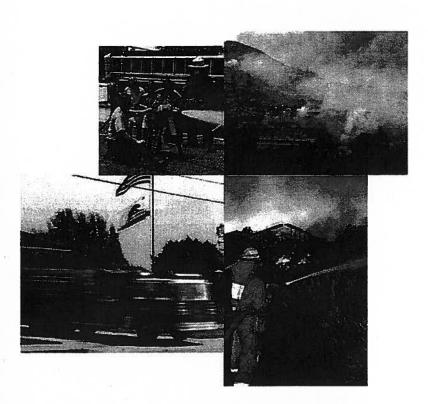
Progress Report

Orange County Fire Authority

March 1, 1995 to February 29, 1996



Serving the Residents of:

Buena Park Cypress Dana Point Irvine

La Palma Laguna Hills

Laguna Niguel

Lake Forest Los Alamitos

LOS Alamitos

Mission Viejo

Placentia

San Clemente

San Juan Capistrano

Seal Beach

Stanton

Tustin

Villa Park

Westminster

Yorba Linda

Orange County Unincorporated

Chairman of Board of Directors

Thomas W. Wilson

Director of Fire Services

Larry J. Holms

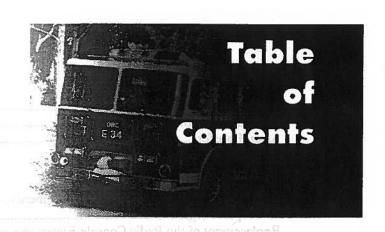
OCFA Board of Directors March 1, 1996

City/County	Board Member	Alternate
County of Orange	Marian Bergeson	Donald J. Saltarelli
	William G. Steiner	
Buena Park	Don Bone	Patsy Marshall
Cypress	Tom Carroll	Mary Ann Jones
Dana Point	Harold Kaufman	Karen Lloreda
Irvine	Michael Ward	Greg Smith
Laguna Hills	R. Craig Scott	Joel Lautenschlege
Laguna Niguel	Thomas W. Wilson, Chair	Eddie Rose
Lake Forest	Helen Wilson	Ann Van Haun
La Palma	Duane Schuster	Wally Linn
Los Alamitos	Ronald Bates	Marilynn Poe
Mission Viejo	Sherri M. Butterfield	William Craycraft
Placentia	Carol Downey	Maria Moreno
San Clemente	Patrick Ahle	Steve Apodaca
San Juan Capistrano	Dave Swerdlin	Wyatt Hart
Seal Beach	George E. Brown	Gwen A. Forsythe
Stanton	David Shawver	Brian Donahue
Tustin	Thomas Saltarelli, Vice Chair	Jim Potts
Villa Park	Joseph Barsa	Barry Denes
Westminster	Tony Lam	Frank G. Fry
Yorba Linda	Daniel T. Welch	Barbara Kiley

Note: Executive Committee Members Italicized

Progress Report March 1, 1995 - February 29, 1996

Orange County Fire Authority



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When I picked up the gavel to chair the first meeting of the Orange County Fire Authority, I called the formation of the Authority an "historic event." The beginning of the Authority marked the culmination of over four years of work, dedication, and an incredible commitment by a countless number of people. It was in the Fall of 1990 that OCFA's member cities first began discussions with the County on an alternative governmental structure. The cities' goal was to keep the current regional service approach intact while allowing cities a greater voice in Fire Department operations and funding. That goal was met with the formation of the Authority and the stroke of the gavel at our first Board meeting on March 1, 1995.

This Progress Report documents the effort the Board and the staff expended to transform a County Department into a regional Authority. It includes legal, human resources, administrative, financial, operational, and community safety issues we faced, managed, and dealt with over the past year. Having said that, however, much remains to be done. Major projects, such as bringing a new financial and human resources system online and resolving complex financial issues, must be accomplished while maintaining our current high quality of fire and emergency services to the residents and the communities we serve. With the future in mind, this Progress Report's documentation of the past year's accomplishments does serve as an indication that our Board and the Authority staff can and will successfully handle any and all future issues in the coming year.

