



**NOTICE AND CALL OF A SPECIAL MEETING OF  
THE ORANGE COUNTY FIRE AUTHORITY BOARD  
OF DIRECTORS**

A Special Meeting of the  
Orange County Fire Authority Board of Directors  
has been scheduled for May 24, 2018  
at 6:00 p.m.

The meeting will be held at:  
Orange County Fire Authority  
Regional Fire Operations & Training Center  
Board Room  
1 Fire Authority Road  
Irvine, CA

The business to be transacted at the meeting will be  
as shown on the attached Agenda.

Opportunity will be provided for members of the public to address the  
Orange County Fire Authority Board of Directors  
regarding any item of business as described on the Agenda.

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Chair Ed Sachs



# ORANGE COUNTY FIRE AUTHORITY

## AGENDA

### BOARD OF DIRECTORS SPECIAL MEETING

Thursday, May 24, 2018

6:00 P.M.

#### Regional Fire Operations and Training Center

#### Board Room

1 Fire Authority Road

Irvine, CA 92602

This Agenda contains a brief general description of each item to be considered. Except as otherwise provided by law, no action or discussion shall be taken on any item not appearing on the following Agenda. Unless legally privileged, all supporting documents, including staff reports, and any writings or documents provided to a majority of the Board of Directors after the posting of this agenda are available for review at the Orange County Fire Authority Regional Fire Operations & Training Center, 1 Fire Authority Road, Irvine, CA 92602 or you may contact Sherry A.F. Wentz, Clerk of the Authority, at (714) 573-6040 Monday through Thursday, and every other Friday from 8 a.m. to 5 p.m. and available online at <http://www.ocfa.org>

If you wish to speak before the Fire Authority Board, please complete a Speaker Form identifying which item(s) you wish to address. Please return the completed form to the Clerk of the Authority prior to being heard before the Board. Speaker Forms are available at the counters of both entryways of the Board Room.



In compliance with the Americans with Disabilities Act, if you need special assistance to participate in this meeting, you should contact the Clerk of the Authority at (714) 573-6040.

#### CALL TO ORDER

INVOCATION by OCFA Chaplain Jeff Hetschel

PLEDGE OF ALLEGIANCE by Director Hatch

#### ROLL CALL

**PRESENTATIONS**

No items.

**PUBLIC COMMENTS**

Resolution No. 97-024 established rules of decorum for public meetings held by the Orange County Fire Authority. Resolution No. 97-024 is available from the Clerk of the Authority.

Any member of the public may address the Board on items within the Board's subject matter jurisdiction but which are not listed on this agenda during PUBLIC COMMENTS. However, no action may be taken on matters that are not part of the posted agenda. We request comments made on the agenda be made at the time the item is considered and that comments be limited to three minutes per person. Please address your comments to the Board as a whole, and do not engage in dialogue with individual Board Members, Authority staff, or members of the audience.

The Agenda and Minutes are now available through the Internet at [www.ocfa.org](http://www.ocfa.org). You can access upcoming agendas on the Monday before the meeting. The minutes are the official record of the meeting and are scheduled for approval at the next regular Board of Directors meeting.

**CONSENT CALENDAR**

No items.

**DISCUSSION CALENDAR****S1. Ongoing Equity Discussions - City of Irvine**

Submitted by: Lori Zeller, Assistant Chief/Business Services Department

Recommended Action:

Provide direction to staff regarding any additional actions the Board may wish for staff to pursue in response to Irvine City Council's May 22, 2018, report out of closed session that, by a unanimous vote, "the City Council directed that a notice be prepared to the Orange County Fire Authority to indicate that the City of Irvine would leave the Orange County Fire Authority in 2020, that notice will be prepared for delivery to the Fire Authority at the end of June unless specific interests of the City of Irvine are addressed prior to that time."

**REPORTS**

No items.

**BOARD MEMBER COMMENTS****CLOSED SESSION**

No items.

**ADJOURNMENT** - The next regular meeting of the Orange County Fire Authority Board of Directors is scheduled for June 28, 2018, at 6:00 p.m.

**AFFIDAVIT OF POSTING**

I hereby certify under penalty of perjury under the laws of the State of California, that the foregoing Agenda was posted in the lobby, front gate public display case, and website of the Orange County Fire Authority, Regional Fire Training and Operations Center, 1 Fire Authority Road, Irvine, CA, not less than 24 hours prior to the meeting. Dated this 23<sup>rd</sup> day of May 2018.

