



## **FIRE SERVICES REORGANIZATION STUDY**

# **CITY OF GREENFIELD AND THE GREENFIELD FIRE PROTECTION DISTRICT**

*July 29, 2016*



*This page was intentionally left blank*

## TABLE OF CONTENTS

<u>Section</u>	<u>Page</u>
<b>Section 1—Executive Summary.....</b>	<b>1</b>
1.1 Findings.....	3
1.2 Recommendations.....	5
<b>Section 2—Introduction and Background.....</b>	<b>7</b>
2.1 Study Background.....	7
2.2 Report Organization.....	7
2.3 Project Approach and Methodology .....	8
2.3.1 Goals of Report.....	8
2.3.2 Limitations of Report.....	8
2.3.3 Study Methodology.....	9
2.4 Legal Regulations Affecting the Fire Service.....	9
2.5 Negative Pressures on Volunteer-Based Fire Services.....	11
2.6 Fire District Profile .....	11
2.7 District Growth and Development .....	15
2.8 Fire Services Deployment.....	22
2.8.1 Current District Deployment.....	22
2.8.2 Fire Station Facility.....	22
2.8.3 Fire Apparatus / Vehicles.....	23
2.8.4 Infrastructure Deficiencies.....	25
2.9 Service Demand .....	26
2.10 Fire Deployment Best Practices.....	27
2.11 Outcome Expectations .....	29
2.12 Response Performance.....	31
2.13 Future Fire Service Needs.....	32
<b>Section 3—Fiscal Review and Analysis.....</b>	<b>35</b>
3.1 Overall Fiscal Perspective.....	35
3.2 Fiscal Policies and Procedures.....	36
3.2.1 Budgeting Practices .....	36

**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

---

3.2.2	Fiscal Reserves.....	37
3.2.3	Fiscal Policies .....	38
3.3	Revenues .....	39
3.3.1	Current District Revenues.....	39
3.3.2	County Service Area 74.....	40
3.3.3	Projected Revenue .....	41
3.4	Expenditures .....	42
3.4.1	Personnel Costs.....	43
3.4.2	Operating and Maintenance Costs .....	45
3.4.3	Capital Costs .....	46
3.4.4	Total Current Costs Versus Revenue.....	48
<b>Section 4—Alternative Service Options.....</b>		<b>49</b>
4.1	Alternative Fire Service Delivery Options .....	49
4.2	Service Option 1 .....	49
4.3	Service Option 2 .....	50
4.4	Service Option 3 .....	51
4.5	Service Option 4 .....	52
4.6	Service Option 5 .....	53
4.7	Service Option 6 .....	54
4.8	Service Option 7 .....	54
4.9	Detailed Fiscal Analysis – Service Option 4 .....	55
4.9.1	Fiscal Assumptions .....	55
4.9.2	Personnel Costs.....	56
4.9.3	Operations and Maintenance Costs.....	61
4.9.4	Capital Costs .....	64
4.9.5	Total Annual Costs .....	65
4.9.6	Revenues.....	67
<b>Section 5—Findings and Recommendations .....</b>		<b>71</b>
5.1	Findings.....	71
5.2	Recommendations.....	75
<b>Section 6—Next Steps.....</b>		<b>77</b>

**City of Greenfield and Greenfield Fire Protection District, CA**

*Fire Services Reorganization Study*

---

**Table of Tables**

Table 1—Total Projected Cost Versus Revenue Summary (In Thousands)..... 3

Table 2—Demographic Data ..... 14

Table 3—Projected Population/Housing Growth ..... 15

Table 4—Prospective Future Greenfield Development Projects – Near Term (0-1 Year)..... 20

Table 5—Prospective Future Greenfield Development Projects – Mid-Term (2-5 Years)..... 21

Table 6—Prospective Future Greenfield Development Projects – Long-Term (5+ years) ..... 21

Table 7—Prospective Future City Development Projects Summary ..... 22

Table 8—District Fire Apparatus and Vehicles..... 24

Table 9—Annual Service Demand by General Incident Category..... 26

Table 10—NFPA 1710 – Deployment Standards for Career Fire Departments ..... 28

Table 11—NFPA 1720 – Deployment Standards for Volunteer Fire Departments ..... 29

Table 12—90<sup>th</sup> Percentile Call-to-Arrival Response Performance..... 32

Table 13—Service Demand Distribution..... 33

Table 14—Projected Annual Service Demand ..... 33

Table 15—Fire District Revenue Summary ..... 39

Table 16—Annual Stable Revenue Change ..... 39

Table 17 Parcel-Based Revenue Allocations ..... 40

Table 18—Projected Revenue – Entire District Years 1-5 (In Thousands)..... 41

Table 19—Projected Revenue – Entire District Years 6-10 (In Thousands)..... 41

Table 20—Projected Revenues – City Area of District (In Thousands) ..... 42

Table 21—Projected Revenue – Unincorporated Area of District (In Thousands)..... 42

Table 22—Fire District Expenditure Summary ..... 42

Table 23—Current District Personnel Costs..... 44

Table 24—FY 2015-16 District Operating and Maintenance Costs..... 45

Table 25—Capital Equipment Summary ..... 47

Table 26—Total Current Costs vs. Revenue ..... 48

Table 27—2-Person Staffing Cost Projection – Years 1-10 (In Thousands)..... 57

Table 28—2-Person Staffing Cost Projection – Years 11-20 (In Thousands)..... 57

**City of Greenfield and Greenfield Fire Protection District, CA**

*Fire Services Reorganization Study*

---

Table 29—3-Person Staffing Cost Projection – Years 1-10 (In Thousands).....	59
Table 30—3-Person Staffing Cost Projection – Years 11-20 (In Thousands).....	59
Table 31—4-Person Staffing Cost Projection – Years 1-10 (In Thousands).....	60
Table 32—4-Person Staffing Cost Projection – Years 11-20 (In Thousands).....	60
Table 33—Base Year Operations & Maintenance Costs.....	61
Table 34—Annual Operations & Maintenance Projection – Years 1-10 (In Thousands).....	63
Table 35—Annual Operations & Maintenance Projection – Years 11-20 (In Thousands).....	63
Table 36—Capital Costs.....	64
Table 37—Projected Capital Costs – Years 1-10 (In Thousands).....	65
Table 38—Projected Capital Costs – Years 11-20 (In Thousands).....	65
Table 39—Total Projected Annual Costs (2-Person Staffing) – Years 1-10 (In Thousands).....	65
Table 40—Total Projected Annual Costs (2-Person Staffing) – Years 11-20 (In Thousands).....	65
Table 41—Total Projected Annual Costs (3-Person Staffing) – Years 1-10 (In Thousands).....	66
Table 42—Total Projected Annual Costs (3-Person Staffing) – Years 11-20 (In Thousands).....	66
Table 43—Total Projected Annual Costs (4-Person Staffing) – Years 1-10 (In Thousands).....	66
Table 44—Total Projected Annual Costs (4-Person Staffing) – Years 11-20 (In Thousands).....	66
Table 45—Fire District Revenue History.....	67
Table 46—Annual Stable Revenue Change.....	67
Table 47—Needed Revenue Projection (2-Person Staffing) – Years 1-10 (In Thousands).....	68
Table 48—Needed Revenue Projection (2-Person Staffing) – Years 11-20 (In Thousands).....	68
Table 49—Needed Revenue Projection (3-Person Staffing) – Years 1-10 (In Thousands).....	69
Table 50—Needed Revenue Projection (3-Person Staffing) – Years 11-20 (In Thousands).....	69
Table 51—Needed Revenue Projection (4-Person Staffing) – Years 1-10 (In Thousands).....	70
Table 52—Needed Revenue Projection (4-Person Staffing) – Years 11-20 (In Thousands).....	70

**Table of Figures**

Figure 1—Greenfield Fire Protection District.....	13
Figure 2—Central Salinas Valley Land Use Map.....	16
Figure 3—City of Greenfield Land Use Map.....	18
Figure 4—City of Greenfield Sphere of Influence.....	19

## SECTION 1—EXECUTIVE SUMMARY

The City of Greenfield (City) retained Citygate Associates, LLC to conduct a Fire Services Reorganization Study of fire protection services provided to the City by the Greenfield Fire Protection District (District). While the District has faced continuing fiscal challenges since hiring its first full-time fire suppression employee in 2006, it now finds itself facing an imminent fiscal crisis where it may be forced to significantly reduce paid staffing to maintain fiscal solvency. This has resulted in the City and District engaging in discussions relating to the City assuming governance and fiscal responsibility for District fire services from the District Board of Directors appointed by the Monterey County Board of Supervisors. Subsequent discussions also included staff from the Local Agency Formation Commission (LAFCo) of Monterey County. Building on these discussions, and as explained in more detail throughout the main body of this report, Citygate recommends that the most expedient path for the City to assume fiscal responsibility for fire services would be for the City to detach from the District and establish a City fire department, with the remaining Fire District contracting with the City for fire protection services.

Citygate’s approach to this study included gathering and understanding information about the City and District, including stakeholder expectations and concerns related to fire services. We then reviewed and evaluated existing District deployment and service demand against nationally recognized deployment best practices and community outcome expectations to identify future fire service needs. We then reviewed and evaluated current District financial solvency, including fiscal assumptions, overall fiscal trends, fiscal policies and procedures, revenues, expenditures, alternative service delivery options, and a detailed fiscal analysis of the scenario in which the City detaches from the District and forms a City fire department with the District contracting for fire services to the remainder unincorporated service area from the City. Our study concludes with a listing of findings, recommendations, and suggested next steps.

Community stakeholder goals and expectations regarding future fire services, as voiced at a community listening session, include:

- ◆ The desire to ensure continuity of services throughout the existing District service area.
- ◆ The need to meet anticipated fire service needs resulting from the City’s projected growth.
- ◆ The desire to ensure that level of service remains the same or improves regardless of service delivery model considered; there is no interest in a reduced level of service.

- ◆ The criticality of not considering a volunteer-only service model option; ongoing challenges with volunteer recruitment, retention, and availability for training and emergency response make this a non-viable fire service delivery option for the community going forward.
- ◆ Given that the current mutual aid / automatic aid agreements among local fire agencies are working well, and provide the additional resources necessary to control more serious emergency incidents given the small number of on-duty personnel and the distance between fire stations, there is a desire to ensure that these agreements remain in place regardless of service delivery model considered.

Overall, our evaluation of the District's financial stability found that the current service level of two-person minimum daily staffing is substantially supported by a federal grant that will expire in August 2016. In addition, the District has been unable to establish fiscal reserves for planned capital renewal/replacement or unanticipated contingencies. Even assuming approval of the District's application for a successor two-year grant, projected ongoing revenues versus expenses will be insufficient to sustain or enhance current service levels and provide adequate fiscal reserves over the longer term without substantial enhancement of ongoing stable revenues. Given the District's recent failure to garner sufficient votes for a special assessment ballot measure, this is unlikely. Our fiscal analysis also found that District employee compensation and benefits are significantly below those of other local fire agencies, and that future continuity of services related to employee recruitment and retention is closely dependent on employee compensation and benefits more closely aligned with the local/regional fire service market.

Our fiscal analysis thus concludes that the District is currently *underfunded* by more than \$200,000 for the level of service provided, and that substantial additional stable revenues will be required to ensure long-term fiscal sustainability of current or enhanced services.

Citygate further identified and evaluated seven prospective alternate fire service options for the City and District as follows:

1. Maintain current District model; District makes annual expenditure adjustments as necessary to maintain a balanced budget within annual revenues
2. District contracts for service with another local fire service provider
3. City detaches from the District and establishes a City Fire Department; remainder District continues to provide fire protection services to unincorporated service area
4. City detaches from the District and establishes a City Fire Department; remainder District contracts with City for fire protection services in unincorporated service area

**City of Greenfield and Greenfield Fire Protection District, CA**

*Fire Services Reorganization Study*

5. City detaches from the District and establishes a City Fire Department; remainder District contracts for fire protection services from another local fire service provider
6. City detaches from the District and establishes a City Fire Department; remainder District consolidates with another local fire service provider
7. City detaches from the District and establishes a City Fire Department; remainder District dissolves.

Our analysis concluded that Option 4 would provide the best opportunity to sustain or enhance service levels within the City while maintaining continuity of services for the unincorporated District service area at the lowest cost. We then projected personnel, operating, and capital costs for this model for three different service/staffing levels over the next 20 years, and calculated the additional revenue that would be needed to fully fund and sustain each service level, including personnel, operating and maintenance, and capital renewal/replacement costs, as summarized in Table 1.

**Table 1—Total Projected Cost Versus Revenue Summary (In Thousands)**

	Year 1			10-Year Total			20-Year Total		
	2-Person	3-Person	4-Person	2-Person	3-Person	4-Person	2-Person	3-Person	4-Person
<b>Total Projected Costs</b>	1,245.14	1,415.21	1,560.77	14,269.74	15,817.81	17,448.49	33,822.06	36,002.49	39,720.57
<b>Total Projected Revenue</b>	279.98	279.98	279.98	2,929.21	2,929.21	2,929.21	6,164.89	6,164.89	6,164.89
<b>Additional Revenue Needed</b>	<b>965.16</b>	<b>1,135.23</b>	<b>1,280.79</b>	<b>11,340.53</b>	<b>12,888.60</b>	<b>14,519.27</b>	<b>27,657.17</b>	<b>29,837.60</b>	<b>33,555.68</b>

**1.1 FINDINGS**

Citygate’s findings and recommendations are listed below. For reference purposes, the finding and recommendation numbers in this section refer to the sequential numbers in the main body of the report. Note that not all findings and recommendations that appear in the full report are listed in this Executive Summary, only those that are the most significant, in Citygate’s opinion. A comprehensive list of all findings and recommendations is provided at the end of the report.

Key findings from this study include:

**Finding #1:** The City of Greenfield’s population is projected to increase by nearly 50 percent over the next 14 years to 2030, while the unincorporated area of the Greenfield Fire Protection District is projected to grow at a very modest 1.49 percent.

- Finding #2:** Prospective development projects in the City of Greenfield over the next 5-10 years include more than 1,300 residential units and 2.3 million square feet of commercial/industrial space.
- Finding #4:** The District fire station facility is in excellent overall condition, is well maintained, and is adequately sized and located to meet current and anticipated near-future needs.
- Finding #5:** District fire apparatus and vehicles are in good overall condition, appropriately maintained, and well suited for the fire and EMS risks within the District.
- Finding #8:** Service demand is typical of other similar small California agricultural-based cities and adjacent rural areas of similar size and demography.
- Finding #9:** Over the most recent three-year period, 90.38 percent of District service demand was in the City of Greenfield; over the same time period, 9.62 percent of service demand was in the unincorporated area of the District.
- Finding #10:** As future growth occurs within the City of Greenfield, demand for fire and EMS services can be expected to increase proportionately.
- Finding #16:** As future growth occurs within the City of Greenfield as projected for the next 14 years, the City/District may need to consider a second staffed response resource and/or a second fire station facility to ensure response time performance to meet desired outcome expectations for urban/suburban population densities and/or to provide enhanced Effective Response Force capacity.
- Finding #17:** Absent award of a another two-year Federal Emergency Management Agency (FEMA) staffing grant or other significant stable revenue source by August 2016, *substantial* expenditure reductions will be required to achieve a balanced budget; such expenditure reductions would most likely involve a reduced daily staffing level.
- Finding #24:** The District is challenged to maintain an adequate roster of trained volunteer firefighters sufficiently available to respond to emergency incidents in support of the full-time on-duty personnel.
- Finding #26:** District employee compensation and benefits are significantly below those of other local fire agencies.

**Finding #27:** Future continuity of District services related to employee recruitment and retention is closely dependent on employee compensation and benefits more closely aligned with the local/regional fire service market.

**Finding #35:** Service delivery Option 4, in which the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District contracting with the City for services to the unincorporated service area, meets all desired stakeholder expectations and provides the best opportunity to sustain/enhance service levels within the City while maintaining continuity of services for the unincorporated District service area at the lowest cost.

## 1.2 RECOMMENDATIONS

---

Key recommendations from this study include:

**Recommendation #1:** The District/City should consider installing an on-site fuel storage/dispensing system capable of providing sufficient fuel for District apparatus for at least 30 days of continuous emergency operations. As an alternative, the City of Greenfield has a 24-hour card-lock fuel dispensing facility at its Public Works Yard at 920 Walnut Avenue.

**Recommendation #2:** The District/City should consider replacing one of the reserve fire engines with a suitable water tender apparatus as funding permits.

**Recommendation #3:** As future growth occurs within the City of Greenfield, the City/District should consider service enhancements such as engine-based Advanced Life Support (paramedic) EMS service, part-time or full-time fire prevention staff, and/or public education / risk reduction programs focused on specific targeted audiences or risks.

**Recommendation #4:** The City and District should pursue service delivery Option 4 as the *best alternative* to sustain/enhance service levels within the City while maintaining continuity of services for the unincorporated District service area at the lowest cost.

*This page was intentionally left blank*

## SECTION 2—INTRODUCTION AND BACKGROUND

### 2.1 STUDY BACKGROUND

---

The City of Greenfield (City) retained Citygate Associates, LLC to conduct a Fire Services Reorganization Study of fire protection services provided to the City by the Greenfield Fire Protection District (District). While the District has faced continuing fiscal challenges since hiring its first full-time fire suppression employee in 2006, it now finds itself facing an imminent fiscal crisis where it may be forced to significantly reduce paid staffing to maintain fiscal solvency. This has resulted in the City and District engaging in discussions relating to the City assuming governance and fiscal responsibility for District fire services from the District Board of Directors appointed by the Monterey County Board of Supervisors. Subsequent discussions also included staff from the Local Agency Formation Commission (LAFCo) of Monterey County. Building on these discussions and the data and information provided in this report, Citygate recommends that the most expedient path for the City to assume fiscal responsibility for fire services would be for the City to detach from the District and form a City fire department, with the remaining Fire District contracting with the City for fire protection services.

### 2.2 REPORT ORGANIZATION

---

This report is organized into the following sections:

- Section 1** Executive Summary: A summary of policy choices, overall study perspective, and key findings and recommendations.
- Section 2** Introduction and Background: An introduction to the study and background facts about the City of Greenfield and the Greenfield Fire Protection District.
- Section 3** Fiscal Review and Analysis: A comprehensive review and analysis of the District's fiscal stability.
- Section 4** Alternative Service Options: A review and analysis of viable service delivery alternatives, including a comprehensive fiscal analysis of the suggested preferred option.
- Section 5** Findings and Recommendations: A listing of all of the findings and recommendations from this study.
- Section 6** Next Steps: A list of suggested next steps for consideration by the City and District based on the findings of this analysis.

## 2.3 PROJECT APPROACH AND METHODOLOGY

---

Citygate used several tools to gather and understand information about the City and District for this study. We started with a large documentation request to gain background information and data on costs, current and prior service levels, service-level decisions, and any prior studies.

Citygate then facilitated a Project Start-Up Meeting that included a focused listening session of key study stakeholders including District Board members, the interim District Fire Chief, Fire District staff, and other interested community members. We reviewed key District demographic data from the County and City General Plans and other sources. As information about the District was collected and understood, Citygate obtained response data from which to analyze current fire service deployment and response performance. Citygate also reviewed and analyzed District fiscal information, and met with the LAFCo and local fire service partners to identify and provide a high-level analysis of other alternative fire service delivery models for consideration by the City and District.

### 2.3.1 Goals of Report

As the sections of this report impart information, findings and recommendations are presented in sequential numbering order in Sections 2 through 4 of this report. To provide a comprehensive summary, Section 5 provides a complete sequential listing of all of these same findings and recommendations.

This document provides technical information about how fire services are provided, legally regulated, and how the District is currently funded and operates. This information is presented as policy choices for review and consideration by the City and District.

The result is a solid technical foundation upon which to understand the advantages and disadvantages of the choices facing the City of Greenfield and Greenfield Fire Protection District regarding the future delivery of fire services, and more specifically, at what level of desired outcome and cost.

### 2.3.2 Limitations of Report

In the United States, there are no federal or state laws or regulations mandating the level of fire service staffing, response performance, or outcomes. The California Government Code does, however, require general law cities to establish a fire department under the charge of a fire chief unless the city is within the boundaries of an established fire protection district.<sup>1</sup>

Each community, through the public policy process, is expected to understand the local fire risks, their ability to pay, and then to choose their own level of fire services. *If* fire services are

---

<sup>1</sup> California Government Code Section 38611

provided at all, then federal and state regulations specify how to do it safely for the personnel providing the service and the public.

### 2.3.3 Study Methodology

Citygate used multiple data and information sources for this project to understand, evaluate, and quantify current fire services, deployment performance, fiscal capacity, future fire service needs and costs, and future fire services delivery alternatives as follows:

- ◆ U.S. Census Bureau population data and demographics
- ◆ Association of Monterey Bay Area Governments (AMBAG) data and information
- ◆ Insurance Services Office (ISO) information
- ◆ 2010 Monterey County General Plan
- ◆ Greenfield Fire Protection District data and information
- ◆ City of Greenfield data and information
- ◆ City of Greenfield General Plan 2005-2025, and Zoning documents
- ◆ 2014 Monterey County Multi-Jurisdictional Hazard Mitigation Plan
- ◆ National Fire Protection Association (NFPA) fire deployment best practices
- ◆ Local Agency Formation Commission (LAFCo) of Monterey County information and procedures.

## 2.4 LEGAL REGULATIONS AFFECTING THE FIRE SERVICE

---

In addition to restrictions on local government finance, there have been a number of recent state and federal laws, regulations, and court cases that limit the flexibility of communities in determining their staffing levels, training, and methods of operation. These are given an abbreviated overview as follows:

1. 1999 OSHA Staffing Policies – the Federal Occupational Safety and Health Administration (OSHA) applied the confined space safety regulations for work inside tanks and underground spaces to fire service operations, requiring that in “IDLH” (Immediately Dangerous to Life and Health) atmospheres, there be teams of two firefighters inside and two firefighters outside in constant communication, and with the outside pair equipped and ready to rescue the inside pair. This situation occurs in building fires where the fire and smoke conditions are serious enough to require the wearing of self-contained breathing apparatus (SCBA). This is commonly called the “2-in/2-out” rule. This regulation requires that firefighters

enter serious building fires in teams of two, while two more firefighters are outside and immediately ready to rescue them should trouble arise.

