some cases it is possible to take an item from one option and apply it to another.

This overview will provide some level of data and education by which the Council can make a more informed decision on potential service model choices regarding the delivery of fire/emergency protection services. As a high-level look into fire/emergency services, this document is intended to identify next steps necessary in any chosen option. Mostly this report is provided as an educational document to guide decision making and inform the reader about fire/emergency services. Regardless of the direction the City of La Verne chooses detailed financial and operational exploration will need to occur.

Research Modality

The nature of the scope of work requires a broad look at the various facets of the department from several distinct angles. Stakeholder interviews including La Verne Firefighter Association (LVFA), command staff, current fire chief, city manager and the city council, were conducted to gain an understanding of the current issues facing the LVFD and the City, as well as understand the current operations model being employed. A review of basic response data, current agreements, contracts, financial data provided by the City, feasibility study provided by the Fire District, as well as the MSR – SOI Update of the Fire District was conducted.

Terms and Concepts:

The following terms and concepts are provided as a resource to assist in the full understanding of the specific terminology and concepts that are utilized in the report as well as the industry more generally.

Definition of Terms

AHJ (Authorities Having Jurisdiction) – refers to the local, county, state, or federal authority that has legal jurisdiction to provide fire protection services to a specific area.

ALS (Advanced Life Support) – refers to medical care provided by individuals trained to a paramedic level as defined by the state and local emergency medical authority.

Ambulance – unit designed as medical transport unit staffed with single function individuals trained for medical purposes only.

Apparatus – generic term used to represent the multitude of vehicles utilized in the fire service.

Battalion Chief (BC) – this position is the first line in the command staff and carry a variety of responsibilities dependent on the command structure. Generally, BCs are the highest authority on duty 24/7 and are responsible for all activities for the shift resources they are assigned.

BLS (Basic Life Support) – refers to medical care provided by individuals trained to the EMT level as defined by the state and local emergency medical authority.

Captain – frontline supervisor who has supervisory responsibilities over the crew and apparatus that are assigned to them for the shift. Captains also retain the responsibilities of firefighters, EMT, and in some cases paramedic.

CFD (Community Facilities District) – CFDs are typically established through ballot measures and are used to collect revenues for public services and or facilities.

Deputy Chief – can be used interchangeably with Division Chiefs however this position often will appear in the chain of command above division chiefs in larger organizations.

Division Chief – depending on the structure of the department Division Chiefs exist in the rank structure just above BCs. Division Chiefs are typically employed in larger departments and oversee entire divisions within the department.

E-Board (Executive Board) – the elected representatives of the firefighter local union.

EMSA – The California Emergency Medical Services Authority, responsible for the licensing and standards for emergency medical personnel in the state.

EMT – Emergency Medical Technician trained to the BLS level. EMT’s are trained to provide basic life support functions such as CPR (Cardiopulmonary Resuscitation), deployment of AED (Automatic Defibrillation Devices), splinting and basic airway support.

Engine – apparatus designed to carry water, hose, ground ladders, and a pump. Engines are typed 1 – 7 based on the pump capacity, water capacity, hose compliment, and ladder compliment (dependent on type). Type 1 and 2 engines are classified as structural engines with type 3-7 generally considered wildland engines.

For the purposes of this report Type 1 and Type 6 engines will be discussed.

Engineer – apparatus operator responsible for driving and operating the apparatus. Engineers also remain firefighters and participate in the mitigation of all forms of responses when they are not assigned to duties associated with operating the apparatus.

ERF (Effective Response Force) – An effective response force is defined as the minimum number of firefighters and equipment that must reach a specific emergency incident location within a maximum prescribed travel [driving] time⁴. The maximum prescribed travel time acts as one indicator of resource deployment efficiency.¹

Firefighter – individual trained to the firefighter 1 standard which in California includes attendance of an accredited fire academy, completion of standardized testing and EMT certification.

Fire Chief – the highest level of authority in the fire department and is ultimately responsible for all facets of the operation of the fire department.

Firefighter/Paramedic – individual that meets the firefighter 1 standards as defined above and hold the appropriate Paramedic license and accreditation based on the requirements of the local and state emergency medical authorities.

FTE (Full Time Employee) – term utilized to indicate a position to be filled with a full time employee.

IDLH (Immediately Dangerous to Life and Health) – refers to the environments that emergency responders and the public could be exposed to that are immediately dangerous to life and health. Mostly notably structure fires, however this extends to any environment or condition that poses an immediate threat to life

¹ <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1710>

LAFCO (Local Area Formation Commission) - LAFCO is an independent public agency with county-wide jurisdiction over the boundaries of cities and certain special districts. LAFCO's jurisdiction involves proposed boundary changes to local government boundaries involving the formation, dissolution, and expansion of cities and special districts. LAFCO is governed by State Law, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("Act").²

LEMSA – Local Emergency Medical Authority, responsible for the accreditation of emergency medical systems within a local area, typically at the county level.

Medic Squad – a rapid response vehicle that is generally staffed with two firefighter paramedics. Medic squads are versatile vehicles that have several different variants, from small light weight pickup trucks with a basic compliment of ALS medical gear, larger heavy duty vehicles with utility boxes allowing for a larger compliment of gear to Type 6 apparatus that have the ability to carry a full complement of ALS equipment as well as a basic compliment of hose, pump and water.

MSR – SOI (Municipal Service Review – Sphere of Influence) – a study undertaken to review the service delivery of an organization. In the context of this report it is referring to the LAFCO generated MSR-SOI of the Consolidated Fire District of Los Angeles County.³

NFPA (National Fire Protection Agency) - The National Fire Protection Association (NFPA) is a global self-funded nonprofit organization, established in 1896, devoted to eliminating death, injury, property, and economic loss due to fire, electrical and related hazards.

The NFPA delivers information and knowledge through more than 300 consensus codes and standards, research, training, education, outreach, and advocacy; and by partnering with others who share an interest in furthering our mission. Our mission is to help save lives and reduce loss with information, knowledge, and passion.⁴

NFIRS (National Incident Reporting System) - The National Fire Incident Reporting System (NFIRS) is a reporting standard that fire departments use to uniformly report on the full range of their activities, from fire to Emergency Medical Services (EMS) to severe weather and natural disasters.⁵

² <https://lalafo.org/en/about-us/>

³ <https://lalafo.org/wp-content/uploads/documents/msr/Public%20Review%20Draft%20MSR%20No.%202020-02%20MSR%20and%20SOI%20Update%20for%20Consolidated%20Fire%20Protection%20District%20of%20LA%20County.pdf>

⁴ <https://www.nfpa.org/>

⁵ <https://www.nfirs.fema.gov/>

CAL-OES (California Office of Emergency Services) – CAL-OES exists as a department of the Governor’s office and is charged with a variety of responsibilities revolving around state public safety. CAL-OES plays a major role in the mutual aid system for major incidents that may occur within the state.

Paramedic – individual trained to the ALS (advanced life support) level. Paramedics are trained to perform advanced life support skills and treatments including, medication administration, manual defibrillation delivery, 12-Lead ECG application and interpretation, as well as advanced airway support.

PAU (Paramedic Assessment Unit) – a method utilized in LA County to describe an engine that is typically staffed with 3 personnel, Captain, Engineer and Firefighter/Paramedic and carries a basic level of ALS equipment. These units are utilized throughout LA County to respond to medical emergencies, assess and treat patients, and decide the need for additional ALS personnel to respond.

QA/QI Program – Quality assurance/Quality Improvement program, required by the state EMSA as well as the LEMSA in each county. Designed to enable emergency medical system to monitor delivery and develop improvements based on data.

QUINT – a fire apparatus that serves as a combination fire fighting vehicle and aerial apparatus. QUINT apparatus have five distinct capabilities including water capacity, pump, hose compliment, ground ladders and an aerial ladder device.

Rescue Ambulance (RA) – this term is generally utilized by fire departments to reference an ambulance that is staffed with personnel trained in firefighting as well as emergency medical services.

Concepts

ABH (Assistance by Hire) – This is the concept of receiving or providing assistance for incident mitigation at an agreed upon per occurrence cost.

AO Program – Ambulance operator programs are utilized by many jurisdictions in Southern California to provide ambulance service to the community they serve. These programs typically utilize entry level personnel trained to the EMT and/or ALS level and operate BLS and/or ALS level ambulances in conjunction with ALS resources from the fire department. The staffing profile of these programs are often made up of individuals just beginning their journey toward a fire service career and offer the opportunity for exposure to the industry as well as for the individual agency to support and evaluate future firefighter candidates.

Automatic Aid – is the concept of an agreed upon response level between two or more agencies that is designed to augment responses on an automatic basis. These agreements are designed to be reciprocal in design to be sustainable for all parties to the agreement.

Brown Out – Industry term to reflect a fire station or piece of apparatus that has been temporarily placed out of service generally due to budgetary or staffing issues.

Constant Staffing – the principle that all assigned positions on the different apparatus are staffed 24/7. This requires that employees be assigned to backfill vacant positions caused by employee sick call, vacations, injuries or reduced permanent staffing.

CRA (Community Risk Assessment) – CRAs are typically coupled with an SOC and its focus is to take a comprehensive look at the risk profile of a given locality. This is important information that assists in the development of an effective SOC.

EMS (Emergency Medical Services) – the whole system of services designed to provide emergency medical care. This includes individuals trained to BLS and ALS levels with different modes of transport including ground, air, and other specialty units.

Master Plan – the master plan is essentially the overall organizational goals and is developed in conjunction with the CRA and SOC. The master plan takes a long view approach at planning and should be continually reviewed to ensure it remains relevant to the organization.

Mutual Aid – based on the California Fire Assistance Agreement it is the concept that allows for fire departments to request assistance from other fire agencies for large scale incidents that have the potential to overwhelm the available resources of a department.