Thomas W. Wilson

Chair, OCFA Board of Directors



We have started a new phase of partnership with the cities and unincorporated area we serve. ${ m On}$

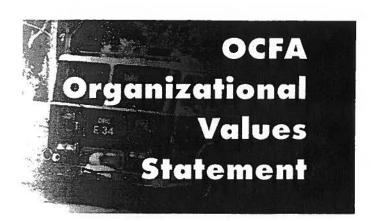
March 1, 1995, the cities' and the county's participation and cooperation in the governance of this organization reached a new plateau. On that date the Board of Directors met for the first time and set in motion the Orange County Fire Authority. At that first meeting and those that followed, the Board has deliberated and set policies to structure the new organization and to continue our high level of service quality.

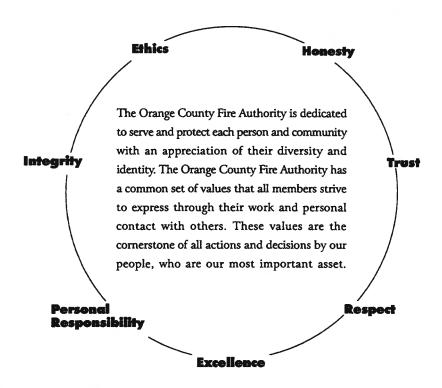
Also, our Board and new organization have established a common set of values that all Authority staff strive to express through their work and contact with others. These values—honesty, trust, respect, excellence, personal responsibility, integrity, and ethics—are the cornerstones of all our actions and decisions. We demonstrate these values in ways such as creating an environment that encourages and facilitates an open exchange of meaningful communications. We respect other views, use teamwork, encourage participation in the process of reaching decisions, and value independent thinking, initiative, resourcefulness, creativity and individual contributions.

This Progress Report documents the past year's accomplishments of the new Authority and the policies set by its new Board of Directors. I believe this document shows just how far we've come in the last twelve months.

Larry J. Holms

Director of Fire Services





We consistently demonstrate these values by:

- Empowering our members to achieve excellence.
- Being "solution oriented" and learning from our experiences.
- Continuously striving for innovative, effective and efficient methods for providing service to the community.
- Providing leadership characterized by vision, clear direction and defined expectations.
- Creating an environment that encourages and facilitates an open exchange of meaningful communications.
- Creating a safe environment in the community and workplace.
- Expecting accountability of ourselves and others.
- Treating others with respect, dignity and compassion.
- Respecting other views, using teamwork, encouraging participation in the process of reaching decisions, valuing independent thinking, initiative, resourcefulness, creativity and individual contributions.

And above all . . . Doing the right things for the right reasons.



- Board of Directors On March 1, 1995 the OCFA Board of Directors met for the first time. The Board currently consists of 21 members—a representative city councilmember from each partner city and two representative supervisors from the County of Orange. The Board meets monthly to develop policy to guide the Authority.
- Election of Chair and Vice-Chair of Board of Directors At the March 1 meeting the Board elected Thomas Wilson of Laguna Niguel as its Chairperson. Thomas Saltarelli of Tustin was elected Vice-Chair.
- **Board Rotation System -** The Board adopted a system to allow a four year term on the Board. Each jurisdiction determines the rotation of its own Authority representative.
- Executive Committee Formation The Board selected an Executive Committee comprised of the Chair, Vice Chair, one County Supervisor, four at-large members, and an ex-officio city manager. Two members of the committee represent cash contract cities. The following were selected at the March 1, 1995 meeting: Thomas Wilson, Chair, Thomas Saltarelli, Vice Chair, (cash contract city); Gaddi Vasquez, County Supervisor, Don Bone (cash contract city), Ron Bates, Sherri Butterfield and Michael Ward, at-large members, and Paul Brady Jr. City Manager, Chair of the City Managers' Advisory Committee or his designee, served as an ex-officio member. Marian Bergeson later replaced Gaddi Vasquez as the County Supervisor to the Executive Committee.
- Organizational Values and Establishing the Roles, Responsibilities and Authorities The Board approved organizational values and the roles, responsibilities and authorities for each of the various components of the Fire Authority. The values are intended to assist the organization in the task of making difficult choices. Staff demonstrate the values through actions such as: being solution oriented and learning from our experiences; continuously striving for innovative, effective and efficient methods for providing service to the community; providing leadership characterized by vision, clear direction and defined expectations; and above all, doing the right things for the right reasons. The roles, responsibilities and authorities established by the Board define the decisionmaking relationships of the Board of Directors, Executive Committee and Authority Management.

