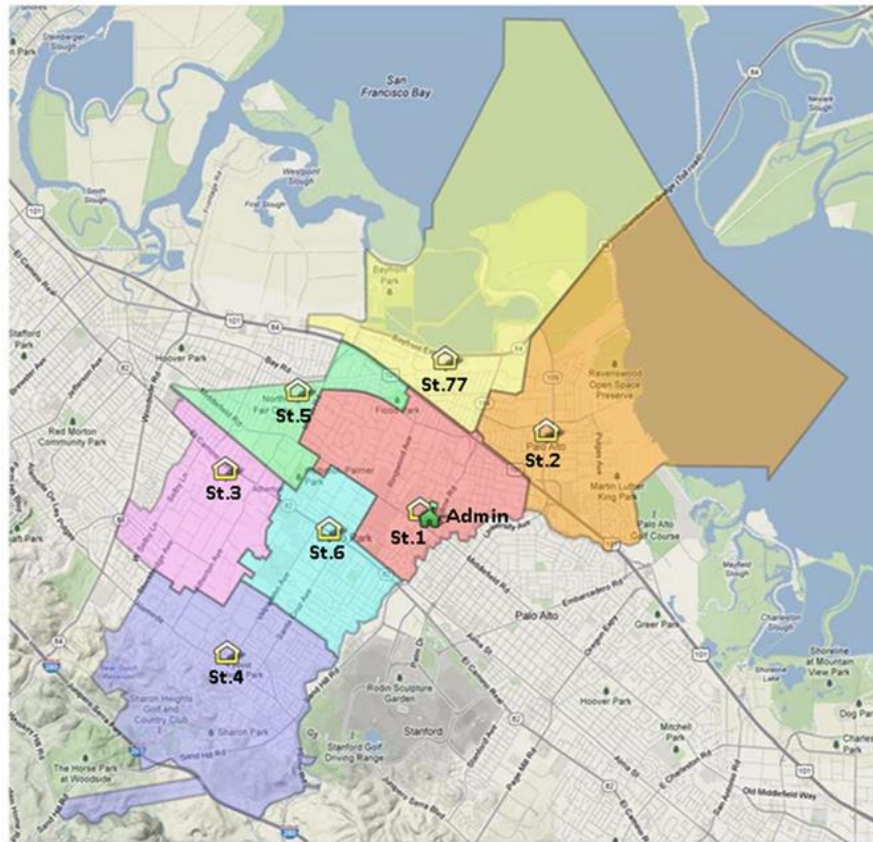


MENLO PARK FIRE PROTECTION DISTRICT: READY FOR GROWTH?



San Mateo County 2017-18 Civil Grand Jury

Table of Contents

ISSUE	1
SUMMARY	1
GLOSSARY AND ABBREVIATIONS	2
BACKGROUND	3
Quality of Service	3
Geography and Demographics	4
Budget and Spending	4
Revenue Sources	4
California Task Force 3	5
Growth Areas	5
District Operations	7
Resource and Operating Environment Assessment	8
DISCUSSION	8
Property Acquisitions	12
Impact Fees	17
Donations to District	20
Accreditation	21
District Relations with Local Governments	23
FINDINGS	24
Strategic Planning	24
Property Acquisitions	24
Donations	25
Accreditation	25
District Identity	25
RECOMMENDATIONS	26
REQUEST FOR RESPONSES	27
METHODOLOGY	27
BIBLIOGRAPHY	1
Appendix A: California Urban Search and Rescue Team 3	
Appendix B: M-2 Area Map	
Appendix C: Map of District Boundaries with Station Locations	
Appendix D: Menlo Park Fire Protection District, 2017 Annual Summary	

Appendix E: Citygate Report regarding location assessments for fire stations 3, 4, 5 and other possible alternative or additional locations for fire stations in the Menlo Park Fire Protection District, February 14, 2017

Appendix F: Email communications and staff report related to remodeling and use of District owned property at 28 Almendral, Atherton

Appendix G: Properties purchased by Menlo Park Fire Protection District 2016-2018

Appendix H: Center for Public Safety Excellence Fire and Emergency Service Self-Assessment Manual, 9th Edition, 2015

Chapter 1 – Introduction

Chapter 2 – Accreditation Management 101

Chapter 5 – The Model

(Used with permission from CPSE)



MENLO PARK FIRE PROTECTION DISTRICT: READY FOR GROWTH?

[Issue](#) | [Summary](#) | [Glossary](#) | [Background](#) | [Discussion](#) | [Findings](#) | [Recommendations](#)
[Requests for Responses](#) | [Methodology](#) | [Bibliography](#) | [Appendixes](#) | [Responses](#)

ISSUE

Is the Menlo Park Fire Protection District prepared to meet the operational and institutional challenges presented by unprecedented population and building growth within its boundaries?

SUMMARY

The Menlo Park Fire Protection District (the District) is an independent special district that serves the Town of Atherton, the City of East Palo Alto, the City of Menlo Park, and portions of unincorporated San Mateo County (collectively referred to as the local governments, or constituent jurisdictions). It is primarily funded through property taxes it receives through the countywide general property tax.

The District's services are highly rated by the Insurance Services Office (ISO), an independent organization that collects information on and evaluates the quality of service provided by municipal fire protection agencies throughout the United States. The District also enjoys a high level of community support and recognition for the services it provides.

Notwithstanding the foregoing, the District has operated without a strategic plan (as defined by the Center for Public Safety Excellence)¹ since at least 2010. The lack of a strategic plan is surprising given the rapid commercial and residential growth in the cities of Menlo Park and East Palo Alto, east of Highway 101, and unincorporated areas such as North Fair Oaks, which has created increased demand for public safety services, particularly those provided by the District.

The absence of a multiyear strategic plan hinders the District's evaluations of future demand for services, revenue streams and resource needs, and denies the public the opportunity to measure the District's progress in achieving stated goals. By failing to allocate sufficient resources to develop multi-year strategic and financial plans, regardless of competing priorities, the District, in effect, has treated strategic and financial planning as discretionary. Additionally, the absence of a strategic plan, or financial forecasting, impairs the District's ability to allocate its resources effectively and hurts the District's efforts to obtain support from the jurisdictions it serves for the imposition of fees on new developments to be paid to the District.

1. Without a strategic plan showing any present or future need for the properties, the District purchased five properties for cash exceeding \$21.9 million in the last two years. One property purchase, a residence adjacent to the District's Station 3, was reportedly made to eventually expand the station despite a recommendation from a consultant hired by the District that Station 3 be relocated to improve service coverage in the area.
2. Without a strategic and financial plan showing a need, the District was unsuccessful in its attempt to obtain impact fees on development projects. The District hoped that the fees, which require local government approval, would fund \$12 million in capital improvement costs for the District to adequately serve the newly developed areas. However, in July 2016 local government leaders, citing District reserves of \$70.5 million and increasing property tax revenue to the District, set an independent financial analysis as a requirement before they would consider recommending an impact fee. In May 2017 the District declined to participate in a local government review of its finances and withdrew its request local governments impose an impact fee. An adequate strategic and financial plan would have shown whether the impact fees were necessary.

¹ Center for Public Safety Excellence, *Fire and Emergency Service Self-Assessment Manual*, 9th ed., 2015, 19. (Used with permission from Center for Public Safety Excellence. Not available to the public; only available by request from Center for Public Safety Excellence)

3. After local governments declined to adopt proposed impact fees in 2017, the District adopted a go it alone philosophy in its relationship with local governments. The current relationship between the District Board and local governments has been described as strained, contentious, and unproductive. The District declared it would negotiate directly with private companies and developers within the District for additional resources. It has accepted over \$300,000 in donations from Facebook to support District operations. The District exercises code enforcement authority and reviews the construction plans of businesses located within its boundaries. Accepting donations of cash, or soliciting impact fees directly from these businesses can create the appearance of favorable treatment or disparate application of rules and laws.
4. By failing to work on strategic and financial plans, the District has not developed the skills and capabilities necessary for such planning. Lacking these skills, the District has been unable to gain accreditation from the Center for Public Safety Excellence since 2011. Accreditation is a comprehensive assessment and evaluation model for fire and emergency service organizations. The accreditation process evaluates the performance of an agency, and provides a method for continuous improvement. The accreditation process requires the District's internal operations be assessed by outside experts with the objective of self-improvement. The District management and governing board has not demonstrated the ability to balance routine administrative functions, such as strategic planning and attaining accreditation, with ongoing operational demands.

The District's governing board is ultimately responsible for the failure to dedicate adequate resources to the planning process, and the failure to develop a multi-year strategic plan which includes a financial analysis component. The Board's failure to require that the District create a multi-year strategic and financial plan on an annual basis is a failure of governance and has left the District ill-prepared to meet the challenges posed by rapid residential and commercial growth within its boundaries.

The San Mateo County Civil Grand Jury (the Grand Jury) recommends the District commit the necessary resources to do the following:

- Develop and maintain an effective multi-year strategic plan, and achieve accreditation.
- Ensure its administrative functions operate effectively regardless of competing priorities created by on-going emergency response operations.
- Engage with its local government partners to review District resources and determine if additional resources are required to maintain effective service levels.
- Review the consultant recommendations relative to the location of Station 3 and re-examine the basis for purchasing the Atherton property.
- Adopt a policy to not accept donations from companies or individuals over which the District has enforcement or inspection responsibilities.

GLOSSARY AND ABBREVIATIONS

- Center for Public Safety Excellence (CPSE) - Nonprofit organization that is a primary resource for the fire and emergency professions to continuously improve services.
- Commission on Fire Accreditation International (CFAI) – A subsidiary of CPSE that confers accreditation to fire and emergency service agencies.
- Impact Fee – Fees enacted to mitigate effect of new development on public services per Section 66000, California Government Code, et. seq. (also known as AB 1600 fees).

- The Insurance Services Office (ISO) -- an independent organization that collects information on and evaluates the quality of service provided by municipal fire protection efforts throughout the United States.
- Little Hoover Commission - The Little Hoover Commission on California State Government Organization and Economy is an independent state oversight agency created by the California Legislature in 1962.
- M-2 Planning Area – A planning zone created by the City of Menlo Park. An area roughly bounded by San Francisco Bay, University Avenue, U.S. 101, and Marsh Road.