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 this concept relates to the industry recognized standard for the organization and deployment of career fire departments. A central issue contained in this standard is that of the size and response time of the Effective Response Force recommended for the safe operation on structure fires. This standard has been developed and revised over time through different studies and collaboration with industry professionals.⁶

SOC (Standards of Response Coverage) – A report based on detailed information gathered from the agency and the city it serves. SOC is a comprehensive look at all aspects of an agency and makes specific recommendations how to best utilize resources across all aspects of the organization.

Strategic Plan – the strategic plan is typically developed with the information gained from the CRA, SOC, and Master Plan. This plan can be considered the road map for the leadership to follow as it works to achieve the goals laid out in the Master Plan.

201 Rights – this concept refers to the legal authority of an entity, in this case the city, to provide or contract for the provision of ambulance transport services. This authority is provided in the State Health and Safety code Section 1797.201.⁷

⁶<https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1710>

⁷

https://leginfo.ca.gov/faces/codes_displayText.xhtml?lawCode=HSC&division=2.5.&title=&part=&chapter=4.&article=1

Historical Perspective of LVFD

LVFD has been providing fire/emergency services for the City of La Verne since 1911 and over the years has continued to adapt its service delivery model to serve the growing needs of the community. This included the provision of fire suppression, fire prevention, fire apprentice program, and EMS services including ALS ambulance transportation.

Over the last several years the City of La Verne and the LVFD have been facing many challenges in providing the delivery of fire and emergency medical services. These issues are not dissimilar to the challenges faced by many cities and localities throughout California as they have seen budgets strained, increasing pension liabilities, difficulty with recruitment, increased regulatory burdens, and expanding community expectations.

The main issues facing the LVFD are fiscal sustainability, personnel recruitment, personnel retention, labor/management issues and concerns expressed by the labor unit over the provision of the NFPA 1710 recommend level of staffing for high-risk low frequency fire suppression incidents. A significant factor contributing to the difficulty of staffing these incidents is the fact that the City of La Verne is surrounded by the Fire District which limits options for automatic aid to one agency.

Since approximately 2017 the LVFD started experiencing employee retention and recruitment issues that have had a significant impact on its ability to maintain the constant staffing levels required by its current service delivery model. Currently LVFD has 8 open firefighter/paramedic positions which places pressure on the constant staffing needs of the department and has necessitated a constant hiring cycle to be employed. Because of the difficulties surrounding recruitment of new employees along with retention of current employees the LVFD saw it necessary to implement a temporary adjustment to its service delivery model.

As the staffing challenges continue through the end of 2019 and into 2020 the LVFD found itself understaffed to a point that created significant enough issues forcing the temporary closure (Brown Out) of the Rescue Ambulance (RA) at station 63. Shortly after the decision was made to brown out this unit the LVFD was faced with the COVID-19 crisis which prompted more action designed to maximize availability of the current full time staff ensuring continuity of operations as well as provide for the safety of the suppression staff. The actions taken resulted in the browning out of the second RA, reassigning available staff to each engine, and entering a contract with CARE ambulance to provide transportation services.

Historical Perspective of LVFD Continued:

Table #1 table shows the current temporary staffing levels being employed through the continuity of service plan enacted:

Table #1 LVFD - Current Deployment Model * 8

Station	Apparatus Type	Current Staffing
61	Type 1 Medic Engine ALS	4
	RA	Brown Out
	Battalion Chief	1
62	Type 1 Medic Engine ALS	4
63	RA	Brown Out
Total Daily Staffing		9

*Current staffing based on the Continuity of Operations plan that was implemented in response to COVID-19 and the reduction in available personnel.

One of the most notable issues that recently occurred is the legal action that was brought against the city by the labor unit of the LVFD. This resulted in a significant monetary settlement to the labor group and the subsequent retirement of the Fire Chief. Since that time, the LVFD has been operating with interim Fire Chiefs on limited contracts, which has left the department without consistent long-term leadership. It is not the purpose of this report to re-litigate the actions of the past however it is import to note this situation as it has had a profound effect on the internal culture as well as on the relationship between the LVFD, city leaders and the community at large. These negative impacts continue to this day and have added another layer of challenges on top of an already difficult environment.

Another significant issue that continues to drive some of the most regularly voiced concerns throughout the LVFD is the issue that the department has not been able to effectively provide the recommended level of personnel for the high risk low frequency fire suppression events that can occur.

Due to the overall challenging environment the City and the LVFD are facing, a recent decision was made by the city council to request a Feasibility Study for the Provision of Fire Protection, Paramedic and Incidental Services from the Consolidated Fire Protection District of Los Angeles County (Fire District). This study offers two options for the provision of fire protection services in place of the LVFD.

⁸ See **Appendix B** for full list of Tables utilized in this report

NFPA 1710 – 2020 Version⁹

To provide context, a discussion of the industry standards regarding the deployment of career fire service departments is warranted. The NFPA has developed comprehensive standards relating to the provision of fire suppression services by authorities having jurisdiction (AHJ). These standards cover a broad scope of fire suppression activities, EMS as well as fire prevention. For purposes of this study 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, will be referenced as it is central to the discussion of staffing levels and service delivery.

NFPA 1710 provides a recommended standard for response to fire suppression as well as EMS related incidents. The response standard provides a guideline for minimum staffing levels as well as response times for the delivery of resources to residential and commercial fire suppression incidents.

Currently there exists no regulations that provide a requirement for an AHJ to provide fire/emergency services at a specified minimum level of staffing. There does exist several industry standards that provide guidelines for fire/emergency services providers that have established a minimum level of personnel needed to safely operate on fire suppression incidents, however there is no force of law that requires those standards be met.

The response guidelines for fire suppression incidents occurring in structures as contained in the NFPA 1710 – 2020 version are broken down into several Initial Full Alarm Assignment Capability categories. The following 4 categories describe the staffing requirements for the Initial Full Alarm Assignment that have been established as an industry standard by NFPA. These guidelines represent the total personnel that should be dispatched automatically to fire suppression incidents occurring in a structure according to the NFPA recommended standards.

- Single Family Dwelling – Total effective response force is comprised of 16 personnel (17 if an aerial device is utilized).
- Open-Air Strip Shopping Center - Total effective response force is comprised of 27 personnel (28 if an aerial device is utilized).
- Apartment - Total effective response force is comprised of 27 personnel (28 if an aerial device is utilized).
- High-Rise - Total effective response force is comprised of 42 personnel (43 if an aerial device is utilized).

⁹ <https://www.nfpa.org/codes-and-standards/all-codes-and-standards/list-of-codes-and-standards/detail?code=1710>

NFPA 1710 – 2020 Version Continued:

According to NFPA the Initial Full Alarm Assignment for a given fire suppression incident should arrive on scene within a travel time of:

- 480 seconds (8 Minutes) travel time, 90% of the time, for other than High-Rise.
- 610 seconds (10 minutes 10 seconds), 90% of the time, for High-Rise.

Travel time consists of the point in time the units begin moving to the time they arrive on scene. This does not include the recommend 80 seconds (1 minute, 20 seconds) turnout time or the total alarm handling and processing time.

These standards were established years ago and remain under constant evaluation and revision through the NFPA (National Fire Protection Administration) and their partners. These standards also do not take the AHJ's ability to provide the staffing levels established into account, and often place those entities in extremely difficult positions as they weigh the community's fiscal tolerance against the ability to provide the level of staffing established in the standards.

This fact often puts smaller departments at odds with its fire department labor unit as the desire for staffing levels (based on NFPA 1710) is tied directly to the ability to operate safely on High-Risk incidents. This coupled with the constant pressure to maintain the labor unit at a competitive level within the marketplace when it comes to salary and benefits makes it extremely difficult for smaller cities to meet the ever-growing fiscal demands associated with the provisions of fire protection and emergency medical services.

Often this leads smaller AHJs to look for an alternative means to deliver the fire protection services they are charged with providing, and in the majority of cases this means looking toward the larger entities who offer a regionalized service delivery model. This service delivery model offers an economy of scale and relies on providing service with strategically placed resources throughout a region.

Response Data Review

Part of any decision regarding the level of service must include a review of the response data to assist in making the best possible decision for the deployment model to be implemented. For the purposes of this report a cursory look was taken at the last five years of responses based on data provided by the department. Prior to embarking on any serious attempts at reorganization of the LVFD it would be an important step to engage in a deeper more detailed review and evaluation of the actual response data. The type of review that would be accomplished in a detailed Standards of Response Coverage assessment (SOC).

Table #2 shows the average number of responses broken down by the three most critical categories with a fourth category representing the several miscellaneous call types grouped as one for simplicity.

Table #2 5-year Response Data* ¹⁰

	2015	2016	2017	2018	2019	Annual Average	Average Annual Responses by Type
Fire Calls	1.86%	1.56%	1.56%	1.52%	1.46%	1.59%	56.47
Building Fires	0.21%	0.17%	0.05%	0.17%	0.03%	0.13%	4.47
EMS/Rescue	72.28%	72.55%	73.77%	74.28%	70.85%	72.75%	2580.30
Other Call Types**	25.86%	25.89%	24.64%	24.20%	27.69%	25.66%	905.55
Total Calls	3283	3596	3793	3492	3571	3547	

* Based on the NFIRS (National Incident Reporting System) historical reporting data collected and provided by the LVFD.

** Represents the 25% of incident types that include false alarms, canceled responses, good intent, service calls, etc... as one category for simplicity.

According to the data provided the LVFD responds to an average of 56 fire suppression incidents per year. This includes all types of fires including building, wildland, vehicle, cooking and outdoor fires. Of those 56 fire suppression incidents the LVFD responds to annually, approximately 4.5 are actual building fires.

Building fires represent an example of the high-risk low frequency incidents that smaller fire departments often have difficulties in maintaining/providing the appropriate fire suppression resources to effectively mitigate (according to NFPA 1710).