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Sherry A.F. Wentz, CMC  
Clerk of the Authority

**UPCOMING MEETINGS:**

Human Resources Committee Meeting (Special)	Thursday, June 7, 2018, 2:00 p.m.
Budget and Finance Committee Meeting	Wednesday, June 13, 2018, 12:00 noon
Claims Settlement Committee Meeting	Thursday, June 28, 2018, 5:00 p.m.
Executive Committee Meeting	Thursday, June 28, 2018, 5:30 p.m.
Board of Directors Meeting	Thursday, June 28, 2018, 6:00 p.m.



Orange County Fire Authority  
**AGENDA STAFF REPORT**

Board of Directors Special Meeting  
May 24, 2018

Agenda Item No. S1  
Discussion Calendar

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**Ongoing Equity Discussions - City of Irvine**

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**Contact(s) for Further Information**

Lori Zeller, Assistant Chief  
Business Services Department

[lorizeller@ocfa.org](mailto:lorizeller@ocfa.org)

714.573.6020

**Summary**

This item is submitted for discussion of the enhanced services and value-added partnership ideas that have been developed for consideration on behalf of the City of Irvine, in light of the reportable action that was announced following the Irvine City Council's closed session of May 22, 2018.

**Prior Board/Committee Action**

In May 2016, the Board of Directors considered next steps for addressing Irvine's equity concerns and whether or not to form a new Equity Ad Hoc Committee. The Board concluded that it preferred for discussion to occur with the involvement of the full Board of Directors, rather than trying to select a smaller group to participate on an Ad Hoc Committee. Furthermore, the Board indicated that, should the City of Irvine and/or County of Orange wish to pursue a proposal, then the two parties were requested to work out the details of the proposal between themselves first, and bring it forward to the OCFA Board for discussion and consideration when ready.

In August 2017, the Board of Directors authorized OCFA staff to talk with the City of Irvine about enhanced service and value-added partnership ideas that OCFA could pursue on behalf of Irvine, without requiring an amendment to the Joint Powers Agreement (JPA). The broad parameter was that any conceptual ideas were limited to those which OCFA could pursue within the framework of the existing JPA terms and OCFA budget process. The authorization did not include pursuit of a JPA Amendment or property tax transfer.

**RECOMMENDED ACTION(S)**

Provide direction to staff regarding any additional actions the Board may wish for staff to pursue in response to Irvine City Council's May 22, 2018, report out of closed session that, by unanimous vote, "the City Council directed that a notice be prepared to the Orange County Fire Authority to indicate that the City of Irvine would leave the Orange County Fire Authority in 2020, that notice will be prepared for delivery to the Fire Authority at the end of June unless specific interests of the City of Irvine are addressed prior to that time."

**Impact to Cities/County**

Continued effort in pursuit of the enhanced services under discussion with the City of Irvine is beneficial to all OCFA members by strengthening the OCFA's regional service delivery model and strengthening the OCFA's partnership with Irvine.

## **Fiscal Impact**

Fiscal impacts associated with individual service enhancement concepts will be requested for Board approval either as part of the OCFA's annual Proposed Budget request, or as individual project/funding requests at the time each concept is fully developed for implementation.

## **Background**

In March 2012, in response to concerns raised by the City of Irvine, the OCFA Board of Directors formed an Ad Hoc Committee to study equity. For OCFA, equity refers to the extent to which revenue received from a member agency bears a reasonable relationship to the value of the services that a member receives. By November 2013, an amendment to the Joint Powers Authority Agreement was approved by 20 of OCFA's 24 member agencies. Three cities rejected the Amendment (Aliso Viejo, Laguna Niguel, and Villa Park), and one member agency (County of Orange) never formally considered the Amendment in open session. To become effective, the Amendment was only required to be approved by 2/3 (16) of OCFA's member agencies.

In approving the amendment, the OCFA Board of Directors authorized General Counsel to commence a "validation" action in the Orange County Superior Court to obtain a judicial declaration of the validity of the "*Second Amendment to the Amended JPA.*" Per those directions, the OCFA and the City of Irvine jointly filed a Petition seeking validation of the Second Amendment in December 2013.

In January 2014, the Orange County Board of Supervisors voted 4-to-1, with Supervisor Spitzer opposed, to file a formal opposition to the validation action. In August 2014, the court found that the equity adjustment payments to be made to Irvine, and scheduled to be made to other cities, were not permissible expenditures under the Amended JPA. Subsequent proceedings in Appellate Court upheld the lower court ruling and, effective in March 2016, the Second Amendment became null and void.