- a. While under OSHA policy one of the outside “two-out” personnel can also be the incident commander (typically a chief officer) or fire apparatus operator, this person must be fully suited-up in protective clothing, have a breathing apparatus donned except for the face piece, meet all physical requirements to enter IDLH atmospheres and thus be ready to immediately help with the rescue of interior firefighters in trouble. However, these stipulations can also result in operational complications such as sending the incident commander inside to perform a firefighter rescue, which results in total loss of incident command and control and generates more safety problems.
2. May 2001 National Staffing Guidelines – The National Fire Protection Association (NFPA) Standard on Career Fire Service Deployment was issued 15 years ago. While *advisory* to local governments, as it starts to become locally adopted and used, it develops momentum, forcing adoption by neighboring communities. NFPA 1710 calls for four-person fire crew staffing, arriving on one or two apparatus as a “company.” The initial company should arrive at the emergency within 4 minutes travel time, 90 percent of the time, and the total Effective Response Force (First Alarm Assignment) should arrive within 4 minutes travel time, 90 percent of the time. NFPA 1720, which establishes standards for Volunteer Fire Service Deployment, calls for arrival of the initial responding unit within 10 minutes of dispatch notification 80 percent of the time for suburban areas with 500-1,000 population per square mile with a minimum of 10 personnel for a structural fire in a low hazard occupancy such as a 2,000-square-foot two-story single-family home.
  3. On-Scene Incident Commanders – The on-scene incident commanders at hazardous materials incidents must have certification compliant with NFPA 472, Standard for Emergency Response to Hazardous Materials Incidents, which is also now an OSHA requirement.
  4. Cal/OSHA Requirements – Among the elements required is a safety orientation for new employees, a hazard communications system for employees to communicate hazards to supervisors, the Cal/OSHA process for post-injury reviews, the required annual report of injuries, and a standard for safety work plans. Employers have many different responsibilities under the Occupational Safety and Health Act of 1970 and the Code of Federal Regulations (CFR). Initially OSHA focused its efforts on the private sector; more recently, it has turned its attention to the public sector and specifically the fire service.

## 2.5 NEGATIVE PRESSURES ON VOLUNTEER-BASED FIRE SERVICES

---

While the Greenfield Fire Protection District has historically been a volunteer-based system, and currently relies on its volunteer firefighters<sup>2</sup> to supplement full-time career staffing, following is a brief overview of the state of volunteer-based fire services in California and across the nation.

All volunteer-based fire departments today are under extreme pressure to maintain an adequate roster of members to meet service demand (calls for service) AND mandated training requirements. The reasons for this are not unique to any one type of community and are placing pressure on small community volunteer systems across the state and nation:

- ◆ Economic pressures result in more two-income families with less time to volunteer.
- ◆ In a commuter economy, more jobs are clustered in metropolitan and dense suburban areas; communities like Greenfield increasingly have residents who work elsewhere, and many of the younger residents who would consider volunteering are just too busy.
- ◆ Due to the growth in society of complex systems and technology, the mission of the fire service has expanded to include additional services such as emergency medical services, hazardous materials response, and technical rescue; this has *dramatically* increased the legally-mandated training hours for volunteers, causing many to drop out as the time commitments became unbearable.
- ◆ This change, coupled with all the other factors, means that volunteer-based firefighter programs are drying up due to an insufficient number of members; additional training requirements and additional response volume mean a significant time commitment for “true” volunteers, who are serving for love of the community and to give something back. Most departments find that it takes 240-480 hours of initial training, and 259-287 hours of annual training, to meet minimum mandated and recommended training requirements, and this is *before* a volunteer is able to respond to an emergency incident.

## 2.6 FIRE DISTRICT PROFILE

---

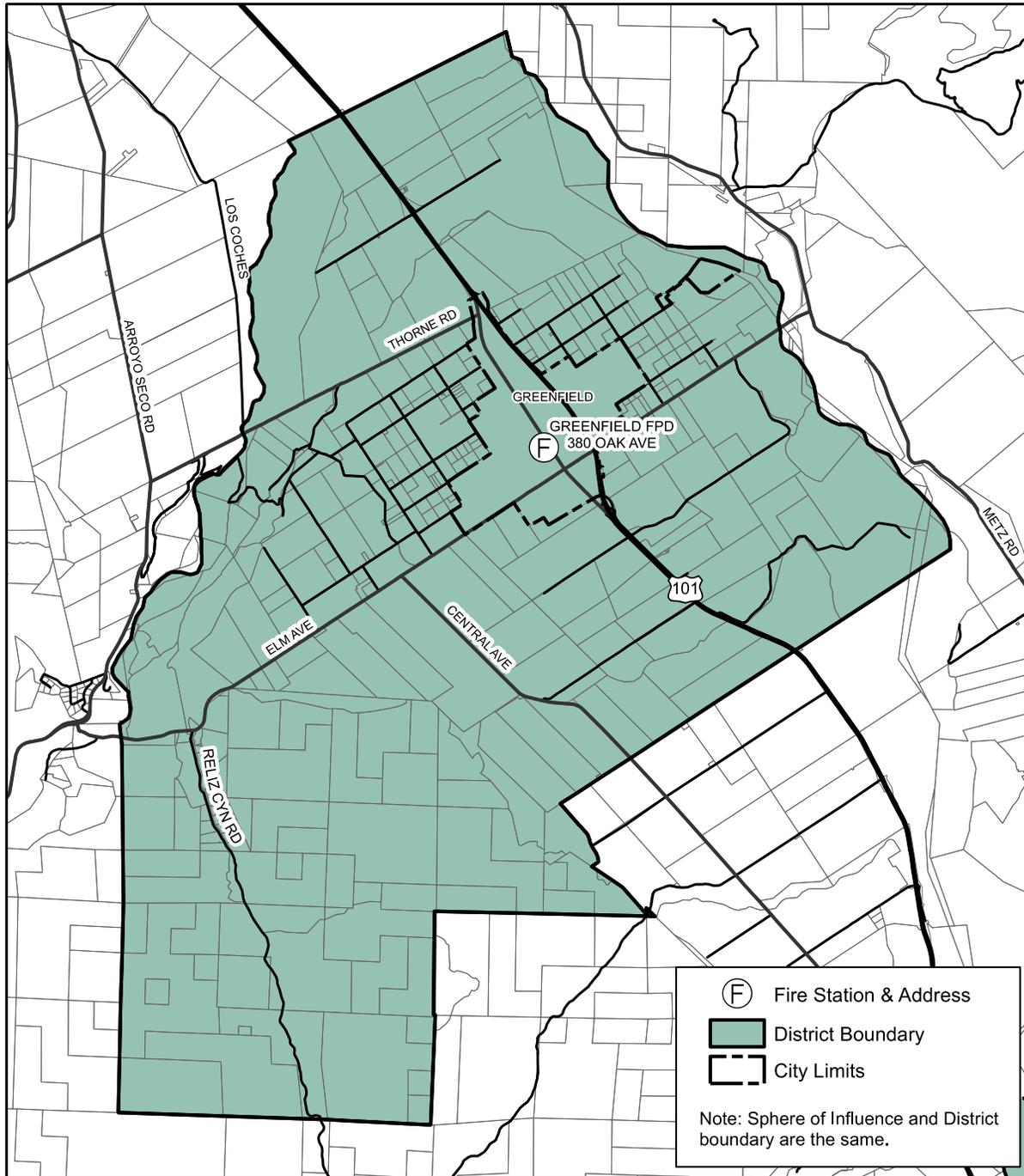
Located in the central Salinas Valley of Monterey County, California, the Greenfield Fire Protection District was formed in November 1940 pursuant to the provisions of Chapter 1 of Part 3, Division 12 of the Health and Safety Code to serve a largely rural area in central Monterey County, and was subsequently reorganized under Section 13800 et seq. of the California Health

---

<sup>2</sup> Volunteer firefighters receive a fixed monetary stipend for each response, training session, and/or shift standby

and Safety Code (Fire Protection District Law). The City of Greenfield, wholly within the District's boundaries and comprising approximately five percent of the District's total service area, was subsequently incorporated as a general law city on January 7, 1947. The District currently serves a population of approximately 20,500 over a 46 square mile area as shown in Figure 1, with approximately 81 percent of the District's population within the City. The District is governed by a five-member Board of Directors elected by District voters to staggered four-year terms. If there are no Board candidates, or if the number of candidates seeking a Board seat equals the number of eligible seats, the Monterey County Board of Supervisors appoints the Director(s) without an election.

**Figure 1—Greenfield Fire Protection District**



<p><b>LAFCO of Monterey County</b>                  LOCAL AGENCY FORMATION COMMISSION</p> <p>P.O. Box 1369      132 W. Gabilan St., Suite 102                  Salinas, CA 93902      Salinas, CA 93901                  Telephone (831) 754-5838      FAX (831) 754-5831</p>		<p><b>FIRE PROTECTION DISTRICTS</b></p> <p><b>GREENFIELD                  FIRE PROTECTION DISTRICT</b></p> <p>Sphere of Influence Affirmed: 3/26/2012                  Map Produced: 4/5/2012</p>
---	--	---

**City of Greenfield and Greenfield Fire Protection District, CA**

*Fire Services Reorganization Study*

Table 2 summarizes key demographic data for the District.

**Table 2—Demographic Data**

Demographic	2010			2014			Percentage / Percent Change of Total (From 2010 to 2014)
	City	Rural <sup>1</sup>	Total	City	Rural <sup>1</sup>	Total	
<b>Population</b>	<b>16,330</b>	<b>3,991</b>	<b>20,321</b>	<b>16,715</b>	<b>3,974</b>	<b>20,689</b>	<b>1.81%</b>
Under 5 years	1,898	291	2,189	2,237	313	2,550	12.33%
5 – 19 years	4,595	972	5,567	4,131	978	5,109	24.69%
20 – 64 years	9,062	2,344	11,406	9,617	2,270	11,887	57.46%
Over 65 years	775	384	1,159	730	413	1,143	5.52%
Median age	25.5	34.4	30.0	25.6	32.6	29.1	<b>-2.84%</b>
<b>Housing Units</b>	<b>3,752</b>	<b>1,592</b>	<b>5,344</b>	<b>3,769</b>	<b>1,212</b>	<b>4,981</b>	<b>-6.79%</b>
Owner-Occupied	1,829	962	2,791	1,650	686	2,336	43.78%
Renter-Occupied	1,631	418	2,049	1,895	488	2,383	50.28%
Median Household Size	4.71	3.21	3.96	4.67	3.48	4.07	<b>2.78%</b>
<b>Birthplace</b>							
U.S.	54.3%	N/A		53.4%	N/A		
Foreign-Born	42.9%	N/A		46.6%	N/A		
<b>Ethnicity</b>							
White	5.9%	26.3%		6.46%	33.12%		
Hispanic/Latino	88.3%	56.7%		88.25%	63.14%		
Black/African American	0.8%	1.8%		0.80%	3.02%		
Asian	3.3%	1.1%		4.02%	0.18%		
Other	1.7%	85.9%		0.47%	0.55%		
<b>Education (age 25 and over)</b>							
High School Graduate	21.10%	26.9%		22.6%	43.0%	65.6%	
Undergraduate Degree	5.60%	2.4%		7.3%	2.5%	9.8%	
Graduate/Professional Degree	1.70%	0.5%		1.1%	0.3%	1.4%	
<b>Employment</b>							
Labor Force <sup>2</sup>	8,900	N/A		8,800	N/A		
Employment	7,300	N/A		7,600	N/A		
Median Household Income	\$50,195	\$45,851		\$52,374	\$50,625		
Population Below Poverty Level	19.0%	10.7%		26.9%	3.7%		

<sup>1</sup> Greenfield Census Designated Place (CDP)

<sup>2</sup> Population between 21-65 years of age

Source: US Census Bureau, California Employment Development Department; LAFCo of Monterey County

The District provides fire suppression, Basic Life Support (BLS) emergency medical services (EMS), basic rescue and hazardous material (HazMat) response, and fire prevention and public safety education services with a staff of six full-time career firefighters, 17 volunteer firefighters, a part-time interim Fire Chief, part-time Assistant Chief, and part-time Accounting Technician.

The Insurance Services Office (ISO) Public Protection Classification (PPC) program evaluates the capacity of the local fire department to respond to and suppress structure fires utilizing a uniform set of criteria as defined in its Fire Suppression Rating Schedule (FSRS) to assign a numeric PPC rating from 1 to 10, with Class 1 generally representing superior fire protection, and Class 10 indicating that the area’s fire-suppression program does not meet minimum ISO criteria. One-third of all fire districts nationally are Class 9, the lowest recognized level of public fire protection. ISO conducts PPC reviews and updates the community PPC rating at approximately ten-year intervals. The latest ISO PPC review for the District was conducted in April 2012, and resulted in a Class 5 rating for properties within five road miles of the fire station and having a fire hydrant within 1,000 feet, and a Class 9 rating for those properties beyond five road miles of the fire station or without a fire hydrant within 1,000 feet.

The southwest area of the District is also within State Responsibility Area (SRA) for wildland fires, where the California Department of Forestry and Fire Protection (CAL FIRE) has statutory and fiscal responsibility for the prevention and suppression of wildland fires. The topography of the District is predominantly flat with the exception of the southwest area within the SRA, with elevations ranging from approximately 200 feet to 1,100 feet. The primary transportation route within the District is U.S. 101, running in a generally northwest/southeast direction through the eastern half of the District.

**2.7 DISTRICT GROWTH AND DEVELOPMENT**

**Population and Housing**

Table 3 summarizes the District’s projected population and housing growth through the year 2030.

**Table 3—Projected Population/Housing Growth**

Growth Factor	2014			2030			Projected Growth (Units)			Projected Growth (Percentage)	
	City <sup>1</sup>	Rural <sup>2</sup>	Total	City <sup>3</sup>	Rural <sup>4</sup>	Total	City	Rural	Total	City	Rural
Population	16,715	3,974	<b>20,689</b>	25,000	4,033	<b>29,033</b>	8,285	59	<b>8,344</b>	49.57%	1.49%
Housing Units	3,769	1,212	<b>4,981</b>	5,495	1,227	<b>6,722</b>	1,726	15	<b>1,741</b>	45.79%	1.24%

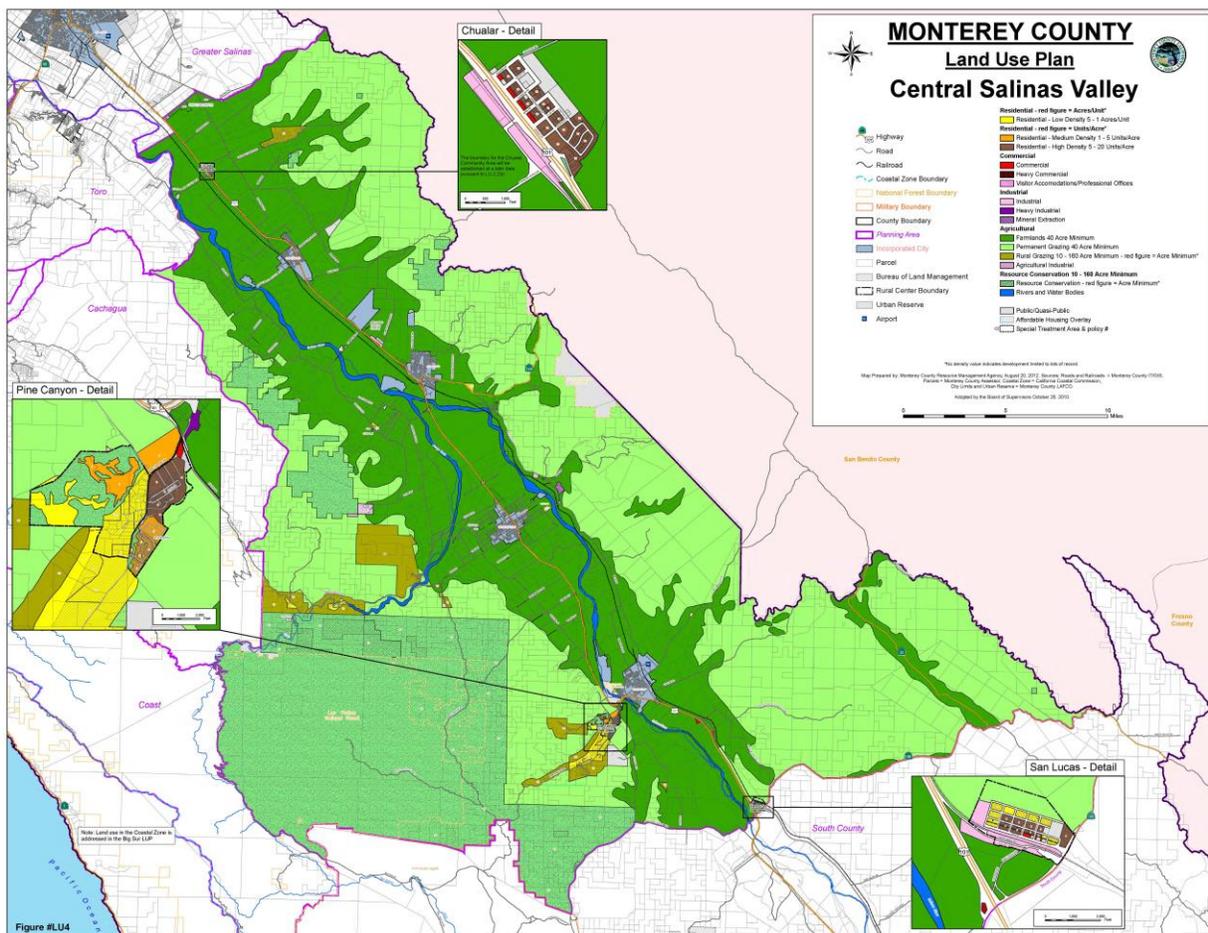
<sup>1</sup> Source: US Census Bureau  
<sup>2</sup> Source: Monterey County GIS  
<sup>3</sup> Source: City of Greenfield  
<sup>4</sup> Estimated

**Finding #1:** The City of Greenfield’s population is projected to increase by nearly 50 percent over the next 14 years to 2030, while the unincorporated area of the Greenfield Fire Protection District is projected to grow at a very modest 1.49 percent.

**Land Use and Future Development**

Land use within the District is a mix of agricultural, low-density to high-density residential housing, office/business, commercial, light to heavy industrial, public facilities, recreation, open space, and natural resources as shown in Figure 2 and Figure 3.

**Figure 2—Central Salinas Valley Land Use Map**



The Monterey County General Plan Land Use Element<sup>3</sup> includes the following goals:

- ◆ Promoting appropriate and orderly growth and development while protecting desirable existing uses
- ◆ Encouraging residential development of various types and densities for all income levels in areas where such development would be accessible to major employment centers and where adequate public services and facilities exist or may be provided
- ◆ Establishing land use designations for the County's agricultural lands
- ◆ Encouraging commercial development in close proximity to major residential areas and transportation routes
- ◆ Encouraging a full range of industrial development that is compatible with surrounding uses, maintains the quality of the environment, is economically beneficial to the area, and is located in close proximity to major transportation routes
- ◆ Encouraging uses on public lands that are compatible with existing and planned uses on adjacent lands
- ◆ Encouraging the use of the County's major inland water bodies for multiple purposes, such as water supply, flood control, and hydroelectric generation
- ◆ Encouraging the provision of open space lands as part of all types of development including residential, commercial, industrial, and public
- ◆ Maintaining consistency between the general plan and its implementing regulations.

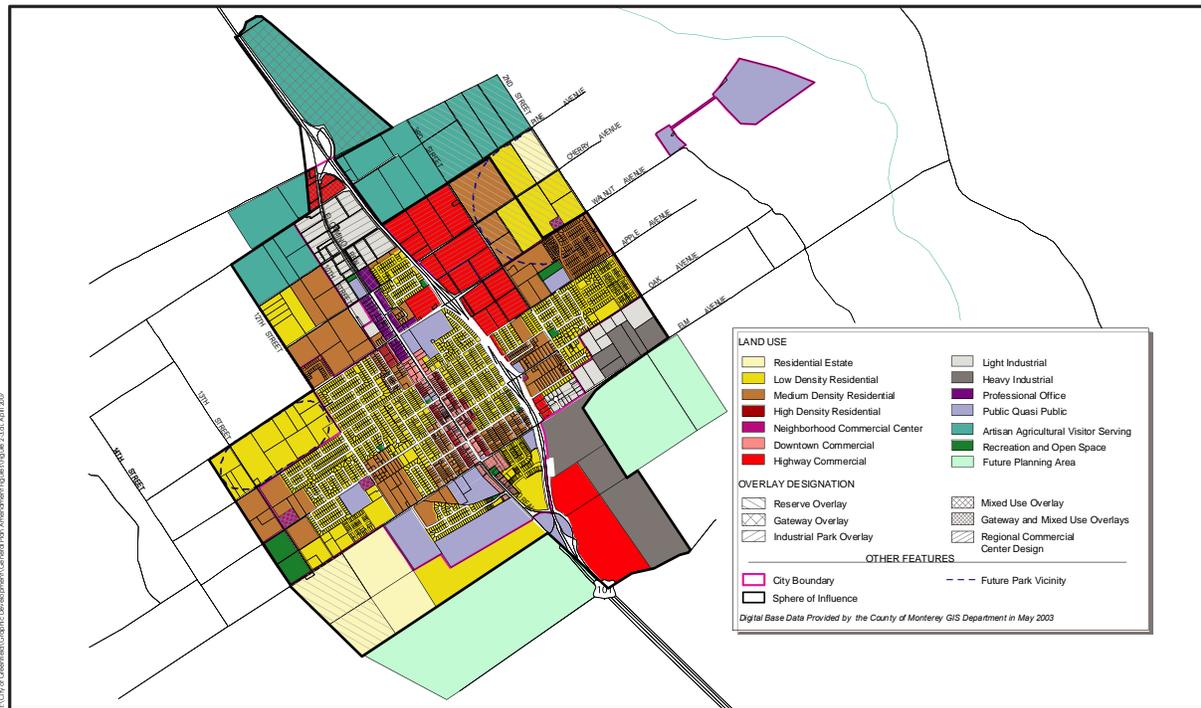
The General Plan also provides policy guidance directing future growth to the 12 incorporated cities, and to the five designated community areas and seven rural centers within the unincorporated areas of Monterey County.

The City of Greenfield General Plan emphasizes retaining aspects of the City's rural community character while providing greater opportunities for industrial and commercial development and new jobs for the community. Figure 3 illustrates the various land uses within the City.