BACKGROUND

The Menlo Park Fire Protection District (the District) is an independent special district. State law defines a special district as “...any agency of the state for the local performance of governmental or proprietary functions within limited boundaries.”² In plain language, a special district is a separate local governmental entity that delivers a limited number of public services to a specific geographic area.

The state legislature creates special districts and sets forth their governing procedures. The District, founded in 1916, is one of 346 Fire Districts in California.³ The California Fire Protection District Law of 1987 (Health & Safety Code §13800, et seq.) is the legal foundation granting fire protection districts authority to operate.⁴ The District is governed by a five-member board of directors, elected by district voters. The terms of three directors are set to expire in November of 2018, the other two expire in November 2020.⁵

The public generally does not recognize or understand the District’s status as a special district. Rather, there is a general presumption the District’s title “Menlo Park Fire Protection District” connotes fire protection services are provided by the City of Menlo Park, rather than a special district.⁶ The District website does not include a description of special districts in general, or the independent special district structure of the Menlo Park Fire Protection District in particular.

Quality of Service

The Insurance Services Office (ISO) is an independent organization that collects information on municipal fire protection efforts in communities throughout the United States. By classifying communities' ability to suppress fires, the ISO helps communities evaluate their public fire protection services. The program provides an objective, nationwide standard that helps fire departments in planning and budgeting for facilities, equipment, and training. By securing lower fire insurance premiums for communities with better public protection, the Public Protection Classification (PPC)⁷ program provides incentives and rewards for communities that choose to improve their firefighting services.

² California Senate Local Government Committee, What’s So Special About Special Districts? Accessed May 30, 2018, 4th ed., October 2010. https://calafco.org/sites/default/files/resources/Whats_So_Special.pdf

³ “Fire Protection Districts,” Districts Make the Difference, accessed May 29, 2018. https://docs.wixstatic.com/ugd/1b4751_16c3fbc73d534aa9b261a6b997c112b8.pdf.

⁴ “The Fire Protection District Law of 1847,” California State Senate: Senate Governance and Finance Committee, accessed May 30, 2018. <http://sgf.senate.ca.gov/thefireprotectiondistrictlawof1987>.

⁵ Lauren Quint, Special Meeting Staff Report “Compliance with Senate Bill 415,” Menlo Park Fire Protection District, District Board meeting (agenda item 1 and Attachment B), March 6, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

⁶ Menlo Park Fire Protection District representatives and local government officials: interviews with the Grand Jury.

⁷ “How the PPC Program Works,” ISO Mitigation, accessed May 30, 2018. <https://www.isomitigation.com/ppc/program-works/>.

The District was rated a Class 2 Fire Agency by the ISO in 2017. Agencies are assigned a rating scale of 1 – 10, with one being best. In 2017, the ISO rated 937 California fire agencies, of which only 179 agencies were rated 1 or 2. The District’s rating of 2 places it in the top 16.8 percent of rated California fire agencies.⁸

Geography and Demographics

The District encompasses the Town of Atherton, the Cities of East Palo Alto and Menlo Park, and portions of unincorporated San Mateo County including North Fair Oaks, Sequoia Tract, West Menlo Park, Menlo Oaks and Stanford Weekend Acres (the Constituent Jurisdictions). These Constituent Jurisdictions cover an area of 28.98 square miles, of which 4 square miles are bay marshland, 8 square miles are open bay water, and 16.6 square miles are land. The District also provides fire and emergency services to the roughly one square mile area surrounding the Stanford Linear Accelerator (SLAC) Campus. Through contracts, the district also provides specialized rescue services for the state and federal government.⁹

The District serves a resident population of approximately 90,000, with a significant increase in daytime population created by several large employers in the area, such as Facebook, United States Geological Survey, SRI, and SLAC.¹⁰

<u>Figure 1. District Population</u>	
Jurisdiction	Population
Menlo Park	33,888
East Palo Alto	29,684
Unincorporated area	19,221
Atherton	7,207
Total	90,000

Budget and Spending

The District’s FY 2017-2018 Adopted Budget anticipates \$50.7 million in revenues and \$54.6 million in expenditures. Expenditures are greater than revenues as some expenditures, such as capital improvement projects and apparatus and equipment, are funded from existing resources such as reserve funds. The District is projecting a beginning fund balance of \$68.9 million and estimated ending fund balance of \$64.9 million for FY 2017-2018.¹¹

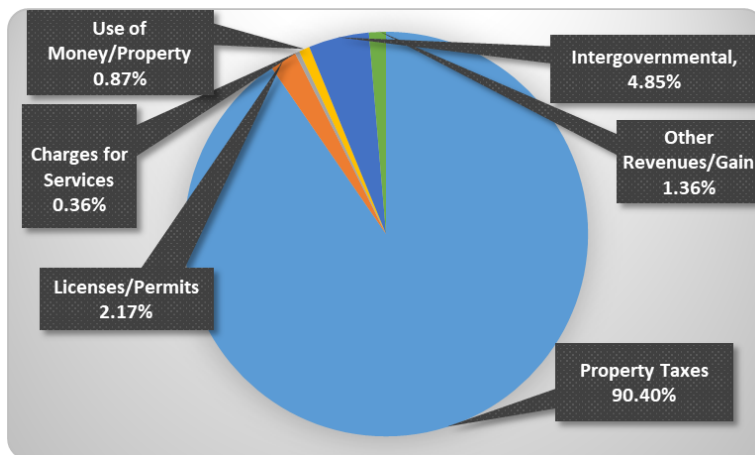
Revenue Sources

The District has six main revenue sources, with property taxes accounting for over 90 percent of total revenue in FY 2017-18. The other sources fall into the following categories: (1) fees paid by other governmental agencies for services provided by the District, as well as grant related projects, (2) license

⁸ “Facts and Figures about PPC Codes around the Country,” ISO Migration, accessed May 29, 2018. <https://www.isomitigation.com/ppc/program-works/facts-and-figures-about-ppc-codes-around-the-country/>.
⁹ Menlo Park Fire Protection District, *Menlo Park Fire Protection District Budget & CA-TF3 US&R Budget Fiscal Year 2016-2017*, <https://evogov.s3.amazonaws.com/media/6/media/83294.pdf>.
¹⁰ “QuickFacts: Menlo Park, California,” U.S. Census Bureau, 2016, accessed May 29, 2018. <https://www.census.gov/quickfacts/fact/table/menloparkcitycalifornia#viewtop>.
¹¹ Menlo Park Fire Protection District, *2017-18 Adopted Budget*, sent to Menlo Park Fire Protection District Board on June 20, 2017, accessed June 3, 2018. <https://evogov.s3.amazonaws.com/media/6/media/88296.pdf>

and permit fees, (3) service charges, (4) rental fees charged by the District, and (5) miscellaneous other revenues. See Figure 3 for breakdown of funding sources.¹²

Figure 3. MPFPD Sources of Revenue



California Task Force 3

The District sponsors the California Task Force 3 (CA-TF3) Urban Search and Rescue Team.¹³ The team operates under authority from the Federal Emergency Management Agency (FEMA) and the California Office of Emergency Services (CalOES). As the sponsoring-agency, the District provides logistical and administrative support under reimbursement contracts with FEMA and CalOES. The CA-TF3 is composed of 220 specially trained members drawn from 19 participating agencies, see Appendix A for list of member agencies.^{14,15} The team has been deployed to more than 30 disasters, domestic and foreign, since its creation in 1991.¹⁶

Growth Areas

The City of Menlo Park has recently experienced rapid growth in the area east of Highway 101 designated by the City of Menlo Park’s “ConnectMenlo” general plan as the “M-2 Area”^{17,18} The M-2 Area is the area roughly bounded by San Francisco Bay, University Avenue, Highway 101 and Marsh Road. Numerous large projects in the M-2 Area are proposed, underway, nearly completed, or currently being occupied. See Appendix B for M-2 area map.

¹² Menlo Park Fire Protection District, *2016 Annual Summary*, accessed June 3, 2018.

<https://evogov.s3.amazonaws.com/media/6/media/70198.pdf>

¹³ “USAR,” Menlo Park Fire District, accessed June 3, 2018. <https://www.menlofire.org/usar>

¹⁴ CalOES, California Fire Service and Rescue Emergency Mutual Aid System Urban Search & Rescue Program, <http://www.caloes.ca.gov/FireRescueSite/Documents/CalOES%20-%20Fire%20and%20Rescue%20-%20Urban%20Search%20and%20Rescue%20-%202020141201.pdf>

¹⁵ “Urban Search and Rescue,” Federal Emergency Management Agency, accessed May 30, 2018.

<https://www.fema.gov/urban-search-rescue>.

¹⁶ “Deployments and Exercises,” California Urban Search and Rescue Task Force 3, accessed May 30, 2018.

<http://www.catf3.org/about/deployment-history>.

¹⁷ City of Menlo Park, *ConnectMenlo, Menlo Park Land Use and Mobility Update*, November 29, 2016.

<https://www.menlopark.org/DocumentCenter/View/12610>.

¹⁸ City of Menlo Park, *ConnectMenlo, Menlo Park Land Use and Mobility Update*, November 29, 2016

<https://www.menlopark.org/DocumentCenter/View/5027>.

On December 6, 2016, the Menlo Park City Council approved general plan and zoning ordinance amendments associated with the “ConnectMenlo Land Use Plan, Circulation Elements, and M-2 Area Zoning Update.”¹⁹ The potential changes made possible by these amendments include the development of up to 4.1 million square feet of nonresidential uses, up to 4,500 residential units, 400 hotel rooms, and the addition of 9,900 private sector employees and 14,150 new residents to the local population, mostly east of Highway 101.