- Emergency Medical Services Ad Hec Committee This Ad Hoc Committee was established to help determine the OCFA's role in pre-hospital medical care and to provide direction in the development of a strategic planning document. The members currently include Don Bone of Buena Park (Chairman), Tony Lam of Westminster, and David Shawver of Stanton.
- Pinance Ad Hec Committee The Finance Ad Hoc Committee was initially established on August 24, 1995 to:

 1) develop and make recommendations to the Board of Directors on investment policies,
 2) review the cash contract charge methodology, and 3) review Proposition 172 issues. The
 Finance Ad Hoc Committee was reactivated on February 22, 1996 to: 1) review the Proposed
 Budget and make recommendations on funding levels and budget policy, 2) provide direction
 to staff on budget format, reports, and presentation. The members currently include Patrick
 Ahle of San Clemente, Don Bone of Buena Park, George Brown of Seal Beach, Mary Ann
 Jones of Cypress, Dave Swerdlin of San Juan Capistrano, Dan Welch of Yorba Linda, Helen
 Wilson of Lake Forest, Tim Casey City Manager of Laguna Niguel, and Terry Matz City
 Manager of Stanton.
- Personnel Ad Hec Committee This Ad Hoc Committee was initially formed to develop recommendations regarding salaries, benefits and other terms and conditions of employment for represented and non-represented OCFA employees. The Ad Hoc Committee was reactivated in January, 1996, to develop such recommendations in conjunction with labor negotiations for various bargaining units with Memoranda of Understanding due to expire on June 20, 1996. The current members include Sherri Butterfield of Mission Viejo, Craig Scott of Laguna Hills, Dan Welch of Yorba Linda.



Clerk of the Authority

Clerk Appointment - Nancy Swanson, formerly Assistant Clerk to the County Board of Supervisors, began work on August 4, 1995 in the permanent position of Clerk of the Authority/Records Manager. This new function was required because beginning March 1, 1995, OCFA assumed responsibility for support and agenda processing for monthly Board and Executive Committee meetings.

Legal and Consultant Issues

- Interim Transition Consultant Agreement The Board authorized an interim consulting agreement with the Davis Company for organizational development and strategic planning. This consultant assisted in setting up the plan for transition of services and in facilitating the development of Authority roles, responsibilities, and organization.
- Legal Counsel Upon Authority formation, the Board authorized the Director of Fire Services to execute interim legal services agreements with Rutan and Tucker for general legal counsel and with Liebert, Cassidy, and Frierson for specialized legal counsel for labor relations issues. After these interim agreements, in November 1995 the Board of Directors awarded a contract for ongoing legal services to the firm of Rourke, Woodruff, and Spradlin.

Human Resources

- Appointment of Human Resources Director At its March 1, 1995, meeting, the Board designated Deputy Director Ken MacLeod as Interim Director of Human Resources. In April 1995, Judy Davis was appointed as the Director of Human Resources.
- Appointment of County Employees to most Authority Transition needs The Board approved a policy through July 1, 1995 to authorize the appointment of County of Orange employees whose unique qualifications, skills, experience and expertise would benefit the Authority in meet-

ing immediate and ongoing administrative needs generated by the transition.