---

<sup>3</sup> 2010 Monterey County General Plan (October 2010)

**Figure 3—City of Greenfield Land Use Map**

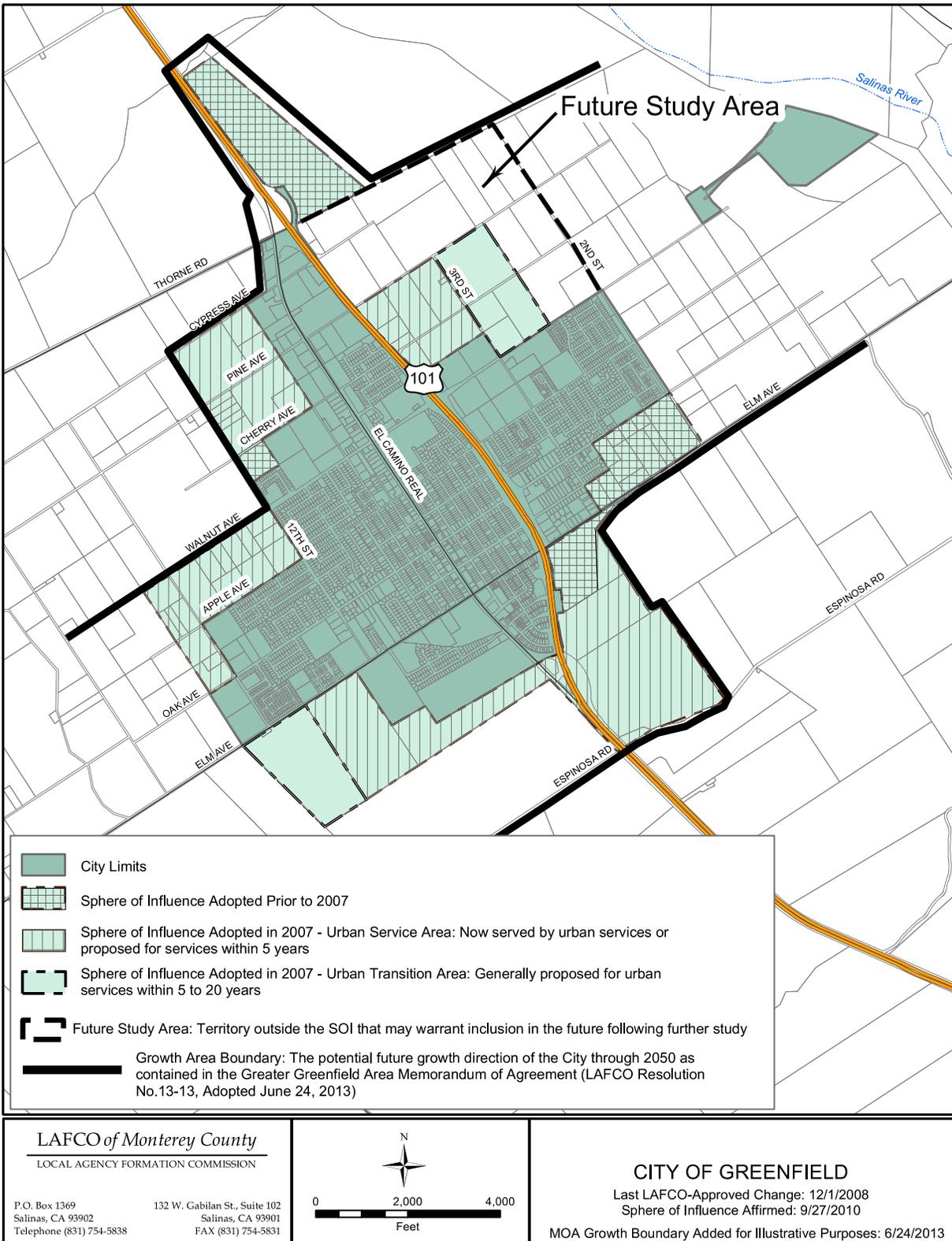


**FIGURE 2-3**  
**AMENDED LAND USE DIAGRAM (REFLECTING CITY-SPONSORED GPA AND SOUTHWEST SOI PROJECT)**



Figure 4 shows the sphere of influence for the City of Greenfield, showing future growth to both the northeast and southwest of the City center.

**Figure 4—City of Greenfield Sphere of Influence**



**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

---

Given the goals and constraints of the County General Plan Land Use Element, any significant future development is most likely to occur within the City. Key prospective future development projects for the City of Greenfield<sup>4</sup> are summarized in Table 4, Table 5, Table 6, and Table 7.

**Table 4—Prospective Future Greenfield Development Projects – Near Term (0-1 Year)**

Project Name	Project Location	Project Area (Acres)	Maximum Housing Units	Maximum Number of Residents	Retail /Office Area (KSF) <sup>1</sup>	Commercial Area (KSF) <sup>1</sup>
AutoZone	Walnut Ave between El Camino Real & U.S. 101	0.83				6.9
Terracina Oaks II	Oak Avenue (between 12 <sup>th</sup> and 13 <sup>th</sup> )	2.9	48	210		
CHISPA/Cambria Park	Apple Avenue/Cardona Circle	0.8	7	32		
Sandoval Subdivision	Don Vicente Drive	0.7	5	23		
Taco Bell	Walnut Ave/El Camino Real	0.7				4.0
Medical Cannabis	North End Industrial Area	5.0				80.0
<b>Totals</b>		<b>10.9</b>	<b>60.0</b>	<b>265.0</b>	<b>0.0</b>	<b>90.9</b>

<sup>1</sup> KSF = 1,000 square feet

---

<sup>4</sup> Source: City of Greenfield

**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

**Table 5—Prospective Future Greenfield Development Projects – Mid-Term (2-5 Years)**

Project Name	Project Location	Project Area (Acres)	Maximum Housing Units	Maximum Number of Residents	Retail /Office Area (KSF) <sup>1</sup>	Commercial Area (KSF) <sup>1</sup>
CHISPA/Cambria Park	Apple Avenue/Cardona Circle	1.7	14	64		
Magnolia Senior Apts II	12th Street/Elm Avenue	2.2	32	64		
Villages Subdivision	Apple Avenue/12th Street	14	80	360		
Elementary School	Apple Avenue between 12th and 13th	9.6				
Sandoval Subdivision	Don Vicente Drive	0.4	3	14		
Sandoval Subdivision II	East of Don Vicente Drive	5.7	50	225		
St. Charles Subdivision	Walker Lane/Huerta Avenue	2.1	15	68		
Blair Townhomes	Orchard Street	2.6	47	215		
Elm Terrace	Elm/Elmwood	2.5	28	126		
Walnut Grove Apts.	1002 Walnut Avenue	4.3	64	300		
Scheid Vineyards	South of High School	47	129	580		
Future Housing	Walnut Avenue/3rd Street	10	100	450		
Dollar General	El Camino Real/Apple Ave	0.7				9.1
Walnut Ave The Vines	Walnut Ave/U.S. 101	11			55	85
South End	Espinoza/U.S. 101/Elm Ave	50			11	180
Medical Cannabis	North End Industrial Area	40				600
Medical Cannabis	Elm Ave/2nd Street	20				150
<b>Total</b>		<b>223.8</b>	<b>562.0</b>	<b>2,466.0</b>	<b>66.0</b>	<b>1,024.1</b>

<sup>1</sup> KSF = 1,000 square feet

**Table 6—Prospective Future Greenfield Development Projects – Long-Term (5+ years)**

Project Name	Project Location	Project Area (Acres)	Maximum Housing Units	Maximum Number of Residents	Retail /Office Area (KSF) <sup>1</sup>	Commercial Area (KSF) <sup>1</sup>
Las Brisas Subdivision	Walnut Ave (between 10th and 12th)	9.2	90	405		
Villages Subdivision	Apple Avenue/13th Street	28.1	157	710		
Vintage Meadows	Elm Avenue/13th Street	13.1	110	500		
Future Housing	3rd Street/Apple Avenue	9	90	400		
Walnut SP Multi-Family	Apple Ave (Walnut Ave Specific Plan)	10.5	220	990		
South End	Espinoza/U.S. 101/Elm Ave	140			40	550
Yanks Air Museum	Livingston/Thorne Rd	135			116	450
Walnut Ave The Vines	Walnut Ave/U.S. 101	35				
<b>Total</b>		<b>379.9</b>	<b>667.0</b>	<b>3,005.0</b>	<b>156.0</b>	<b>1,000.0</b>

<sup>1</sup> KSF = 1,000 square feet

**Table 7—Prospective Future City Development Projects Summary**

Development Projects Area (Acres)	Maximum Residential Units	Maximum Number of Residents	Maximum Retail/Office Area (KSF) <sup>1</sup>	Maximum Commercial Area (KSF) <sup>1</sup>
617	1,304	5,804	222	2,115

<sup>1</sup> KSF = 1,000 square feet

**Finding #2:** Prospective development projects in the City of Greenfield over the next 5-10 years include more than 1,300 residential units and 2.3 million square feet of commercial/industrial space.

## 2.8 FIRE SERVICES DEPLOYMENT

### 2.8.1 Current District Deployment

The District provides fire suppression, BLS emergency medical, basic rescue and hazardous material response, and fire prevention and public safety education services with a staff of six full-time career firefighters and 17 volunteer firefighters operating from a single fire station at 380 Oak Avenue in the City of Greenfield with three Type-1 multi-risk structural fire engines, one Type-6 wildland engine, and one staff/command vehicle. Minimum daily staffing is two personnel, and the part-time interim Fire Chief and part-time Assistant Chief also provide response services as available. The District responds to approximately 1,200 calls for service annually.

The District also has automatic mutual aid agreements with the City of Soledad Fire Department and the South Monterey County Fire Protection District, and is a signatory to the Monterey County Mutual Aid Agreement. Dispatch services are provided by the Monterey County Emergency Communications Department under a Joint Powers Agreement.

### 2.8.2 Fire Station Facility

Effective fire protection services require adequately located and sized facility(s) to house on-duty response crews, apparatus and support vehicles, administrative and support staff, and training needs.

The District’s fire station facility at 380 Oak Street in the City of Greenfield was constructed in 1998, and incorporates 7,500 square feet in of building area including a four-bay apparatus room with storage, office space, conference room, and living and sleeping areas for up to six on-duty personnel. The facility does have a backup emergency generator located within the apparatus room; however, it was not operational at the time of Citygate’s site visit. The generator is older

than the facility, does not have a self-contained fuel supply, and appears to be in need of significant repairs or replacement with a more reliable unit adequately sized to provide full backup electrical power for an extended period of time. Overall, the fire station facility is in excellent condition, is well maintained, and is adequately sized and located to meet current and anticipated near-future needs.

**Finding #3:** The fire station backup emergency generator is not operational and appears to be in need of significant repairs or replacement with a more reliable unit adequately sized to provide full backup electrical power for an extended period of time.

**Finding #4:** The District fire station facility is in excellent overall condition, is well maintained, and is adequately sized and located to meet current and anticipated near-future needs.

### 2.8.3 Fire Apparatus / Vehicles

Fire apparatus need to be properly maintained to ensure operational readiness, safe arrival, effective operation, and quick return-to-readiness for the next emergency response. The fire service generally groups fire apparatus into two basic categories: (1) engine companies, which are primarily responsible for pumping and delivering water and performing basic firefighting functions, including search and rescue; and (2) truck companies, which are primarily responsible for forcible entry, ventilation, search and rescue, aerial operations for water delivery and rescue, utility control, illumination, overhaul, and salvage work. Other specialized types of apparatus include water tenders, which are primarily responsible for carrying large quantities of water; squads or rescue companies, which carry a variety of rescue and emergency medical equipment; medic units or ambulances; command vehicles; and other auxiliary apparatus. To be effective, fire apparatus must be properly designed and well equipped with the proper firefighting tools and other equipment necessary to perform the complex work of firefighting, rescue, emergency medical, and public service tasks.

Two basic NFPA standards apply to fire apparatus:

- ◆ NFPA 1901 *Standard for Automotive Fire Apparatus* defines the requirements for new fire apparatus designed to be used under emergency conditions to transport personnel and equipment and to support the suppression of fire and mitigation of other hazardous situations.
- ◆ NFPA 1906 *Standard for Wildland Fire Apparatus* defines the requirements for new fire apparatus designed primarily to support wildland fire suppression operations.

In addition to these standards having application for the development of purchase specifications, there are additional performance standards useful for evaluating in-service apparatus:

- ◆ NFPA 1911 *Standard for the Inspection, Maintenance, Testing, and Retirement of In-Service Automotive Fire Apparatus*. This standard defines the minimum requirements for establishing an inspection, maintenance, and testing program for in-service fire apparatus. This standard also includes guidelines for fire apparatus refurbishment and retirement; it identifies the systems and items on a fire apparatus that are to be inspected and maintained, the frequency of such inspections and maintenance, and the requirements and procedures for conducting performance tests on components; and it also provides sample forms for collecting inspection and test data.
- ◆ There should also be a system of testing, maintenance, and repair, which ensures a high state of readiness of apparatus and critical equipment. In 2000, NFPA issued NFPA 1915 *Standard for Fire Apparatus Preventative Maintenance Program*, which defines the minimum requirements for a fire department preventative maintenance program. Under this standard, the personnel who conduct the preventative maintenance program should meet NFPA 1071 *Standard for Emergency Vehicle Technician Professional Qualifications*. This standard defines the minimum job requirements an emergency vehicle technician should possess. These include the ability to diagnose, maintain, repair, and test the functions of the apparatus.

The Federal Department of Transportation also has motor vehicle safety standards that are applicable to fire apparatus. The District’s fire apparatus and vehicles fleet inventory is summarized in Table 8.

**Table 8—District Fire Apparatus and Vehicles**

Radio Number	Make	Model	In Service Year	Fire Pump Size	NIMS Type	Assignment	Estimated Replacement Cost <sup>1</sup>
Engine-8411	Ferrara	Inferno	2003	1250 GPM	1	Primary	\$550,000
Engine-8421	Pierce	Arrow	1996	1250 GPM	1	Reserve	\$550,000
Engine-8422	E-One	Cyclone	2000	1250 GPM	1	Reserve	\$550,000
Engine-8432	Ford	F-550 / Fouts	2009	250 GPM	6	Wildland	\$150,000
Chief-8400	Ford	Expedition	2000	N/A	N/A	Fire Chief	\$50,000

<sup>1</sup> Cost estimates provided by the Greenfield Fire Protection District

Citygate’s review of District apparatus and vehicles found them to be in overall good condition, appropriately maintained, and properly equipped to respond to expected risks. Fire apparatus are built on both custom and commercial chassis, and are well suited to the fire and EMS risks within the District.

**Finding #5:** District fire apparatus and vehicles are in good overall condition, appropriately maintained, and well suited for the fire and EMS risks within the District.

### 2.8.4 Infrastructure Deficiencies

The fire station facility does not have on-site fuel storage/dispensing capability, and District vehicles must drive to a local/regional fueling station to obtain fuel, which may not be available in the event of a local/regional disaster or economic crisis. To ensure a reliable fuel source, the District/City should consider installing an on-site fuel storage/dispensing system capable of providing sufficient fuel for District apparatus for at least 30 days of continuous emergency operations. As an alternative, the City of Greenfield has a 24-hour card-lock fuel dispensing facility located at its Public Works Department Service Yard at 920 Walnut Avenue.

In addition, the nearest fire department water tender<sup>5</sup> is located in Gonzales (18.5 miles; 22 minutes from Greenfield) or at the South Monterey County Fire Protection District Pine Canyon Station west of King City (12.3 miles; 15 minutes). Due to the large areas of the District without fire hydrants or other reliable fire suppression water sources, Citygate recommends that the District/City consider replacing one of the current reserve engines with a suitable water tender apparatus as funding permits.

**Finding #6:** The District fire station facility lacks on-site vehicle fuel storage and dispensing capability.

**Finding #7:** The nearest fire service water tender apparatus are 12.3 miles (15 minutes) and 18.5 miles (22 minutes) from Greenfield.

<sup>5</sup> Fire apparatus with larger water tank, typically 1,500 – 3,000 gallons, and pump for areas without fire hydrants or other nearby water source

**Recommendation #1:** The District/City should consider installing an on-site fuel storage/dispensing system capable of providing sufficient fuel for District apparatus for at least 30 days of continuous emergency operations. As an alternative, the City of Greenfield has a 24-hour card-lock fuel dispensing facility at its Public Works Department Service Yard at 920 Walnut Avenue.

**Recommendation #2:** The District/City should consider replacing one of the reserve fire engines with a suitable water tender apparatus as funding permits.

**2.9 SERVICE DEMAND**

Table 9 summarizes annual District service demand, expressed as calls for service by general call category, for the three-year period from January 1, 2013 through December 31, 2015.

**Table 9—Annual Service Demand by General Incident Category**

Zone	2013				2014				2015				Total				Pct.
	Fire	EMS	Other	Total	Fire	EMS	Other	Total	Fire	EMS	Other	Total	Fire	EMS	Other	Total	
City	54	595	276	925	50	635	373	1,058	83	581	388	1,052	187	1,811	1,037	3,035	90.38%
Rural	15	49	39	103	9	49	50	108	16	53	43	112	40	151	132	323	9.62%
<b>Total</b>	<b>69</b>	<b>644</b>	<b>315</b>	<b>1,028</b>	<b>59</b>	<b>684</b>	<b>423</b>	<b>1,166</b>	<b>99</b>	<b>634</b>	<b>431</b>	<b>1,164</b>	<b>227</b>	<b>1,962</b>	<b>1,169</b>	<b>3,358</b>	<b>100.00%</b>

Source: Greenfield Fire Protection District

As Table 9 shows, total service demand is consistent across the three years, averaging 3.07 calls for service per day. Fire incidents constitute 6.76 percent of total service demand, EMS-related calls constitute 58.43 percent of total service demand, and other call types<sup>6</sup> constitute 34.81 percent of total service demand.

As Table 9 further shows, 90.38 percent of total service demand over the three-year period was in the City of Greenfield, and 9.62 percent of total service demand was in the unincorporated area of the District. This level of service demand is typical, both in volume and type, of other similar small California agricultural-based cities and adjacent rural areas of similar size and demography. Service demand will likely realize a significant increase *within the City* over the

<sup>6</sup> Hazardous condition, electrical problem, unauthorized burning, service call, lock-out, water leak, smoke removal, animal rescue, assist other agency, move-up/cover, mutual aid, cancelled prior to arrival, legal control burn, smoke scare, false alarm, alarm activation, etc.

next 14 years to 2030 given the projected 36.61 percent population growth as discussed in Section 2.7.

**Finding #8:** Service demand is typical of other similar small California agricultural-based cities and adjacent rural areas of similar size and demography.

**Finding #9:** Over the most recent three-year period, 90.38 percent of District service demand was in the City of Greenfield; over the same time period, 9.62 percent of service demand was in the unincorporated area of the District.

**Finding #10:** As future growth occurs within the City of Greenfield, demand for fire and EMS services can be expected to increase proportionately.

---

## 2.10 FIRE DEPLOYMENT BEST PRACTICES

---

The National Fire Protection Association (NFPA) is an internationally recognized organization devoted to eliminating death, injury, property, and economic loss from fire, electrical, and other hazards by developing and advocating scientifically based consensus codes and standards. NFPA 1710<sup>7</sup> is a recognized deployment standard for career fire departments, and is the foundation of best practice standards used by Citygate to evaluate urban and suburban departments with paid career staffing. Table 10 summarizes NFPA 1710 deployment criteria.

---

<sup>7</sup> 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* (2016 Edition)

**Table 10—NFPA 1710 – Deployment Standards for Career Fire Departments**

Deployment Component	Performance Standard	Minimum Personnel				Reliability
		SFD <sup>1</sup> Fire	Apt. <sup>2</sup> Fire	Strip Mall Fire	High Rise Fire	
<b>Turnout Time<sup>3</sup></b>						
Fire / Special Operations	80 seconds or less					90%
EMS Operations	60 seconds or less					90%
<b>Travel Time<sup>4</sup></b>						
First Arriving Company <sup>5</sup>	240 seconds or less					90%
Initial Alarm Resources <sup>6</sup>	480 seconds or less					90%
Initial Alarm Resources <sup>7</sup>	610 seconds or less					90%
<b>Total Response Time</b>						
Initial Arriving Company <sup>8</sup>	6:00 minutes/seconds or less	4	4	4	4	90%
Initial Arriving Company <sup>9</sup>	6:20 minutes/seconds or less	4	4	4	4	90%
Initial Alarm Resources <sup>10</sup>	10:00 minutes/seconds or less					90%
Initial Alarm Resources <sup>11</sup>	10:20 minutes/seconds or less	14/15	27/28	27/28		90%
Initial Alarm Resources <sup>12</sup>	12:30 minutes/seconds or less				37/38	90%

<sup>1</sup> SFD = Single-family dwelling

<sup>2</sup> Apt. = Apartment/multi-family dwelling

<sup>3</sup> Time interval from receipt of crew dispatch notification to start of Emergency Response Unit (ERU) movement

<sup>4</sup> Time interval from start of ERU movement to arrival at emergency incident

<sup>5</sup> Fire, special operations, or EMS incident with arrival of AED or higher level EMS capability

<sup>6</sup> Fires other than high-rise, EMS incidents where first arriving company is not Advanced Life Support (ALS)

<sup>7</sup> High-rise fire incidents

<sup>8</sup> EMS incidents

<sup>9</sup> Fire/special operations incidents

<sup>10</sup> EMS incidents where first-arriving company is not for ALS

<sup>11</sup> Fire/special operations

<sup>12</sup> High-rise incidents

NFPA 1720<sup>8</sup> is a recognized deployment standard for Volunteer Fire Departments, and is the best practice deployment standard used by Citygate to evaluate fire departments staffed primarily by volunteer personnel, or combination paid/volunteer departments. Given the rural nature of the unincorporated area of the District and the proximity of the station for City responses, Citygate considers NFPA 1720 as an appropriate deployment standard for the District as summarized in Table 11.