On February 26, 2018, the City of Menlo Park Planning Commission heard a proposal from Facebook to develop an additional 1.75 million square feet in the M-2 Area east of Highway 101. Facebook currently has 15,000 employees in various worksites in the area east of Highway 101. This proposal, if adopted, would increase the number of employees to 35,000, which is greater than the current Menlo Park population of 33,000.²⁰

The Menlo Park City Council approved hiring six additional police officers in the FY 2017-2018 for assignment to the M-2 area due to rapid growth in the area created by expansion of Facebook operations in the area. The approved hiring increased Menlo Park Police Department staffing from 70 to 76 personnel. The Menlo Park Police Department projects the need for an additional 17 officers due to growth throughout the city by 2040.^{21,22,23,24}

The City of East Palo Alto is also planning several large-scale projects that will create substantial increases in both commercial and residential building in an area east of Highway 101 that is not part of the M-2 Area. These projects include:

- Sobrato Phase II (University Plaza) - A 233,840-square-foot, eight-story office structure and a 279,995-square foot, five-story garage proposed on 2.46 acres.
- 2020 Bay Road - 1.4 million square feet of office space in five eight-story office towers and a nine-story parking structure.
- The Primary School - 3.5-acre campus located at 1500 Weeks Street.
- East Palo Alto Youth Arts and Music Center - A 25,000-square-foot theater and performing arts center for youth at 1950 Bay Road.²⁵

¹⁹ City of Menlo Park, *General Plan*, November 2016. <https://www.menlopark.org/DocumentCenter/View/15014>.

²⁰ Kate Bradshaw, “Menlo Park: Questions fly of Facebook’s ‘Willow Village’ Campus,” *The Almanac*, February 27, 2018. <https://www.almanacnews.com/news/2018/02/27/menlo-park-questions-fly-on-facebooks-willow-village-campus>

²¹ City of Menlo Park, Staff Report “Amend the City Council adopted 2017-18 budget to increase the number of authorize full time equivalent employees in the Police Department for the creation of a new police unit,” September 27, 2017. <https://www.menlopark.org/DocumentCenter/View/15627/H8>.

²² City of Menlo Park, Staff Report to accept the 2017-18 mid-year budget report and approve recommended 2017-18 budget amendments. <https://www.menlopark.org/DocumentCenter/View/16657/H2>.

²³ Kate Bradshaw, “Menlo Park: Council Approves Police Expansion,” *The Almanac*, October 10, 2017. <https://www.almanacnews.com/news/print/2017/10/10/menlo-park-council-approves-police-expansion>.

²⁴ Kevin Kelly, “Menlo Park Official Opposed to Facebook Paying for New Cops,” *The Mercury News*, April 20, 2017. <https://www.mercurynews.com/2017/04/20/menlo-park-official-opposed-to-facebook-paying-for-new-cops/>.

²⁵ Sue Dremann, “In East Palo Alto, Plans Emerge to Build ‘up’,” *Palo Alto Online*, April 28, 2017. <https://www.paloaltoonline.com/news/2017/04/28/in-east-palo-alto-plans-emerge-to-build-up>.

North Fair Oaks, a community located in an unincorporated county area of the District, was recently rezoned by the County to permit higher density commercial and residential development.²⁶ One developer is planning a 161-unit, seven-story apartment building in the heart of North Fair Oaks.²⁷

The development projects described above suggest that the District should be planning for significant commercial and residential growth in the near future. Unlike the City of Menlo Park, however, which (as noted above) acknowledged the need for additional police officers by the year 2040, the District has not developed a strategic plan to address this growth.

District Operations

The District currently employs 134.5 full time employees. District employees operate from seven fire stations, a headquarters facility, and several other support facilities located throughout the District.²⁸ A list of District owned fire stations, and a map showing their locations, is shown in Appendix C.

The District responded to 9,049 calls for service in 2017. The District does not collect data on service calls by individual jurisdiction; rather it collects response data for the District as a whole.²⁹

2017 Calls for Service		
Emergency Medical Service	5,976	66.04%
Service Calls	1,020	11.27%
False Alarm/False Calls	886	9.79%
Good Intent Calls	762	8.42%
Hazardous Conditions	173	1.91%
Fires	165	1.82%
Misc.	38	0.41%
Special Incident	16	0.17%
Rupture, Explosion, Overheat	9	0.09%
Severe Weather/Natural Disaster	4	0.04%
Total Calls	9,049	100.00%

²⁶ Kate Bradshaw, “El Camino in North Fair Oaks May Be Transformed by New Zoning,” *The Almanac*, January 24, 2018. <https://www.almanacnews.com/news/2018/01/24/el-camino-in-north-fair-oaks-may-be-transformed-by-new-zoning>.

²⁷ Anna Schuessler, “Seven-story North Fair Oaks Apartment Building Planned,” *San Mateo Daily Journal*, October 30, 2017. https://www.smdailyjournal.com/news/local/seven-story-north-fair-oaks-apartment-building-planned/article_0e8ebc5e-bd10-11e7-8a8e-637b4741bbc5.html

²⁸ Menlo Park Fire Protection District, *2017-18 Adopted Budget*, 1-5, <https://evogov.s3.amazonaws.com/media/6/media/88296.pdf>

²⁹ Menlo Park Fire Protection District, 2017 Annual Summary, Appendix D

Resource and Operating Environment Assessment

The District accepted a Standards of Coverage (SOC) Assessment on June 16, 2015.³⁰ The CFAI defines “Standards of Response Coverage” as being those adopted, written policies and procedures that determine the distribution, concentration and reliability of fixed and mobile response forces for fire, emergency medical services, hazardous materials and other forces of technical response.³¹ Many fire agencies across the country commission SOC assessments to evaluate resource use. The SOC report will assist the District Board and fire chief in methodically determining operational standards and improvements to emergency services to the community now and into the future.³² The study includes a review of the current deployment system from the existing District fire station locations, current deployment models that include apparatus configurations and personnel staffing along with changing development and related traffic impacts and congestion models along with other helpful “risk” related data and information.³³

The 2015 SOC includes, among other items, the following key findings:³⁴

- The District's deployment system meets the District's current demands but is becoming strained, especially east of Highway 101, and will need adjusting as growth occurs.
- Traffic congestion is an increasing problem. The District's growing employment base and regional economic jobs growth is yielding intense traffic congestion at rush hours, which is a substantial hindrance to emergency responders traveling during these hours.
- Call volume in the M-2 area is increasing beyond the capacity of current resources, necessitating additional resource deployment east of Highway 101.

Note: The foregoing list is only a summary description of certain of the contents of the 2015 SOC and is qualified in its entirety by the actual text of the 2015 SOC.³⁵

DISCUSSION

Strategic Planning

Dr. Naim Kapucu, an expert in emergency services administration and management, describes strategic planning as “...a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does it, with a focus on the future.”³⁶ Dr. Kapucu further defines Strategic Planning as:

“Strategic planning is a fundamental component of organizational management and decision making in public, private, and nonprofit organizations. It is a structured approach to establishing an organization’s direction and to anticipating the future.

³⁰ Michelle Radcliffe, Staff Report, “Consider, discuss, and provide direction to staff regarding the standards of coverage assessment report from Citygate Associates,” Menlo Park Fire Protection District Board meeting (agenda item 10), June 16, 2015. <http://sire.menlofire.org/sirepub/meet.aspx>.

³¹ International Association of Fire Chiefs, Standard of Cover Template, accessed on May 7, 2018, <https://www.iafc.org/topics-and-tools/resources/resource/standard-of-cover-template-cpse-cfai>

³² Ibid

³³ Ibid

³⁴ Citygate Associates, LLC. *Standards of Coverage Assessment for the Menlo Park Fire Protection District, June 10, 2015, Volume 1 of 3, Executive Summary*. <https://evogov.s3.amazonaws.com/media/6/media/22313.pdf>

³⁵ 2015 SOC Report. <https://www.citygateassociates.com/wp-content/uploads/samples/menloparksoc-executivesummary.pdf>.

³⁶ Naim Kapucu, “Strategic Planning,” *Encyclopedia Britannica* <https://www.britannica.com/topic/strategic-planning-organization>

Professor Napucu is Director of the School of Public Administration at the University of Central Florida. His contributions to SAGE Publications’ Encyclopedia of Governance (2007) formed the basis for his contributions to Encyclopedia Britannica.

Through strategic planning, resources are concentrated on a limited number of objectives, thereby helping an organization to focus its efforts, to ensure that its members are working toward the same goals, and to assess and adjust its direction in response to a changing environment.” (Emphasis added.)

“The process of strategic planning is disciplined in that it raises a sequence of questions that helps organizational leadership examine experience, test assumptions, gather and incorporate information about the present, and anticipate the environment in which the organization will be working in the future. By setting priorities, strategic planning implies that some organizational decisions and actions are more important than others. Much of the strategy lies in making difficult decisions about what is most important to achieving organizational effectiveness. Typically, the strategy encompasses activity over several years and needs to be altered over the course of time.”

The Center for Public Safety Excellence (CPSE) is a nationally pre-eminent, non-profit standards organization dedicated to excellence and continuous improvement of fire and emergency service organizations.³⁷ CPSE confers accreditation on fire and emergency service agencies that demonstrate excellence in their management processes, planning and service delivery through its subsidiary, the Commission on Fire Accreditation International (CFAI).³⁸ The CFAI identifies the development of a strategic plan as a “core competency” for fire agencies³⁹ and makes development of such a plan, projecting a minimum of 3 years into the future, a condition of CFAI accreditation.⁴⁰ The CPSE has developed the basic Strategic Plan outline found in the table below.⁴¹

Basic Strategic Plan Outline	
I	Title Page
II	Table of Contents
III	Executive Summary
IV	External Stakeholder Input
V	City/County/Jurisdiction Mission Statement (optional)
VI	Department Mission, Values, and Vision Statements
VII	Identification of Organizational Critical Issues and Service Gaps
	a. Intelligence Gathering
	i. S.W.O.T. Analysis
	1. Internal <u>S</u> trengths
	2. Internal <u>W</u> eaknesses
	3. External <u>O</u> pportunities
	4. External <u>T</u> hreats
VIII	Major Goals and Objectives with Timelines and Critical Tasks
IX	Budget Information Relative to the Goals and Objectives
X	Appendices

Source: CPSE Fire and Emergency Service Self-Assessment Manual, 9th Edition

³⁷ Center for Public Safety Excellence. <https://cpse.org/>.