¹⁰ See **Appendix B** for full list of Tables utilized in this report

Response Data Review Continued:

This is where many difficulties arise for the modern fire service as it attempts to come to grips with a shifting landscape that sees emergency medical incidents constitute a vastly larger percentage of responses than fire related incidents. Another very difficult data point to assimilate into the fire services operations is that of determining what percentage of the already declining fire related responses, actually result in an incident that can be considered immediately dangerous to life and health (IDLH) thereby requiring a large response force on scene to effectively and safely mitigate.

A more detailed review of the response data would be beneficial to conduct, as it would allow for a more accurate picture of the occurrences of high-risk incidents as well as provide data on any staffing deficiencies that existed during the mitigation efforts.

Once an understanding of the actual risk profile the City faces is gained, a realistic strategic plan can be developed that will give the city the ability to best deploy the limited resources it has at its disposal in order to ensure appropriate coverage for the more frequent, moderate-risk, high-frequency incidents as well as provide appropriate resources for the high-risk, low-frequency incidents. Community tolerance as well as factual community knowledge or lack thereof are important factors to consider when deciding the level of risk and resource deployment for which one is willing and/or able to provide funding.

In a world where financial resources are unlimited a city would be able to deliver an extremely robust level of resources. Unfortunately, as is often the case, these fiscal resources are generally in short supply, as they are under constant pressure from all service sectors of the city, including but not limited to labor group negotiations and growing pension obligations. These are just a few of the factors that must be considered as city leaders grapple with the need to provide an appropriate level of service for the high-risk low frequency incidents and maintain a sustainable fire protection system for the entirety of the risk profile.

Findings

As the project scope states this review is intended to provide the city council a broad, high-level review of the LVFD designed to assist the council in making an informed decision regarding the future delivery of fire protection and EMS services.

To gain a broader perspective a series of interviews were conducted with the main stakeholders of the LVFD. The stakeholders interviewed included representatives from the Labor Unit Executive Board (E-Board), command staff personnel, fire chief, city manager as well as the city council. The interview process incorporated operational overviews as well as discussions on historical perspective and expectations.

A high-level review was also undertaken of response, financial and personnel retention data to develop an understanding of fundamental operational issues. Further, several key documents including the Feasibility Study provided by the Fire District, Automatic Aid Agreements, MOU with the LVFA, financial data provided by the City, as well as the MSR – SOI Update of the Fire District which was recently released by LAFCO were reviewed.

Based on the limited scope of the project it is imperative to understand that the interview process, data and fiscal analysis, as well as contract and document review were completed with the goal of providing a high-level broad based review of the LVFD and the potential which exists in either of the two courses of actions presented for the council's consideration. While some level of detail is provided within this report further detailed examination of options within either course of action may be necessary to ensure all fiscal, legal, and operational issues are identified and appropriately addressed.

The key findings of this high-level review of the LVFD are contained below and constitute the major themes and issues that were discovered through the review process.

Key Findings

- Based on interviews there is an apparent trust deficit in existence throughout the LVFD. This deficit is characterized by a stated mistrust between the individual members of the suppression staff, between the command staff, in the fire chief, and in city leaders. This was a common theme that appeared throughout the interview process of all the stakeholders (Labor Unit Executive Board (E-Board), Command Staff personnel, Fire Chief, City Manager and City Council).
- A dysfunctional environment within the labor unit was described throughout the interviews of the individual stakeholders within the LVFD, including the E-Board, Command staff and the Fire Chief. This dysfunction was characterized as a deep division between members of the LVFD which has intensified on the heels of the recent monetary settlement between the City and the labor unit. In fact, one stated concern was that the level of dysfunction between these individuals would not be adequately articulated in this report.
- The existence of a negative culture within the LVFD that is affecting internal operations as well as the future potential of the department.

Key Findings Continued:

- Difficulty with ensuring that an effective response force is provided automatically on all potentially high-risk low frequency incidents. The LVFD is not alone in this deficiency, as smaller sized fire departments throughout the county face similar issues. A detailed review of the independent fire agencies within the county would be required to gain a thorough understanding of how other agencies are addressing this issue as well as determining how effective those methods have been. It is beyond the scope of this report to provide a thorough discussion on the methods the individual independent fire departments in the county utilize to address this issue for their individual areas of responsibility.
- The existing automatic aid agreement was last updated in 2004 and only addresses some of the peripheral edges of the City for Fire District resource to assist. Those agreements only identify a single resource (typically an engine company) to respond into the City, which does not provide for a Full Initial Alarm Assignment (according to NFPA 1710) or greater on all fire suppression incidents. The current automatic aid agreement does not cover the greater portions of the City, which can result in a delayed response of the additional resources needed to provide an effective response force for high-risk, low frequency fire suppression incidents. A detailed review of the response data and associated incident reports would be necessary to confirm the full scope of the issue.
- The workforce appears to be generally dissatisfied with the current state of the LVFD, LVFD leadership as well as city leadership, which likely is a contributing factor in the negative culture that appears to be prevalent.
- LVFD has been experiencing difficulties in recruiting new employees over the last several years and currently is holding 8 Firefighter/Paramedic vacancies. LVFD is not alone in this issue, as difficulties with attracting new recruits into the fire service is a growing problem the fire service is struggling to solve. The situation at LVFD appears to be exacerbated by several factors, including negative perception of the department, limited staffing, limited advancement opportunities, salary and benefits, employee retention issues and uncertainty of the department's future.
- Difficulties with employee retention, with the LVFD seeing at least 10 employees resigning to pursue employment at other fire agencies, over the last 3 years. This finding is based on data provided by City Human Resources from February 2017 to April of 2020.
- LVFD remains behind the market in all positions within the department in regard to pay and benefits, which has a potential impact on employee recruitment and retention.
- Potential issues with training based on no in house training facility, training continuity and limitations based no dedicated training division. Currently LVFD utilizes a BC working the 48/96 schedule to manage training across all three shifts.
- Effectiveness of the current QA/QI program for the EMS delivery is in question. This finding is based on information gathered during the interviews of command staff as well as the E-Board. There currently exists a QA/QI program, however there were concerns raised about the effectiveness of that program beyond satisfying the basic requirements set by the county.

Key Findings Continued:

- The current strategic plan lays out ambitious goals for the fire department and it is not clear what data was utilized in its development to ensure that it meets the needs of the LVFD or its ability to implement the several goals on the timelines provided. It would be beneficial for a thorough review/update of this plan to be completed prior to any attempts at implementation to ensure it meets the current needs of the LVFD, identify any fiscal impacts, and ensure the ability of the LVFD to accomplish the goals established within it.
- The LVFD, to date has not had a comprehensive Standards of Response Coverage (SOC) study coupled with a Community Risk Assessment (CRA) completed. These studies assist leaders by providing the most relevant data and information possible to allow for the development of realistic, effective, and attainable master and strategic plans.
- The Department would benefit from the development of an Employee Succession Development program that is designed to identify and train the future leaders of the department in effective organizational leadership, as well as assist in the development of individual succession plans for the employee.
- A need exists to implement a leadership development program designed to effectively build the current officers (Captains & BCS) into a cohesive and effective leadership corp. If properly implemented, supported, and accepted by the officers, it would provide an opportunity to start building a positive culture within the LVFD.
- Need for a strategic marketing program designed to effectively promote the department to future employees as well as the community.

City of La Verne – Fire Protection Service Delivery Options

The city is at a decision point as to the method of delivery of fire/emergency services for the community. As already discussed, because of the persistent issues with the current LVFD, the city has made the choice to examine the alternative options available for service delivery to explore whether or not it makes sense to continue providing those services or to engage the Fire District to provide them on the fee for service model offered throughout LA County.

If the council identifies, as it's higher order value, the desire to provide a highly functional fire department to the community in a relatively short time frame the Fire District would be an excellent option that provides a relatively immediate result.

However, if the council decides as its higher order value that local control is the most important value, then the reasonable option would be to continue to provide service through the LVFD. This option however does not necessarily offer the immediate result of providing a highly functional fire department requiring the difficult work of rebuilding the LVFD into such a department.

Once the higher order values are determined and all options, advantages, considerations and challenges are evaluated the council will be poised to make the appropriate decision as to further pursuing annexation with the Fire District or continuing direct service delivery through LVFD.

The following options are presented for consideration and are intended to assist the city leaders in making an informed decision on the future direction of the fire/emergency service delivery. It would be a critical next step for the city council to make a definitive decision as to the course they intend to take. This decision comes down to a choice between finalizing the agreement for services with the Fire District for provision of fire/emergency services or to continue to provide these services through the LVFD.

The options presented in this report are taken directly from the feasibility study in the case of moving to the Fire District as well as several potential options for the future delivery of services through the LVFD. In order to offer a sense of stability it would be a benefit for the city council to make an affirmative decision which will allow for all stake holders to begin the next steps that will be required regardless of the outcome of the decision.

Fire Protection Service Delivery Options

Service Delivery Model Option 1 – (A&B) Consolidated Fire Protection District of Los Angeles County

Recently the City of La Verne requested a Feasibility Study for the Provision of Fire Protection, Paramedic, and Incidental Services from the Los Angeles County Fire Protection District (Fire District) to annex the city's fire/emergency medical services into the district's responsibility. The Fire District currently provides all risk fire protection services for many local agencies throughout the greater Los Angeles County area on a regionalized fire protection model. This model is designed to completely cover the service delivery needs of the individual localities that contract with the fire district.

The annexation of fire and emergency medical services of the LVFD into the fire district represents a relatively immediate solution to many of the issues facing the City and the LVFD. As one of the largest fire service providers in the nation the Fire District offers access to the vast resources available under the regionalized fire delivery service model it employs. It also provides the fire protection services for all the areas that border the city except for the US Forest Service on the North end of the city.

The City of La Verne is bordered on three sides by the Fire District which provides a tremendous advantage for the city as approximately 91% of the residents live within seven minutes' drive time of a Fire District fire station.¹¹ While this allows for the Fire District to reasonably provide service to the City without overall response time increases, ***the Fire District does point out the fact that response times to the area currently serviced by LVFD station 63 would be extended over current times based on the station not being staffed by Fire District personnel.*** There are several important considerations that deserve a thorough examination by the city leaders to ensure complete awareness of the realities of the agreement and the ongoing fiscal impact the agreement requires of the city.