<sup>8</sup> NFPA 1720 – *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments* (2014 Edition)

**Table 11—NFPA 1720 – Deployment Standards for Volunteer Fire Departments**

Service Demand Zone	Minimum Personnel	Response Time <sup>1</sup>	Reliability
Urban <sup>2</sup>	15	9:00 minutes/seconds or less	90%
Suburban <sup>3</sup>	10	10:00 minutes/seconds or less	80%
Rural <sup>4</sup>	6	14:00 minutes/seconds or less	80%
Remote <sup>5</sup>	4	Dependent on travel distance	90%
Special Risk	As Determined by Agency		90%

<sup>1</sup> From receipt of dispatch to arrival at incident

<sup>2</sup> Population density more than 1,000 per square mile

<sup>3</sup> Population density between 500-1,000 per square mile

<sup>4</sup> Population density less than 500 per square mile

<sup>5</sup> Travel distance of 8 miles or more

**Finding #11:** National Fire Protection Association 1720 is an appropriate fire service deployment standard for the Greenfield Fire Protection District.

## 2.11 OUTCOME EXPECTATIONS

Fire service deployment, simply stated, focuses on the speed and weight of the emergency response to achieve desired outcomes. *Speed* refers to first-due, all-risk intervention units (e.g., engines, ladder trucks, squads, etc.) strategically located across a jurisdiction responding in a relatively short travel time to control modest to moderate emergencies without the incident escalating. *Weight* refers to multiple-unit responses for more serious emergencies where additional trained personnel and equipment must be assembled within a reasonable time frame to safely control the emergency, thereby keeping it from escalating even further or becoming catastrophic.

Emergency medical incidents have situations with the most severe time constraints. In a heart attack that stops the heart, a trauma that causes severe blood loss, or in a respiratory emergency, the brain can only live 8-10 minutes without oxygen. Besides heart attacks, other events can cause oxygen deprivation to the brain, including drowning, choking, trauma constrictions, or other similar events. In a building fire, a small incipient fire can grow to involve the entire room in an 8- to 10-minute timeframe. If fire service response is to achieve positive outcomes in severe emergency medical situations and incipient fire situations, *all* responding crews must arrive, size-up the situation, and deploy effective measures before brain death occurs or the fire grows beyond the room of origin.

Thus, from the time of 9-1-1 receiving the call, an effective deployment system is *beginning* to manage the problem within a 7- to 8-minute total response time. This is right at the point that brain death is becoming irreversible and the fire has grown to the point of leaving the room of origin and becoming very serious. Thus, the District needs a first-due response goal that is within the range to give the situation hope for a positive outcome. Positive outcomes frequently identified include no long-term significant medical deficiency(s), and no injury, death, or significant loss of personal property from a fire.

It is important to note that a fire or medical emergency continues to deteriorate from the time of inception, not at the time the initial responding emergency resource starts driving to the incident. Ideally, the emergency is noticed immediately and the 9-1-1 system is promptly activated. This step of awareness—calling 9-1-1 and giving the dispatcher accurate information—takes at least one minute in the best of circumstances. Then crew notification and travel time take additional minutes. Once arrived, the crew must walk to the patient or emergency, evaluate the situation, and deploy its skills and tools. Even in easy-to-access situations, this step can take two or more minutes. This time frame may be increased considerably due to long driveways, apartment buildings with limited access, multi-storied apartments or office complexes, or shopping center buildings such as those found within the City.

Unfortunately, there are times that the emergency has become too severe, even before the 9-1-1 notification and/or fire department response, for the responding crew to reverse; however, when an appropriate response time policy is combined with a well-designed system, then only issues like bad weather, poor traffic conditions, or multiple emergencies will slow the response system down. Consequently, a properly designed system will give citizens the hope of a positive outcome for their tax dollar expenditure.

As an element of this study, Citygate facilitated a community stakeholder listening session on April 13, 2016. Approximately 15 community leaders and stakeholders attended the session, including elected City and District officials, City and District staff, the Monterey County Local Agency Formation Commission (LAFCo) Executive Director, CAL FIRE representatives, and an employee representative from the International Association of Fire Fighters (IAFF). Key themes from this meeting include:

- ◆ The desire to ensure continuity of services throughout the existing District service area
- ◆ The need to meet anticipated fire service needs resulting from the City's projected growth.
- ◆ The desire to ensure that level of service remains the same or improves regardless of service delivery model considered; there is no interest in a reduced level of service.

- ◆ The criticality of not considering a volunteer-only service model option; ongoing challenges with volunteer recruitment, retention, and availability for training and emergency response make this a non-viable fire service delivery option for the community going forward.
- ◆ Given that the current mutual aid / automatic aid agreements among local fire agencies are working well, and provide the additional resources necessary to control more serious emergency incidents given the small number of on-duty personnel and the distance between fire stations, there is a desire to ensure that these remain in place regardless of service delivery model considered.

## 2.12 RESPONSE PERFORMANCE

---

District residents, businesses, and visitors measure the speed of fire department response from the time assistance is requested until the assistance arrives. This measurement is called “Call to 1<sup>st</sup> Unit Arrival” (or “Call-to-Arrival”). Under state law, law enforcement agencies serve as Public Safety Answering Points (PSAP) for all 9-1-1 calls, and 9-1-1 calls for fire service within the District are routed to either the Monterey County Emergency Communications Center in Salinas, or the California Highway Patrol Dispatch Center in Salinas for some cellular calls. Calls received by the Highway Patrol that require a fire service response are then transferred to the Monterey County Emergency Communications Center for dispatching, and the County Emergency Communications Center provides dispatch services for all District calls.

Based on national best practice recommendations, and typical community outcome expectation that the deployment system is sufficiently distributed and concentrated to give hope for a positive outcome, Citygate’s recommended response time goal for 90 percent Call-to-Arrival is 7:00 minutes/seconds (420 seconds) or less for urban/suburban population densities, and 12:00 minutes/seconds (720 seconds) or less for rural population densities. These response time performance goals include three component elements:

- Call Processing Time:** 1:00 minute or less to receive the call, determine the nature of the emergency, determine the appropriate resources to send, and dispatch (alert) the appropriate crew(s)
- Turnout Time:** 2:00 minutes or less to receive the dispatch alert, don required protective gear, and board the apparatus and fasten seat belt
- Travel Time:** 4:00 minutes or less travel time to the incident for urban/suburban population densities, and 9:00 minutes or less for rural population densities.

Table 12 shows 90<sup>th</sup> percentile Call-to-Arrival times for the District for the two-year period from January 1, 2014 through December 31, 2015. The number in parenthesis is the number of incidents used to determine the calculation.

**Table 12—90<sup>th</sup> Percentile Call-to-Arrival Response Performance**

Station	Overall	City	Unincorporated
<b>84</b>	07:49 (1,897)	07:31 (1,783)	10:35 (115)

As Table 12 shows, overall District-wide 90<sup>th</sup> percentile Call-to-Arrival time is approximately 12 percent slower than Citygate’s recommended goal at 7:49, while 90<sup>th</sup> percentile performance within the City of Greenfield is only 7 percent slower than the goal at 07:31. Ninetieth (90<sup>th</sup>) percentile performance for the unincorporated areas of the District is 10:35, approximately 12 percent *better* than Citygate’s recommended goal of 12:00 minutes/seconds or less.

**Finding #12:** Overall District 90th percentile Call-to-Arrival response performance is 07:49 minutes/seconds, approximately 12 percent slower than Citygate’s recommended goal of 7:00 minutes/seconds or less for urban/suburban population densities.

**Finding #13:** Ninetieth (90th) percentile Call-to-Arrival response performance for the City of Greenfield is 7:31 minutes/seconds, approximately 7 percent slower than Citygate’s recommended goal of 7:00 minutes/seconds or less for urban/suburban population densities.

**Finding #14:** Ninetieth (90th) percentile Call-to-Arrival response performance for the unincorporated rural areas of the District is 10:35 minutes/seconds, 12 percent better than Citygate’s recommended goal of 12:00 minutes/seconds or less for rural population densities.

### **2.13 FUTURE FIRE SERVICE NEEDS**

---

Given a projected population growth of more than 36 percent over the next 14 years for the City of Greenfield, a projected population growth of less than 1.5 percent for the unincorporated area of the District, planned current and near-term development projects within the City, and current County and City General Plan objectives and policies directing future growth to the City, future District fire and EMS service needs will grow proportionately and continue to be focused within the City of Greenfield. Table 13 summarizes service demand distribution between the City and rural District areas over the six-year period from January 1, 2010 through December 31, 2015.

**Table 13—Service Demand Distribution**

Year	Incidents			Change	
	City	Rural	Total	City	Rural
2010	959	99	1,058		
2011	960	117	1,077	0.10%	18.18%
2012	922	82	1,004	-3.96%	-29.91%
2013	925	103	1,028	0.33%	25.61%
2014	1,058	108	1,166	14.38%	4.85%
2015	1,052	112	1,164	-0.57%	3.70%
<b>Total</b>	<b>5,876</b>	<b>621</b>	<b>6,497</b>	<b>2.06%</b>	<b>4.49%</b>

Source: Greenfield Fire Protection District

As Table 13 shows, service demand within the City of Greenfield increased an average of 2.06 percent annually, while service demand for the unincorporated rural area of the District increased an average of 4.49 percent annually. However, given the projected population and development growth for the City of Greenfield from Section 2.7, Citygate expects annual service demand to increase at a *higher* rate within the City over the next 15 years to 2031 than in the rural unincorporated area of the District as projected in Table 14. This projection assumes a service demand growth rate of 4.5 percent for the unincorporated area of the District, and 5.0 percent for the City of Greenfield.

**Table 14—Projected Annual Service Demand**

Response Area	Growth Factor	Projected Calls for Service															Projected Year 15 Distribution
		Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Year 14	Year 15	
City	5.00%	1,105	1,160	1,218	1,279	1,343	1,410	1,480	1,554	1,632	1,714	1,799	1,889	1,984	2,083	2,187	<b>90.98%</b>
Rural	4.50%	117	122	128	134	140	146	152	159	166	174	182	190	198	207	217	<b>9.02%</b>
<b>Total</b>		<b>1,222</b>	<b>1,282</b>	<b>1,346</b>	<b>1,412</b>	<b>1,482</b>	<b>1,556</b>	<b>1,633</b>	<b>1,714</b>	<b>1,798</b>	<b>1,888</b>	<b>1,981</b>	<b>2,079</b>	<b>2,182</b>	<b>2,290</b>	<b>2,404</b>	<b>100.00%</b>

As Table 14 indicates, total service demand distribution is projected to change slightly over the next 15 years from 90.38 percent (2015) to 90.98 percent (2031) for the City of Greenfield, and from 9.62 percent (2015) to 9.02 percent (2031) for the rural unincorporated area of the District.

Another factor influencing service level is unit-hour-utilization (UHU). In Citygate’s experience, given required physical training and meal breaks, when UHU approaches or exceeds 30 percent during daylight hours, then other daily tasks get neglected including apparatus and equipment checks, training, station and equipment maintenance, record-keeping, public education, and

department projects. Current District service volume does not yet appear to be taxing response capacity to the point of needing another unit *solely* for peak hour workload; however, as future growth and related service demand increases as projected, a second staffed response resource or fire station facility may be needed to ensure response time performance to meet desired outcome expectations for urban/suburban population densities and/or to provide additional Effective Response Force service level capacity.

Additionally, as projected population growth and development occurs, the City and/or District may want to consider additional service enhancements such as engine-based Advanced Life Support (paramedic) EMS service, part-time or full-time fire prevention staff, and/or public education / risk reduction programs focused on specific targeted audiences or risks.

**Finding #15:** As future growth occurs within the City of Greenfield over the next 14 years to 2030, service demand distribution can be expected to increase slightly to approximately 91 percent for the City, and lessen slightly to approximately 9 percent for the unincorporated rural District area.

**Finding #16:** As future growth occurs within the City of Greenfield as projected for the next 14 years, the City/District may need to consider a second staffed response resource and/or a second fire station facility to ensure response time performance to meet desired outcome expectations for urban/suburban population densities and/or to provide enhanced Effective Response Force capacity.

**Recommendation #3:** As future growth occurs within the City of Greenfield, the City/District should consider service enhancements such as engine-based Advanced Life Support (paramedic) EMS service, part-time or full-time fire prevention staff, and/or public education / risk reduction programs focused on specific targeted audiences or risks.

## SECTION 3—FISCAL REVIEW AND ANALYSIS

This section provides a comprehensive review of the District’s fiscal status and ability to sustain existing services. Fiscal data, where referenced in this section, was obtained from the Greenfield Fire Protection District for the period from July 1, 2011 through June 30, 2016. For this analysis, personnel costs were projected by position classification, and a line item approach was utilized for non-personnel costs.

### 3.1 OVERALL FISCAL PERSPECTIVE

---

Over the current and previous five fiscal years, District revenues have totaled \$3.766 million, while expenditures have totaled \$3.886 million, or 119,200 *more* than revenue received over the same period. Revenues have increased \$245,567 (44 percent) over the previous six fiscal years, while expenditures have grown \$229,661 (38 percent) over the same period.

A significant factor influencing both revenues and expenditures has been a doubling of the District’s minimum daily response staffing level from one person to two persons beginning in Fiscal Year 2013-14. The additional personnel costs associated with this increase have been mostly offset to date by a federal grant; however, this grant expires in August 2016. While the District has applied for another two-year grant to maintain two-person daily response staffing beyond August 2016, it has not been approved as of the date of this report. Over the current and previous four fiscal years, the District has expended \$54,000 on capital repairs and equipment, less than two percent of total budgeted expenditures for the same period, and several capital assets are at or beyond their expected useful life cycle as discussed in more detail in Section 3.4.3.

The District has not established formal dedicated fiscal reserves consistent with public agency best practice, and current reserves consist entirely of end-of-fiscal year balances in the District’s two accounts plus any unexpended County Service Area (CSA) 74 funds<sup>9</sup>. In August 2014, the District failed to obtain the requisite two-thirds majority voter approval of a Special Measure that would have provided approximately \$350,000 of additional stable annual revenue. Given this, the District’s projected end-of-year fund balances for June 30, 2016, projected revenues for Fiscal Year 2016-17, and projected costs to sustain the current two-person daily staffing service level are *insufficient* to sustain current service levels beyond August 2016 absent award of another two-year Federal Emergency Management Agency (FEMA) grant or additional substantial revenue source. Absent such grant or other revenue source, the District will be forced to reduce its expenditures significantly for the coming fiscal year, and the only realistic way to achieve such savings is by reducing personnel costs, which would require a reduction of daily

---

<sup>9</sup> Restricted to EMS-related expenditures as authorized by the Monterey County Emergency Medical Service Agency

on-duty staffing that would result in a lower service level for District residents. This analysis thus focuses on viable service alternatives that will sustain current service levels and provide continuity of services throughout the entire District service area.

**Finding #17:** Absent award of a another two-year Federal Emergency Management Agency (FEMA) staffing grant or other significant stable revenue source by August 2016, *substantial* expenditure reductions will be required to achieve a balanced budget; such expenditure reductions would most likely involve a reduced daily staffing level.

The following sections provide a more detailed evaluation of the District’s fiscal stability and procedures.

## **3.2 FISCAL POLICIES AND PROCEDURES**

---

### **3.2.1 Budgeting Practices**

The District operates on a July 1 to June 30 fiscal year. The annual budget cycle begins in about March with revenue estimates for the coming fiscal year. The District then prepares an annual budget based on estimated revenues, and adopts a preliminary budget on or before June 30 as required by California Health and Safety Code Sections 13890 et seq. (Fire Protection District Law of 1987). Fire district budgets must also conform to the accounting and budgeting procedures contained in Title 2 of the California Code of Regulations. Following adoption, the expenditures set forth in the preliminary budget are considered appropriated with the exception of capital expenditures and new employee positions until a final budget is adopted by the District Board of Directors on or before October 1.

Subsequent to adoption of a preliminary budget, but prior to adoption of a final budget, the District is required to publish notice of the date, time, and place of a public hearing to adopt the final budget, as well as where and when the preliminary budget is available for inspection by any interested person, as required by Government Code Section 6061. Upon adoption, a copy of the final budget, including the annual appropriations limit, is forwarded to County Auditor-Controller, and the Auditor-Controller subsequently allocates the District’s pro-rata share of property tax revenues. These budgeting practices, in addition to being a requirement of state law for fire districts, are also industry-recognized best fiscal practices for public agencies. Citygate’s review of the District’s budgeting procedures found that they appear to conform to state law and industry-recognized best practice.

**Finding #18:** The District's budgeting procedures appear to conform to state law and industry-recognized best practice for public agencies.

### 3.2.2 Fiscal Reserves

Another key measure of fiscal stability and sustainability is the level of fiscal reserves, which are generally divided into three categories as follows:

- ◆ **Unassigned** – Can be used for any purpose as approved by a two-thirds vote of the respective policy body.
- ◆ **Designated** – Can only be used for the designated purpose as approved by a two-thirds vote of the respective policy body; an example of a designated reserve fund is fire apparatus replacement.
- ◆ **Restricted** – Use is restricted by law and must be accounted for separately from other accounts. Expenditure of restricted funds requires two-thirds approval of the respective policy body; development impact fees are an example of a restricted fund.

Citygate's review of District accounts revealed a single restricted account for CSA 74 funds,<sup>10</sup> with a current balance of approximately \$64,000,<sup>11</sup> and no other formal fiscal reserves other than end-of-year account balances, currently projected to be approximately \$31,000 on June 30, 2016.

**Finding #19:** The District has no established formal fiscal reserve account(s).

**Finding #20:** District reserve funds consist entirely of end-of-fiscal-year account balances; the projected balance on June 30, 2016 is \$31,000.

**Finding #21:** The District has a projected end-of-fiscal-year CSA 74 fund balance of approximately \$64,000, which is restricted to EMS-related expenditures as authorized by the Monterey County Emergency Medical Services Agency.

---

<sup>10</sup> Restricted to EMS-related expenditures as authorized by the Monterey County emergency Medical Service Agency

<sup>11</sup> Source: Greenfield Fire Protection District

### 3.2.3 Fiscal Policies

In Citygate’s experience, public agency fiscal best practices include adoption of formal written policies minimally addressing the following fiscal issues:

- ◆ Budgeting
- ◆ Fiscal Reserves
- ◆ Capital Funding
- ◆ Procurement
- ◆ Fiscal Audits

Citygate’s review of District policies found no written fiscal policies, also confirmed by the interim Fire Chief. Sample fiscal policies are available from the International City/County Management Association (ICMA), the California Special Districts Association (CSDA), and local/regional cities or counties.

**Finding #22:** The District has not adopted written fiscal policies relating to budgeting procedures, fiscal reserves, capital funding, procurement, or fiscal accountability in conformance with generally recognized public agency fiscal best practices.

City of Greenfield and Greenfield Fire Protection District, CA  
Fire Services Reorganization Study

**3.3 REVENUES**

**3.3.1 Current District Revenues**

District revenues for the current and preceding five years total \$3.765 million, or an annual average of approximately \$628,000, as summarized in Table 15.

**Table 15—Fire District Revenue Summary**

Revenue Source	Fiscal Year											6-Year Total Change
	2010-11	2011-12	Change	2012-13	Change	2013-14	Change	2014-15	Change	2015-16 <sup>1</sup>	Change	
Property Tax	144,042	143,163	-0.61%	143,716	0.39%	146,604	2.01%	157,982	7.76%	178,674	13.10%	24.04%
Benefit Assessment	353,615	349,749	-1.09%	353,670	1.12%	361,086	2.10%	371,734	2.95%	401,837	8.10%	13.64%
Developer Impact Fees	0	31,507	100.00%	11,325	-64.06%	11,992	5.89%	40,248	235.62%	72,198	79.38%	100.00%
CSA 74	62,415	10,933	-82.48%	11,282	3.19%	12,276	8.81%	11,644	-5.15%	12,069	3.65%	-80.66%
Interest - Use of Money	193	(34)	-117.62%	(266)	682.35%	(179)	-32.71%	56	-131.28%	61	8.93%	-68.39%
Grant Funds (not including SAFER)	0	-	0.00%	-	0.00%	60,780	100.00%	1,150	-98.11%	-	-100.00%	100.00%
S.A.F.E.R. Grant	0	-	0.00%	-	0.00%	37,413	100.00%	131,922	252.61%	140,993	6.88%	100.00%
<b>Total</b>	<b>560,265</b>	<b>535,318</b>	<b>-4.45%</b>	<b>519,727</b>	<b>-2.91%</b>	<b>629,972</b>	<b>21.21%</b>	<b>714,736</b>	<b>13.46%</b>	<b>805,832</b>	<b>12.75%</b>	<b>43.83%</b>

<sup>1</sup> Projected end-of-fiscal-year total  
Source: Greenfield Fire Protection District

Over that same time period, stable revenues have increased an average of approximately 15.3 percent annually as summarized in Table 16. Excluding development impact fees, the average for annual growth in property taxes, benefit assessment, and CSA 74 funds is 3.26 percent.

**Table 16—Annual Stable Revenue Change**

Revenue Source	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15	FY 2015-16	5-Year Average
Property Tax	-0.61%	0.39%	2.01%	7.76%	13.10%	4.53%
Benefit Assessment	-1.09%	1.12%	2.10%	2.95%	8.10%	2.63%
Development Impact Fees	0.00%	-64.06%	5.89%	235.62%	79.38%	51.37%
CSA 74	N/A	3.19%	8.81%	-5.15%	3.65%	2.63%
<b>Total Percentage Change in Revenues from Prior FY</b>	<b>-0.57%</b>	<b>-14.84%</b>	<b>4.70%</b>	<b>60.30%</b>	<b>26.06%</b>	<b>15.29%</b>

Source: Greenfield Fire Protection District

Table 17 summarizes parcel-based revenue allocations between the City and the unincorporated area of the District.

**Table 17 Parcel-Based Revenue Allocations**

Revenue Source	City	Unincorporated	Total
Property Tax	54.44%	45.56%	100.00%
Benefit Assessment	92.32%	7.68%	100.00%
Development Impact Fees	100.00%	0.00%	100.00%
<b>Total Revenue Generated by City vs Unincorporated Area</b>	<b>82.25%</b>	<b>17.75%</b>	<b>100.00%</b>

Source: Greenfield Fire Protection District

### 3.3.2 County Service Area 74

In May 1989, the Monterey County Board of Supervisors established County Service Area 74 (CSA 74) for the purpose of providing revenue to fund emergency medical, ambulance, paramedic, and related services. Originally funded by a parcel-based benefit assessment subsequently replaced in 2000 by an equivalent special tax approved by County voters in compliance with Proposition 218, CSA 74 funds are administered by the Monterey County Emergency Medical Services Agency (EMSA), a division of the Monterey County Health Department.