³⁸ Center for Public Safety Excellence, *Fire and Emergency Service Self-Assessment Manual*, 9.

³⁹ *Ibid*, 118.

⁴⁰ *Ibid*.

⁴¹ Center for Public Safety Excellence, *Fire and Emergency Service Self-Assessment Manual*, 19

The District Board annually assigns directors to standing committees, including a Strategic Planning Committee (SPC). The duties and responsibilities of the SPC, as contained in Board policy are:

Strategic Planning – Shall oversee and provide policy and direction on matters related to departmental strategic planning including facilities, apparatus, real property, equipment, alliances and service area extensions, major acquisitions and operations.⁴²

Grand Jury review of committee meeting agendas and minutes posted to the District website found the Strategic Planning Committee operated sporadically from 2012-2017. The committee met semi-regularly in 2012 and 2013, cancelling about half its scheduled meetings. However, in the 2014-2017 period, the committee cancelled the majority of its scheduled meetings: It did not meet at all in 2014, or 2016, and only twice in 2015 and 2017.

As early as 2009, the District’s Strategic Planning Committee (the SPC) began discussing the development of a strategic plan.⁴³ Such a step was appropriate given the size and complexity of the District’s operations and its then \$29 million in annual expenditures⁴⁴ (which rose to \$55 million by FY 2016-17⁴⁵). In January 2010, the SPC discussed having a strategic plan by July 1, 2010.⁴⁶ That goal was not met and in January 2012 District staff contracted with Mary Rauner, a strategic planning facilitator, to facilitate a process that would lead to a finalized strategic plan in 2012.⁴⁷ Group planning meetings were held in March and June 2012 to develop a multi-year plan for the organization, after which District staff worked with Board President Nachtsheim and Ms. Rauner to consolidate the information from the prior meetings and formulate the data into a single year guide for 2013 and a multi-year plan for 2014-2017.⁴⁸ Notwithstanding these efforts, no multi-year strategic plan was developed.⁴⁹ In response to a written request from the Grand Jury for “Any District-wide strategic plans adopted by the Board since 2010” the District responded in writing that “None exists.”

However, three weeks later, the District reversed its prior email response that “None exists” and stated that documents dated December 18, 2012 that were attached to the email “are actually a Board adopted strategic plan.” This claim does not withstand scrutiny. The December 18, 2012 documents consisted of (1) a one page cover memorandum from the Fire Chief to the Board, (2) a chart, entitled “Measurable Objectives Post-2013” that is described in the cover memo as “2014-2017 Strategic Plan,” (3) a chart entitled “Measurable Objectives for 2013” that is described in the cover memo as “2013 Strategic Plan and Guide,” and (4) a variety of suggested edits to the 2013 chart from members of the SPC.⁵⁰ The chart entitled “Measurable Objectives Post-2013” consists of a list of 68 goals, almost all of which are to be achieved sometime in the “Post 2013” time period and consist only of action items for *developing* plans, processes, goals, recommendations, reports, designs, budgets, evaluations and the like.⁵¹ Notably absent from the chart is any statement of the District’s mission, vision of the future, strategy for achieving that

⁴² Menlo Park Fire Protection District, Board of Director’s Policy and Procedures Manual, July 18, 2017, <https://evogov.s3.amazonaws.com/media/6/media/63384.pdf>

⁴³ Menlo Park Fire Protection District, “Approved Minutes Strategic Planning Committee June 2, 2009,” District Board meeting (agenda, item 33), July 21, 2009. <http://sire.menlofire.org/sirepub/meet.aspx>

⁴⁴ Menlo Park Fire Protection District, *Comprehensive Annual Financial Report (CAFR), for the Year Ended June 30, 2017*, 98. <https://evogov.s3.amazonaws.com/media/6/media/95366.pdf>

⁴⁵ Ibid.

⁴⁶ Minutes from Menlo Park Fire Protection District Strategic Planning Committee meeting, page 1. January 5, 2010. <http://sire.menlofire.org/sirepub/meet.aspx>

⁴⁷ Harold Schapelhouman, Fire chief’s report to the Menlo Park Fire Protection District, District Board Meeting (agenda, item 30), December 18, 2012. <http://sire.menlofire.org/sirepub/meet.aspx>

⁴⁸ Ibid.

⁴⁹ Menlo Park Fire Protection District representatives: interviews with the Grand Jury.

⁵⁰ Harold Schapelhouman, Fire chief’s report to the District Board “Consider, Discuss and Adopt the District’s Updated Strategic Planning Document,” Menlo Park Fire Protection Board meeting (agenda item 30), December 18, 2012. <http://sire.menlofire.org/sirepub/meet.aspx>

⁵¹ Ibid.

vision, any prioritization of the 68 goals, any budget information related to them, any financial projections to guide decision-making, capital expenditure plans, projections of staffing needs, or SWOT analysis. The “Measurable Objectives for 2013” chart is generally similar, except that its list of 67 unprioritized goals sets 2013 as the year for their completion.

A year later, the District’s strategic plan was still incomplete. In a Staff Report to the Board for the December 17, 2013 meeting, Susan George, the District’s Interim Administrative Services Director, noted that staff was still “developing a ‘laundry list’ of current projects that need to be included within the Strategic Planning Document as it moves forward” and that “these projects need to be incorporated into the Strategic Plan and priorities assigned to all the projects and budgetary implications analyzed.” (Emphasis in original.)⁵²

The CPSE notes that, in developing their financial plans, agencies should confirm that “The annual budget, short and long-range financial planning, and capital expenditures are consistent with agency priorities and support achievement of the agency’s strategic plan and goals and objectives.”⁵³ Consistent with this CSPE guidance, reports to the District Board repeatedly acknowledged the District’s need to engage in multi-year financial planning. For example:

- In December 2013, District staff proposed a revised set of strategic planning goals for consideration by the Board, including the following: “Develop a *first draft* of the best and worst case financial scenario over the next five years for the district.” (Emphasis added.)⁵⁴
- An April 10, 2014 report to the Board from District consultant Les White included, as a part of Goal 4: Fiscal Management, implementation of projects to:
 - Develop and incorporate a Five-year Financial Forecast into financial decision-making and
 - Develop formal Five-year Capital Improvement Program.⁵⁵
- An April 15, 2014 staff report to the Board from Interim Administrative Services Director Susan George noted that:

The Board has from time-to-time discussed the desirability of extending the District’s financial projections *over more than a one or two year period*. Long-term financial forecasting is a critical component of prudent financial management practices. *Forecasts can be used to create strategic context for evaluating and measuring the long-term fiscal effects of decisions and proposed initiatives*. Financial forecasts are also used to evaluate an organization’s financial health and sustainability under realistic assumptions

⁵² Ibid.

⁵³ Center for Public Safety Excellence, *Fire and Emergency Service Self-Assessment Manual*, 120.

⁵⁴ Susan George, Staff Report, “Discussion of the District’s Updated Strategic Planning Document and Conceptual Approval of Staff Recommendations Regarding its Revision and Ongoing Maintenance” and Attachment A: “Strategic Planning Document Measurable Objectives, Updated November, 2013,” Menlo Park Fire Protection District Board meeting, December 17, 2013. <http://sire.menlofire.org/sirepub/meet.aspx>

⁵⁵ Les White, Staff Report, “Board of Directors Study Session: Goals, Roles and Challenges,” and PowerPoint presentation “Menlo Park Fire Protection District: Goals, Roles and Challenges,” Menlo Park Fire Protection District meeting, April 10, 2014. <http://sire.menlofire.org/sirepub/meet.aspx>

and likely trends. ... During the last several months, staff has been working to develop a Five-year Financial Forecasting Model ... (Emphasis added.)⁵⁶

Ms. George went on to make the following recommendation:

Undertake a review of the staff's *first efforts* at developing a Five-year Financial Forecast Model for the District's General Fund ... *Incorporate a five-year forecasting model into all deliberations concerning financial decision-making and/or policy development.* An important component of any long-range forecast effort should be the eventual development and inclusion of a five-year Capital Improvement Plan. (Emphasis added.)⁵⁷

As of the date of this Grand Jury report, the District has yet to develop a multi-year strategic plan or a multi-year financial forecast.⁵⁸ When the Grand Jury asked District representatives why no such multi-year plans have yet been developed, their response was that unplanned and unanticipated emergency events and competing administrative priorities have prevented management and staff from developing such plans.

However, by failing to allocate sufficient resources to develop multi-year strategic and financial plans, regardless of competing priorities, the District, in effect, treated such planning as discretionary. The Board is ultimately responsible for the failure to dedicate adequate resources to the planning process, and the failure to develop strategic or financial plans. The Board's inaction with regard to planning has left the District ill-prepared to meet the challenges posed by rapid residential and commercial growth within its boundaries, and denies the public the opportunity to measure the District's progress in achieving stated goals.

Property Acquisitions

If the District had completed a strategic and financial plan, it would have been able to consult that plan when deciding whether or not to purchase real estate. In the absence of such a plan, however, the District has purchased five properties in the past two years for more than \$21.9 million.

In December 2014 the District commissioned a Standards of Coverage Assessment (SOC) from the management consultant group of Citygate Associates, LLC.⁵⁹ The SOC report was delivered to the District in June 2015.⁶⁰ In October 2016, the Board authorized the Fire Chief to work with Citygate to update the SOC report for essential fire station locations, primarily stations 3, 4 and 5.⁶¹ In mid-February 2017, the District received the updated study regarding stations 3, 4, 5 from Citygate (the Citygate Report). The 2017 study analyzed the existing District fire station locations and potential new properties

⁵⁶ Susan George, Staff Report, "Report and Consideration of Recommendations for the District's Budget: (1) Fund Structure; (2) Format Issues; (3) Financial Management Policies; (4) Reserve Policies and Fund Balance Designations; and (5) Five-Year General Fund Financial Forecast Model," Menlo Park Fire Protection District Board meeting, April 15, 2014. <http://sire.menlofire.org/sirepub/meet.aspx>

⁵⁷ Ibid.