The City also enjoys the availability of 201 rights which allows for the provision of ambulance transport services by either contract or directly by the City. Regardless of the decision to enter into an agreement to house a private ambulance in station 63, contract for general services with a private ambulance company or provide those services directly, it would be an important consideration for the city to maintain the 201 rights they have had the benefit of holding to date.

¹¹ <https://lalafo.org/wp-content/uploads/documents/msr/CFPD%202020%20MSR%20Public%20Review%206-29-20.pdf> La County MSR – SOI page # 71

City of La Verne Fire Department Service Deployment Review

Before making any permanent changes to the delivery model it would be essential to consult with the LEMSA as well as City legal counsel to ensure any changes made would not jeopardize those rights into the future.

The proposal provided by the Fire District offers two options for consideration with the primary difference between options being the number of ALS units deployed.

- **Option A** provides one ALS unit (Medic Squad), one PAU/ALS engine (single FF/PM) and one BLS level engine.
- **Option B** provides one ALS unit (Medic Squad) with two BLS level engines.

Both will be discussed further below:

Option 1 – A

Table #3 Fire District Option 1-A*¹²

Station	Apparatus Type	Current Staffing
61	Type 1 Engine BLS	3
	Medic Squad	2
62	Type 1 Engine PAU ALS	3
63 **	RA (Private)	2
Total Suppression Personnel		8

*Battalion Chief coverage provided out of San Dimas station 64

**Fire District proposal recommendation is made to contract with private ambulance provider to staff BLS ambulance @ station 63 (Estimated annual cost to the City \$800,000)

Option 1 – A reflects the deployment of two type 1 engines deployed at station 61 and 62. The engine assigned to station 61 is a BLS level engine, with the engine assigned to station 62 being an ALS level PAU (1 FF/PM assigned), and a medic squad assigned to station 61. The Fire District proposal recommends an agreement be established with a private ambulance company to provide a dedicated BLS transport unit to be housed at station 63 at an additional annual cost to the City.

¹² See **Appendix B** for full list of Tables utilized in this report

Option 1 – B

Table #4 Fire District Option 1- B* ¹³

Station	Apparatus Type	Current Staffing
61	Type 1 Engine BLS	3
	Medic Squad	2
62	Type 1 Engine BLS	3
63 **	RA (Private)	2
Total Suppression Personnel		8

*Battalion Chief coverage provided out of San Dimas station 64

**District proposal recommendation is made to contract with private ambulance provider to staff BLS ambulance @ station 63 (Estimated annual cost to the City \$800,000)

Option 1 – B reflects the deployment of two BLS level type 1 engines to be deployed at station 61 and 62 with the addition of a medic squad assigned to station 61. The Fire District proposal recommends an agreement be established with a private ambulance company to provide a dedicated BLS transport unit to be housed at station 63 at an additional annual cost to the City.

Option 1 A&B – Advantages, Considerations, Concerns and Challenges

Advantages

- The Fire District provides a highly functional All-Risk fire department immediately upon the transition of services from LVFD. This resolves many of the ongoing issues currently facing the LVFD with minimal intervention on the part of the City.
- Employee recruitment and retention become the sole prevue of the Fire District absolving the City and the LVFD from these responsibilities and the issues surrounding them.
- Concerns of the availability of sufficient personnel in a timely manner for the High-risk low frequency events occurring in the city, such as structure fires, wildland incidents, significant hazardous materials incident is immediately corrected. The Initial Full Alarm assignments provided in the Feasibility Study from the Fire District meet the NFPA 1710 recommendations for staffing levels.
- Pension debt is a serious concern for all public agencies. The annexation of fire services into the fire district would provide an opportunity for the city to insulate itself from the future growth of its pension obligations for the fire department. This could have a long-

¹³ See **Appendix B** for full list of Tables utilized in this report

term benefit to the city as the Classic PERS employee obligations will phase out quicker for the city. ***A detailed review would be required to identify actual or potential fiscal benefits to the city's pension liabilities.***

- Potential relief from future employee litigation claims resulting from personnel issues. ***This does not provide absolute immunity, however over time the likelihood of future claims could be reduced. It would be beneficial to consult with legal counsel for a more detailed examination of the legal ramifications.***
- Potential for a reduction in workers compensation claims and increasing costs associated with providing said coverage for the LVFD. This does not necessarily insulate the City from liability arising from injury claims that could be associated with previous employment with the LVFD, however there is a possibility that worker's compensation premiums as well as liabilities for injuries will decrease once fire protection services are transferred to the Fire District. ***Further detailed investigation would need to be completed to verify any potential savings that could be realized.***
- Annual cost of providing current dispatch services through the Fire District is absorbed into the total contract costs.
- Any exposure to the city for costs associated with the mitigation of Wildfires in what is considered the LRA (Local Responsibility Area) is eliminated as that burden is shifted to the Fire District. The financial significance of this is unclear as according to LVFD fire history the City has not seen a significant exposure to wildland fire suppression costs in recent memory. It does remain a consideration that annexation into the Fire District would insulate the City from any potential liabilities associated with the suppression of wildland fires into the future.

Considerations

- The annual cost of service provided by the Fire District ultimately is greater than that of the LVFD under its current deployment model, when all fiscal impacts are considered.
- The city would retain the pension unfunded liabilities of its current fire department employees that transfer to the fire district's pension system (LACERA). Due to reciprocity agreement between CAL-PERS and LACERA all employees transferred to the Fire District would retain all benefits accrued in CAL-PERS up to the date of termination from LVFD employment and conversion to the Fire District employment. ***Determining the actual liability is a complicated actuarial formulation that is beyond the scope of this report.***
- Continued fiscal liability of any post-retirement benefits that exist through contractual agreement, such as post-retirement medical should be considered to clarify the city's ongoing liability once annexation is complete.
- Possibility of capturing capital back to the city for fire apparatus that fall outside of the agreement, such as the city's QUINT as well as the possibility of fair compensation consideration for the newly arriving Type 1 engine.
- The Fire District is likely to pursue the recently failed parcel tax to cover budget shortfalls which has an unknown impact on the City.

City of La Verne Fire Department Service Deployment Review

- The assigned resources in the city would be available and utilized for coverage in the surrounding areas just as those resources would be utilized in the city when needed.
- The Fire District proposal does not provide for the staffing of the current LVFD station 63. According to the Feasibility Study this would increase response times into the northern area of the City over current times provided by the staffing of station 63.
- The Fire District retains control of station 63 according to the feasibility study.
- The ability of staffing station 63, with fire suppression personnel in the future is uncertain and its potential should be discussed during the agreement for services negotiations process. Even if the Fire District would consider staffing this station the City should expect to bear the additional cost associated.
- The Fire District appears to be open to continuing service as defined in the event the City desires to relocate station 61. This should be discussed during the agreement for services negotiation process.
- Potential for any MOU impacts with the current labor unit should be determined.
- Would end the LVFD's retired annuitant program that provides overhead personnel for major incidents through Mutual Aid. This could have a fiscal impact from the loss of administrative fees provided to the City through reimbursement when individuals are deployed.

Challenges

- The city loses the ability to control the year to year cost increases that are built into the fire district's fee for service contract. (5.5% for the first five years, after five years the annual increase is based on the formulas stated in the Feasibility Study).
- Dependent on the option selected the city will have either 1 or 2 ALS level units assigned to the city compared to the current 4 ALS unit model the LVFD employs.
- The concept of local control is affected as the city enters a binding contract that is difficult to exit down line.
- Fire Prevention services will be transferred to the Fire District. The services provided by the Fire District do not offer Fire Inspectors dedicated to the City as those services would be transferred to the inspectors assigned to the region. The Fire District offers a full range of prevention services however those services would no longer be accessible locally with the nearest Fire District Prevention office located in Pomona.
- Community education and perception of annexation of fire protection and emergency medical services to the Fire District would need to be considered.
- The Fire District lacks a capital replacement fund.¹⁴ It would be beneficial to clarify any potential additional fiscal impact this may have on the City during the agreement for services negotiations process.

¹⁴ <https://lalafo.org/wp-content/uploads/documents/msr/Public%20Review%20Draft%20MSR%20No.%202020-02%20MSR%20and%20SOI%20Update%20for%20Consolidated%20Fire%20Protection%20District%20of%20LA%20County.pdf>

- Like most publicly funded agencies the Fire District is facing difficult fiscal issues based on several factors. These financial issues are highlighted in the recent MSR that was issued through LALAFCO.¹⁵
- Identifying the actual ongoing costs that fall outside of the fee for service agreement i.e.: pension UAL, station maintenance and repair, equipment replacement, communications upgrade needs, and future station construction.
- Potential for lost revenue to the city from current special funding mechanisms such as Measure GG should be thoroughly investigated to identify the fiscal and legal ramifications.

Option 1 A&B Conclusion

Both options offered by the Fire District provides a level of service that meets current industry recommendations, however it would be important for the city leaders to identify the higher order values they desire to be met for the delivery of fire and emergency medical services as part of the decision process. The options available offer varying levels of ALS level apparatus assigned to the city however there are numerous ALS level apparatus stationed throughout the surrounding area that would have the ability to respond into the city in the event city assigned resources are committed or unavailable for any reason. Since the city has a history of providing ALS level services on each of its apparatus it would be imperative that serious consideration be given to the level of ALS service the city would desire to continue with the Fire District.

Overall, the Fire District offers the city a highly functional fire department, that delivers a high level of service and addresses one of the more serious concerns of providing an effective response force for high-risk low frequency incidents on day one of service provision. This will provide for a greater degree of safety for the community as well as the suppression personnel. Further a contract with the Fire District would offer immediate solutions to the issues the City and the LVFD have been struggling to solve over the last several years. With these considerations in mind it is important to understand that the benefits offered does come at an associated increased long term cost over the current LVFD service delivery model. This will be explained in more detail in the Fiscal Analysis discussion.