A June 2011 Memorandum of Understanding (MOU) agreement between the Monterey County EMSA, 11 county cities, 11 special districts, and four volunteer fire agencies establishes priorities for use of CSA 74 funds as follows:

1. Paramedic ambulances staffed with at least one paramedic and one emergency technician
2. EMS training programs for pre-hospital personnel
3. Training, certification, and re-certification of emergency 9-1-1 dispatchers, first responders, and mobile intensive care nurses, and appropriate medical equipment for first-response vehicles
4. Expansion and upgrading of specialized medical radio communications system equipment and operators
5. Financial assistance to designated Advanced Life Support (ALS) base hospitals
6. Necessary EMSA staffing and support services.

**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

Within these priorities, CSA 74 funds are distributed annually to each MOU participating agency based on an annual summary report submitted to the EMSA by each agency summarizing its prior year EMS-related training and equipment expenditures. For Fiscal Year 2015-16, the Greenfield Fire Protection District received \$12,069 of CSA 74 reimbursement funding, and the balance is projected to be approximately \$64,000 at the end of the current fiscal year on June 30, 2016.

### 3.3.3 Projected Revenue

#### *Entire District*

Table 18 and Table 19 summarize projected revenue for the current District service area over the next ten years assuming Fiscal Year 2015-16 revenues from Table 15 as the basis.

**Table 18—Projected Revenue – Entire District Years 1-5 (In Thousands)**

Revenue Source	Growth Factor	Year 1			Year 2			Year 3			Year 4			Year 5			5-Year Total		
		City	District	Total	City	District	Total												
Property Tax	1.00%	98.24	82.22	<b>180.46</b>	99.23	83.04	<b>182.27</b>	100.22	83.87	<b>184.09</b>	101.22	84.71	<b>185.93</b>	102.23	85.56	<b>187.79</b>	<b>501.14</b>	<b>419.39</b>	<b>920.53</b>
Benefit Assessment	1.00%	374.69	31.17	<b>405.86</b>	378.43	31.48	<b>409.91</b>	382.22	31.80	<b>414.01</b>	386.04	32.11	<b>418.15</b>	389.90	32.44	<b>422.33</b>	<b>1,911.27</b>	<b>159.00</b>	<b>2,070.27</b>
Development Impact Fees <sup>1</sup>	2.00%	73.64	0	<b>73.64</b>	75.11	0	<b>75.11</b>	76.62	0	<b>76.62</b>	78.15	0	<b>78.15</b>	79.71	0	<b>79.71</b>	<b>383.24</b>	<b>0</b>	<b>383.24</b>
CSA 74 <sup>2</sup>	1.50%	11.21	1.04	<b>12.25</b>	11.38	1.06	<b>12.43</b>	11.55	1.07	<b>12.62</b>	11.72	1.09	<b>12.81</b>	11.90	1.11	<b>13.00</b>	<b>57.75</b>	<b>5.37</b>	<b>63.12</b>
<b>Total</b>		<b>557.78</b>	<b>114.43</b>	<b>672.21</b>	<b>564.15</b>	<b>115.58</b>	<b>679.73</b>	<b>570.60</b>	<b>116.74</b>	<b>687.34</b>	<b>577.13</b>	<b>117.91</b>	<b>695.04</b>	<b>583.74</b>	<b>119.10</b>	<b>702.84</b>	<b>2,853.39</b>	<b>583.76</b>	<b>3,437.15</b>

<sup>1</sup> Assumes predominant future growth will occur within current and future City boundaries  
<sup>2</sup> Apportioned between City and unincorporated areas based on 5-year service demand history

**Table 19—Projected Revenue – Entire District Years 6-10 (In Thousands)**

Revenue Source	Growth Factor	Year 6			Year 7			Year 8			Year 9			Year 10			10-Year Total		
		City	District	Total	City	District	Total												
Property Tax	1.00%	103.25	86.41	<b>189.67</b>	104.29	87.28	<b>191.56</b>	105.33	88.15	<b>193.48</b>	106.38	89.03	<b>195.41</b>	107.45	89.92	<b>197.37</b>	<b>1,027.84</b>	<b>860.18</b>	<b>1,888.02</b>
Benefit Assessment	1.00%	393.80	32.76	<b>426.56</b>	397.74	33.09	<b>430.82</b>	401.71	33.42	<b>435.13</b>	405.73	33.75	<b>439.48</b>	409.79	34.09	<b>443.88</b>	<b>3,920.04</b>	<b>326.10</b>	<b>4,246.15</b>
Development Impact Fees <sup>1</sup>	2.00%	81.31	0	<b>81.31</b>	82.93	0	<b>82.93</b>	84.59	0	<b>84.59</b>	86.28	0	<b>85.44</b>	87.15	0	<b>87.15</b>	<b>805.50</b>	<b>0</b>	<b>805.50</b>
CSA 74 <sup>2</sup>	1.50%	12.07	1.12	<b>13.20</b>	12.26	1.14	<b>13.39</b>	12.44	1.16	<b>13.60</b>	12.63	1.17	<b>13.73</b>	12.75	1.19	<b>13.94</b>	<b>119.90</b>	<b>11.15</b>	<b>131.05</b>
<b>Total</b>		<b>590.43</b>	<b>120.29</b>	<b>710.73</b>	<b>597.21</b>	<b>121.50</b>	<b>718.71</b>	<b>604.07</b>	<b>122.72</b>	<b>726.80</b>	<b>611.02</b>	<b>123.96</b>	<b>734.07</b>	<b>617.13</b>	<b>125.20</b>	<b>742.33</b>	<b>5,873.27</b>	<b>1,197.44</b>	<b>7,070.71</b>

<sup>1</sup> Assumes predominant future growth will occur within current and future City boundaries  
<sup>2</sup> Apportioned between City and unincorporated areas based on 5-year service demand history

#### *Current City Area of District*

Table 20 summarizes projected revenue for the current incorporated (City) service area of the District over the next ten years assuming Fiscal Year 2015-16 revenues from Table 15 as the basis.

**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

**Table 20—Projected Revenues – City Area of District (In Thousands)**

Revenue Source	Growth Factor	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	10-Year Total
Property Tax	1.00%	98.24	99.23	100.22	101.22	102.23	103.25	104.29	105.33	106.38	107.45	1,027.84
Benefit Assessment	1.00%	374.69	378.43	382.22	386.04	389.90	393.80	397.74	401.71	405.73	409.79	3,920.04
Development Impact Fees	2.00%	73.64	75.11	76.62	78.15	79.71	81.31	82.93	84.59	86.28	87.15	805.50
CSA 74	1.50%	11.21	11.38	11.55	11.72	11.90	12.07	12.26	12.44	12.63	12.75	119.90
<b>Total</b>		<b>557.78</b>	<b>564.15</b>	<b>570.60</b>	<b>577.13</b>	<b>583.74</b>	<b>590.43</b>	<b>597.21</b>	<b>604.07</b>	<b>611.02</b>	<b>617.13</b>	<b>5,873.27</b>

***Current Unincorporated Area of District***

Table 21 summarizes projected revenue for the current unincorporated service area of the District over the next ten years assuming Fiscal Year 2015-16 revenues from Table 15 as the basis.

**Table 21—Projected Revenue – Unincorporated Area of District (In Thousands)**

Revenue Source	Growth Factor	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	10-Year Total
Property Tax	1.00%	82.22	83.04	83.87	84.71	85.56	86.41	87.28	88.15	89.03	89.92	860.18
Benefit Assessment	1.00%	31.17	31.48	31.80	32.11	32.44	32.76	33.09	33.42	33.75	34.09	326.10
Development Impact Fees	2.00%	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
CSA 74	1.50%	1.04	1.06	1.07	1.09	1.11	1.12	1.14	1.16	1.17	1.19	11.15
<b>Total</b>		<b>114.43</b>	<b>115.58</b>	<b>116.74</b>	<b>117.91</b>	<b>119.10</b>	<b>120.29</b>	<b>121.50</b>	<b>122.72</b>	<b>123.96</b>	<b>125.20</b>	<b>1,197.44</b>

**3.4 EXPENDITURES**

District expenditures for the current and preceding five fiscal years total \$3.885 million, or an annual average of approximately \$647,515, as summarized in Table 22.

**Table 22—Fire District Expenditure Summary**

Expenditure Category	Fiscal Year											6-Year Total
	2010-11	2011-12	Change	2012-13	Change	2013-14	Change	2014-15	Change	2015-16 <sup>1</sup>	Change	
Salaries and Benefits	297,765	322,250	8.22%	366,274	13.66%	464,418	26.80%	576,910	24.22%	612,907	6.24%	2,640,524
Operations and Maintenance	169,999	132,170	-22.25%	151,967	14.98%	237,346	56.18%	148,744	-37.33%	217,682	46.35%	1,057,908
Capital Expense	133,164	48,583	-63.52%	2,743	-94.35%	2,170	-20.89%	-	-100.00%	-	0.00%	186,660
<b>Total</b>	<b>600,928</b>	<b>503,003</b>	<b>-16.30%</b>	<b>520,984</b>	<b>3.57%</b>	<b>703,934</b>	<b>35.12%</b>	<b>725,654</b>	<b>3.09%</b>	<b>830,589</b>	<b>14.46%</b>	<b>3,885,092</b>

<sup>1</sup> Projected end-of-fiscal-year total  
Source: Greenfield Fire Protection District

As Table 22 shows, overall expenditures over the current and preceding five fiscal years have exceeded revenues for the same period by more than \$119,000.

### 3.4.1 Personnel Costs

#### *Staffing*

The District consisted of an all-volunteer firefighting force until 2006, when the District hired its first full-time firefighter in response to the ongoing challenges associated with recruitment and retention of local volunteer firefighters available for training and emergency response during normal weekday work hours. The District hired another full-time firefighter in 2007, and added two more in 2008 to provide one full-time career firefighter on-duty each day, augmented by volunteer firefighters as available. In 2014, the District received a two-year Federal Emergency Management Agency (FEMA) Staffing for Adequate Fire and Emergency Response (S.A.F.E.R.) grant to fund two additional full-time firefighters, provided an additional full-time employee on duty every day for a total daily on-duty force of two firefighters with backup/augmented emergency incident staffing by volunteer firefighters as available. The S.A.F.E.R. grant performance period expired in April 2016; however, the District applied for and received a performance period extension to August 31, 2016. The District has also applied for a 2016 S.A.F.E.R. grant to maintain two-person staffing, but has not received a notice of award as of the date of this report. District staff currently includes a part-time interim Fire Chief,<sup>12</sup> part-time Assistant Chief, three Captains, three Engineers, part-time Bookkeeper, and 17 volunteer firefighters, 10 of which are inactive, and of the remaining seven, only one is currently actively responding to emergency incidents.<sup>13</sup> This situation is further evidence of the state of volunteer-based fire services nationally as discussed in Section 2.5.

**Finding #23:** Of the District’s 17 volunteer firefighters, only seven are active and only one is currently available to respond to emergency incidents as available.

**Finding #24:** The District is challenged to maintain an adequate roster of trained volunteer firefighters sufficiently available to respond to emergency incidents in support of the full-time on-duty personnel.

<sup>12</sup> 20 hours per week not to exceed 960 hour annually

<sup>13</sup> Source: Interim Fire Chief

***Staffing Costs***

Current fiscal year District personnel costs are \$615,831 as summarized in Table 23.

**Table 23—Current District Personnel Costs**

Cost Factor	FY 2015-16 Budget
Salaries	\$355,139
Overtime	\$29,002
Holiday Pay	\$8,333
Volunteer FF Stipends	\$20,000
CalPERS Retirement	\$43,696
CalPERS Health	\$121,032
Dental/Vision/Life Insurance	\$18,367
Workers' Compensation	\$7,164
Long-Term Disability	\$3,744
Social Security/Medicare	\$6,354
Uniform Allowance	\$3,000
<b>Total</b>	<b>\$615,831</b>

Source: Greenfield Fire Protection District

***Staffing Costs Discussion***

As Table 23 indicates, personnel costs constitute approximately 81 percent of the District's current fiscal year budget. It should be noted that current District employee compensation and benefits are significantly below that of other local fire agencies, and as a result four of the District's six employees<sup>14</sup> since 2007 have left for better-paying jobs,<sup>15</sup> resulting in a loss of local response area knowledge, emergency response experience, and supervisory experience and continuity. In Citygate's experience and opinion, future continuity of District services related to employee recruitment and retention is closely dependent on employee compensation and benefits more closely aligned with the local/regional fire service market.

**Finding #25:** District personnel costs constitute approximately 81 percent of the current fiscal year budget.

<sup>14</sup> 3 Captains and 1 Engineer  
<sup>15</sup> Source: Interim Fire Chief

**Finding #26:** District employee compensation and benefits are significantly below those of other local fire agencies.

**Finding #27:** Future continuity of District services related to employee recruitment and retention is closely dependent on employee compensation and benefits more closely aligned with the local/regional fire service market.

### 3.4.2 Operating and Maintenance Costs

Table 24 summarizes District operating and maintenance costs for Fiscal Year 2015-16.

**Table 24—FY 2015-16 District Operating and Maintenance Costs**

O & M Cost	FY 2015-16 District Allocation	Estimated City Cost
Communications	29,404	21,000
EMS Equipment/Supplies	10,191	10,000
Facility Operations/Maintenance	23,994	24,000
Firefighting Equipment/Supplies	4,846	7,500
Fire Prevention	0	1,000
Insurance	15,311	0
Medical Expense	282	5,000
Office Expense	6,204	6,500
Professional Services	108,014	20,000
Taxes/Fees	2,925	2,000
Travel	275	500
Uniforms	1,755	1,500
Vehicle Operations/Maintenance	56,304	25,000
<b>Total</b>	<b>259,505</b>	<b>124,000</b>

As Table 24 shows, District operating and maintenance costs constitute approximately 19 percent of the District’s current fiscal year budget. Citygate’s analysis of the District’s operating and maintenance costs concludes that some of those costs would no longer be direct costs under a City governance alternative such as insurance, property tax transfer fees, audit fees, benefit assessment accounting, and payroll services as estimated in the right column of Table 24. This constitutes an estimated 48 percent reduction of direct operating and maintenance costs under the City governance model.

**Finding #28:** District operating and maintenance costs constitute approximately 19 percent of the current fiscal year budget.

**Finding #29:** Direct operating and maintenance costs under a City governance alternative are estimated to be approximately 48 percent less than current District operating and maintenance costs.

### 3.4.3 Capital Costs

Table 25 summarizes the District’s capital equipment, expected useful service life, and estimated replacement costs. Although there is no established best practice for fire apparatus service life, NFPA 1911<sup>16</sup> establishes inspection, maintenance, testing, and out-of-service criteria. NFPA 1911 also recommends that a fire department consider safety as the primary factor when evaluating the retirement of fire apparatus. In Citygate’s experience, most fire agencies strive to maintain a maximum apparatus service life of approximately 20-25 years depending on usage, maintenance, available funding, and other factors including safety. This fiscal analysis assumes fire apparatus replacement on a 20-year service life cycle, and light duty vehicle replacement on a 12-year service life cycle.

---

<sup>16</sup> NFPA 1911 – *Standard for the Inspection, Maintenance, Testing, and Retirement of Automotive Fire Apparatus* (2012 Edition)

City of Greenfield and Greenfield Fire Protection District, CA

Fire Services Reorganization Study

**Table 25—Capital Equipment Summary**

Capital Item	No.	Service Life (Years)	Estimated Replacement Cost <sup>1</sup>			Year Last Replaced	Annual Accrual <sup>2</sup>	Catch-Up Accrual <sup>3</sup>
			Low	High	Median			
Air Compressor - SCBA	1	20	\$5,000	\$10,000	\$7,500	1996	\$380	\$7,500
Camera, Thermal Imaging	1	12	\$2,500	\$7,500	\$5,000	2006	\$420	\$4,200
Computer, Desktop	3	5	\$500	\$1,500	\$1,000	2016	\$600	\$0
Defibrillator, Automatic External	2	7	\$750	\$1,250	\$1,000	2012	\$290	\$1,160
Fire Apparatus - 1250 GPM Type-1	1	20	\$350,000	\$450,000	\$400,000	2003	\$20,000	\$260,000
Fire Apparatus - 1250 GPM Type-1	1	20	\$350,000	\$450,000	\$400,000	2000	\$20,000	\$320,000
Fire Apparatus - 1250 GPM Type-1	1	20	\$350,000	\$450,000	\$400,000	1996	\$20,000	\$400,000
Fire Apparatus - 250 GPM Type-6	1	20	\$275,000	\$375,000	\$325,000	2009	\$16,250	\$113,750
Fire Hose - 1" wildland (100 ft.)	20	10	\$75	\$125	\$100	2011	\$200	\$1,000
Fire Hose - 1-1/2" wildland (100 ft.)	20	10	\$100	\$150	\$125	2011	\$250	\$1,250
Fire Hose - 1-3/4" (50 ft.)	32	10	\$200	\$400	\$300	2011	\$960	\$4,800
Fire Hose - 2-1/2" (50 ft.)	15	15	\$250	\$450	\$350	2011	\$350	\$1,750
Fire Hose - 3" (50 ft.)	25	15	\$250	\$450	\$350	2011	\$590	\$2,950
Fire Hose - 5" (50 ft.)	30	15	\$250	\$750	\$500	2011	\$1,000	\$5,000
Fire Station Facility <sup>4</sup>	1	50	\$10,000	\$40,000	\$25,000	1996	\$25,000	\$0
Generator, Emergency Electrical	1	25	\$30,000	\$40,000	\$35,000	1996	\$1,400	\$28,000
PPE - Structural Ensemble	25	10	\$2,500	\$4,500	\$3,500	2013	\$8,750	\$26,250
PPE - Wildland Ensemble	25	10	\$1,000	\$1,500	\$1,250	2009	\$3,130	\$21,910
Radio - Base Station	1	10	\$500	\$1,000	\$750	2015	\$80	\$80
Radio - Mobile	5	10	\$1,000	\$3,000	\$2,000	2006	\$1,000	\$10,000
Radio - Portable	18	7	\$2,000	\$5,000	\$3,500	2006	\$9,000	\$63,000
Refrigerator	1	7	\$1,000	\$3,000	\$2,000	2013	\$290	\$870
SCBA	15	15	\$5,000	\$10,000	\$7,500	2009	\$7,500	\$52,500
Vehicle, Light Duty (Command)	1	12	\$35,000	\$55,000	\$45,000	2000	\$3,750	\$45,000
<b>Total</b>			<b>\$1,425,375</b>	<b>\$1,918,075</b>	<b>\$1,671,725</b>		<b>\$141,530</b>	<b>\$1,375,970</b>

<sup>1</sup> Source: Greenfield Fire Protection District and Citygate  
<sup>2</sup> Catch-up accrual needed to fully fund replacement as scheduled  
<sup>3</sup> Annual accrual to fully fund replacement as scheduled  
<sup>4</sup> Capital repair/renewal

As the highlighted rows Table 25 show, approximately \$530,000, or 31.7 percent of the District’s \$1.67 million capital equipment inventory, is due or overdue for replacement. In addition, since the District does not have any capital reserve funds, it would require \$1.376 million to bring capital reserves up to date to ensure sufficient funding for replacement as scheduled.

As Table 25 also shows, an annual accrual of approximately \$141,500 is required to fully fund capital replacement according to the expected useful service life cycles in the table.

### 3.4.4 Total Current Costs Versus Revenue

Table 26 summarizes total District costs versus revenue for the current service level, including annual capital replacement accrual as identified in Table 25.

**Table 26—Total Current Costs vs. Revenue**

Cost Factor	FY 2015-16 Cost
Salaries & Benefits	615,831
Operating & Maintenance	259,505
Capital Replacement	141,530
<b>Total Costs</b>	<b>1,016,866</b>
<b>FY 2015-16 Revenue</b>	805,832
<b>Unfunded Balance</b>	<b>211,034</b>

As Table 26 indicates, the District is currently more than \$200,000 *underfunded* annually, not including any reserves for unanticipated contingencies. This situation has and will continue to challenge the District to meet the City’s needs relative to fire services based on current and projected growth and related service demand.

**Finding #30:** The District is *underfunded* by more than \$200,000 annually for its current service level exclusive of any reserves for unanticipated contingencies.

## SECTION 4—ALTERNATIVE SERVICE OPTIONS

This section provides a detailed evaluation of seven service delivery options, and a detailed fiscal analysis of the suggested preferred alternative.

### 4.1 ALTERNATIVE FIRE SERVICE DELIVERY OPTIONS

---

The following seven options were identified by Citygate as viable future fire service delivery models for consideration by the City and District:

1. Maintain current District model; District makes annual expenditure adjustments as necessary to maintain a balanced budget within annual revenues
2. District contracts for service with another local fire service provider
3. City detaches from the District and establishes a City Fire Department; remainder District continues to provide fire protection services to unincorporated service area
4. City detaches from the District and establishes a City Fire Department; remainder District contracts with City for fire protection services in unincorporated service area
5. City detaches from the District and establishes a City Fire Department; remainder District contracts for fire protection services from another local fire service provider
6. City detaches from the District and establishes a City Fire Department; remainder District consolidates with another local fire service provider
7. City detaches from the District and establishes a City Fire Department; remainder District dissolves.

### 4.2 SERVICE OPTION 1

---

In this option, the District makes ongoing annual adjustments as necessary to maintain a balanced budget within annual revenues. Given long-term District revenue projections as detailed in Section 3.3.3, projected personnel costs as detailed in Section 3.4.1, and long-term projected capital renewal/replacement costs as detailed in Section 3.4.3, this option *cannot sustain current service level and capital renewal/replacement without substantial ongoing revenue enhancement*. As cited earlier, the District failed to gain voter approval in 2014 for a Special Measure that would have provided needed additional stable ongoing revenue, and the District lacks the funding and likely voter support for a another attempt. In addition, while City

staff believes that residents might approve a revenue measure for City fire services, it is unlikely that residents would approve a measure under the current District governance model given the District's current and likely future fiscal state and the differential perception of service versus revenue between the City and unincorporated rural area of the District. Together, these make this option *extremely unlikely* to provide long-term fiscal sustainability *and* meet stakeholder goals as identified in Section 2.11.

**Finding #31:** Service delivery Option 1, in which the District makes ongoing annual adjustments as necessary to maintain a balanced budget within revenues, is extremely unlikely to provide long-term revenues sufficient to sustain or enhance current service levels as desired by community stakeholders.