⁵⁸ Menlo Park Fire Protection District representatives: interviews with the Grand Jury.

⁵⁹ Michelle Radcliffe, Staff Report, Consider, discuss, and provide direction to staff regarding the Standards of Coverage assessment report from Citygate Associates," Menlo Park Fire Protection District meeting (agenda item 10; Attachments A, B, and C contain volumes 1, 2 and 3 of the Citygate report) June 16, 2015. <http://sire.menlofire.org/sirepub/meet.aspx>.

⁶⁰ Standards of Cover Assessment for the Menlo Park Fire Protection District, Vol. 1, June 10, 2015, Harold Schapelhouman, Fire chief's report for the Menlo Park Fire Protection Board meeting February 21, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>.

⁶¹ Ibid.

for “best-fit” alternatives.⁶² A best-fit alternative is the alternative location which best improves the response times for all fire department units. The Citygate Report analysis was derived from travel time geographic information system models, incident statistics from the SOC, as well as input from District staff about issues with current station locations, desired scenarios to be tested, and potentially available parcels to test for a best-fit solution.⁶³ The report was intended to provide the Board with independent expert advice regarding appropriate station locations.⁶⁴

The Citygate Report noted, among other things, the following:

- Citygate does not recommend the District combine Stations #3 and #5. The area within the northern District [served by them] is too large east to west to be served within the District’s outcome-based response time policy of 4 minutes travel time.
- Existing *Stations #3 and #5 are already too close together and too close to the District’s northern border*. Ideally, if acceptable parcels could be found, *both stations should be moved* a little to the south and west to better gain coverage effectiveness. (Emphasis added.)
- Citygate “found that *Station #3 is too far east*” and that “Moving Station #3 to the northwest District [in combination with moving Station #5 to the south] closes a gap while providing overlapping coverage” to other Stations. (Emphasis added.)
- *If Station #3 could be moved to the west*, then the District can maintain three stations in a triangle or diamond pattern in the west zone. Once the west zone sites for Stations #3 and #4 are locked in, as Stations #6 and #1 already are, then the District has several advantageous choices to consider for relocating Station #5 and adding staffing in the area east of Highway 101. (Citygate Report, p. 11.) (Emphasis added.)

Accordingly, Citygate concluded that the first step in developing a plan for station relocation was to move Fire Station No. 3. The Citygate Report stated that:

At present, there are too many unknown variables to choose all station sites. Citygate believes that *relocating Fire Station #3 to the west is the first step or the ‘key to the door.’* If that relocation becomes possible, the other site choices more readily fall into place.⁶⁵ (Emphasis added.)

Accordingly, the Citygate Report recommended that:

Before making final site decisions on Stations #3 and #5, Citygate recommends the District *try to find an acceptable parcel to move Station #3 to the west* close to a major east/west and north/south street junction.⁶⁶ (Emphasis added.)

In his Staff Report to the Board prior to its February 21, 2017 meeting to review the Citygate Report, the District Fire Chief made the following recommendations:

1. That the Board accepts the Citygate report as presented.

⁶² Citygate Associates LLC report from Stewart W. Gary, MPA, Public Safety Principal to District Fire Chief Harold Schapelhouman, February 14, 2017. Appendix E

⁶³ Ibid.

⁶⁴ Ibid. Citygate’s Board Presentation Slides at Stewart Gray, Consultant’s presentation to the Board, Fire Location Assessment, Menlo Park Fire Protection Board meeting (agenda item 5), February 21, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

⁶⁵ Citygate Associates, LLC., *Standards of Coverage Assessment for the Menlo Park Fire Protection District, June 10, 2015, Volume 1 of 3, Executive Summary*, 13. <https://evogov.s3.amazonaws.com/media/6/media/22313.pdf>

⁶⁶ Ibid.

2. That the Board authorize the Fire Chief to use this data to update the prioritization of current Fire Station locations and explore future options for land acquisition that will be presented to the Board.⁶⁷

The Fire Chief further recommended that the Board pass a resolution “directing the Fire Chief to come back to the Board with an updated Fire Station and land acquisition plan that now encompasses the entire District and includes an updated future deployment multi-year model and prioritization horizon.”⁶⁸ The Grand Jury could not find any evidence, either in District records or in interviews with District staff, that such a plan was ever developed.

At the February 21, 2017 Board meeting, where Citygate’s Stewart Gary presented the report and answered questions, Board president Carpenter said that “Determining station locations is one of the most important things the fire board does.”⁶⁹ He also praised the quality of the Citygate Report and characterized it as a “totally data driven process.”⁷⁰ The other three Board members present also complimented Citygate and the study.^{71,72,73}

The Citygate representative, Stewart Gary, who presented the study at the Board meeting advised the Board that:

...before making final decisions on stations 3 and 5, we recommend you maybe try and move either 3 or 5 first, just pick one of them you think you can really lock a site down and then pivot from that into the other decision. Otherwise, I think you will be chasing what-ifs between the two of them for 3 years and even then maybe not finding the two parcels at once.⁷⁴

Mr. Gary went on to recommend that the Board follow a four-step process to develop station site location strategies and policies, and to involve local government partners in the process:

1. Absorb the technical analysis presented in the Citygate Report.
2. Evaluate traffic mitigation efforts with partner agencies.
3. Hold a meeting, in an agendized setting, to develop a set of strategies for the District capital improvement program.

⁶⁷ Harold Schapelhouman, Fire chief’s report for the Menlo Park Fire Protection Board meeting February 21, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

⁶⁸ Ibid.

⁶⁹ “February 21, 2017 Board Meeting,” You Tube video, 4:20:48, posted by Menlo Park Fire Protection District, published on February 23, 2017. Begin viewing at time stamp 1:02:47.

<https://www.youtube.com/watch?v=zVmqPEzOlzo&t=5035s>

⁷⁰ “February 21, 2017 Board Meeting,” You Tube video, 4:20:48, posted by Menlo Park Fire Protection District, published on February 23, 2017. Begin viewing at video time stamp 1:37:06.

<https://www.youtube.com/watch?v=zVmqPEzOlzo&t=5035s>

⁷¹ “February 21, 2017 Board Meeting,” You Tube video, 4:20:48, posted by Menlo Park Fire Protection District, published on February 23, 2017. Begin viewing at time stamp 1:32:09.

<https://www.youtube.com/watch?v=zVmqPEzOlzo&t=5035s>

⁷² “February 21, 2017 Board Meeting,” You Tube video, 4:20:48, posted by Menlo Park Fire Protection District, published on February 23, 2017. Begin viewing at time stamp 1:47:05.

<https://www.youtube.com/watch?v=zVmqPEzOlzo&t=5035s>

⁷³ February 21, 2017 Board Meeting,” You Tube video, 4:20:48, posted by Menlo Park Fire Protection District, published on February 23, 2017., Begin viewing at time stamp 1:39:00.

<https://www.youtube.com/watch?v=zVmqPEzOlzo&t=5035s>

⁷⁴ February 21, 2017 Board Meeting,” You Tube video, 4:20:48, posted by Menlo Park Fire Protection District, published on February 23, 2017. Begin viewing at time stamp 1:22:25.

<https://www.youtube.com/watch?v=zVmqPEzOlzo&t=5035s>

4. Once the District has a set of strategies and decision points the District should then go to its stakeholders with that set of policies regarding strategic location of stations and seek their assistance.⁷⁵

Near the conclusion of the Citygate presentation to the Board, Director Bernstein asked the fire chief to schedule a meeting to discuss these Citygate recommendations. Director Bernstein stated "...I think that will lead to some policies that will drive the decisions after that."⁷⁶

The Grand Jury has found no evidence that, in the months that followed: (i) such a meeting occurred, (ii) staff used the Citygate Report data to prioritize current Fire Station locations and to develop a land acquisition plan, or (iii) the District followed the four steps recommended by Mr. Gary.

Instead, District documents show that less than 3 months after the Board accepted the Citygate Report, the Fire Chief rejected Citygate's recommendation to move Station #3. He wrote to the Town Manager of Atherton on May 2, 2017, in response to Atherton's expressed concerns about the Citygate Report's recommendation that Fire Station No. 3 be moved, and stated:

The Fire District has absolutely NO PLANS to close or MOVE Fire Station 3 in Atherton! Citygate provided this option independent of my discussions and through a time modeling analysis of options based upon pure data at the very beginning of a long process that still requires Fire Board review and approval.⁷⁷
(Emphases in original.)

On May 27, 2017, District staff learned that a residence immediately adjacent to Fire Station No. 3 (at 28 Almendral in Atherton) was for sale. Less than a month later, on June 17, 2017, the District purchased the property in an all-cash transaction for \$4.6 million.⁷⁸ The purchase was reactive to learning that the property became available for sale rather than an implementation of a plan.

When asked by the Grand Jury why the 28 Almendral property was purchased given the Citygate recommendations, District officials replied that the property was acquired in order to allow the District to expand Station No. 3. The Grand Jury asked how this decision could be reconciled with Citygate's recommendation that the District relocate Fire Station No. 3 to the west. District officials said that Citygate would likely have reached the conclusion to keep Station No. 3 at its current site and expand it if the opportunity to acquire 28 Almendral had been known to Citygate when making its recommendation. However, Citygate's recommendation that Station No. 3 be relocated to the west was based on District response-time issues, not because of a lack of room to expand Station No. 3 at its current location.^{79,80}

⁷⁵ "February 21, 2017 Board Meeting," You Tube video, 4:20:48, posted by Menlo Park Fire Protection District, published on February 23, 2017. Begin viewing at time stamp 1:44:15.
<https://www.youtube.com/watch?v=zVmqPEzOlzo&t=5035s>

⁷⁶ "February 21, 2017 Board Meeting," You Tube video, 4:20:48, posted by Menlo Park Fire Protection District, published on February 23, 2017. Begin viewing at time stamp 1:48:00.
<https://www.youtube.com/watch?v=zVmqPEzOlzo&t=5035s>

⁷⁷ Menlo Park Fire Protection District meeting (agenda item 26), May 16, 2017, Correspondence between the Menlo Park Fire Protection District and the Town of Atherton Regarding the "Citygate Report",
<http://sire.menlofire.org/sirepub/meet.aspx>.