¹⁵ <https://lalafco.org/wp-content/uploads/documents/msr/Public%20Review%20Draft%20MSR%20No.%202020-02%20MSR%20and%20SOI%20Update%20for%20Consolidated%20Fire%20Protection%20District%20of%20LA%20County.pdf>

Service Delivery Model Option 2

Option 2

Table #5 LVFD Option 2 (Traditional LVFD Service Delivery) *¹⁶

Station	Apparatus Type	Current Staffing
61	Type 1 Engine ALS	3
	RA	2
	BC	1
62	Type 1 Engine ALS	3
63	RA	2
Total Suppression Personnel		11

* Represents the return to traditional staffing levels the LVFD utilized prior to the staffing shortages and issues relating to COVID-19

Option 2 offers the familiar service delivery model that the LVFD has relied on for years with good overall results. To make this option viable into the future a serious commitment on the part of all stakeholders to engage in addressing the critical factors that have had a negative impact on the department over the last several years would be required to ensure the best opportunity for success.

Option 2 – Advantages, Considerations and Challenges

Advantages

- Returns the LVFD to its traditional staffing deployment model which until recently has served the city well.
- Meets the current and projected fiscal requirements of the City’s general fund.
- Maintains the Rescue Ambulances continuing the city provided emergency medical transport service.
- Places station 63 back in-service providing coverage to the north end of the city.

¹⁶ See **Appendix B** for full list of Tables utilized in this report

Considerations

- Need to develop, implement, and maintain an employee succession program that works toward encouraging and assisting employees in advancing in the organization.
- Consideration given to solutions to ensure accountability for the RA stationed at 63 due to lack of supervisor assigned. Lack of supervision was identified through the stakeholder interviews as an ongoing issue that needed to be addressed.
- Collaboratively develop an ideal LVFD employee profile as well as marketing plan to guide recruitment efforts designed to target the type of employee that is likely to have a long successful career at the department.

Challenges

- Resistance from the labor unit to continue the traditional service delivery model.
- Finding effective solutions to automatic aid agreements that would work toward alleviating the concerns posed during high risk low frequency incidents.
- Commitment toward building an effective leadership development program.
- Issues with fire suppression unit availability due to fire suppression personnel being unavailable during EMS transport and extended wait times at area hospitals.
- The need for an effective solution to the auto aid agreement with the Fire District remains. This is critical to ensure appropriate resources are available in a timely manner for High risk low frequency incidents.
- Gaining a commitment from all stakeholders to work toward a collaborative transition to a positive culture.
- The core issues of the LVFD discussed in this report will still need to be addressed which requires a high degree of collaboration between the city leaders, city management, the LVFD command staff, administrative staff, LVFA as well as the suppression staff.

Service Delivery Model Option 3

Option 3

Table #6 LVFD Option 3¹⁷

Station	Apparatus Type	Current Staffing
61	Type 1 Engine ALS	3
	RA/AO*	2
	BC	1
62	Type 1 Engine ALS	3
63	Type 6 Engine ALS	2
	RA/AO*	2
Total Suppression Personnel		9
Total Personnel	Includes AO Staffed RAs	13

* The RA staffed by a single function paramedic and EMT

Option 3 shows a deployment model based on the current staffing level of 9 FTE per shift. LVFD could consider a reorganization of the service delivery model that expands the coverage for the city, without adding additional suppression personnel over current continuity of service levels, as well as maintains the City’s ambulances with single function paramedics and EMTs.

The utilization of single function paramedics and EMTs to staff the department’s ambulances allows for the continuation of city provided EMS transport without the need to utilize more costly Firefighter/Paramedics. Further as the LVFD maintains the ALS functionality of its frontline apparatus the ability to maintain coverage throughout the city to be better able to handle simultaneous incidents is increased. It is also easily scalable in the event the City considers bringing additional staffing to the engines and/or additional suppression apparatus.

¹⁷ See **Appendix B** for full list of Tables utilized in this report

Option 3 – Advantages, Considerations and Challenges

Advantages

- Adds a type 6 engine with ALS capabilities into service and does not require the hiring of additional suppression personnel beyond the continuity of service deployment model currently being utilized.
- Model is scalable as LVFD could add an additional FTE on both engine 61 and 62 when and if deemed appropriate bringing the total fire suppression staffing to 10 FTE per shift.
- Allows for the LVFD to provide ambulance transportation to the community by staffing with single function paramedics and EMTs at a lower cost than full time firefighter/paramedics
- Increases the availability of LVFD units as the need for suppression units to follow up to the hospital would be reduced.
- Offers entry level positions (AO) that the LVFD can utilize as a recruiting tool to build interest in future employment as firefighter paramedics for the LVFD. The LVFD could build off this program to provide opportunities that would assist employees in preparing for a career as a full-time firefighter/paramedic.
- Provides a type 6 engine at 63 which are smaller, lighter weight, have a smaller tank and pump capacity, and are less costly to purchase, maintain and replace. They offer the capability of limited fire suppression activity and when equipped with ALS gear and staffed with paramedics they also function as a paramedic squad.
- Increases employee succession development opportunities with the addition of three captain positions at station 63.
- Additional staffing provided by AOs can be utilized in auxiliary roles beyond emergency medical transport.

Considerations

- Represents a reduction in daily staffing over the traditional LVFD service deployment model.
- Need to procure a Type 6 engine for deployment at fire station 63.
- Staffing the Type 6 engine with a Captain and a Firefighter/Paramedic would ensure appropriate supervision as well as offer additional advancement opportunities.
- Fiscal impact of 3 additional captain positions in the event the type 6 at station 63 is staffed with a Captain as one of the two positions should be considered for feasibility.
 - Annual cost of fully burdened captain position 3 @233k (\$699,000).
- A serious commitment to correcting the core issues affecting the LVFD as discussed in the report should be made.
- Requires a new employment classification for AOs. Several area fire departments utilize AO programs and could be consulted for advice on building an effective program and its associated cost.

City of La Verne Fire Department Service Deployment Review

- Any potential impacts of an AO program on current MOU with the labor unit should be thoroughly investigated for feasibility.
- Need to develop, implement, and maintain an employee succession program that works toward encouraging and assisting employees in advancing in the organization.
- Collaboratively develop an ideal LVFD employee profile as well as marketing plan to guide recruitment efforts designed to target the type of employee that is likely to have a long successful career at the department.

Challenges

- Resistance from the labor unit to continue providing service with the current continuity of service staffing levels.
- The fiscal impact of the addition of three captain positions and AO program coupled with the overall reduction in daily staffing would likely be minimal as costs would be offset. A detailed fiscal analysis would be required prior to implementing this option to ensure a clear understanding of the fiscal impacts is provided.
- The staffing needs of AO programs can be difficult to maintain and could put additional pressure on the recruiting needs of the LVFD.
- The need for an effective solution to the auto aid agreement with the Fire District remains. This is critical to ensure appropriate resources are available in a timely manner for High risk low frequency incidents.
- Gaining a commitment from all stakeholders to work toward a collaborative transition to a positive culture.
- The core issues of the LVFD discussed in this report will still need to be addressed which requires a high degree of collaboration between the city leaders, city management, the LVFD command staff, administrative staff, LVFA, as well as the suppression staff.

Service Delivery Model Option 4

Option 4

Table #7 LVFD Option 4 ¹⁸

Station	Apparatus Type	Current Staffing
61	Type 1 Medic Engine ALS	4
	RA	2
	BC	1
62	Type 1 Medic Engine ALS	4
63	Type 1 Medic Engine ALS	4
	RA	2
Total Suppression Personnel		17

This service delivery model represents a significant increase in the staffing levels of the LVFD by requiring the addition of 18 FTEs, which would come with a significant fiscal impact to the annual budget of the department and the City’s general fund requirements. This service delivery model would provide increased coverage throughout the community, maintains the RAs, deploys an additional suppression/ALS engine bringing the LVFD to the minimum recommended standard for an effective response force according to NFPA 1710 for residential fire suppression incidents.

This reduces but does not eliminate the need for outside resources for high-risk low frequency incidents. Effective automatic and mutual aid agreements will continue to be necessary due to the possibility of simultaneous incidents, temporary high demand situations, as well as the expanded resource needs of larger-scale incidents.

This option is presented as a “high end” alternative and would put a fiscal burden on the City’s general fund requirements in the short term as well as into the future. For it to be sustainable the City would likely need to identify new funding mechanisms to account for the increases this option would demand. It would however offer the LVFD a greater ability to provide an effective response force for an initial full alarm assignment to a residential fire suppression incident as well as provide expanded coverage for all incident types.

¹⁸ See **Appendix B** for full list of Tables utilized in this report

Option 4 – Advantages, Considerations and Challenges

Advantages

- Brings the staffing level up to the recommended standard for an effective response force to a residential fire suppression incident according to NFPA 1710 reducing the number of resources required from the Fire District to fulfill automatic aid agreements
- Allows for expanded coverage throughout the city by utilizing a fully staffed ALS type 1 engine at station 63.
- Allows for the continuation of ambulance transportation services to the community by LVFD firefighter paramedics.
- Increases employee succession development opportunities with the addition of three captain and three engineer positions at station 63.

Considerations

- Requires a third frontline type 1 engine as well as placing additional pressure on ensuring an appropriate number of reserve apparatus are available when frontline equipment is out of service for any reason.
- Need to develop, implement, and maintain an employee succession program that works toward encouraging and assisting employees in advancing in the organization.
- Collaboratively develop an ideal LVFD employee profile as well as marketing plan to guide recruitment efforts designed to target the type of employee that is likely to have a long successful career at the department.
- Potential for increased worker's compensation costs associated with a larger high-risk workforce.