- Adoption of Initial Human Resources Resolutions At its initial formation meeting on March 1, 1995, the Board adopted a number of Human Resources resolutions to continue existing labor agreements, personnel rules, Memoranda of Understanding with labor organizations, salaries, selection rules, and other agreements. These resolutions and agreements had been in place prior to the Authority formation.
- Restoration of Salary "Set Asides" At the May 25, 1995 meeting the Board restored the portions of the various Memoranda of Understanding and Personnel and Salary Resolution which had been "set aside" by the County of Orange due to the bankruptcy. Restorations were effective March 1, 1995 and included general salary increases, merit increases, educational incentives and layoff procedures.
- Union-Management Relations All labor units remained unchanged in the transition to an Authority. In January, 1996, negotiations for a successor Memorandum of Understanding were successfully concluded for the Fire Management Unit. OCFA has a cooperative relationship with its labor groups who have worked to continue to improve relationships and increase the level of communication between labor and management. Management and labor also strive to mutually participate in developing solutions to work place and transition issues.
- Risk Management At the March 1, 1995 formation meeting, the Board adopted contracts for Workers

 Compensation and Liability Claims coverage. Human Resources staff performed risk management administrative functions on an interim basis until Linn Livingston was hired as the Authority's Risk Management in June, 1995. In 1996 a consultant will be retained to provide recommendations for meeting the Authority's ongoing Workers' Compensation and liability claims coverage.
- Unemployment Insurance The Authority developed an unemployment insurance program. The program is self-insured, unlike the third-party administrator used by the County of Orange. The program is administered by the Authority's Risk Manager.
- Employee Benefits Administration At the March 1, 1995 formation meeting, the Board adopted agreements for continued inclusion in the Orange County Employees Retirement System and in the voluntary Deferred Compensation Program. Employee health and other insurance benefits continue to be provided by the County of Orange on a contractual basis. In 1996 a consultant will be retained to provide assistance in developing an employee benefits package to replace those benefits provided by the County. It is anticipated that employee benefits programs will transition to the Authority in January 1997.
- **Employee Health** At the March 1, 1995 meeting the Board approved an agreement for the Authority to continue interim employee health services with the County. In October 1995, County services were discontinued and the Authority adopted an interim contract with a private firm to provide employee health services including pre-employment and return to work physicals,

surveillance examinations, and fitness for duty examinations. A competitive bid process will be completed by mid-1996 to provide a permanent contract for the provision of employee health services. An Employee Assistance Program continues to be provided through the County of Orange. The Authority has issued a Request for Proposal to independently contract for these services. The Authority's Risk Manager is responsible for administration of employee health services.

Joint Firefighter Recruitment - Human Resources is exploring joint firefighter recruitment efforts with other public jurisdictions in Orange and Los Angeles Counties with the goals of being more responsive to applicants, increasing the diversity of the OCFA workforce, and reducing the cost of recruiting efforts.

Administrative

administrative Services Agreements - Upon formation of the Authority, the Board approved an administrative services agreement with the County which included provisions for the County to provide interim administrative support functions, including the following: employee health services, facility operations, purchasing, real estate, reprographics, vehicle services, payroll, claims, check writing, general accounting, collections, certain benefits administration, treasury services, banking and investment services, property tax collection, architect and engineering services, telephone services, and mapping services. The County took action on September 26, 1995 to end some interim services including employee health (pre-employment and return to work physicals), purchasing, reprographics, and transportation services. The Board of Directors took action on September 28, 1995 to authorize the Director of Fire Services to execute agreements or hire staff (up to a maximum of six employees) as needed on an immediate basis to replace those services.

Purchasing - With the formation of the Authority, the Board approved an interim administrative services agreement with the County which included Purchasing services. County Purchasing services ended in October, 1995. At the November 16, 1995, Board meeting, the Board of Directors adopted an ordinance establishing the purchasing rules and regulations, and a resolution establishing purchasing policies, limits, authorities, and bid guidelines. An interim program was implemented through use of existing staff and two contract consultants. Robert LaPorte was hired in February, 1996, as the Authority Purchasing Manager. A permanent purchasing function is now being established.