⁷⁸ John Orr, "Fire District Buying Property Next to Station 3 in Atherton," *The Mercury News*, June 7, 2017.
<https://www.mercurynews.com/2017/06/07/fire-district-buying-property-next-to-station-3-in-atherton/>

⁷⁹ Citygate Report, pages 10-11. Appendix E

⁸⁰ "February 21, Board Meeting," You Tube video, 4:20:48, posted by Menlo Park Fire Protection District, published on February 23, 2017. Begin viewing at time stamp 1:22:25.
<https://www.youtube.com/watch?v=zVmqPEzOlzo&t=5035s>

Even if the reason for purchasing 28 Almendral was to permit expansion of Station 3, District documents reveal that the District does not expect to implement any expansion of Station 3 for at least 10 years.⁸¹ At the time it purchased 28 Almendral, the District does not appear to have had a clear plan for how it would use the property.^{82,83,84,85} Initially, the District appears to have considered renting the house. However, subsequent analysis revealed that the costs of making the residence suitable for rental were too high to justify moving forward with that idea.⁸⁶

Thereafter, the District's Finance Committee recommended on December 5, 2017 that 28 Almendral be used for a "Chief Officer Residence".⁸⁷ On December 19, 2017, the Board approved a proposal to allocate \$500,000 for site and building improvements associated with occupancy of the 28 Almendral property. A press report from February 20, 2018, included a discussion of how the residence would be used to house District personnel, and that Station 3 would not be expanded for at least 10 years. The article also reported that a District employee was already living in the residence at 28 Almendral.⁸⁸

The District's purchase of 28 Almendral was part of a series of 5 real estate purchases by the District from October 16, 2017 to March 18, 2018. The aggregate purchase price paid with cash by the District for these properties was \$21.9 million.⁸⁹ These purchases were made without the benefit of any fire station and land acquisition plan.⁹⁰ These property purchases have been described in District documents as unplanned strategic acquisitions.⁹¹ However, without a strategic plan it is difficult to evaluate how these purchases improve the District's ability to provide services.

⁸¹ Staff Report, "Update for Board of Directors on the District Property and Residential Structure Located at 28 Almendral Avenue Next to Fire Station 3," Menlo Park Fire Protection District meeting (agenda item 11), November 21, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>.

⁸² Staff Report, "Consider, Discuss and Provide Direction to the Fire Chief Regarding Recommendations to make Improvements to the District Property Located at 28 Almendral Avenue Next to Fire Station 3" Menlo Park Fire Protection District Board meeting (agenda item 15), August 15, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

⁸³ Staff Report, "Consider, Discuss and Provide Direction to the Fire Chief Regarding Recommendations to make Improvements to the District Property and Residential Structure Located at 28 Almendral Avenue Next to Fire Station 3" Menlo Park Fire Protection District Finance Committee meeting (agenda item 4), November 7, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

⁸⁴ Staff Report, "Consider, Discuss and Provide Direction to the Fire Chief Regarding Recommendations to make Improvements to the District Property and Residential Structure Located at 28 Almendral Avenue Next to Fire Station 3" Menlo Park Fire Protection District Finance Committee meeting (agenda item 4), December 5, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

⁸⁵ Staff Report, "Consider, Discuss and Provide a Recommendation to the Board of Directors regarding Employees Using District Provided Housing," Menlo Park Fire Protection District Finance Committee meeting (agenda item 6), April 3, 2018. <http://sire.menlofire.org/sirepub/meet.aspx>

⁸⁶ September 18, 2017 email from Fire Chief to Jon Hitchcock. Appendix F

⁸⁷ Minutes from the Menlo Park Fire Protection District Board Finance Committee meeting, December 5, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>.

⁸⁸ Barbara Wood, "Tuesday: Fire Board to Discuss Fiscal Study of District," *The Almanac*, February 20, 2018. https://www.almanacnews.com/news/2018/02/20/tuesday-fire-board-to-discuss-fiscal-study-of-district#comment_form.

⁸⁹ Appendix G

⁹⁰ Menlo Park Fire Protection District representatives: interviews with the Grand Jury.

⁹¹ Staff Report, "Consider, discuss and provide a recommendation to the Board of Directors regarding employees using District-provided housing," Menlo Park Fire Protection District Finance Committee meeting (agenda item 6), April 3, 2018. <http://sire.menlofire.org/sirepub/meet.aspx>

At its March 20, 2018, meeting, the Board approved having a new study of optimal station locations performed by as part of the District's Standards of Coverage study for the 2018-19 fiscal year.⁹²

Impact Fees

The lack of strategic and financial planning also resulted in the District failing to convince the local governments in its service area to agree with its request to impose impact fees on new development projects.

An "impact fee" is used to defray all or a portion of the cost of additional public facilities needed to provide service to new development.⁹³ Impact fees are governed by California Government Code Sections 66000-66008, commonly referred to as the "Mitigation Fee Act (MFA)." The MFA authorizes the Town of Atherton, Cities of East Palo Alto and Menlo Park and the County of San Mateo to impose fees on development projects within their jurisdictional limits to benefit the District. Each local agency separately considers the adoption of a proposed fee within its borders. Only the cities and county (not the District) have authority to adopt and impose a development impact fee under the MFA.⁹⁴

The MFA stipulates that local governments and districts may only charge fees on new developments for which public facilities and improvements are needed and that the amount of the fee must be in reasonable proportion to that need.⁹⁵ In order to adopt a proposed impact fee, a "nexus" study (or, a reasonable relationship) must be conducted to demonstrate the connection between the amount and type of the fee and the need for additional public facilities.⁹⁶

The District contracted with Seifel Consulting in August 2012 to produce a Nexus study.⁹⁷ The completed Nexus study estimates the total cost of the District's Capital Improvement Plan from 2015 to 2035 to be \$82,089,500, and the share of costs attributable to new development to be 15% or a total \$12,068,500.⁹⁸ The District's Board adopted a resolution on February 16, 2016, accepting the Nexus report and its findings, and forwarded the report to the cities of East Palo Alto and Menlo Park, the Town of Atherton, and the County of San Mateo for adoption and action by their councils and boards.⁹⁹

At the August 25, 2016 Board meeting, the fire chief reported The Managers Group, consisting of Atherton Town Manager Rodericks, East Palo Alto City Manager Martinez, Menlo Park City Manager McIntyre and County of San Mateo Assistant County Manager Callagy met together on June 28th, 2016 to discuss the District's proposed impact fees sent to them on February 25, 2016.¹⁰⁰

⁹² Harold Schapelhouman, Fire chief's report to the District Board "Consider, Discuss and Provide Direction Regarding Updating the Standards of Coverage Assessment Report," Menlo Park Fire Protection Board meeting (agenda item 20), March 20, 2018. <http://sire.menlofire.org/sirepub/meet.aspx>

⁹³ Menlo Park Fire Protection District. "Menlo Park Fire Protection District Emergency Services and Fire Protection Impact Fee Nexus Study," February 16, 2016, 6. <https://www.menlopark.org/DocumentCenter/View/13394/J2---Fire-District-public-comments>

⁹⁴ Michelle Radcliffe, Staff Report to the Menlo Park Fire Protection District Board, recommending that the district, accept the update on the Nexus Study and impact fee (also includes Attachment A, Letter from the District's attorney), District Board meeting (agenda item 10), April 19, 2016. <http://sire.menlofire.org/sirepub/meet.aspx>.

⁹⁵ California Government Code, Section 66001(b)

⁹⁶ California Government Code, Section 66001(a) (4)

⁹⁷ Correspondence from District Fire Chief to Menlo Park City Council members, 54-59, November 9, 2016. <https://www.menlopark.org/DocumentCenter/View/13394/J2---Fire-District-public-comments>.

⁹⁸ Menlo Park Fire Protection District. "Menlo Park Fire Protection District Emergency Services and Fire Protection Impact Fee Nexus Study," February 16, 2016, 18. <https://evogov.s3.amazonaws.com/media/6/media/30723.pdf>.

⁹⁹ Minutes from the Menlo Park Fire Protection District Board meeting, February 16, 2016. <http://sire.menlofire.org/sirepub/meet.aspx>

¹⁰⁰ Harold Schapelhouman, Fire chief's report to the Menlo Park Fire Protection District Board to "Consider, Discuss, and Provide Direction to Staff Regarding the Board Adopted Impact Fees and Meetings of the City, Town

The fire chief reported meeting with the spokesperson for the managers group, Menlo Park City Manager Alex McIntyre, on July 25, 2016. At the meeting the city manager related the following to Chief Schapelhouman relative to the group's position on adoption of the District's proposal for impact fees:¹⁰¹

- No strong political case or advocacy for impact fees has been made by the Fire Board to each of our respective elected officials.
- As a group, they don't believe that each of them can bring this to their councils or Board yet.
- The current Nexus report and information does not present a strong enough business case for moving forward.
- It appears the District is adequately funded with healthy property taxes and large reserves so - there is a question of "equitable need".
- If the District wants to move forward, the Managers Group would like an independent analysis and review of the District's revenues, expenditures, reserves and overall fiscal health so they can make a more informed decision in order to recommend that these proposed fees move forward. (Note: At the May 16, 2017 District Board meeting, the Fire Chief reported that the Managers Group offered to pay the cost of performing an independent analysis of District finances.)¹⁰²

It should be noted that if the District had been conducting strategic and financial planning each year, the information requested by the group would have existed as part of the plan.