Challenges

- The fiscal impact of the additional staffing needs is significant due to the addition of 18 FTEs requiring additional revenue sources.
 - Captains: 3 @ \$233k per year, (\$699,000)
 - Engineers: 3 @ \$205k per year, (\$615,000)
 - Firefighter/Paramedics: 12 @ \$162k per year, (\$1,944,000)
- The need for an effective solution to the auto aid agreement with the Fire District remains. This is critical to ensure appropriate resources are available in a timely manner for High risk low frequency incidents when LVFD resources are unavailable for any reason.
- Gaining a commitment from all stakeholders to work toward a collaborative transition to a positive culture.
- The core issues of the LVFD discussed in this report will still need to be addressed which requires a high degree of collaboration between the city leaders, city management, the LVFD command staff, administrative staff, LVFA as well as the suppression staff.

Fiscal Analysis

A significant concern regarding the annexation of the city's fire/emergency service delivery to the Fire District revolves around the potential for annual cost increases required by the pay for service model.

An evaluation of the fiscal impact to annual the City's annual general fund requirements should be considered as part of the cost versus benefit analysis. This analysis should take the anticipated increases with the Fire District compared to the anticipated annual increases of the LVFD into consideration, as well as any potential impacts to revenues generated by special funding sources currently in place (such as Measure GG, Insurance Billing, CAL-OES reimbursements, CFDs, etc.). This report will provide fiscal data intended to give a high-level view of the costs and revenue impacts associated with both main options for either service delivery provider (LVFD v. Fire District).

While this report attempts to provide a reasonable representation of the actual costs associated with either provider option, it is not intended to provide an in-depth review of the City's financial situation. For this level of information an in depth fiscal analysis would be required of the revenue impacts, costs and general fund requirements associated with fire/emergency service delivery and should be referred to the appropriate city department to ensure a thorough understanding of future fiscal impacts of a particular course of action.

Fiscal Analysis Tables:

The following tables will display the projected costs associated with the provision of service from the LVFD as well as the Fire District over a five-year period:

Table #8 below shows the differences in the projected annual funding between the LVFD (Option 2, Table #5) and the Fire District (Option 1-A, Table #3). These fiscal projections are based on the anticipated future cost of the traditional staffing model utilized by the LVFD and the funding requirements of the Fire District Option A along with the stated 5.5% annual increase for the first 5-years of the Fire District as defined in the feasibility study.

Table #8 Projected Annual Funding Increase ¹⁹

Projected Annual Funding Increase					
Fiscal Year	20-21	21-22	22-23	23-24	24-25
LVFD	9,468,358	9,776,079	10,093,802	10,421,850	10,760,560
Fire District *	8,912,609	9,402,802	9,919,957	10,465,554	11,041,160
Difference LVFD v. Fire District	555,749	373,277	173,845	(43,704)	(280,600)

* Projections based on 5.5% annual increase as stated in the feasibility study provided by the Fire District.

Table # 9 displays the actual general fund requirements associated with the provision of service through the LVFD, based on current delivery model and the Fire District (Option A).

Table #9 Projected City General Fund Requirement* ²⁰

Annual Projected General Fund Requirement					
Fiscal Year	20-21	21-22	22-23	23-24	24-25
LVFD	7,661,604	7,900,414	8,146,303	8,399,465	8,660,098
Fire District	7,905,855	8,339,138	8,769,638	9,279,712	9,789,789
Difference LVFD v. Fire District	(244,251)	(438,724)	(623,335)	(880,247)	(1,129,691)

¹⁹ See **Appendix B** for full list of Tables utilized in this report

²⁰ Refer to Appendix A, Exhibit 1 for more detail information regarding fiscal impact. Information on fiscal impact taken from in the City of La Verne Fire Department Costs & Funding provided by the City’s Finance Department.

Fiscal Analysis Continued:

According to fiscal projections, the first three years show a reduction in annual funding for service delivery with an annual funding deficit between the projected cost of LVFD and the Fire District beginning year four. Table #8 only provides part of the fiscal picture as it only offers projections for funding needs without considering the general fund requirements or revenue impacts of providing service through the LVFD as compared to the Fire District.

Table #9 combined with Table #8 allows for a more complete view of the fiscal impacts associated with providing service through the LVFD and the Fire District. It displays the fact that the overall cost of providing service through the Fire District is higher than service delivery through the traditional LVFD model when all fiscal realities are considered.

There are several funding sources currently in place that are utilized in the annual funding of the LVFD that would be impacted in the event the City engaged the Fire District for provision of services. These include Measure GG, Insurance billing for EMS transport, and OES revenue through the retired annuitant program.

Since EMS transport is not supplied through the services provided by the Fire District the City would need to engage a private third-party provider if the desire were to continue City provided EMS transport. The City has already received an estimated cost for service from a local ambulance provider to deploy ambulance service directly.

Currently the City receives \$800,000 annually, through Measure GG funds, which are utilized to offset the costs associated with EMS transport. According to estimates provided by a local provider, the annual cost of a lease agreement would be covered by the amount collected through Measure GG revenues. This would provide for one BLS ambulance to be stationed in the City and under this agreement the City would retain the revenues generated by insurance billing.

In the event the City considers providing all ambulance services through a third party provider absent a contractual agreement, the revenues from Measure GG as well as the revenues generated through insurance billing would likely be impacted resulting in additional requirements on the annual general fund, as well as place the City's "201 rights" in jeopardy. As stated previously, before any decision is made to eliminate the City provided transport services (provided directly or by contract) it would be imperative to consult legal counsel as well as the LEMSA before any change is implemented.

Continuation of LA Verne Fire Department - Factors for Consideration

Several options for the continuation of the LVFD were offered in this report, with three different deployment models provided for consideration. These options are offered as an example only and are intended to assist in the development of a plan that would be designed to provide a sustainable, relevant, and healthy LVFD into the future.

In the event the city chooses to retain the responsibility of directly providing fire and emergency medical services there are several considerations that would be important for the city leaders, command staff, LVFA, and the suppression staff commit to addressing if the City and the LVFD are to have the best chance of success in the short term and into the future. These factors are offered below for consideration and further discussion in the event the City chooses to continue the LVFD.

Culture Shift

The City and the LVFD have experienced difficulties over the last several years which according to stakeholder interviews, have created deep seated mistrust, anger, and frustration throughout the fire department. This appears to have resulted in, a break down in leadership throughout the command staff, a stated lack of accountability within the LVFD, a very strenuous legal and political climate as well as the rise of a negative culture that continues to this day.

Once negative cultures have become prevalent in an organization it is extremely difficult to shift that culture into a positive one that benefits the entire organization. Any attempt at culture shift, at a minimum requires strong leadership, collaboration amongst all stakeholders, identification of mutually beneficial goals, and a strong commitment to individual as well as organizational improvement.

This effort will likely take several years and has the potential to include exceedingly difficult decisions, fiscal considerations, resistance from the labor unit as well potential legal challenges requiring a strong leader that is able to navigate the complexities and difficulties involved in shifting cultures in a positive direction.

For the continuation of the LVFD to have the highest probability for future success it is important that the negative culture currently existing in LVFD is addressed. The importance of this cannot be understated and places significant relevance on the recruitment of a fire chief with the necessary knowledge, skills, and abilities. Further this will require the fiscal and legal support that will be necessary to manage the turbulent years ahead that will likely accompany any serious effort at shifting the culture of LVFD.

SOC, CRA, Master Plan and Strategic Plan

The modern fire service is more complex than ever before as the nature of the all-risk service model places more expectations on agencies responsible for the delivery of these services. Because of this it would be beneficial for the City and the LVFD to perform a series of assessments designed to evaluate the needs of the community as well as provide important information to be utilized in developing effective plans for the deployment of emergency services. There are two studies that offer the potential in assisting the city and the LVFD in developing a plan to structure the department in a more effective way. These include a Standards of Response Coverage (SOC) and a Community Risk Assessment (CRA).

These two studies, if done comprehensively by a competent firm will deliver the city and the LVFD solid information designed to identify the risk factors within the city as well as concepts on how to effectively deploy resources in a sustainable manner within the fiscal boundaries and community expectations. It should also include a review of the administrative workload which will assist in identifying the actual effectiveness and capacity of the administrative staff.

The third report that the city should consider is a Master Plan for the LVFD, which is often provided by the same firm that is completing the SOC and CRA. A master plan consists of the overall long-term goals for the fire department and should be developed in consultation with the firm, city leaders and the command staff of the fire department.

Once these studies are completed and the associated reports delivered, an effective Strategic plan can be developed for the fire department. The strategic plan is an operational guideline and is typically developed with the cooperation of the command staff and representatives from all the stakeholder groups within the organization, along with the information gained from the SOC, CRA and Master Plan,

The LVFD does in fact have a strategic plan that was recently developed under the last full time Fire Chief in 2017. According to the many stakeholders interviewed the current strategic plan has not been implemented to date and many were unclear as to its content and implementation potential. As part of any attempt at reorganization of LVFD a thorough assessment of the strategic plan would be an important step to ensure the goals, timelines, and ability to implement are reasonable in their scope and to ensure they are attainable. The development of the SOC, CRA and Master Plans would be an invaluable tool to utilize in the assessment of the current or development of a new strategic plan.

Fire Chief Recruitment

One of the most challenging issues the City faces in continuing to maintain the LVFD is the recruitment of the next fire chief. If the city undertakes the reorganization of LVFD, into a sustainable, relevant, and safe department that is accountable to internal and external stakeholders, it is imperative that the right leader be identified, recruited, hired, and supported.

The City will likely face many challenges in the Fire Chief recruitment process as there exists a high demand for quality candidates that possess the necessary knowledge, skills and abilities that are required to effectively manage the complexities present in the management of a modern fire department. Due to this high demand for quality leadership candidates the City may find it difficult to attract the appropriately qualified individual to take on the significant task of reorganizing the LVFD.

There have been several area fire departments that have recently experienced less than ideal outcomes with new fire chiefs which has had a negative impact on the organizations involved costing time, money, as well as the general morale of the organization. This, as well as recent experiences within the LVFD highlight the importance of recruiting the right talent to take the lead role in guiding the department through the process of any potential department reorganization as well as ushering in a positive cultural.