Facilities Management - All facilities management functions were transferred effective July 1, 1995 from the County to OCFA, including real estate, lease administration, lease negotiation, architect and engineering services, maintenance, space planning, underground storage tank remediation management, and alteration and improvements management.

- FY 1995/96 Budget Adoption The Board conducted a public hearing on the FY 1995/96 Budget in June 1995 and adopted the Authority's first annual budget. They directed staff to work with the City Manager Advisory Committee to develop a proposed plan to bring the Operating Budget into balance by Fiscal Year 1996/97.
- Financial and Human Resources System Implementation Project A team with members from Financial Services, Human Resources, and Information Systems was formed to develop an OCFA Financial Human Resources System to be the backbone administrative system for the new Authority. The implementation date for the new system is scheduled for January 1, 1997.
- Financial Audit The Board authorized a contract with Moreland and Associates to perform an audit of OCFA financial statements for the period ending June 30, 1995. Moreland and Associates reviewed the cash and investment balances and traced interest income, property tax apportionments, and city contract revenues effective as of the Authority's formation date. The audit was completed in December, 1995, and the report, management letter, and staff response to the audit will be presented to the Board of Directors at their March, 1996, meeting.
- Recevery from the County Bankruptey The bankruptcy of the Orange County Investment Pool (OCIP) and the County of Orange reduced OCFA's cash balances by \$10 million in FY 1994/95. In response OCFA immediately halted all deferrable activities and purchases to position ourselves for post-bankruptcy recovery. To promote savings and continued recovery, the Board adopted a stringent budget policy for FY 1995/96.
- Asset Transfer The Board of Directors adopted a resolution to accept the real property, approved an agreement to transfer and accept personal property from the County, and approved an agreement with the County on the assignment and assumption of leases and contracts from the County.

 All of the properties have transferred to OCFA with the exception of Station 18 (Trabuco Canyon). Issues relating to a long-term lease are pending with the County for that station.

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Operational Enhancements

Advanced Life Support System Enhancements - OCFA completed a regional study examining the impact on upgrading seven engines to Paramedic Assessment Units (PAU) and the emergency medical call load in the Saddleback Valley. The Board directed staff to maintain the seven PAUs currently in service for the pilot study and supplemented them with an additional ten PAUs. Also the Board directed conversion of E22 (Laguna Hills), E24 (Mission Viejo), and E222 (Laguna Hills) to paramedic engines and placed a paramedic van at Station 31 (Mission Viejo).

Helicopter Program Enhancements - The Board directed that staff allow the contract with Evergreen Helicopter to expire on June 21, 1995. On that day, OCFA took delivery of a refurbished federal surplus helicopter. The Board authorized the Director of Fire Services to execute a maintenance contract with San Joaquin Helicopter, Inc., and to develop and issue a combined RFP for a joint OCFA/CDF long-term helicopter maintenance contract beginning January 1, 1996. It further authorized the Director to issue a contract Helicopter Pilot Services RFP, and enter into a contract for helicopter pilot services. OCFA also contracted with San Joaquin Helicopter, Inc., for those pilot services. A second primary helicopter was delivered in February 1996.

Replacement of the Radio Console Electronics and Console Furniture for the Emergency Communications

Contor - In May 1995, the Board authorized the purchase of ten radio consoles and furniture for work positions for the ECC. The current system had become unreliable and expensive to repair. New consoles were installed and operational in September 1995.