### 4.3 SERVICE OPTION 2

In this model, the District contracts for services from another local fire service provider. Contract alternatives under this option are realistically limited to the following adjacent fire jurisdictions/agencies:

- A. CAL FIRE
- B. City of Soledad (CAL FIRE)
- C. South Monterey County Fire Protection District

Contract alternatives A and B are viable service alternatives, especially considering that the City of Soledad and other local Monterey County fire agencies currently contract with CAL FIRE for fire protection services. Under either of these alternatives, CAL FIRE would provide the response and administrative support personnel as mutually agreeable to provide the desired level of services. Advantages of this contract service model include:

- ◆ District determines service level provided it meets CAL FIRE minimum contract response and support service level
- ◆ State provides personnel and all related human resource services, including recruitment, training, employer-employee relations, discipline, workers' compensation, etc.
- ◆ State provides dispatch and other support services as mutually agreeable, including fire prevention and fleet maintenance
- ◆ District retains ownership of all facilities, vehicles, equipment, and supplies

- ◆ Contract payments timed to coincide with receipt of property tax payments.

Potential disadvantages of this contract alternative include:

- ◆ Probable higher cost than non-contract alternatives due to higher wages and benefits, and additional contract administrative fee (currently 12.79 percent)
- ◆ No District control over employee wages, benefits, or working conditions
- ◆ No District control over administrative fee
- ◆ No District control over employee selection/assignment.

**Finding #32:** Service delivery Options 2A and 2B, in which the District contracts for services from CAL FIRE, are viable service alternatives; however, costs would most likely exceed current District or other service alternative costs due to higher employee wage and benefit costs as well as a contract administrative fee.

The South Monterey County Fire Protection District, administered by CAL FIRE under a local government Cooperative Fire Service Agreement, is an all paid-call response force operating from three stations in King City, Arroyo Seco, and Lockwood. Because of the solely paid-call service model versus the current combination career/volunteer model for the Greenfield Fire Protection District, Citygate does not believe this to be the most suitable contract option for the District. In addition, any CAL FIRE administrative costs would most likely exceed current District costs for an equivalent service level due to higher CAL FIRE personnel costs and an added contract administrative fee.

**Finding #33:** Service delivery Option 2C, in which the District contracts for services from the South Monterey County Fire Protection District, is not the most suitable contract option given its solely paid-call service model.

#### 4.4 SERVICE OPTION 3

---

In this option, the City of Greenfield detaches from the District and establishes a City Fire Department, and the District continues to provide fire services to the remaining unincorporated service area.

Assuming City-generated revenues would transfer to the City with this option, the approximately \$114,000 of remaining District revenues would be *insufficient* to sustain current staffing levels

and necessary capital equipment. Absent very significant additional revenues, this option is *not fiscally viable* for the remainder District to provide continued services to the unincorporated rural District area, and also does not meet community stakeholder goals as identified in Section 2.11.

**Finding #34:** Service delivery Option 3, in which the City of Greenfield detaches from the District and establishes a City Fire Department and the remainder District continues to provide fire services to the unincorporated service area, is not fiscally feasible for the remainder rural unincorporated District service area.

#### 4.5 SERVICE OPTION 4

In this alternative, the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District contracts with the City for fire services to the unincorporated District service area.

This option meets all of the desired stakeholder expectations, and provides the best opportunity to sustain/enhance service levels within the City while maintaining continuity of services for the unincorporated District service area at the lowest cost. A detailed fiscal analysis of this option is provided in Section 4.9.

Under this option, the rural unincorporated area of the District would remain, and as a special district would have the authority and option to provide its own fire protection services, or contract, consolidate, or share services with another provider. The remainder District would continue to have specific legal and fiscal responsibilities including insurance coverage, budget approval, approval of any expenditures including contract payments, and fiscal audits.

This option would also result in the reduction or elimination of some of the current District operating costs that the City of Greenfield has the capacity to assume without additional resources including human resources, accounting, payroll, risk management, and facilities management.

Potential disadvantages of this option include:

1. The remainder District may be challenged to find a sufficient number of residents willing to serve as Directors, thus jeopardizing its legal sustainability as a special district. While the current Board is comprised of five Directors, the Board could take appropriate action to modify its size to fewer (e.g., three) members.
2. The assessed valuation, and related property tax and benefit assessment revenues of the remainder District, could potentially be less than the District's pro-rata share of ongoing fire service costs. If this were the case, then the District would have little if any leverage to ensure continuity of future fire services. Both City

and District leaders understand this possibility, and have expressed a commitment to provide contract language that will ensure continuity of services for the rural unincorporated remainder District. In addition, the value and disposition of existing District capital assets will be subject to negotiation between the District and City. If such negotiations result in compensation to the District, such compensation could be used as a credit against future fire service contract costs.

**Finding #35:** Service delivery Option 4, in which the City of Greenfield detaches from the District and establishes a City Fire Department and the remainder District contracting with the City for services to the unincorporated service area, meets all desired stakeholder expectations and provides the best opportunity to sustain/enhance service levels within the City while maintaining continuity of services for the unincorporated District service area at the lowest cost.

**Recommendation #4:** The City and District should pursue service delivery Option 4 as the *best alternative* to sustain/enhance service levels within the City while maintaining continuity of services for the unincorporated District service area at the lowest cost.

#### 4.6 SERVICE OPTION 5

---

In this option, the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District contracts with another local fire service provider for fire services to the unincorporated District service area.

Given long-term remainder District revenue projections as detailed in Section 3.3.3, higher contract personnel costs as discussed under Options 2A and 2B, and long-term projected capital renewal/replacement costs as detailed in Section 3.4.3, this option is *not fiscally feasible* for the remainder unincorporated District, and also fails to meet community stakeholder goals as identified in Section 2.11.

**Finding #36:** Service delivery Option 5, in which the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District contracts for services from another local fire service provider, is not fiscally feasible for the remainder unincorporated District service area given projected revenues, and anticipated personnel, operating, and capital costs.

---

#### 4.7 SERVICE OPTION 6

---

In this alternative, the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District consolidates with another local fire service agency/jurisdiction.

As with service Option 5, this alternative is most likely not fiscally feasible for the remainder District given projected revenues and likely fair-share costs under a consolidated service model. In addition, this service alternative is unlikely to meet the following community stakeholder goals as identified in Section 2.11:

- ◆ Ensure continuity of services throughout the existing District service area
- ◆ Ensure that level of service remains the same or improves regardless of service delivery model considered; no interest in a reduced level of service

**Finding #37:** Service delivery Option 6, in which the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District consolidates with another local fire service agency, is most likely not fiscally feasible for the remainder District given projected revenues and likely fair-share service costs.

---

#### 4.8 SERVICE OPTION 7

---

In this option, the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District dissolves. While this is a potentially viable option, it would not meet critical stakeholder goals as identified in Section 2.11, and thus does not warrant further consideration at this point.

**Finding #38:** Service delivery Option 7, in which the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District dissolves, is a viable but not a recommended alternative considering it would not meet critical community stakeholder goals relative to future fire protection services.

---

#### 4.9 DETAILED FISCAL ANALYSIS – SERVICE OPTION 4

---

This section provides a comprehensive detailed fiscal analysis for service delivery Option 4, in which the City of Greenfield detaches from the District and forms a City Fire Department, and the remainder District contracts with the City for fire protection services to the unincorporated service area.

##### 4.9.1 Fiscal Assumptions

The following assumptions are incorporated as the basis for this fiscal analysis:

1. All District capital assets, including the fire station property, facility, and all related furnishings, fire apparatus, equipment, and supplies will be transferred to the City
2. All reserve funds will transfer to the City
3. All current property tax revenues generated within the City, including any areas of the District annexed into the City in the future, will transfer to the City through a negotiated property tax transfer agreement
4. The City is eligible to receive CSA 74 funding/reimbursement for EMS-related training and equipment costs
5. The current District Benefit Assessment *would not* transfer to the City upon the City's detachment from the District; the City would need to establish its own supplemental revenue source(s) to ensure sustained funding of the desired fire department service level. The City has retained a financial consultant to examine the supplemental revenue alternatives available to the City.
6. Inflation is projected at 2.5 percent annually
7. CalPERS retirement contract cost growth is projected at 3.5 percent annually
8. Annual growth of health benefit costs is projected at 7.5 percent.

#### 4.9.2 Personnel Costs

As cited in Section 3.4.1, current District compensation is well below comparable local fire agencies resulting in significant employee attrition since the District hired its first full-time employee nine years ago. Combined with the ongoing challenges associated with volunteer firefighter recruitment, retention, and availability for training and emergency incident response, this has impacted the District's continuity of services and emergency incident and supervisory experience levels.

Citygate reviewed and compared base compensation by position classification and similar responsibilities with the following comparable local fire agencies:

- ◆ CAL FIRE
- ◆ Monterey County Regional Fire Protection District
- ◆ North Monterey County Fire Protection District

The following personnel cost projections assume a base compensation equal to approximately the average of the current District base compensation and the base compensation of the above three agencies for comparable position classification/responsibilities. This assumption equates to an approximate 60 percent increase in salary costs.

#### *Two-Person Staffing Model*

Table 27 and Table 28 summarize projected City personnel costs to provide two full-time career personnel on-duty daily, including one Captain and one Engineer, augmented by volunteer firefighters as available, similar to the current District staffing model. This projection also includes a full-time Fire Chief and part-time Assistant Fire Chief as in the current District model.

**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

**Table 27—2-Person Staffing Cost Projection – Years 1-10 (In Thousands)**

Cost Factor	Inflation Factor	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	10-Year Total
Salaries	2.50%	544.80	558.42	572.38	586.68	601.35	616.39	631.80	647.59	663.78	680.37	<b>6,103.55</b>
FLSA Pay	2.50%	24.52	25.13	25.76	26.40	27.06	27.74	28.43	29.14	29.87	30.62	<b>274.67</b>
Out-Of-Class Pay	2.50%	0.76	0.78	0.80	0.82	0.84	0.86	0.88	0.91	0.93	0.95	<b>8.54</b>
Vacation/Holiday Liability	2.50%	55.75	57.15	58.58	60.04	61.54	63.08	64.66	66.28	67.93	69.63	<b>624.64</b>
Overtime – Sick Leave	2.50%	30.17	30.93	31.70	32.49	33.31	34.14	34.99	35.87	36.76	37.68	<b>338.06</b>
Volunteer Stipends	2.50%	18.60	19.07	19.54	20.03	20.53	21.04	21.57	22.11	22.66	23.23	<b>208.38</b>
CalPERS Retirement	3.50%	60.58	62.70	64.90	67.17	69.52	71.95	74.47	77.08	79.77	82.57	<b>710.70</b>
Social Security /Medicare	2.50%	43.10	44.18	45.28	46.41	47.57	48.76	49.98	51.23	52.51	53.83	<b>482.86</b>
CalPERS Medical	7.50%	120.62	129.67	139.40	149.85	161.09	173.17	186.16	200.12	215.13	231.26	<b>1,706.48</b>
Dental/Vision	1.50%	16.45	16.70	16.95	17.20	17.46	17.72	17.99	18.26	18.53	18.81	<b>176.06</b>
Workers' Compensation	1.50%	43.05	43.70	44.35	45.02	45.69	46.38	47.07	47.78	48.50	49.22	<b>460.75</b>
Unemployment Insurance	2.50%	7.73	7.93	8.13	8.33	8.54	8.75	8.97	9.19	9.42	9.66	<b>86.65</b>
Other City Benefits	2.50%	13.47	13.81	14.15	14.51	14.87	15.24	15.62	16.01	16.41	16.82	<b>150.92</b>
<b>Total</b>		<b>979.61</b>	<b>1,010.15</b>	<b>1,041.91</b>	<b>1,074.96</b>	<b>1,109.38</b>	<b>1,145.23</b>	<b>1,182.60</b>	<b>1,221.56</b>	<b>1,262.22</b>	<b>1,304.66</b>	<b>11,332.28</b>

<sup>1</sup> Additional compensation for working at next higher classification for more than 24 hours

<sup>2</sup> Assumes six days of sick leave per year per employee requiring overtime compensation for backfill coverage

**Table 28—2-Person Staffing Cost Projection – Years 11-20 (In Thousands)**

Cost Factor	Inflation Factor	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	20-Year Total
Salaries	2.50%	697.38	714.82	732.69	751.01	769.78	789.03	808.75	828.97	849.69	870.94	<b>13,916.61</b>
FLSA Pay	2.50%	31.38	32.17	32.97	33.80	34.64	35.51	36.40	37.31	38.24	39.19	<b>626.28</b>
Out-Of-Class Pay	2.50%	0.98	1.00	1.03	1.05	1.08	1.10	1.13	1.16	1.19	1.22	<b>19.48</b>
Vacation/Holiday Liability	2.50%	71.37	73.16	74.98	76.86	78.78	80.75	82.77	84.84	86.96	89.13	<b>1,424.24</b>
Overtime – Sick Leave	2.50%	38.63	39.59	40.58	41.60	42.64	43.70	44.79	45.91	47.06	48.24	<b>770.80</b>
Volunteer Stipends	2.50%	23.81	24.40	25.01	25.64	26.28	26.94	27.61	28.30	29.01	29.73	<b>475.13</b>
CalPERS Retirement	3.50%	85.46	88.45	91.54	94.75	98.06	101.50	105.05	108.72	112.53	116.47	<b>1,713.22</b>
Social Security /Medicare	2.50%	55.17	56.55	57.96	59.41	60.90	62.42	63.98	65.58	67.22	68.90	<b>1,100.97</b>
CalPERS Medical	7.50%	248.61	267.26	287.30	308.85	332.01	356.91	383.68	412.46	443.39	476.64	<b>5,223.58</b>
Dental/Vision	1.50%	19.09	19.38	19.67	19.96	20.26	20.57	20.87	21.19	21.51	21.83	<b>380.38</b>
Workers' Compensation	1.50%	49.96	50.71	51.47	52.24	53.03	53.82	54.63	55.45	56.28	57.13	<b>995.47</b>
Unemployment Insurance	2.50%	9.90	10.15	10.40	10.66	10.93	11.20	11.48	11.77	12.06	12.36	<b>197.56</b>
Other City Benefits	2.50%	17.24	17.68	18.12	18.57	19.03	19.51	20.00	20.50	21.01	21.54	<b>344.12</b>
<b>Total</b>		<b>1,348.98</b>	<b>1,395.30</b>	<b>1,443.73</b>	<b>1,494.40</b>	<b>1,547.42</b>	<b>1,602.96</b>	<b>1,661.15</b>	<b>1,722.16</b>	<b>1,786.15</b>	<b>1,853.32</b>	<b>27,187.86</b>

***Three-Person Staffing Model***

Table 29 and Table 30 summarize projected City personnel costs to provide three on-duty personnel daily, including one Captain, one Engineer, and one stipend shift firefighter, also augmented by volunteer firefighters as available. Stipend shift firefighters would meet minimum

training requirements as established by the City and be compensated a shift stipend without additional benefits.<sup>17</sup> This model would provide an additional on-duty crew person each day at minimal additional cost to the City. This projection also includes a full-time Fire Chief and part-time Assistant Fire Chief as in the current District model.

---

<sup>17</sup> Limited to 1,040 hours annually per employee pursuant to CalPERS regulation

**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

**Table 29—3-Person Staffing Cost Projection – Years 1-10 (In Thousands)**

Cost Factor	Inflation Factor	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	10-Year Total
Salaries	2.50%	700.71	718.23	736.19	754.59	773.46	792.79	812.61	832.93	853.75	875.09	<b>7,850.35</b>
FLSA Pay	2.50%	24.52	25.13	25.76	26.40	27.06	27.74	28.43	29.14	29.87	30.62	<b>274.67</b>
Out-Of-Class Pay	2.50%	0.76	0.78	0.80	0.82	0.84	0.86	0.88	0.91	0.93	0.95	<b>8.54</b>
Vacation/Holiday Liability	2.50%	55.75	57.15	58.58	60.04	61.54	63.08	64.66	66.28	67.93	69.63	<b>624.64</b>
Overtime – Sick Leave	2.50%	30.17	30.93	31.70	32.49	33.31	34.14	34.99	35.87	36.76	37.68	<b>338.06</b>
Volunteer Stipends	2.50%	18.60	19.07	19.54	20.03	20.53	21.04	21.57	22.11	22.66	23.23	<b>208.38</b>
CalPERS Retirement	3.50%	60.58	62.10	63.65	65.24	66.87	68.54	70.26	72.01	73.81	75.66	<b>678.72</b>
Social Security /Medicare	2.50%	53.15	54.48	55.84	57.24	58.67	60.14	61.64	63.18	64.76	66.38	<b>595.48</b>
CalPERS Medical	7.50%	120.62	123.64	126.73	129.90	133.15	136.47	139.89	143.38	146.97	150.64	<b>1,351.40</b>
Dental/Vision	1.50%	16.45	16.86	17.28	17.71	18.16	18.61	19.08	19.55	20.04	20.54	<b>184.30</b>
Workers' Compensation	1.50%	47.15	48.33	49.54	50.78	52.04	53.35	54.68	56.05	57.45	58.88	<b>528.24</b>
Unemployment Insurance	2.50%	7.73	7.93	8.13	8.33	8.54	8.75	8.97	9.19	9.42	9.66	<b>86.65</b>
Other City Benefits	2.50%	13.47	13.81	14.15	14.51	14.87	15.24	15.62	16.01	16.41	16.82	<b>150.92</b>
<b>Total</b>		<b>1,149.68</b>	<b>1,178.43</b>	<b>1,207.89</b>	<b>1,238.08</b>	<b>1,269.04</b>	<b>1,300.76</b>	<b>1,333.28</b>	<b>1,366.61</b>	<b>1,400.78</b>	<b>1,435.80</b>	<b>12,880.35</b>

**Table 30—3-Person Staffing Cost Projection – Years 11-20 (In Thousands)**

Cost Factor	Inflation Factor	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	20-Year Total
Salaries	2.50%	896.97	919.40	942.38	965.94	990.09	1,014.84	1,040.21	1,066.22	1,092.87	1,120.19	<b>17,899.45</b>
FLSA Pay	2.50%	31.38	32.17	32.97	33.80	34.64	35.51	36.40	37.31	38.24	39.19	<b>626.28</b>
Out-Of-Class Pay	2.50%	0.98	1.00	1.03	1.05	1.08	1.10	1.13	1.16	1.19	1.22	<b>19.48</b>
Vacation/Holiday Liability	2.50%	71.37	73.16	74.98	76.86	78.78	80.75	82.77	84.84	86.96	89.13	<b>1,424.24</b>
Overtime – Sick Leave	2.50%	38.63	39.59	40.58	41.60	42.64	43.70	44.79	45.91	47.06	48.24	<b>770.80</b>
Volunteer Stipends	2.50%	23.81	24.40	25.01	25.64	26.28	26.94	27.61	28.30	29.01	29.73	<b>475.13</b>
CalPERS Retirement	3.50%	77.55	79.49	81.48	83.51	85.60	87.74	89.93	92.18	94.49	96.85	<b>1,547.53</b>
Social Security /Medicare	2.50%	68.04	69.74	71.48	73.27	75.10	76.98	78.90	80.88	82.90	84.97	<b>1,357.75</b>
CalPERS Medical	7.50%	154.41	158.27	162.23	166.28	170.44	174.70	179.07	183.54	188.13	192.84	<b>3,081.30</b>
Dental/Vision	1.50%	21.06	21.58	22.12	22.68	23.24	23.82	24.42	25.03	25.66	26.30	<b>420.21</b>
Workers' Compensation	1.50%	60.36	61.86	63.41	65.00	66.62	68.29	69.99	71.74	73.54	75.38	<b>1,204.43</b>
Unemployment Insurance	2.50%	9.90	10.15	10.40	10.66	10.93	11.20	11.48	11.77	12.06	12.36	<b>197.56</b>
Other City Benefits	2.50%	17.24	17.68	18.12	18.57	19.03	19.51	20.00	20.50	21.01	21.54	<b>344.12</b>
<b>Total</b>		<b>1,471.69</b>	<b>1,508.49</b>	<b>1,546.20</b>	<b>1,584.85</b>	<b>1,624.47</b>	<b>1,665.09</b>	<b>1,706.71</b>	<b>1,749.38</b>	<b>1,793.11</b>	<b>1,837.94</b>	<b>29,368.28</b>

***Four-Person Staffing Model***

Table 31 and Table 32 summarize projected City personnel costs to provide four on-duty personnel daily, including one Captain, one Engineer, and two stipend shift firefighters, also augmented by volunteer firefighters as available. Stipend shift firefighters would meet minimum training requirements as established by the City, and be compensated a shift stipend without

**City of Greenfield and Greenfield Fire Protection District, CA**

*Fire Services Reorganization Study*

additional benefits. This model would provide a fourth firefighter on-duty each day at minimal additional cost. This projection also includes a full-time Fire Chief and part-time Assistant Fire Chief as in the current District model.