The development of an effective recruitment plan, designed to identify and attract the appropriate candidate would be beneficial in increasing the potential of the City hiring a fire chief that is best qualified to take on the task of addressing needs of the LVFD. In addition, for the city to best position itself to attract the most competent leader possible it would be important to make a serious lasting commitment to make all the tools necessary for the reorganization available to the new Fire Chief

Leadership Development and Employee Succession Program

Leadership development and Employee succession development are cornerstones of a healthy sustainable organization. For the LVFD to have the greatest opportunity for a successful re-organization and positive shift in culture, an effective leadership development program that focus on building strong leaders, both current and future, coupled with an employee succession program is another critical step in the reorganization plan. Success in this arena would require a collaborative effort between the new leader, the command staff, the LVFA, the City's HR department and City leadership to develop, deploy and maintain the program.

New Employee Recruitment

The fire service is experiencing a serious change in the landscape of attracting, preparing, hiring, and onboarding new employees. This is an issue that is affecting the industry, but it particularly affects agencies that have high certification standards (paramedic certification/fire academy completion) for entry level positions such as the case with the LVFD.

One potentially serious recruitment issue that was consistently referenced during the interview process was the idea that LVFD pay and benefits are below the market in comparison to surrounding like agencies. This issue likely has a serious impact on new employee recruitment efforts as the demand for highly qualified candidates is outpacing the supply throughout the market. A more detailed review of the actual market position of LVFD, which takes into consideration the recently ratified MOU between the City and the La Verne Firefighters Association (LVFA) would be required.

This situation is exacerbated by the issues that the LVFD is currently experiencing which have created a negative reputation in the industry. Things like pay and benefits, advancement opportunities, very low morale, lack of adequate resources, negative culture and overall department reputation all play a role in attracting an already limited pool of candidates.

Any commitment on the City's part to continue providing service through the LVFD would benefit from a serious effort put into a marketing/recruitment plan that focuses on highlighting the department and drawing new candidates into the LVFD. There are several area fire service providers that have been actively establishing marketing/recruitment plans. The larger service providers such as LA County Fire, LA City Fire, and Orange County Fire have utilized marketing/recruitment plans for years. More recently smaller entities such as Chino Valley Fire District and Rancho Cucamonga Fire District have implemented these plans to address the recruitment issues that are becoming prevalent in the industry.

Employee Retention

A concerning issue that was identified during the research phase of this report is the ability of the LVFD to retain current employees. This issue appears to have started early in 2017 and continues to date.

According to data provided by the City, over the last three years LVFD has experienced at least 10 employees resign from the department to pursue employment with other fire agencies. It is unclear as to the precise reason these employees choose to leave employment with the LVFD, and the only evidence provided during the stakeholder interviews was anecdotal, with the main concerns being pay and benefits, low morale, department size, and promotional opportunities.

One potential variable in the employee retention issues facing the LVFD is the market position in the pay and benefits of the individual positions are below the surrounding agencies. This coupled with the availability of promotional opportunities may be a prime driver of the retention issues.

According to stakeholder interviews the LVFD nor the City engage in any form of exit interview process designed to gather actionable data from employees resigning to continue employment with other fire agencies. In order to gain a clear understanding of the retention situation it would be important to design and implement a formal exit interview process designed to assist the LVFD as well as the City in identifying the issues surrounding the voluntary resignation of its employees. Until implemented it remains difficult to address issues surrounding employee retention without a factual view of the prime drivers behind their departure.

Cooperator Assistance

Due to fiscal limitations it is highly unlikely that the city of La Verne will find itself in a position that allows for a level of staffing that would completely cover the needs associated with high risk low frequency fire suppression incidents to ensure that fire ground operations can be maintained in an efficient and safe manner, with an effective response force.

This is one reason the annexation of the fire services to the Fire District is an attractive one as it solves the issue immediately as the Fire District is resource rich and has the ability and the policy to supply more than the recommended staffing levels of these incidents.

If the City chooses to continue the delivery of fire/emergency services, it should not ignore the need to provide a sustainable solution to the staffing needs of the high-risk low frequency fire suppression events that require assistance from outside the LVFD. The current automatic aid agreement between the LVFD and the Fire District is outdated and appears to be inadequate to handle the current needs of the LVFD.

Cooperator Assistance Continued:

If the City decides to maintain its fire department it is imperative that the issue of inadequate staffing on high-risk low frequency fire suppression incidents be addressed. Normally fire departments rely on several agreements with surrounding agencies to supplement responses which allows for a variety of options when negotiating these agreements.

The reciprocal nature of these agreements is generally what makes them sustainable over the long term. When an agency is unable to deliver resources in return on a regular basis the other agencies in the agreement find it difficult to justify continually providing resources at their cost. In this case the LVFD has only a single option to rely on for assistance as the Fire District is the sole service provider for the cities boarding the City. Therefore, this limits the options available to the City as well as places the burden of providing those resources solely on the Fire District.

A thorough review of the response statistics would be beneficial in identifying the actual level of reciprocal deficit that exists between the LVFD and the Fire District. This depth of data gathering, and interpretation is beyond the scope of this report and should be included as part of a SOC or taken on independently by LVFD staff. Understanding the actual status of aid given and received would be a useful tool as the LVFD and Fire District renegotiate an automatic aid agreement as well as potentially identify options that would help the Fire District and the City find common ground.

There are several smaller independent fire agencies throughout LA County that must rely on surrounding agencies to augment their operations when the available resources are insufficient to effectively mitigate an incident within their jurisdiction. It would be a beneficial step for the LVFD to engage in a thorough review of these independent agencies in order to identify any that have formulated and/or implemented an effective solution to this issue, which may provide LVFD with information that would assist in more effectively addressing its needs.

In the event it is identified that the LVFD is at a reciprocal deficit in the provision of automatic aid to the Fire District a solution would need to be found. One area that could be explored with the Fire District is assistance by hire. Assistance by hire is the concept that a fire agency lends equipment and staffing to another agency with an agreed upon per hour rate. Since the city has an extremely low volume of high-risk incidents that require resources to be responded from outside of the city there is a possibility that the actual cost of an agreement of this nature may make fiscal sense.

It is important to note that it is unclear whether the Fire District would be open to an arrangement of this nature, its feasibility, or if the Fire District currently utilizes this format in any of its current automatic aid agreements. Unfortunately, the city has few options in this area, and it should be considered a critical issue to resolve.

Next Steps – Based on Desired Service Model ²¹

Provided below is a list of potential next step actions that would need to be considered moving forward based on the service model provider selected. This is intended to act as a guideline and may not represent the entirety of the next actions required based on the path decided upon.

Table #10 Next Steps

Fire District Service Model	LVFD Service Model
<ul style="list-style-type: none"> ➤ Enter the required agreement for services negotiation process with the Fire District ➤ Start discussions with the LVFA regarding transition ➤ Detailed review of fiscal and legal impacts ➤ Review final proposal from the Fire District ➤ Approve agreement for services ➤ Direct Fire Chief to develop and implement transition plan ➤ Community education regarding transition to the Fire District ➤ Transition approximately 12-18 months from time of initial approval 	<ul style="list-style-type: none"> ➤ Develop and implement recruitment process for Fire Chief ➤ Initiate SOC/CRA/Master Plan request for proposal, firm selection process, bid award and development of associated studies ➤ Develop and implement improvements for recruitment and retention ➤ Select and on-board full-time Fire Chief ➤ Enter discussions with LVFA regarding goals for future mutual success ➤ Review, update, and implement Strategic plan based on information gained from SOC process ➤ Identify desired level of service delivery ➤ Develop and implement plan for Team Building Workshops ➤ Develop and implement employee succession program ➤ Identify and implement methods to minimize market deficiencies concerning pay and benefits ➤ Implement AO program (dependent on service model selected) ➤ Procure any additional apparatus required based on service model selected ➤ Develop and implement LVFD marketing program ➤ Implement leadership training for current leadership corps ➤ Timeline is difficult to estimate based on the complexities of the issues involved and the difficulties surrounding cultural change. Likely several years.

²¹ See **Appendix B** for full list of Tables utilized in this report

Conclusion

The city of La Verne has been providing the community with fire/emergency services for decades, and in that time has had a storied history of service and dedication. The modern fire service has evolved into one that is considered to be All Risk which has placed an increasing amount of pressure on cities attempting to deliver a level of service that is able to provide for public safety as well as the safety of their firefighters. The current reality is that the fire service increasingly is tasked with providing more and more emergency medical service while seeing its responsibilities for actual firefighting drop dramatically.

The change in the response profile the modern fire service is experiencing can be extremely taxing on localities that are struggling to continue to provide adequate fire response capabilities while managing constantly increasing strains on their budgets. While many cities have made strides to fill budget gaps with different funding mechanisms of special taxes, response fees and subscription services, they are continually finding that these are temporary measures at best and are constantly facing the need to enact another measure to continue funding the services they are expected to provide.

This is where the regional model of service delivery can offer a realistic solution that offers the city a fire/emergency service delivery system that addresses the concerns of the community as well as the safety concerns of the employees. In the case of the LVFD the Consolidated Fire Protection District of Los Angeles County offers a viable option for the fire service needs of the City of La Verne.

This is not to state that the city of La Verne is incapable of continuing to provide fire protection services directly through the LVFD. With hard work, dedication, and collaboration by the entirety of the LVFD and the City leaders it is possible for the LVFD to retain its place as the fire department for the City.

The City leaders find themselves at a critical decision point in its struggles with the future of fire protection delivery for the community. The current environment in the LVFD is unlikely to improve without serious work on the part of City leaders and the entirety of the LVFD. Before any further effort is expended on the reorganization of the LVFD it would be critically important for the city leaders to take into account the information provided in this report, take critical stock of the needs of the community and make a solid unwavering commitment to one of two courses of action. Those actions are whether to move to engage the Consolidated Fire Protection District of Los Angeles County to provide fire protection services to the City or continue to utilize the LVFD to provide those services and commit to an effective reorganization plan.