Integrated Fire Prevention System - This system integrates and automates information associated with fire prevention inspections, hazardous materials information, fire code permits, and building design information. Phase I of the Integrated Fire Prevention System is now operational resulting in automation of Code Enforcement and Hazardous Materials Disclosure Office which facilitates automatic downloading of hazardous material information to the emergency dispatch system for use by Operations personnel on emergency incidents. Based on availability of funds, subsequent phases are planned that will incorporate plan review, expansion of Phase I elements, and implementation of fire station level system access to allow field personnel as well as other Fire Prevention staff to review the status of assigned inspections and complete data entry update of inspection information.

- Youth Firesotter Program (Formerly the Juvenile Firesotter Program) Staff is revising and expanding the Juvenile Firesetter Program after a review of juvenile firesetter programs nationwide. The program includes two three-hour age-specific educational sessions presented at fire stations, by fire captains, for first-time juvenile firesetters and their parents.
- Arsen Deg The Investigation Section now is using a dog trained as a certified accelerant (a flammable liquid to accelerate the burn of a fire) detection canine. The sensitivity of the dog's sense of smell is 1,000,000 times better than a human's. The dog will be valuable in developing a case to prove arson.
- PC-based CAD Back-Up System Information Systems completed development and installation of a PC based backup system which allows dispatchers to use Computer Aided Dispatch Systems information should the mainframe system fail. The system was installed at all dispatch consoles and became operational in December 1995.
- EMS Nurse Educators The Executive Committee approved the implementation of an in-house continuing education program. The program will include contracting with registered nurses to provide on-duty continuing education to OCFA's paramedics for the remainder of FY 1995/96.
- Hazardous Material Disclosure and Risk Management Prevention Programs The Board of Directors directed staff to request the County Board of Supervisors to designate the Fire Authority as the administering agency for the HMDP and RMPP programs. The County Board of Supervisors approved the ordinance in February, 1996.

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Service Agreements

Westminster Service Agreement - The Board entered into an agreement July 17, 1995, for Fire Protection and Emergency Medical Services with the City of Westminster. This agreement enhanced OCFA's current fire protection by the addition of available paramedic engine companies within this region. It provided additional resources within the northwestern section of OCFA's protection area, increased the depth of available resources within the regional system, as well as saved money for the City of Westminster.

Development-Related Agreements

Las Flores (Unincorporated) Implementation Agreement - OCFA has entered into an agreement with Las

Flores Limited Partnership to insure participation in the construction of Fire Station No. 58,

currently estimated to be needed in approximately three years. Located in southeastern

Orange County, east of Mission Viejo, south of Rancho Santa Margarita and west of Coto de Caza, this development is planned for approximately 2200 residential dwelling units to be phased over the next five years. The future fire station will be located in the adjacent Ladera area currently in the planning stages. Should Ladera not be developed, a temporary or permanent fire station in Las Flores may be needed.

- Northwood Point (Irvine) Implementation Agreement Currently undergoing annexation to the City of Irvine, Northwood Point Planned Community will consist of approximately 2885 residential dwelling units and 150,000 square foot commercial development. A secured fire protection agreement was approved by the Board in April 1995 which requires the Irvine Company to provide for half of future Fire Station No. 55 contribution. Based on surrounding development, the proposed station is not anticipated to be needed for at least five years. OCFA is currently analyzing several locations for a one acre irrevocable offer of dedication required as part of the agreement.
- Warner near Huntington Beach, OCFA is negotiating a secured fire protection agreement with the Koll Company which stipulates developer obligations in exchange for authorization to construct up to 3300 residential dwelling units. The City of Huntington Beach Fire Department has also been involved with this development and we anticipate that a service agreement will also be prepared to address parameters of fire and paramedic services to address interim as well as long term needs for this development.
- Lower Peters Canyon (Unincorporated) implementation Agreement On January 25, 1996, the Board approved the Lower Peters Canyon Implementation Agreement with the Irvine Company. This agreement contains a provision for the Irvine Company to dedicate eight acres in Lower Peters Canyon towards a Headquarters Facility Complex which will consist of an administrative, 911 communications, fire training, and support facilities complex. An agreement with the Irvine Company for dedication of an additional eight acres is anticipated by June 1996 and fulfills OCFA's need for sixteen acres of land for the Headquarters Facility Complex. The proposed Headquarters Facility Complex in Lower Peters Canyon is located in unincorporated area off Jamboree Tustin Ranch Road and is anticipated to be annexed into the City of Irvine at a future date. Preliminary site analysis and planning will continue throughout this year with and estimated timeframe for beginning design by July 1998 and commencing construction by July 2001.