At the August 25, 2016 Board meeting, the Board President and Vice President requested the Board be presented with the following options relative to continued efforts to work with local governments to impose impact fees on new development.¹⁰³

1. Fire Chief to work with the Managers Group on a fiscal or business case analysis of the Fire Districts budget and reserves to justify impact fees
2. Fire Board to directly request that the Board approved impact fees nexus study and fee schedule be placed on each agencies Council or Board agenda for approval
3. That the District abandon this effort and focus on applying the same principals [sic] to an Assessment District effort under its control
4. That the District abandon its efforts to have each jurisdiction it serves adopt developer impact fees and use the fee report or other mechanism to oppose projects and their CEQA documents that states impacts are "less than significant" without requiring mitigation to address impacts of development and growth on Fire District.
5. That the District abandon this effort and instead use the Board adopted report to serve as a platform to negotiate individually with developers
6. Other recommendations?

and County Managers Group and Potential Options Moving Forward," District Board meeting (agenda item 16), August 25, 2016. <http://sire.menlofire.org/sirepub/meet.aspx>

¹⁰¹ Ibid.

¹⁰² "May 16, 2017 Board Meeting," You Tube video, 1:35:05, Posted by Menlo Park Fire Protection District, published on May 17, 2017. Begin viewing at time stamp 1:35:05. https://www.youtube.com/watch?v=2jHDq8_JeDI&t=7428s

¹⁰³ Harold Schapelhouman, Fire chief's report to the Menlo Park Fire Protection District Board to "Consider, Discuss, and Provide Direction to Staff Regarding the Board Adopted Impact Fees and Meetings of the City, Town and County Managers Group and Potential Options Moving Forward," District Board Meeting (agenda item 16), August 25, 2016. <http://sire.menlofire.org/sirepub/meet.aspx>.

After hearing the fire chief's report, and considering the options presented, the Board accepted the report as presented and directed staff to continue working with developers to secure additional funding based on the needs and fee structure contained in the Nexus Study (option 5).^{104,105}

On May 16, 2017, the District's Board adopted a resolution withdrawing its request for the impact fees.¹⁰⁶ At the May 16, 2017 Board meeting, the Board president expressed the following assessment regarding withdrawal of the request to the cities and county: "We made the mistake as a board of passing a resolution that we were going to submit this impact fee proposal to these jurisdictions, and rather than acting in good faith and putting it on the agenda for their elected leaders, they've refused to do so. This takes that off the table and says, fine, we'll do our own thing."¹⁰⁷

The District's General Counsel recounted in a March 16, 2017 report to the District Board that "The District has successfully negotiated agreements with individual developers, including Facebook and Greenheart, to address impacts of their new development. The Facebook Agreement included payment of an impact fee based on the Board-adopted Impact Fee."

The MFA grants cities and counties discretionary authority to impose impact fees. The cities and county, based on their review of economic and/or policy considerations, can elect to reject impact fees or adopt fees that are below the maximum level supported by the Nexus Study. The Grand Jury finds the cities and county exercised proper due diligence by requesting the District submit to an independent analysis of the District's fiscal condition before reaching a decision to impose impact fees.^{108,109}

Rather than comply with a request from local governments to participate in an analysis of its finances as a condition of their consideration of impact fees, the District elected to pursue "impact fees" directly from individual private developers. In the absence of a strategic and financial plan, the public cannot know whether the District is adequately financed to meet future service demands, or whether the District is inadequately funded and in need of additional resources. The Grand Jury finds the public has a compelling interest in learning if the District has the financial resources it needs to meet the challenges presented by rapid growth within the district.

The District, a public safety agency with regulatory and enforcement authority, should not place itself in a position to solicit resources from those it serves (this topic is explored in greater depth in the next section of this report). If impact fees are necessary to adequately fund District operations then the District should not shrink from the effort required to work cooperatively with its local government partners to secure them.

¹⁰⁴ Harold Schapelhouman, Fire chief's report to the Menlo Park Fire Protection District Board to "Consider, discuss, and provide direction to Staff regarding the board adopted impact fees and meetings of the City, Town and County Managers Group and potential options moving forward," Menlo Park Fire Protection District Board meeting (agenda item 16), August 25, 2016, <http://sire.menlofire.org/sirepub/meet.aspx>

¹⁰⁵ "August 25, 2016 Board Meeting," You Tube video, 1:49:32, posted by Menlo Park Fire Protection District, published on August 29, 2016. Begin viewing at time stamp 1:22:25, <https://www.youtube.com/watch?v=U5jvMbQpS6Q>

¹⁰⁶ Minutes of the Menlo Park Fire Protection District Board meeting, May 16, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>.

¹⁰⁷ Kevin Kelly, "Menlo Park Fire District to Seek Impact Fees from Developers, not Cities," *The Mercury News*, May 19, 2017. <https://www.mercurynews.com/2017/05/19/menlo-park-fire-district-to-seek-impact-fees-from-developers-not-cities/>.

¹⁰⁸ Peter N. Brown and Graham Lyons, *A Short Overview Of Development Impact Fees*, City Attorneys Department League of California Cities Continuing Education Seminar, February 27, 2003, 2. <http://www.impactfees.com/publications%20pdf/short%20overview.pdf>

¹⁰⁹ Michelle Radcliffe, Staff Report to the Menlo Park Fire Prevention District Board to "Accept the update on the Nexus Study and impact fee," and Attachment A, letter from the District's attorney, District Board meeting (agenda item 10), April 19, 2016. <http://sire.menlofire.org/sirepub/meet.aspx>.

Donations to District

In March 2015, it was reported that Facebook, whose headquarters are located within the District, donated \$300,000 to the District for installation of traffic signal controllers that allow fire personnel to respond more rapidly to emergencies and for various equipment purchases.¹¹⁰

The donation was received in accordance with an agreement negotiated between the District and Facebook in April 2012.^{111,112}

The agreement with Facebook contains a confidentiality clause that prohibits the District from any “public announcements or press releases regarding this agreement, or the terms hereof without Facebook’s prior written consent or as required by the CPRA (California Public Records Act).”¹¹³

The District exercises enforcement of local and state ordinances and statutes, and reviews the construction plans of businesses located within its boundaries, including Facebook for compliance with applicable codes.^{114,115} Accepting donations from Facebook, or any other resident of the District, raises ethical issues.¹¹⁶

When the City of Menlo Park was deciding on imposing impact fees on one of Facebook’s development projects, the City Council cited a desire to avoid the appearance of a conflict of interest when it elected to refuse a donation of \$11.2 million from Facebook to fund police officer positions.¹¹⁷ One Menlo Park Council member said it was “bad public policy to accept gifts from companies in order to pay for basic city services.”^{118,119} The City eventually amended a property development agreement with Facebook to assess \$11.25 million in fees to support public safety in the M-2 area.¹²⁰

U.S. Fire Administration (USFA), an entity of the Federal Emergency Management Agency, advises caution concerning accepting donations from private concerns:¹²¹

¹¹⁰ Lisa Fernandez, “Facebook gives \$300K to firefighters, following \$200K for Beat Cop in Menlo Park, NBC Bay Area, accessed June 3, 2018. <https://www.nbcbayarea.com/news/local/Facebook-Gives-300K-to-Firefighters-Following-200K-for-Beat-Cop-in-Menlo-Park-295052011.html>.

¹¹¹ Staff Report prepared by District Counsel to Menlo Park Fire Protection District Board to “Consider, discuss and approve a resolution authorizing the fire chief to enter into an agreement with Facebook, Inc. regarding fire services,” District Board meeting (agenda item 19), April 24, 2012. <http://sire.menlofire.org/sirepub/meet.aspx>

¹¹² “Menlo Park Fire District Strikes Deal with Facebook,” *Palo Alto Online*, April 25, 2012. <https://www.paloaltoonline.com/news/2012/04/25/menlo-park-fire-district-strikes-deal-with-facebook>.

¹¹³ Meeting agenda (item 19), Menlo Park Fire Protection District Board, “Consider, discuss and approve a resolution authorizing the fire chief to enter into an agreement with Facebook, Inc. regarding fire services -Exhibit 1” for District Board Meeting, April 24, 2012.

¹¹⁴ California Health and Safety Code, Section 13870, et.al.

¹¹⁵ California Health and Safety Code, Section 13145, et al.

¹¹⁶ Deborah L. Rhode and Amanda K. Packel. “Ethics and Nonprofits.” *Stanford Social Innovation Review*. Summer 2009. https://ssir.org/articles/entry/ethics_and_nonprofits

¹¹⁷ Kate Bradshaw, “Menlo Park: Council Approves Police Expansion,” *The Almanac*, October 10, 2017. <https://www.almanacnews.com/news/2017/10/10/menlo-park-council-approves-police-expansion>

¹¹⁸ Kate Bradshaw, “Should Facebook Fund New Police Unit in Menlo Park?” *The Almanac*, March 1, 2017.

<https://www.almanacnews.com/news/2017/03/01/menlo-park-should-facebook-fund-new-police-unit-in-menlo-park>.

¹¹⁹ Kevin Kelly, “Menlo Park Official Opposed to Facebook Paying for New Cops,” *The Mercury News News*, April, 20, 2017. <https://www.mercurynews.com/2017/04/20/menlo-park-official-opposed-to-facebook-paying-for-new-cops/>.

¹²⁰ Kate Bradshaw, “Menlo Park: Facebook’s new plans win council’s OK,” *The Almanac*, November 8, 2017, <https://www.almanacnews.com/news/2017/11/08/menlo-park-council-oks-facebooks-redrawn-plans-for-office-building>.

¹²¹ U.S. Fire Administration, “Funding Alternatives for Emergency Medical and Fire Services,” Federal Emergency Management Services, U.S. Fire Administration, April 2012, 4. https://www.usfa.fema.gov/downloads/pdf/publications/fa_331.pdf.

Private foundations and corporate-giving programs donate millions of dollars annually for education, arts, and community development, among other projects and programs. Career and volunteer EMS and fire agencies may be able to raise funds for capital purchases or to improve service delivery through these sources, especially in rural communities or poor urban areas. *When looking at these options, caution should be taken to ensure that accepting donations from these types of programs does not result in the appearance of a corporate preference or conflict of interest. This is of particular importance for EMS and fire organizations that are government-funded* (emphasis added).

District adoption of a policy not to pursue or accept donations from any private entity over which it exercises any official power, such as building plan inspection, or enforcement of any law or regulation, would reduce impropriety concerns.