In May 2016, the OCFA Board considered next steps for addressing Irvine's equity concerns, and whether or not to form a new Equity Ad Hoc Committee. Ultimately, the Board decided that it preferred for discussion to occur with the involvement of the full Board of Directors, rather than trying to select a smaller group to participate on an Ad Hoc Committee. The Board indicated that, should the City of Irvine and/or County of Orange wish to pursue a proposal, then the two parties were requested to work out the details of the proposal between themselves first, and bring it forward to the OCFA Board for discussion and consideration when ready.

In January 2017, Irvine's City Attorney reported out from closed session that the Council directed city staff to explore leaving the OCFA in 2020.

In August 2017, the Board of Directors authorized OCFA staff to talk with the City of Irvine about enhanced service and value-added partnership ideas that OCFA could pursue on behalf of Irvine, provided those enhanced services could be implemented without requiring a JPA Amendment. OCFA and Irvine staff have been engaged in dialogue for this purpose, with OCFA generating ideas for discussion that were positively received by Irvine staff, subject to further development and dialogue.

- The list of ideas, originally dated October 5, 2017, has been modified as of May 23, 2018, with status updates and one new addition from OCFA's new Fire Chief Fennessy (Attachment).
- Some of these enhanced services are included in the OCFA's FY 2018/19 Proposed Budget for approval by the Board of Directors on May 24, 2018 (expanded Fire Station 20 staffing - \$3 million per year and an additional new Battalion 10 - \$1 million per year).
- One of the ideas is being prepared for Board consideration of funding in June 2018 (Seasonal Handcrew, roughly \$400,000 per year pending completion of project plan).

- One high-value item feasibly depends on confirmation that Irvine will remain a member of OCFA beyond 2020 in order to further develop the concept for funding, action, and approval (Joint Police-Fire Training Facility; total cost is yet to be determined. OCFA has set-aside \$19.5 million in reserves for this purpose).
- One project is out to competitive bid (mapping firm to create response maps for high rise occupancies).

In October 2017, SB 302 (Mendoza) was passed and signed into law by the Governor, amending Section 99.02 of the Revenue and Taxation Code. Prior to this legislation, existing regulations in the Revenue and Taxation Code prohibited transfers of revenues between local agencies unless certain requirements were met. SB 302, specific to OCFA, added a fifth condition on property tax transfers that applies only to the transfer of Structural Fire Fund (SFF) property tax revenues. It requires that the transfer of SFF property tax revenues be approved by the Orange County Board of Supervisors, the city councils of a majority of OCFA member cities, and the OCFA Board of Directors. Also, the transfer may not violate existing law that requires SFF revenues to be expended exclusively for fire protection and related services.

On May 22, 2018, the Irvine City Council reported out of closed session that, by unanimous vote, “the City Council directed that a notice be prepared to the Orange County Fire Authority to indicate that the City of Irvine would leave the Orange County Fire Authority in 2020, that notice will be prepared for delivery to the Fire Authority at the end of June unless specific interests of the City of Irvine are addressed prior to that time.”

Staff has not yet been informed what the “specific interests” are that Irvine is seeking to address, and is seeking direction regarding any additional actions the Board may wish to pursue in response to Irvine’s report out of closed session.

**[Attachment\(s\)](#)**

Orange County Fire Authority - Providing Additional Value to the City of Irvine (originally dated October 5, 2017, modified with status updates May 23, 2018)

**Orange County Fire Authority**  
**Providing Additional Value to the City of Irvine**

**October 5, 2017**

(Status Updates as of May 23, 2018 in blue font)

(Newly Added Enhancement as of May 23, 2018 in green font)

**Planned Service Enhancements (traditional services, maintaining standards for core service delivery)**

**Expanded Fire Station 20 Staffing**

Twelve frontline Operations personnel are planned for implementation to staff Truck 20 when the newly constructed, permanent Fire Station 20 opens later this fiscal year. The addition of this personnel (6 Firefighters, 3 Fire Apparatus Engineers, and 3 Captains) is funded for the last few months of the current FY, and carries a full annual cost of approximately \$3 million per year.

- Station 20 is anticipated to open in June 2018, and implementation of Truck 20 (with added staffing of twelve new firefighters) is scheduled to occur on July 6.