800 MHz Agreement

800 MHz System Agreement - All local cities and the OCFA have agreed to participate in the 800 MHz

County Coordination Communication System Joint Agreement. The benefits of implementing this system will be new digital technology which will allow for more tactical channels, greater signal output allowing better radio penetration in high rise commercial structures, direct radio contact with law enforcement and public works at emergency incidents, and a

means by which to upgrade the current paramedic radio system.

Community Safety and Education

- 1994 Uniform Fire Code Adoption The Uniform Fire Code is published every three years as one of several model codes and is proposed for adoption in each jurisdiction with additional local amendments to provide for fire and life safety requirements in our communities. The adoption of the 1994 Uniform Fire Code ordinance will provide for increased fire and life safety for our communities and addresses such critical issues as fire sprinklers in multifamily dwellings, fire sprinklers in many single-family dwellings, and amendments to reduce the fire risk in the wildland-urban interface.
- Orange County Fire Authority Building Officials Association With the formation of the Fire Authority, the building officials within our jurisdiction have formed the Orange County Fire Authority Building Officials Association. Our Fire Prevention Division has been invited to participate in this organization and attends the group's regular meetings with a goal of strengthening communications and coordination of building, fire, and life safety issues facing our communities.
- Major Development Review Activities Through the environmental review process in various jurisdictions, OCFA has commented on fire safety project impacts, which ultimately will require future developer obligations for the following developments: Shady Canyon, City of Irvine, Spectrum 5 and 6 Unincorporated and City of Irvine, Bonita Village City of Irvine, University Research Park City of Irvine, Ladera Unincorporated, Saddleback Meadows Unincorporated, Shell Property City of Yorba Linda
- AB 337 Very High Fire Hazard Severity Zenes To date compliance with the provisions of Assembly Bill 337 (Bates) has been taken up and formally acted upon by all affected OCFA-served jurisdictions except two, and these outstanding jurisdictions are currently scheduled to do so by April, 1996. The California Department of Forestry and Fire Protection notified each affected jurisdiction that they must adopt a map designating very high fire hazard zones by early December 1995. A model ordinance has been developed and is scheduled to be acted upon by all affected jurisdictions. OCFA will continue to provide staff support in this effort.
- Wildland Grant Program Three separate OCFA wildland fire protection projects have been selected by FEMA for grant funding in the amount of \$692,211 under FEMA's Hazard Mitigation Grant Program: Vegetation Management/ Prescribed Burning, Fuel Modification/Inspection and Residential Inspection/Education. The grants are funded for two years and will assist in establishing ongoing wildland fire protection programs. Funding is on a 75%-25% basis, with OCFA funding 25% by providing vehicles, uniforms, computers and other miscellaneous items.

- Outreach 95 The Fire Prevention Division continues to promote opportunities to reach out to the development and business communities in order to encourage open communication, provide a responsive business environment, as well as to facilitate and assist our customers in the regulatory process. In the Fall of 1995 the Division hosted "Outreach '95 Smoothing the Way through the Plan Review Process" for over 200 attendees. In addition to the conference, staff continue to update handouts, increase their availability, and implement the accelerated plan review process.
- Costa Mosa Hazardous Materials Disclosure Office (HMDO) State law requires threshold quantities of hazardous materials at a business to be disclosed to a designated agency. Previously, the City of Costa Mesa used OCFA as its designated agency. At the request of the City to enhance local control, OCFA transitioned Costa Mesa's HMDO responsibilities to the City in November 1995.

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