Once the decision is made and the stakeholders have clarity as to the future of fire/emergency service delivery in the City of La Verne, the challenging work that will come with either of these choices can begin. On one hand the move to the Fire District will require securing an interim fire chief that has the necessary skill set to manage the transition which will likely take 12-18 months to complete.

In the event the council chooses to continue with the prospect of providing fire protection and EMS services through the Fire District the City would be required, according to the Feasibility

Conclusion Continued:

Study, to enter into an agreement for service negotiations process. This process would require a more detailed review of the LVFD to be completed by the Fire District with an associated cost to be borne by the City.

On the other hand, if the city decides to continue the LVFD a comprehensive plan should be developed to address the current challenges, to include hiring a fire chief with the appropriate skill set and supporting the chief's efforts over the long-term.

Additionally, should the council decide to continue providing service through the LVFD it would be beneficial for the City and the LVFD to engage in a detailed review of the entirety of its operations as well as the community risk profile. This type of comprehensive review is contained in a SOC/CRA and also comes with an associated cost based on the level of detailed desired. Any serious attempt at re-organization will likely be met with skepticism from the suppression staff and until the organization is able to rebuild the trust lost and regain its positive culture, it is highly unlikely that the LVFD will ever be able to function beyond its current state.

City of La Verne Fire Department Service Deployment Review

Exhibit #1 City of La Verne Fire Department Costs & Funding Analysis (provided by City Of La Verne Finance Department)

City of La Verne
Fire Department
Fiscal Analysis

5 Year Projected Growth - Status Quo

Fiscal Year	20/21	21/22	22/23	23/24	24/25
Expenditures					
Personnel - City -*	\$ 8,381,202	\$ 8,653,591	\$ 8,934,833	\$ 9,225,215	\$ 9,525,034
Operations	\$ 1,087,156	\$ 1,122,488	\$ 1,158,969	\$ 1,196,636	\$ 1,235,526
Projected Total Less 3rd Party	\$ 9,468,358	\$ 9,776,079	\$ 10,093,802	\$ 10,421,850	\$ 10,760,560
Revenues					
General Fund	\$ 7,661,604	\$ 7,900,414	\$ 8,146,303	\$ 8,399,465	\$ 8,660,098
Insurance Billing	\$ 855,419	\$ 898,190	\$ 943,099	\$ 990,254	\$ 1,039,767
Measure GG	\$ 871,335	\$ 897,475	\$ 924,399	\$ 952,131	\$ 980,695
Other Funding Sources (CFDs/Etc)	\$ 80,000	\$ 80,000	\$ 80,000	\$ 80,000	\$ 80,000

* - 20/21 Adjusted to reflect 12/20 market adjustments

City of La Verne Fire Department Service Deployment Review

Exhibit #1 City of La Verne Fire Department Costs & Funding Analysis (provided by City Of La Verne Finance Department)

City of La Verne
Fire Department
Fiscal Analysis

5 Year Projected Growth - County Service - Option A

Fiscal Year	20/21	21/22	22/23	23/24	24/25
Expenditures					
Los Angeles County	\$ 8,912,609	\$ 9,402,802	\$ 9,919,957	\$ 10,465,554	\$ 11,041,160
Ambulance Transport - *	\$ 800,000	\$ 812,000	\$ 824,180	\$ 836,543	\$ 849,091
Projected Total	\$ 9,712,609	\$ 10,214,802	\$ 10,744,137	\$ 11,302,097	\$ 11,890,251
Revenues					
General Fund	\$ 7,905,855	\$ 8,339,138	\$ 8,796,638	\$ 9,279,712	\$ 9,789,789
Insurance Billing	\$ 855,419	\$ 898,190	\$ 943,099	\$ 990,254	\$ 1,039,767
Measure GG	\$ 871,335	\$ 897,475	\$ 924,399	\$ 952,131	\$ 980,695
Other Funding Sources (CFDs/Etc)	\$ 80,000	\$ 80,000	\$ 80,000	\$ 80,000	\$ 80,000

* - Assumes Annual CPI Adjustment (1.5%)

Projected Difference Status Quo v. County Option A	\$ (244,251)	\$ (438,723)	\$ (650,335)	\$ (880,247)	\$ (1,129,690)
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Appendix B – List of Tables Utilized

Table #1 LVFD - Current Deployment Model *

Station	Apparatus Type	Current Staffing
61	Type 1 Medic Engine ALS	4
	RA	Brown Out
	Battalion Chief	1
62	Type 1 Medic Engine ALS	4
63	RA	Brown Out
Total Daily Staffing		9

*Current staffing based on the Continuity of Operations plan that was implemented in response to COVID-19 and the reduction in available personnel.

Table #2 5-year Response Data*

	2015	2016	2017	2018	2019	Annual Average	Average Annual Responses by Type
Fire Calls	1.86%	1.56%	1.56%	1.52%	1.46%	1.59%	56.47
Building Fires	0.21%	0.17%	0.05%	0.17%	0.03%	0.13%	4.47
EMS/Rescue	72.28%	72.55%	73.77%	74.28%	70.85%	72.75%	2580.30
Other Call Types**	25.86%	25.89%	24.64%	24.20%	27.69%	25.66%	905.55
Total Calls	3283	3596	3793	3492	3571	3547	

* Based on the NFIRS (National Incident Reporting System) historical reporting data collected and provided by the LVFD.

** Represents the 25% of incident types that include false alarms, canceled responses, good intent, service calls, etc... as one category for simplicity.

Table #3 Fire District Option 1-A*

Station	Apparatus Type	Current Staffing
61	Type 1 Engine BLS	3
	Medic Squad	2
62	Type 1 Engine PAU ALS	3
63 **	RA (Private)	2
Total Suppression Personnel		8

*Battalion Chief coverage provided out of San Dimas station 64

**Fire District proposal recommendation is made to contract with private ambulance provider to staff BLS ambulance @ station 63 (Estimated annual cost to the City \$800,000)

Table #4 Fire District Option 1- B*

Station	Apparatus Type	Current Staffing
61	Type 1 Engine BLS	3
	Medic Squad	2
62	Type 1 Engine BLS	3
63 **	RA (Private)	2
Total Suppression Personnel		8

*Battalion Chief coverage provided out of San Dimas station 64

**District proposal recommendation is made to contract with private ambulance provider to staff BLS ambulance @ station 63 (Estimated annual cost to the City \$800,000)

Table #5 LVFD Option 2 (Traditional LVFD Service Delivery Model) *

Station	Apparatus Type	Current Staffing
61	Type 1 Engine ALS	3
	RA	2
	BC	1
62	Type 1 Engine ALS	3
63	RA	2
Total Suppression Personnel		11

* Represents the return to traditional staffing levels the LVFD utilized prior to the staffing shortages and issues relating to COVID-19

Table #6 LVFD Option 3

Station	Apparatus Type	Current Staffing
61	Type 1 Engine ALS	3
	RA/AO*	2
	BC	1
62	Type 1 Engine ALS	3
63	Type 6 Engine ALS	2
	RA/AO*	2
Total Suppression Personnel		9
Total Personnel	Includes AO Staffed RAs	13

* The RA staffed by a single function paramedic and EMT

Table #7 LVFD Option 4

Station	Apparatus Type	Current Staffing
61	Type 1 Medic Engine ALS	4
	RA	2
	BC	1
62	Type 1 Medic Engine ALS	4
63	Type 1 Medic Engine ALS	4
	RA	2
Total Suppression Personnel		17

Table #8 Projected Annual Funding Increase

Projected Annual Funding Increase					
Fiscal Year	20-21	21-22	22-23	23-24	24-25
LVFD	9,468,358	9,776,079	10,093,802	10,421,850	10,760,560
Fire District*	8,912,609	9,402,802	9,919,957	10,465,554	11,041,160
Difference LVFD v. Fire District	555,749	373,277	173,845	(43,704)	(280,600)

* Projections based on 5.5% annual increase as stated in the feasibility study provided by the Fire District.

Table #9 Projected City General Fund Requirement

Annual Projected General Fund Requirement					
Fiscal Year	20-21	21-22	22-23	23-24	24-25
LVFD	7,661,604	7,900,414	8,146,303	8,399,465	8,660,098
Fire District	7,905,855	8,339,138	8,769,638	9,279,712	9,789,789
Difference LVFD v. Fire District	(244,251)	(438,724)	(623,335)	(880,247)	(1,129,691)

Table #10 Next Steps

Fire District Service Model	LVFD Service Model
<ul style="list-style-type: none"> ➤ Enter the required agreement for services negotiation process with the Fire District ➤ Start discussions with LVFD labor unit regarding transition ➤ Detailed review of fiscal and legal impacts ➤ Review final proposal from the Fire District ➤ Approve agreement for services ➤ Direct Fire Chief to develop and implement transition plan ➤ Community education regarding transition to the Fire District ➤ Transition approximately 12-18 months from time of initial approval 	<ul style="list-style-type: none"> ➤ Develop and implement recruitment process for Fire Chief ➤ Initiate SOC/CRA/Master Plan request for proposal, firm selection process, bid award and development of associated studies ➤ Develop and implement improvements for recruitment and retention ➤ Select and on-board full-time Fire Chief ➤ Enter discussions with LVFA regarding goals for future mutual success ➤ Review, update, and implement Strategic plan based on information gained from SOC process ➤ Identify desired level of service delivery ➤ Develop and implement plan for Team Building Workshops ➤ Develop and implement employee succession program ➤ Identify and implement methods to minimize market deficiencies concerning pay and benefits ➤ Implement AO program (dependent on service model selected) ➤ Procure any additional apparatus required based on service model selected ➤ Develop and implement LVFD marketing program ➤ Implement leadership training for current leadership corps ➤ Timeline is difficult to estimate based on the complexities of the issues involved and the difficulties surrounding cultural change. Likely several years.