**New Battalion 10**

OCFA plans to create a new Battalion in the City of Irvine, splitting the supervisory workload of the many Irvine fire stations among two battalions instead of the one that currently exists. The addition of Battalion 10 will require funding for three Battalion Chiefs in OCFA's budget at approximately \$1 million per year. The staffing and support equipment for this Battalion will be requested as part of the FY 2018/19 budget for implementation July 1, 2018, which approximates the timing for the expanded station staffing that is also planned for implementation at permanent Fire Station 20.

- Funding for new Battalion 10 is included in the FY 2018/19 Proposed Budget, which will be submitted to the OCFA Board of Directors for adoption on May 24, 2018. Upon Board approval, the implementation of the three new Battalion Chief positions is scheduled to occur on July 6.

**Added Fire Station, Irvine Business Complex (IBC)**

The OCFA recognizes the imminent need for additional response capabilities to the IBC and adjacent areas. Increasing congestion, demand due to municipal growth, elevated patient contact times after arrival on scene, and the high-risk response areas of the airport, university, and high-rise office and residential buildings of the IBC are evidence that additional OCFA coverage will be needed. OCFA would like to move forward with identification of a location for a new fire station in the IBC. Additionally, OCFA would like to discuss partnering with the City of Irvine for a joint-use property (ex: city park and fire station).

- Significant effort and outreach has been performed in search of a suitable location for this new proposed station (Fire Station 52) to serve the IBC area.
- An Irvine Ranch Water District (IRWD) property initially looked promising; however, IRWD has formally declined our request to potentially purchase the land, citing its desire to retain the land.



**Orange County Fire Authority  
Providing Additional Value to the City of Irvine**

**October 5, 2017**

(Status Updates as of May 23, 2018 in blue font)

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- OCFA may engage its real estate consultant to assist in searching for alternative sites and potentially to assist in determining appropriate value of sites in order to make recommendations to the OCFA Board for entering into land-purchase negotiations.
- Discussions continue with the University of California, Irvine (UCI) regarding a potential site at its North Campus near Jamboree and Campus. Fire Chief Fennessy and Division Chief McKeown have a scheduled meeting with the Vice Chancellor on May 31, 2018.

**Added Staffing to Heavy Rescue 6**

OCFA is interested in defining plans to constantly staff Heavy Rescue 6 (HR6) with 4 personnel daily, per shift (twelve employees total). This highly specialized rescue unit is currently cross-staffed with personnel from Truck 6. With the daily staffing of HR6, the addition of twelve new positions will be required, as well as potential relocation of Truck 6 to another nearby Irvine fire station. The addition of these personnel (6 Firefighters, 3 Fire Apparatus Engineers, and 3 Captains) carries a full annual cost of approximately \$3 million per year. A new Heavy Rescue Vehicle would carry a cost of approximately \$900,000.

**Non-Traditional and/or Value-Added Services for Discussion & Consideration**

**Financial Value**

**1. Accelerated Pension Paydown Plan**

Explore methods to alter OCFA's Accelerated Pension Paydown Plan to specifically allocate the value of the accelerated payments to the pro-rata share of pension liability for specific Structural Fire Fund (SFF) members. The allocation would apply to those SFF members deemed over-funded per the equity formula specified in the OCFA's Joint Powers Authority (JPA) Agreement.

- OCFA developed a potential method for prorating OCFA's total unfunded pension liability to all member agencies first, and then secondarily allocating the value of accelerated pension payments **only to SFF members deemed over-funded** (per the equity formula defined in the JPA).
- Using this method, Irvine's prorated share of OCFA's unfunded pension liability at the beginning of FY 2017/18 would have equated to \$80.7 million. The \$80.7 million value would have been reduced during FY 2017/18 by \$11.8 million from application of OCFA's accelerated payments.

**Services to Jointly Benefit Irvine Police Department & Fire Services**

**2. Joint Police/Fire Training Facility**

Explore construction of a joint Irvine Police Department (IPD)/OCFA Training Facility in the City of Irvine. OCFA would seek legal guidance, budget options, and Board approval to fund the facility construction through the OCFA Capital Improvement Program budget. Approximately \$19.5 million

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remains set-aside in OCFA reserves from the prior Jurisdictional Equity Adjustment Payments (JEAP) that were overturned by the Appellate Court.

- Preliminary consideration has been given to the feasibility of using land behind the new Fire Station 20 for a potential joint IPD/OCFA training facility. Dialogue with the governing bodies of OCFA and the City of Irvine is key to enable further development of this concept.