**Table 31—4-Person Staffing Cost Projection – Years 1-10 (In Thousands)**

<b>Cost Factor</b>	<b>Inflation Factor</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Year 6</b>	<b>Year 7</b>	<b>Year 8</b>	<b>Year 9</b>	<b>Year 10</b>	<b>10-Year Total</b>
Salaries	2.50%	832.11	852.91	874.24	896.09	918.50	941.46	965.00	989.12	1,013.85	1,039.19	<b>9,322.47</b>
FLSA Pay	2.50%	24.52	25.13	25.76	26.40	27.06	27.74	28.43	29.14	29.87	30.62	<b>274.67</b>
Out-Of-Class Pay	2.50%	0.76	0.78	0.80	0.82	0.84	0.86	0.88	0.91	0.93	0.95	<b>8.54</b>
Vacation/Holiday Liability	2.50%	55.75	57.15	58.58	60.04	61.54	63.08	64.66	66.28	67.93	69.63	<b>624.64</b>
Overtime – Sick Leave	2.50%	30.17	30.93	31.70	32.49	33.31	34.14	34.99	35.87	36.76	37.68	<b>338.06</b>
Volunteer Stipends	2.50%	18.60	19.07	19.54	20.03	20.53	21.04	21.57	22.11	22.66	23.23	<b>208.38</b>
CalPERS Retirement	3.50%	60.58	62.10	63.65	65.24	66.87	68.54	70.26	72.01	73.81	75.66	<b>678.72</b>
Social Security /Medicare	2.50%	63.20	64.78	66.40	68.06	69.77	71.51	73.30	75.13	77.01	78.93	<b>708.10</b>
CalPERS Medical	7.50%	120.62	123.64	126.73	129.90	133.15	136.47	139.89	143.38	146.97	150.64	<b>1,351.40</b>
Dental/Vision	1.50%	16.45	16.86	17.28	17.71	18.16	18.61	19.08	19.55	20.04	20.54	<b>184.30</b>
Workers' Compensation	1.50%	51.25	52.53	53.84	55.19	56.57	57.98	59.43	60.92	62.44	64.00	<b>574.17</b>
Unemployment Insurance	2.50%	7.73	7.93	8.13	8.33	8.54	8.75	8.97	9.19	9.42	9.66	<b>86.65</b>
Other City Benefits	2.50%	13.47	13.81	14.15	14.51	14.87	15.24	15.62	16.01	16.41	16.82	<b>150.92</b>
<b>Total</b>		<b>1,295.24</b>	<b>1,327.62</b>	<b>1,360.81</b>	<b>1,394.83</b>	<b>1,429.70</b>	<b>1,465.44</b>	<b>1,502.08</b>	<b>1,539.63</b>	<b>1,578.12</b>	<b>1,617.57</b>	<b>14,511.02</b>

**Table 32—4-Person Staffing Cost Projection – Years 11-20 (In Thousands)**

<b>Cost Factor</b>	<b>Inflation Factor</b>	<b>Year 11</b>	<b>Year 12</b>	<b>Year 13</b>	<b>Year 14</b>	<b>Year 15</b>	<b>Year 16</b>	<b>Year 17</b>	<b>Year 18</b>	<b>Year 19</b>	<b>Year 20</b>	<b>20-Year Total</b>
Salaries	2.50%	1,065.17	1,091.80	1,119.10	1,147.08	1,175.75	1,205.15	1,235.28	1,266.16	1,297.81	1,330.26	<b>21,256.02</b>
FLSA Pay	2.50%	31.38	32.17	32.97	33.80	34.64	35.51	36.40	37.31	38.24	39.19	<b>626.28</b>
Out-Of-Class Pay	2.50%	0.98	1.00	1.03	1.05	1.08	1.10	1.13	1.16	1.19	1.22	<b>19.48</b>
Vacation/Holiday Liability	2.50%	71.37	73.16	74.98	76.86	78.78	80.75	82.77	84.84	86.96	89.13	<b>1,424.24</b>
Overtime – Sick Leave	2.50%	38.63	39.59	40.58	41.60	42.64	43.70	44.79	45.91	47.06	48.24	<b>770.80</b>
Volunteer Stipends	2.50%	23.81	24.40	25.01	25.64	26.28	26.94	27.61	28.30	29.01	29.73	<b>475.13</b>
CalPERS Retirement	3.50%	77.55	79.49	81.48	83.51	85.60	87.74	89.93	92.18	94.49	96.85	<b>1,547.53</b>
Social Security /Medicare	2.50%	80.91	82.93	85.00	87.13	89.31	91.54	93.83	96.17	98.58	101.04	<b>1,614.52</b>
CalPERS Medical	7.50%	154.41	158.27	162.23	166.28	170.44	174.70	179.07	183.54	188.13	192.84	<b>3,081.30</b>
Dental/Vision	1.50%	21.06	21.58	22.12	22.68	23.24	23.82	24.42	25.03	25.66	26.30	<b>420.21</b>
Workers' Compensation	1.50%	65.60	67.24	68.93	70.65	72.41	74.23	76.08	77.98	79.93	81.93	<b>1,309.16</b>
Unemployment Insurance	2.50%	9.90	10.15	10.40	10.66	10.93	11.20	11.48	11.77	12.06	12.36	<b>197.56</b>
Other City Benefits	2.50%	17.24	17.68	18.12	18.57	19.03	19.51	20.00	20.50	21.01	21.54	<b>344.12</b>
<b>Total</b>		<b>1,658.01</b>	<b>1,699.46</b>	<b>1,741.95</b>	<b>1,785.50</b>	<b>1,830.13</b>	<b>1,875.89</b>	<b>1,922.79</b>	<b>1,970.85</b>	<b>2,020.13</b>	<b>2,070.63</b>	<b>33,086.36</b>

### 4.9.3 Operations and Maintenance Costs

Annual operations and maintenance costs for this option include base year costs as summarized in Table 33.

**Table 33—Base Year Operations & Maintenance Costs**

O&M Category / Expense Description	Base Year Cost Estimate	Total Cost
<b>Communications</b>		<b>\$21,000</b>
NGEN Debt Service <sup>1</sup>	\$9,000	
NGEN O&M	\$9,000	
9-1-1/Microwave Fees	\$500	
County Dispatch Fees	\$1,500	
Radio/Pager Maintenance	\$1,000	
<b>EMS Equipment / Supplies</b>		<b>\$10,000</b>
EMS Equipment & Supplies	\$10,000	
<b>Facility Operations</b>		<b>\$24,000</b>
Building Maintenance	\$5,000	
Maintenance Supplies	\$4,000	
P.G.&E.	\$5,500	
Water/Trash	\$2,500	
Telephone	\$1,400	
Internet	\$600	
Furnishings	\$5,000	
<b>Fees</b>		<b>\$2,000</b>
Monterey County Tax Collector	\$2,000	
<b>Firefighting Equipment/Supplies</b>		<b>\$7,500</b>
Class A Foam	\$500	
Small Tools & Equipment	\$1,500	
Equipment Maintenance	\$2,500	
Ladder Testing	\$500	
Fire Pump Testing	\$1,000	
Air Compressor Testing	\$500	
<b>Fire Prevention</b>		<b>\$1,000</b>
Fire Prevention Education Materials	\$1,000	
<b>Insurance</b>		<b>\$0</b>
General Liability	\$0	
Property	\$0	

**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

---

<b>O&amp;M Category / Expense Description</b>	<b>Base Year Cost Estimate</b>	<b>Total Cost</b>
<b>Medical Expense</b>		<b>\$5,000</b>
Hepatitis B Vaccinations	\$500	
SCBA Fit Testing	\$2,000	
SCBA Medical Exams	\$1,750	
DMV Medical Exams	\$750	
<b>Office Expense</b>		<b>\$6,500</b>
Office Supplies	\$2,500	
Copier	\$1,200	
IT Equipment/Services	\$2,500	
Memberships/Subscriptions	\$100	
Postage/Shipping	\$200	
<b>Professional Services</b>		<b>\$20,000</b>
Plan Check Services	\$15,000	
Benefit Assessment Accounting	\$1,500	
Other Services	\$3,500	
<b>Travel</b>		<b>\$500</b>
Training	\$500	
<b>Uniforms</b>		<b>\$1,500</b>
Volunteer Firefighter Uniforms	\$1,500	
<b>Vehicle Operations</b>		<b>\$25,000</b>
Fuel/Oil	\$12,500	
Maintenance	\$12,000	
Maintenance Supplies	\$500	
<b>Total</b>		<b>\$124,000</b>

<sup>1</sup> Debt service retired in 2023

**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

Projected operations and maintenance costs are summarized in Table 34 and Table 35.

**Table 34—Annual Operations & Maintenance Projection – Years 1-10 (In Thousands)**

Cost Factor	Inflation Factor	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	10-Year Total
Communications	2.50%	21.00	21.53	22.06	22.61	23.18	23.76	15.35	15.74	16.13	16.53	<b>197.90</b>
EMS Equipment	2.50%	10.00	10.25	10.51	10.77	11.04	11.31	11.60	11.89	12.18	12.49	<b>112.03</b>
Facility O&M	2.50%	24.00	24.60	25.22	25.85	26.49	27.15	27.83	28.53	29.24	29.97	<b>268.88</b>
Fees	2.50%	2.00	2.05	2.10	2.15	2.21	2.26	2.32	2.38	2.44	2.50	<b>22.41</b>
Firefighting Equipment	2.50%	7.50	7.69	7.88	8.08	8.28	8.49	8.70	8.92	9.14	9.37	<b>84.03</b>
Fire Prevention	2.50%	1.00	1.03	1.05	1.08	1.10	1.13	1.16	1.19	1.22	1.25	<b>11.20</b>
Insurance	2.50%	0	0	0	0	0	0	0	0	0	0	<b>0</b>
Medical Expense	2.50%	5.00	5.13	5.25	5.38	5.52	5.66	5.80	5.94	6.09	6.24	<b>56.02</b>
Office Expense	2.50%	6.50	6.66	6.83	7.00	7.17	7.35	7.54	7.73	7.92	8.12	<b>72.82</b>
Professional Services	2.50%	20.00	20.50	21.01	21.54	22.08	22.63	23.19	23.77	24.37	24.98	<b>224.07</b>
Travel	2.50%	0.50	0.51	0.53	0.54	0.55	0.57	0.58	0.59	0.61	0.62	<b>5.60</b>
Uniforms	2.50%	1.50	1.54	1.58	1.62	1.66	1.70	1.74	1.78	1.83	1.87	<b>16.81</b>
Vehicle Operations	2.50%	25.00	25.63	26.27	26.92	27.60	28.29	28.99	29.72	30.46	31.22	<b>280.08</b>
<b>Total</b>		<b>124.00</b>	<b>127.10</b>	<b>130.28</b>	<b>133.53</b>	<b>136.87</b>	<b>140.29</b>	<b>134.80</b>	<b>138.17</b>	<b>141.63</b>	<b>145.17</b>	<b>1,351.85</b>

**Table 35—Annual Operations & Maintenance Projection – Years 11-20 (In Thousands)**

Cost Factor	Inflation Factor	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	20-Year Total
Communications	2.50%	16.95	17.37	17.81	18.25	18.71	19.17	19.65	20.15	20.65	21.17	<b>387.77</b>
EMS Equipment	2.50%	12.80	13.12	13.45	13.79	14.13	14.48	14.85	15.22	15.60	15.99	<b>255.45</b>
Facility O&M	2.50%	30.72	31.49	32.28	33.08	33.91	34.76	35.63	36.52	37.43	38.37	<b>613.07</b>
Fees	2.50%	2.56	2.62	2.69	2.76	2.83	2.90	2.97	3.04	3.12	3.20	<b>51.09</b>
Firefighting Equipment	2.50%	9.60	9.84	10.09	10.34	10.60	10.86	11.13	11.41	11.70	11.99	<b>191.58</b>
Fire Prevention	2.50%	1.28	1.31	1.34	1.38	1.41	1.45	1.48	1.52	1.56	1.60	<b>25.54</b>
Insurance	2.50%	0	0	0	0	0	0	0	0	0	0	<b>0</b>
Medical Expense	2.50%	6.40	6.56	6.72	6.89	7.06	7.24	7.42	7.61	7.80	7.99	<b>127.72</b>
Office Expense	2.50%	8.32	8.53	8.74	8.96	9.18	9.41	9.65	9.89	10.14	10.39	<b>166.04</b>
Professional Services	2.50%	25.60	26.24	26.90	27.57	28.26	28.97	29.69	30.43	31.19	31.97	<b>510.89</b>
Travel	2.50%	0.64	0.66	0.67	0.69	0.71	0.72	0.74	0.76	0.78	0.80	<b>12.77</b>
Uniforms	2.50%	1.92	1.97	2.02	2.07	2.12	2.17	2.23	2.28	2.34	2.40	<b>38.32</b>
Vehicle Operations	2.50%	32.00	32.80	33.62	34.46	35.32	36.21	37.11	38.04	38.99	39.97	<b>638.62</b>
<b>Total</b>		<b>148.80</b>	<b>152.52</b>	<b>156.33</b>	<b>160.24</b>	<b>164.24</b>	<b>168.35</b>	<b>172.56</b>	<b>176.87</b>	<b>181.29</b>	<b>185.83</b>	<b>3,018.87</b>

#### 4.9.4 Capital Costs

Table 36 summarizes current capital costs, including annual accruals required to fully fund capital replacement as scheduled.

**Table 36—Capital Costs**

Capital Cost	No.	Service Life (Years)	Estimated Replacement Cost <sup>1</sup>			Year Last Replaced	Annual Accrual <sup>2</sup>
			Low	High	Median		
Air Compressor - SCBA	1	20	\$5,000	\$10,000	\$7,500	1996	\$380
Camera, Thermal Imaging	1	12	\$2,500	\$7,500	\$5,000	2006	\$420
Computer, Desktop	3	5	\$500	\$1,500	\$1,000	2016	\$600
Defibrillator, Automatic External	2	7	\$750	\$1,250	\$1,000	2012	\$290
Fire Apparatus - 1250 GPM Type-1	1	20	\$350,000	\$450,000	\$400,000	2003	\$20,000
Fire Apparatus - 1250 GPM Type-1	1	20	\$350,000	\$450,000	\$400,000	2000	\$20,000
Fire Apparatus - 1250 GPM Type-1	1	20	\$350,000	\$450,000	\$400,000	1996	\$20,000
Fire Apparatus - 250 GPM Type-6	1	20	\$275,000	\$375,000	\$325,000	2009	\$16,250
Fire Hose - 1" wildland (100 ft.)	20	10	\$75	\$125	\$100	2011	\$200
Fire Hose - 1-1/2" wildland (100 ft.)	20	10	\$100	\$150	\$125	2011	\$250
Fire Hose - 1-3/4" (50 ft.)	32	10	\$200	\$400	\$300	2011	\$960
Fire Hose - 2-1/2"	15	15	\$250	\$450	\$350	2011	\$350
Fire Hose - 3"	25	15	\$250	\$450	\$350	2011	\$590
Fire Hose - 5" (100 ft.)	30	15	\$250	\$750	\$500	2011	\$1,000
Fire Station Facility <sup>3</sup>	1	50	\$10,000	\$40,000	\$25,000	1996	\$25,000
Generator, Emergency Electrical	1	25	\$30,000	\$40,000	\$35,000	1996	\$1,400
PPE - Structural Ensemble	25	10	\$2,500	\$4,500	\$3,500	2013	\$8,750
PPE - Wildland Ensemble	25	10	\$1,000	\$1,500	\$1,250	2009	\$3,130
Radio - Base Station	1	10	\$500	\$1,000	\$750	2015	\$80
Radio - Mobile	5	10	\$1,000	\$3,000	\$2,000	2006	\$1,000
Radio - Portable	18	7	\$2,000	\$5,000	\$3,500	2006	\$9,000
Refrigerator	1	7	\$1,000	\$3,000	\$2,000	2013	\$290
SCBA	15	15	\$5,000	\$10,000	\$7,500	2009	\$7,500
Vehicle, Light Duty (Command)	1	12	\$35,000	\$55,000	\$45,000	2000	\$3,750
Washer/Extractor – PPE	1	15	\$2,500	\$7,500	\$5,000	1997	\$340
<b>Total</b>			<b>\$1,425,375</b>	<b>\$1,918,075</b>	<b>\$1,671,725</b>		<b>\$141,530</b>

<sup>1</sup> Source: Greenfield Fire Protection District

<sup>2</sup> Annual accrual required to fully fund replacement by end of expected service life

<sup>3</sup> Capital repairs/renewal

**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

Projected annual capital costs are summarized in Table 37 and Table 38.

**Table 37—Projected Capital Costs – Years 1-10 (In Thousands)**

Capital Cost Factor	Inflation Factor	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	10-Year Total
Capital Replacement	2.50%	141.53	145.07	148.69	152.41	156.22	160.13	164.13	168.23	172.44	176.75	<b>1,585.61</b>

**Table 38—Projected Capital Costs – Years 11-20 (In Thousands)**

Capital Cost Factor	Inflation Factor	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	20-Year Total
Capital Replacement	2.50%	181.17	185.70	190.34	195.10	199.98	204.98	210.10	215.35	220.74	226.26	<b>3,615.34</b>

#### 4.9.5 Total Annual Costs

##### *2-Person Staffing Model*

Total projected annual costs for the 2-person staffing model are summarized in Table 39 and Table 40.

**Table 39—Total Projected Annual Costs (2-Person Staffing) – Years 1-10 (In Thousands)**

Cost Factor	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	10-Year Total
Salaries & Benefits	979.61	1,010.15	1,041.91	1,074.96	1,109.38	1,145.23	1,182.60	1,221.56	1,262.22	1,304.66	<b>11,332.28</b>
Operations & Maintenance	124.00	127.10	130.28	133.53	136.87	140.29	134.80	138.17	141.63	145.17	<b>1,351.85</b>
Capital Costs	141.53	145.07	148.69	152.41	156.22	160.13	164.13	168.23	172.44	176.75	<b>1,585.61</b>
<b>Total</b>	<b>1,245.14</b>	<b>1,282.32</b>	<b>1,320.88</b>	<b>1,360.91</b>	<b>1,402.47</b>	<b>1,445.65</b>	<b>1,481.53</b>	<b>1,527.97</b>	<b>1,576.29</b>	<b>1,626.58</b>	<b>14,269.74</b>

**Table 40—Total Projected Annual Costs (2-Person Staffing) – Years 11-20 (In Thousands)**

Cost Factor	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	20-Year Total
Salaries & Benefits	1,348.98	1,395.30	1,443.73	1,494.40	1,547.42	1,602.96	1,661.15	1,722.16	1,786.15	1,853.32	<b>27,187.86</b>
Operations & Maintenance	148.80	152.52	156.33	160.24	164.24	168.35	172.56	176.87	181.29	185.83	<b>3,018.87</b>
Capital Costs	181.17	185.70	190.34	195.10	199.98	204.98	210.10	215.35	220.74	226.26	<b>3,615.34</b>
<b>Total</b>	<b>1,678.95</b>	<b>1,733.52</b>	<b>1,790.40</b>	<b>1,849.73</b>	<b>1,911.64</b>	<b>1,976.28</b>	<b>2,043.81</b>	<b>2,114.38</b>	<b>2,188.19</b>	<b>2,265.41</b>	<b>33,822.06</b>

**City of Greenfield and Greenfield Fire Protection District, CA**

*Fire Services Reorganization Study*

***3-Person Staffing Model***

Total projected annual costs for the 3-person staffing model are summarized in Table 41 and Table 42.

**Table 41—Total Projected Annual Costs (3-Person Staffing) – Years 1-10 (In Thousands)**

Cost Factor	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	10-Year Total
Salaries & Benefits	1,149.68	1,178.43	1,207.89	1,238.08	1,269.04	1,300.76	1,333.28	1,366.61	1,400.78	1,435.80	<b>12,880.35</b>
Operations & Maintenance	124.00	127.10	130.28	133.53	136.87	140.29	134.80	138.17	141.63	145.17	<b>1,351.85</b>
Capital Costs	141.53	145.07	148.69	152.41	156.22	160.13	164.13	168.23	172.44	176.75	<b>1,585.61</b>
<b>Total</b>	<b>1,415.21</b>	<b>1,450.59</b>	<b>1,486.86</b>	<b>1,524.03</b>	<b>1,562.13</b>	<b>1,601.18</b>	<b>1,632.21</b>	<b>1,673.02</b>	<b>1,714.85</b>	<b>1,757.72</b>	<b>15,817.81</b>

**Table 42—Total Projected Annual Costs (3-Person Staffing) – Years 11-20 (In Thousands)**

Cost Factor	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	20-Year Total
Salaries & Benefits	1,471.69	1,508.49	1,546.20	1,584.85	1,624.47	1,665.09	1,706.71	1,749.38	1,793.11	1,837.94	<b>29,368.28</b>
Operations & Maintenance	148.80	152.52	156.33	160.24	164.24	168.35	172.56	176.87	181.29	185.83	<b>3,018.87</b>
Capital Costs	181.17	185.70	190.34	195.10	199.98	204.98	210.10	215.35	220.74	226.26	<b>3,615.34</b>
<b>Total</b>	<b>1,801.66</b>	<b>1,846.70</b>	<b>1,892.87</b>	<b>1,940.19</b>	<b>1,988.69</b>	<b>2,038.41</b>	<b>2,089.37</b>	<b>2,141.61</b>	<b>2,195.15</b>	<b>2,250.03</b>	<b>36,002.49</b>

***4-Person Staffing Model***

Total projected annual costs for the 3-person staffing model are summarized in Table 43 and Table 44.

**Table 43—Total Projected Annual Costs (4-Person Staffing) – Years 1-10 (In Thousands)**

Cost Factor	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	10-Year Total
Salaries & Benefits	1,295.24	1,327.62	1,360.81	1,394.83	1,429.70	1,465.44	1,502.08	1,539.63	1,578.12	1,617.57	<b>14,511.02</b>
Operations & Maintenance	124.00	127.10	130.28	133.53	136.87	140.29	134.80	138.17	141.63	145.17	<b>1,351.85</b>
Capital Costs	141.53	145.07	148.69	152.41	156.22	160.13	164.13	168.23	172.44	176.75	<b>1,585.61</b>
<b>Total</b>	<b>1,560.77</b>	<b>1,599.79</b>	<b>1,639.78</b>	<b>1,680.77</b>	<b>1,722.79</b>	<b>1,765.86</b>	<b>1,801.01</b>	<b>1,846.04</b>	<b>1,892.19</b>	<b>1,939.49</b>	<b>17,448.49</b>

**Table 44—Total Projected Annual Costs (4-Person Staffing) – Years 11-20 (In Thousands)**

Cost Factor	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	20-Year Total
Salaries & Benefits	1,658.01	1,699.46	1,741.95	1,785.50	1,830.13	1,875.89	1,922.79	1,970.85	2,020.13	2,070.63	<b>33,086.36</b>
Operations & Maintenance	148.80	152.52	156.33	160.24	164.24	168.35	172.56	176.87	181.29	185.83	<b>3,018.87</b>
Capital Costs	181.17	185.70	190.34	195.10	199.98	204.98	210.10	215.35	220.74	226.26	<b>3,615.34</b>
<b>Total</b>	<b>1,987.98</b>	<b>2,037.68</b>	<b>2,088.62</b>	<b>2,140.84</b>	<b>2,194.36</b>	<b>2,249.21</b>	<b>2,305.45</b>	<b>2,363.08</b>	<b>2,422.16</b>	<b>2,482.71</b>	<b>39,720.57</b>

## 4.9.6 Revenues

### *Current Revenues*

Table 45 summarizes District revenues for the current and preceding five fiscal years as previously discussed in Section 3.3.