**3. Mapping Firm to Create Response Maps for High Rise Occupancies**

Irvine is experiencing tremendous growth in large multi-family residential, commercial, high rise and major entertainment/recreational properties. These occupancies present unique challenges for first responders to access and navigate. OCFA could explore an OCFA-funded project to hire a contracted mapping firm to create response maps for high rise occupancies in Irvine, for joint use by both police and fire personnel.

- OCFA assembled a multi-disciplinary project team (including an IPD representative) to further develop the scope of this project for preparation of an Request for Proposal (RFP) and to determine the cost. As a result, an RFP was issued and is pending responses.
- After the RFP process is complete, OCFA staff will submit the project and funding request to the OCFA Board of Directors for its consideration.

**4. Connect OCFA and IPD Computer Aided Dispatch (CAD) Systems**

OCFA could seek funding for a project to connect the OCFA's CAD System with the IPD's CAD System. The intent would be to provide for seamless and expedited call-transfer capabilities, and to improve situational awareness for both police and fire personnel.

- No updates at this time.

**5. Data Center Partnership for Disaster Preparedness**

OCFA could partner with the City to provide the City with additional rack space in the OCFA's Data Center, for use by the City for additional disaster preparedness options.

- This concept was initially identified to be of lesser priority/value compared to the other initiatives pending further definition of vision and value.

**Dedicated Service Options**

**6. Dedicated Field Inspectors (2)**

Volume of construction activity in the City of Irvine is significant, and as construction continues, the annual inspection workload is also increasing. Year-to-date, Irvine has issued 155 commercial and 1,245 residential permits. In addition, there are currently 81 high rise structures with 6 additional in the planning phases and numerous community entertainment and recreational venues underway.

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OCFA could explore enhanced Inspection Services to the City with 2 additional Field Inspectors assigned specifically to Irvine. These 2 positions would be in addition to current resources already serving the City.

- No updates at this time.

**7. Seasonal Handcrew (8)**

Our pre-fire management team works very closely with the Irvine Ranch Conservancy and are aware of the city's fuel mitigation and road maintenance needs. OCFA can help by assisting with fuel mitigation, maintenance of open interior space (like Bommer Canyon and Turtle Rock areas), and road way maintenance in the interface. OCFA could explore the provision of a seasonal team of 8 handcrew firefighters and one supervisor for 5 to 6 months per year, dedicated to services in Irvine.

- OCFA's Pre-Fire Management staff engaged in preliminary discussion with the City's Forester, indicating interest.
- A project plan is being developed for consideration by the OCFA's Budget and Finance Committee and Board of Directors in June 2018.

**Alternative Service Options**

**8. Alternative Service**

Over the last 5-10 years, America's Fire based Emergency Medical Services (EMS) service providers have seen a significant increase in 911 calls. The cause of these increases has not been widely studied, but anecdotally has been attributed to changes in health care coverage and an increasing comfort and familiarity with the 911 system. A sizeable portion of these calls are not emergencies in the traditional sense such as a heart attack, stroke, or car accident. Many 911 calls are for citizens who are suffering from non-life-threatening illnesses or injuries such as twisted ankles, small lacerations, sub-acute mental illness issues, or even the common cold/flu.

EMS providers are creatively modifying the way in which they respond to these calls. The methods are known as "alternative service delivery" options, and are utilized on calls for service that are sub-acute in nature. The following are two possible service delivery models that could be trialed in Irvine:

- Pre-position a nurse practitioner and OCFA paramedic on a quick response vehicle to handle the sub-acute calls. The team performs treatment modalities in the home, referring the sick and injured to their own doctors or urgent care centers for follow-up.
- Patients are transported to urgent care and specialty clinics, as well as doctor's offices rather than just emergency rooms.

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Options such as these can maintain the availability of rescuers for truly emergent 911 calls, lessen emergency responses in the community, and help keep the emergency room doors open by routing sub-acute patients to other treatment providers.

- OCFA has held initial discussions with its EMS Section to discuss these, and other possible opportunities.
- An alternate response unit is operational in Anaheim and research will be needed to further understand its scope and services offered. OCFA's EMS Section is researching data to identify associated needs.
- Trial studies of the alternate destination option has been completed in the cities of Newport Beach, Huntington Beach, and Fountain Valley. The program was successful, and there is pending legislation (SB944) to enable this to become an approved method of patient care. Without the legislation, the current paramedic scope of practice does not allow this option.
- Other options include:
  - Possible CPR and/or bleeding control outreach and education to high school age kids or city staff
  - Medical and medication information for first responders in Irvine. We are currently researching options.