**Table 45—Fire District Revenue History**

Revenue Source	FY 2010-11	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15	FY 2015-16 <sup>1</sup>
Property Tax	144,042	143,163	143,716	146,604	157,982	178,674
Benefit Assessment	353,615	349,749	353,670	361,086	371,734	401,837
Development Impact Fees	0	31,507	11,325	11,992	40,248	72,198
CSA 74	62,415	10,933	11,282	12,276	11,644	12,069
Interest - Use of Money	193	(34)	(266)	(179)	56	61
S.A.F.E.R. Grant	0	0	0	37,413	131,922	140,993
Other Grant Funds	0	0	0	60,780	1,150	0
<b>Total</b>	<b>560,265</b>	<b>535,318</b>	<b>519,727</b>	<b>629,972</b>	<b>714,736</b>	<b>805,832</b>

<sup>1</sup> Projected end-of-fiscal-year total  
Source: Greenfield Fire Protection District

Over that same time period, stable revenues have increased an average of approximately 15.3 percent annually as summarized in Table 46. Excluding development impact fees, the average for annual growth in property taxes, benefit assessment, and CSA 74 funds is 3.26 percent.

**Table 46—Annual Stable Revenue Change**

Revenue Source	FY 2011-12	FY 2012-13	FY 2013-14	FY 2014-15	FY 2015-16	5-Year Average
Property Tax	-0.61%	0.39%	2.01%	7.76%	13.10%	<b>4.53%</b>
Benefit Assessment	-1.09%	1.12%	2.10%	2.95%	8.10%	<b>2.63%</b>
Development Impact Fees	0.00%	-64.06%	5.89%	235.62%	79.38%	<b>51.37%</b>
CSA 74	N/A	3.19%	8.81%	-5.15%	3.65%	<b>2.63%</b>
<b>Total Percentage Change in Revenues from Prior FY</b>	<b>-0.57%</b>	<b>-14.84%</b>	<b>4.70%</b>	<b>60.30%</b>	<b>26.06%</b>	<b>15.29%</b>

Source: Greenfield Fire Protection District

As cited earlier, Citygate believes that the District's current Benefit Assessment would not transfer to the City upon detachment from the District, and that the City would have to adopt its own supplemental revenue source(s) as necessary to fully fund the desired service level.

**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

***Needed Revenue***

Table 47 through Table 52 show the projected revenue needed for each staffing model.

**2-Person Staffing Model**

**Table 47—Needed Revenue Projection (2-Person Staffing) – Years 1-10 (In Thousands)**

<b>2-Person Staffing Model</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Year 6</b>	<b>Year 7</b>	<b>Year 8</b>	<b>Year 9</b>	<b>Year 10</b>	<b>10-Year Total</b>
City Property Tax	98.24	99.23	100.22	101.22	102.23	103.25	104.29	105.33	106.38	107.45	<b>1,027.84</b>
District Property Tax	82.22	83.04	83.87	84.71	85.56	86.41	87.28	88.15	89.03	89.92	<b>860.18</b>
District Benefit Assessment	31.17	31.48	31.80	32.11	32.44	32.76	33.09	33.42	33.75	34.09	<b>326.10</b>
Development Impact Fees	56.10	56.66	57.23	57.80	58.38	58.96	59.55	60.15	60.75	61.36	<b>586.93</b>
CSA 74	12.25	12.37	12.50	12.62	12.75	12.87	13.00	13.13	13.27	13.40	<b>128.16</b>
<b>Total Projected Revenue</b>	<b>279.98</b>	<b>282.78</b>	<b>285.61</b>	<b>288.46</b>	<b>291.35</b>	<b>294.26</b>	<b>297.20</b>	<b>300.18</b>	<b>303.18</b>	<b>306.21</b>	<b>2,929.21</b>
<b>Total Projected Costs</b>	<b>1,245.14</b>	<b>1,282.32</b>	<b>1,320.88</b>	<b>1,360.91</b>	<b>1,402.47</b>	<b>1,445.65</b>	<b>1,481.53</b>	<b>1,527.97</b>	<b>1,576.29</b>	<b>1,626.58</b>	<b>14,269.74</b>
<b>Additional Revenue Needed</b>	<b>965.16</b>	<b>999.54</b>	<b>1,035.27</b>	<b>1,072.44</b>	<b>1,111.12</b>	<b>1,151.39</b>	<b>1,184.33</b>	<b>1,227.79</b>	<b>1,273.11</b>	<b>1,320.37</b>	<b>11,340.53</b>

**Table 48—Needed Revenue Projection (2-Person Staffing) – Years 11-20 (In Thousands)**

<b>2-Person Staffing Model</b>	<b>Year 11</b>	<b>Year 12</b>	<b>Year 13</b>	<b>Year 14</b>	<b>Year 15</b>	<b>Year 16</b>	<b>Year 17</b>	<b>Year 18</b>	<b>Year 19</b>	<b>Year 20</b>	<b>20-Year Total</b>
City Property Tax	108.52	109.61	110.70	111.81	112.93	114.06	115.20	116.35	117.51	118.69	<b>2,163.21</b>
District Property Tax	90.82	91.73	92.65	93.57	94.51	95.45	96.41	97.37	98.34	99.33	<b>1,810.36</b>
District Benefit Assessment	34.43	34.77	35.12	35.47	35.83	36.19	36.55	36.91	37.28	37.66	<b>686.32</b>
Development Impact Fees	61.97	62.59	63.21	63.85	64.49	65.13	65.78	66.44	67.10	67.77	<b>1,235.27</b>
CSA 74	13.53	13.67	13.80	13.94	14.08	14.22	14.36	14.51	14.65	14.80	<b>269.73</b>
<b>Total Projected Revenue</b>	<b>309.27</b>	<b>312.37</b>	<b>315.49</b>	<b>318.64</b>	<b>321.83</b>	<b>325.05</b>	<b>328.30</b>	<b>331.58</b>	<b>334.90</b>	<b>338.25</b>	<b>6,164.89</b>
<b>Total Projected Costs</b>	<b>1,678.95</b>	<b>1,733.52</b>	<b>1,790.40</b>	<b>1,849.73</b>	<b>1,911.64</b>	<b>1,976.28</b>	<b>2,043.81</b>	<b>2,114.38</b>	<b>2,188.19</b>	<b>2,265.41</b>	<b>33,822.06</b>
<b>Additional Revenue Needed</b>	<b>1,369.68</b>	<b>1,421.15</b>	<b>1,474.92</b>	<b>1,531.09</b>	<b>1,589.81</b>	<b>1,651.24</b>	<b>1,715.51</b>	<b>1,782.80</b>	<b>1,853.29</b>	<b>1,927.16</b>	<b>27,657.17</b>

**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

**3-Person Staffing Model**

**Table 49—Needed Revenue Projection (3-Person Staffing) – Years 1-10 (In Thousands)**

3-Person Staffing Model	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	10-Year Total
City Property Tax	98.24	99.23	100.22	101.22	102.23	103.25	104.29	105.33	106.38	107.45	1,027.84
District Property Tax	82.22	83.04	83.87	84.71	85.56	86.41	87.28	88.15	89.03	89.92	860.18
District Benefit Assessment	31.17	31.48	31.80	32.11	32.44	32.76	33.09	33.42	33.75	34.09	326.10
Development Impact Fees	56.10	56.66	57.23	57.80	58.38	58.96	59.55	60.15	60.75	61.36	586.93
CSA 74	12.25	12.37	12.50	12.62	12.75	12.87	13.00	13.13	13.27	13.40	128.16
<b>Total Projected Revenue</b>	<b>279.98</b>	<b>282.78</b>	<b>285.61</b>	<b>288.46</b>	<b>291.35</b>	<b>294.26</b>	<b>297.20</b>	<b>300.18</b>	<b>303.18</b>	<b>306.21</b>	<b>2,929.21</b>
<b>Total Projected Costs</b>	<b>1,415.21</b>	<b>1,450.59</b>	<b>1,486.86</b>	<b>1,524.03</b>	<b>1,562.13</b>	<b>1,601.18</b>	<b>1,632.21</b>	<b>1,673.02</b>	<b>1,714.85</b>	<b>1,757.72</b>	<b>15,817.81</b>
<b>Additional Revenue Needed</b>	<b>1,135.23</b>	<b>1,167.81</b>	<b>1,201.25</b>	<b>1,235.57</b>	<b>1,270.78</b>	<b>1,306.92</b>	<b>1,335.01</b>	<b>1,372.84</b>	<b>1,411.67</b>	<b>1,451.51</b>	<b>12,888.60</b>

**Table 50—Needed Revenue Projection (3-Person Staffing) – Years 11-20 (In Thousands)**

3-Person Staffing Model	Year 11	Year 12	Year 13	Year 14	Year 15	Year 16	Year 17	Year 18	Year 19	Year 20	20-Year Total
City Property Tax	108.52	109.61	110.70	111.81	112.93	114.06	115.20	116.35	117.51	118.69	2,163.21
District Property Tax	90.82	91.73	92.65	93.57	94.51	95.45	96.41	97.37	98.34	99.33	1,810.36
District Benefit Assessment	34.43	34.77	35.12	35.47	35.83	36.19	36.55	36.91	37.28	37.66	686.32
Development Impact Fees	61.97	62.59	63.21	63.85	64.49	65.13	65.78	66.44	67.10	67.77	1,235.27
CSA 74	13.53	13.67	13.80	13.94	14.08	14.22	14.36	14.51	14.65	14.80	269.73
<b>Total Projected Revenue</b>	<b>309.27</b>	<b>312.37</b>	<b>315.49</b>	<b>318.64</b>	<b>321.83</b>	<b>325.05</b>	<b>328.30</b>	<b>331.58</b>	<b>334.90</b>	<b>338.25</b>	<b>6,164.89</b>
<b>Total Projected Costs</b>	<b>1,801.66</b>	<b>1,846.70</b>	<b>1,892.87</b>	<b>1,940.19</b>	<b>1,988.69</b>	<b>2,038.41</b>	<b>2,089.37</b>	<b>2,141.61</b>	<b>2,195.15</b>	<b>2,250.03</b>	<b>36,002.49</b>
<b>Additional Revenue Needed</b>	<b>1,492.39</b>	<b>1,534.34</b>	<b>1,577.38</b>	<b>1,621.55</b>	<b>1,666.86</b>	<b>1,713.36</b>	<b>1,761.07</b>	<b>1,810.02</b>	<b>1,860.25</b>	<b>1,911.78</b>	<b>29,837.60</b>

**City of Greenfield and Greenfield Fire Protection District, CA**  
*Fire Services Reorganization Study*

**4-Person Staffing Model**

**Table 51—Needed Revenue Projection (4-Person Staffing) – Years 1-10 (In Thousands)**

<b>4-Person Staffing Model</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>	<b>Year 6</b>	<b>Year 7</b>	<b>Year 8</b>	<b>Year 9</b>	<b>Year 10</b>	<b>10-Year Total</b>
City Property Tax	98.24	99.23	100.22	101.22	102.23	103.25	104.29	105.33	106.38	107.45	<b>1,027.84</b>
District Property Tax	82.22	83.04	83.87	84.71	85.56	86.41	87.28	88.15	89.03	89.92	<b>860.18</b>
District Benefit Assessment	31.17	31.48	31.80	32.11	32.44	32.76	33.09	33.42	33.75	34.09	<b>326.10</b>
Development Impact Fees	56.10	56.66	57.23	57.80	58.38	58.96	59.55	60.15	60.75	61.36	<b>586.93</b>
CSA 74	12.25	12.37	12.50	12.62	12.75	12.87	13.00	13.13	13.27	13.40	<b>128.16</b>
<b>Total Projected Revenue</b>	<b>279.98</b>	<b>282.78</b>	<b>285.61</b>	<b>288.46</b>	<b>291.35</b>	<b>294.26</b>	<b>297.20</b>	<b>300.18</b>	<b>303.18</b>	<b>306.21</b>	<b>2,929.21</b>
<b>Total Projected Costs</b>	<b>1,560.77</b>	<b>1,599.79</b>	<b>1,639.78</b>	<b>1,680.77</b>	<b>1,722.79</b>	<b>1,765.86</b>	<b>1,801.01</b>	<b>1,846.04</b>	<b>1,892.19</b>	<b>1,939.49</b>	<b>17,448.49</b>
<b>Additional Revenue Needed</b>	<b>1,280.79</b>	<b>1,317.01</b>	<b>1,354.17</b>	<b>1,392.31</b>	<b>1,431.45</b>	<b>1,471.60</b>	<b>1,503.81</b>	<b>1,545.86</b>	<b>1,589.01</b>	<b>1,633.28</b>	<b>14,519.27</b>

**Table 52—Needed Revenue Projection (4-Person Staffing) – Years 11-20 (In Thousands)**

<b>4-Person Staffing Model</b>	<b>Year 11</b>	<b>Year 12</b>	<b>Year 13</b>	<b>Year 14</b>	<b>Year 15</b>	<b>Year 16</b>	<b>Year 17</b>	<b>Year 18</b>	<b>Year 19</b>	<b>Year 20</b>	<b>20-Year Total</b>
City Property Tax	108.52	109.61	110.70	111.81	112.93	114.06	115.20	116.35	117.51	118.69	<b>2,163.21</b>
District Property Tax	90.82	91.73	92.65	93.57	94.51	95.45	96.41	97.37	98.34	99.33	<b>1,810.36</b>
District Benefit Assessment	34.43	34.77	35.12	35.47	35.83	36.19	36.55	36.91	37.28	37.66	<b>686.32</b>
Development Impact Fees	61.97	62.59	63.21	63.85	64.49	65.13	65.78	66.44	67.10	67.77	<b>1,235.27</b>
CSA 74	13.53	13.67	13.80	13.94	14.08	14.22	14.36	14.51	14.65	14.80	<b>269.73</b>
<b>Total Projected Revenue</b>	<b>309.27</b>	<b>312.37</b>	<b>315.49</b>	<b>318.64</b>	<b>321.83</b>	<b>325.05</b>	<b>328.30</b>	<b>331.58</b>	<b>334.90</b>	<b>338.25</b>	<b>6,164.89</b>
<b>Total Projected Costs</b>	<b>1,987.98</b>	<b>2,037.68</b>	<b>2,088.62</b>	<b>2,140.84</b>	<b>2,194.36</b>	<b>2,249.21</b>	<b>2,305.45</b>	<b>2,363.08</b>	<b>2,422.16</b>	<b>2,482.71</b>	<b>39,720.57</b>
<b>Additional Revenue Needed</b>	<b>1,678.71</b>	<b>1,725.31</b>	<b>1,773.13</b>	<b>1,822.19</b>	<b>1,872.53</b>	<b>1,924.17</b>	<b>1,977.15</b>	<b>2,031.50</b>	<b>2,087.26</b>	<b>2,144.47</b>	<b>33,555.68</b>

## SECTION 5—FINDINGS AND RECOMMENDATIONS

This section provides a complete numerical listing of all of the findings and related recommendations from this study as follows:

### 5.1 FINDINGS

---

- Finding #1:** The City of Greenfield’s population is projected to increase by nearly 50 percent over the next 14 years to 2030, while the unincorporated area of the Greenfield Fire Protection District is projected to grow at a very modest 1.49 percent.
- Finding #2:** Prospective development projects in the City of Greenfield over the next 5-10 years include more than 1,300 residential units and 2.3 million square feet of commercial/industrial space.
- Finding #3:** The fire station backup emergency generator is not operational and appears to be in need of significant repairs or replacement with a more reliable unit adequately sized to provide full backup electrical power for an extended period of time.
- Finding #4:** The District fire station facility is in excellent overall condition, is well maintained, and is adequately sized and located to meet current and anticipated near-future needs.
- Finding #5:** District fire apparatus and vehicles are in good overall condition, appropriately maintained, and well suited for the fire and EMS risks within the District.
- Finding #6:** The District fire station facility lacks on-site vehicle fuel storage and dispensing capability.
- Finding #7:** The nearest fire service water tender apparatus are 12.3 miles (15 minutes) and 18.5 miles (22 minutes) from Greenfield.
- Finding #8:** Service demand is typical of other similar small California agricultural-based cities and adjacent rural areas of similar size and demography.
- Finding #9:** Over the most recent three-year period, 90.38 percent of District service demand was in the City of Greenfield; over the same time period, 9.62 percent of service demand was in the unincorporated area of the District.
- Finding #10:** As future growth occurs within the City of Greenfield, demand for fire and EMS services can be expected to increase proportionately.

- Finding #11:** National Fire Protection Association 1720 is an appropriate fire service deployment standard for the Greenfield Fire Protection District.
- Finding #12:** Overall District 90th percentile Call-to-Arrival response performance is 07:49 minutes/seconds, approximately 12 percent slower than Citygate’s recommended goal of 7:00 minutes/seconds or less for urban/suburban population densities.
- Finding #13:** Ninetieth (90th) percentile Call-to-Arrival response performance for the City of Greenfield is 7:31 minutes/seconds, approximately 7 percent slower than Citygate’s recommended goal of 7:00 minutes/seconds or less for urban/suburban population densities.
- Finding #14:** Ninetieth (90th) percentile Call-to-Arrival response performance for the unincorporated rural areas of the District is 10:35 minutes/seconds, 12 percent better than Citygate’s recommended goal of 12:00 minutes/seconds or less for rural population densities.
- Finding #15:** As future growth occurs within the City of Greenfield over the next 14 years to 2030, service demand distribution can be expected to increase slightly to approximately 91 percent for the City, and lessen slightly to approximately 9 percent for the unincorporated rural District area.
- Finding #16:** As future growth occurs within the City of Greenfield as projected for the next 14 years, the City/District may need to consider a second staffed response resource and/or a second fire station facility to ensure response time performance to meet desired outcome expectations for urban/suburban population densities and/or to provide enhanced Effective Response Force capacity.
- Finding #17:** Absent award of a another two-year Federal Emergency Management Agency (FEMA) staffing grant or other significant stable revenue source by August 2016, *substantial* expenditure reductions will be required to achieve a balanced budget; such expenditure reductions would most likely involve a reduced daily staffing level.
- Finding #18:** The District’s budgeting procedures appear to conform to state law and industry-recognized best practice for public agencies.
- Finding #19:** The District has no established formal fiscal reserve account(s).
- Finding #20:** District reserve funds consist entirely of end-of-fiscal-year account balances; the projected balance on June 30, 2016 is \$31,000.

- Finding #21:** The District has a projected end-of-fiscal-year CSA 74 fund balance of approximately \$64,000, which is restricted to EMS-related expenditures as authorized by the Monterey County Emergency Medical Services Agency.
- Finding #22:** The District has not adopted written fiscal policies relating to budgeting procedures, fiscal reserves, capital funding, procurement, or fiscal accountability in conformance with generally recognized public agency fiscal best practices.
- Finding #23:** Of the District’s 17 volunteer firefighters, only seven are active and only one is currently available to respond to emergency incidents as available.
- Finding #24:** The District is challenged to maintain an adequate roster of trained volunteer firefighters sufficiently available to respond to emergency incidents in support of the full-time on-duty personnel.
- Finding #25:** District personnel costs constitute approximately 81 percent of the current fiscal year budget.
- Finding #26:** District employee compensation and benefits are significantly below those of other local fire agencies.
- Finding #27:** Future continuity of District services related to employee recruitment and retention is closely dependent on employee compensation and benefits more closely aligned with the local/regional fire service market.
- Finding #28:** District operating and maintenance costs constitute approximately 19 percent of the current fiscal year budget.
- Finding #29:** Direct operating and maintenance costs under a City governance alternative are estimated to be approximately 48 percent less than current District operating and maintenance costs.
- Finding #30:** The District is *underfunded* by more than \$200,000 annually for its current service level exclusive of any reserves for unanticipated contingencies.
- Finding #31:** Service delivery Option 1, in which the District makes ongoing annual adjustments as necessary to maintain a balanced budget within revenues, is extremely unlikely to provide long-term revenues sufficient to sustain or enhance current service levels as desired by community stakeholders.
- Finding #32:** Service delivery Options 2A and 2B, in which the District contracts for services from CAL FIRE, are viable service alternatives; however, costs would most likely

exceed current District or other service alternative costs due to higher employee wage and benefit costs as well as a contract administrative fee.

**Finding #33:** Service delivery Option 2C, in which the District contracts for services from the South Monterey County Fire Protection District, is not the most suitable contract option given its solely paid-call service model.

**Finding #34:** Service delivery Option 3, in which the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District continues to provide fire services to the unincorporated service area, is not fiscally feasible for the remainder rural unincorporated District service area.

**Finding #35:** Service delivery Option 4, in which the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District contracting with the City for services to the unincorporated service area, meets all desired stakeholder expectations and provides the best opportunity to sustain/enhance service levels within the City while maintaining continuity of services for the unincorporated District service area at the lowest cost.

**Finding #36:** Service delivery Option 5, in which the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District contracts for services from another local fire service provider, is not fiscally feasible for the remainder unincorporated District service area given projected revenues, and anticipated personnel, operating, and capital costs.

**Finding #37:** Service delivery Option 6, in which the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District consolidates with another local fire service agency, is most likely not fiscally feasible for the remainder District given projected revenues and likely fair-share service costs.

**Finding #38:** Service delivery Option 7, in which the City of Greenfield detaches from the District and establishes a City Fire Department, and the remainder District dissolves, is a viable but not a recommended alternative considering it would not meet critical community stakeholder goals relative to future fire protection services.

## 5.2 RECOMMENDATIONS

---

- Recommendation #1:** The District/City should consider installing an on-site fuel storage/dispensing system capable of providing sufficient fuel for District apparatus for at least 30 days of continuous emergency operations. As an alternative, the City of Greenfield has a 24-hour card-lock fuel dispensing facility at its Public Works Yard at 920 Walnut Avenue.
- Recommendation #2:** The District/City should consider replacing one of the reserve fire engines with a suitable water tender apparatus as funding permits.
- Recommendation #3:** As future growth occurs within the City of Greenfield, the City/District should consider service enhancements such as engine-based Advanced Life Support (paramedic) EMS service, part-time or full-time fire prevention staff, and/or public education / risk reduction programs focused on specific targeted audiences or risks.
- Recommendation #4:** The City and District should pursue service delivery Option 4 as the *best alternative* to sustain/enhance service levels within the City while maintaining continuity of services for the unincorporated District service area at the lowest cost.

*This page was intentionally left blank*

## **SECTION 6—NEXT STEPS**

1. City and Fire District leadership review and absorb the content and findings of this report with appropriate City/District stakeholders.
2. City and District leadership decide whether to pursue one or more of the alternative fire service options.
3. If service delivery Option 4 is selected, Citygate will coordinate and assist the City and District with an Application for Reorganization with the Monterey County Local Agency Formation Commission (LAFCo) pursuant to Task #4 of our Contractor's Service Agreement with the City of Greenfield.