Accreditation

In addition to evaluating its operations through the ISO rating process, the District has pursued accreditation since 2011.¹²² Accreditation is a comprehensive assessment and evaluation model for fire and emergency service organizations, so the skills necessary to complete the accreditation process are similar to the skills needed to complete the strategic and financial planning process. Thus, if the District were conducting strategic and financial planning, it would have developed the skill-set needed for the accreditation process.

The accreditation process helps to determine community risks and fire safety needs, evaluates the performance of an agency, and provides a method for continuous improvement.¹²³ The Center for Public Safety Excellence (CPSE) is the most prominent national accreditation program, administered by the Commission on Fire Accreditation International (CFAI).¹²⁴ The accreditation and certification bodies change requirements over time requiring accredited agencies to continue to evolve and improve.¹²⁵ Completing the accreditation process will help the District align its operations and administrative practices with best practice standards established by professional peers from throughout the country.

The accreditation process starts with a self-assessment against criteria established by CFAI.¹²⁶ The assessment criteria are divided into ten categories, which include *Goals and Objectives*, and *Financial Resources*. The CFAI assessment criteria describe the categories of Goals and Objectives and Financial Resources as follows:

Goals and Objectives – A strategic plan is in place, and along with the budget is guiding the activities of the agency.

Financial Resources – Agency planning involving broad staff participation activates financial planning and resource allocation. The agency’s plan for financing shall reflect sound strategic planning and a commitment to its stated goals and objectives. The agency must deem financial

¹²² District Staff report to Strategic Planning Committee, “Consider and discuss the International Fire Commission Accreditation of the San Ramon Valley Fire Protection District” prepared by Jon Hitchcock, meeting date August 2, 2011, <http://sire.menlofire.org/sirepub/meet.aspx>

¹²³ District Staff report to Strategic Planning Committee, “Consider and discuss the International Fire Commission Accreditation of the San Ramon Valley Fire Protection District” prepared by Jon Hitchcock, meeting date August 2, 2011, <http://sire.menlofire.org/sirepub/meet.aspx>

¹²⁴ District Staff Report, Board of Directors Meeting, Don Long, Deputy Fire Chief, Informational Report on Accreditation Project, agenda item 9, January 17, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

¹²⁵ District, Staff Report, Jon Hitchcock, Informational Report Strategic Planning Committee, “Consider and discuss the International Fire Commission Accreditation of the San Ramon Valley Fire Protection District” August 2, 2011. <http://sire.menlofire.org/sirepub/meet.aspx>

¹²⁶ Center for Public Safety Excellence, Fire and Emergency Service Self-Assessment Manual (FESSAM), 2015. Appendix H

support for its programs and services adequate to maintain the number and quality of personnel and other operational costs.¹²⁷

An agency cannot be accredited until it has published a strategic plan.¹²⁸ The CFAI accreditation standard requires the agency develop and maintain external relationships that support its mission, operations, and cost effectiveness.¹²⁹ It also recommends agency's strategic plan identify relationships with external stakeholders and their anticipated impact or benefit to the agency's mission, operations, and cost effectiveness.¹³⁰

In 2011, the Strategic Planning Committee established a goal of starting the accreditation process by July 2011.¹³¹ After failing to start the process by July 2011, the committee set achieving accreditation as a goal in January 2012.¹³² By May 2014, the District was still exploring the accreditation process.¹³³ The District began the initial phase (first of four phases) of the process in August 2015.¹³⁴ In January 2017, the District's fire chief reported to the Board that the initial phase of the accreditation process was 15 percent complete. The fire chief reported to the District's Finance Committee in February 2018 that a division chief was "fully focused" on accreditation.¹³⁵ The 2017-18 budget includes \$500,000 for the accreditation program.

The District acknowledged the importance of accreditation in 2011 and set its attainment as a goal every year since.¹³⁶ When asked why such an important goal had not been attained, District officials reported unplanned and unanticipated emergency events and competing administrative priorities prevented management and staff from completing the project (the same reasons were cited for not completing a strategic plan).

A staff report regarding accreditation to the District Board on January 17, 2017,¹³⁷ identified the following challenges to completing the process:

- Staff time and commitment to the process.
- Concern of scrutiny from both inside and out of the organization.
- The accreditation process does come with direct and indirect costs to the agency.

¹²⁷ Center for Public Safety Excellence, Fire and Emergency Service Self-Assessment Manual (FESSAM), 2015, page 120.

¹²⁸ Center for Public Safety Excellence, Fire and Emergency Service Self-Assessment Manual (FESSAM), 2015, page 118.

¹²⁹ Center for Public Safety Excellence, Fire and Emergency Service Self-Assessment Manual (FESSAM), 2015, page 138

¹³⁰ Ibid

¹³¹ District, Staff Report, Strategic Planning Committee, January 4, 2011, Meeting minutes, Item 2, <http://sire.menlofire.org/sirepub/meet.aspx>

¹³² District, Staff Report, Strategic Planning Committee, January 10, 2012, Meeting minutes, Item 4, <http://sire.menlofire.org/sirepub/meet.aspx>

¹³³ District, Staff Report, Fire Chief's Report, Harold Schapelhouman, Board of Directors Meeting, Item 7, May 20, 2014. <http://sire.menlofire.org/sirepub/meet.aspx>

¹³⁴ Don Long, Staff Report from the deputy fire chief to the Menlo Park Fire Protection Board on accreditation project, District Board meeting (agenda item 9, Informational Report), January 17, 2017, <http://sire.menlofire.org/sirepub/meet.aspx>.

¹³⁵ District Staff Report, Harold Schapelhouman, "Consider, Discuss and Provide Direction to the Fire Chief Regarding Updated Mid-Year Budget Changes Related to Operational Needs, Specifically Increasing the Suppression Firefighters from 94 to 97 and Scheduling a Special Study Session District Staff Report", Finance Committee, Item 7, February 6, 2018. <http://sire.menlofire.org/sirepub/meet.aspx>

¹³⁶ Menlo Park Fire Protection District representatives: interviews with the Grand Jury.

¹³⁷ Don Long, Staff Report from the deputy fire chief to the Menlo Park Fire Protection Board on accreditation project, District Board meeting (agenda item 9, Informational Report), January 17, 2017, <http://sire.menlofire.org/sirepub/meet.aspx>.

- Buy-in and reluctance based on fear of what the process will find, resistance to change.

Note: The foregoing list is only a summary description of certain of the contents of the January 17, 2017 District staff report and is qualified in its entirety by the actual text of the report.

District Relations with Local Governments

In 2000 the Little Hoover Commission¹³⁸ reviewed and analyzed California's 2,071 independent special districts and the State of California's role and responsibility in overseeing them. The Commission examined the relationship between special districts and other local governments resulting in a report¹³⁹ that includes the following findings:

- Special Districts are oftentimes unknown to the people they serve. (Report, Cover letter, dated May 3, 2000, page 1.)
- In the absence of community involvement, the mechanisms for public accountability are dulled and the value of public scrutiny is lost.
- As communities have grown and changed, the districts themselves have been slow to change their boundaries, functions and governance to reflect their communities.
- Many independent special districts have accumulated significant reserves. ... These funds are a public resource that over the long term should be scrutinized like all public resources to determine if they are being put to the highest and best use. (Report, Cover letter, dated May 3, 2000, page 2.)
- With scrutiny will come improvement. Where districts need more resources, let the community decide. Where districts have too many resources, let the community decide.

Note: The foregoing list is only a summary description of certain of the contents of the 2000 Little Hoover Commission report and is qualified in its entirety by the actual text of the report <http://www.lhc.ca.gov/sites/lhc.ca.gov/files/Reports/155/Report155.pdf>

The 2000 Little Hoover Commission report advocates a cooperative approach between special districts and local governments in serving the public. The report includes the following findings and recommendations to promote special district transparency, accountability and effectiveness:

- Independent special districts should annually and publicly present financial information to county boards of supervisors and city councils, *which represent the broader community of interests*. (Report, page v.) Emphasis added
- Special district visibility and accountability would be enhanced, as would opportunities for more effective regional planning, if policy-makers in larger local government agencies understood the state of special district finances and activities. (Report, page 26.)
- Special districts could annually present budgets, audited financial statements and *future plans* to boards of supervisors, city councils and Local Agency Formation Commissions. Detailed information on district reserves, including district policies on the accumulation and use of reserves, should be provided. (Report, page 26.) Emphasis added¹⁴⁰

¹³⁸ The Little Hoover Commission, formally known as the Milton Marks "Little Hoover" Commission on California State Government Organization and Economy, is an independent state oversight agency created in 1962. <http://www.lhc.ca.gov/about/history>.

¹³⁹ State of California, Little Hoover Commission, "Special Districts: Relics of the Past or Resources for the Future?", May 2000. <http://www.lhc.ca.gov/sites/lhc.ca.gov/files/Reports/155/Report155.pdf>.

¹⁴⁰ Menlo Park Fire Protection District, District Board meeting (agenda item 27), "Email Correspondence in Regards to Agenda Items from the July 13, 2017 Strategic Planning Committee Meeting," July 17, 2017. A pdf file, attached to meeting agenda item 27 contains an email exchange between Peter Carpenter and Robert Silano, dated July 11, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

A review of correspondence, news articles and interviews with District and local officials, reveals the District has adopted a, “go-it-alone” approach in its interactions with local government partners, especially after February 2016 when the Board asked local governments to consider imposition of impact fees.^{141,142,143,144} This approach has led to a relationship between the District and other local governments that was frequently characterized by a majority of those interviewed as strained, contentious and unproductive. Local governments and the District should act with a sense of partnership and cooperation to ensure that the District has the fiscal resources needed to provide a high level of service to all residents and workers within its boundaries.¹⁴⁵

FINDINGS

Strategic Planning

- F1: The District has operated without a multiyear strategic plan since 2010.
- F2: The District’s Board of Directors established and authorized a Strategic Planning Committee in 2011. However, during the subsequent six-year period, 2012-2017, the committee met only sporadically-and failed to submit a strategic plan to the Board.
- F3: The District’s deployment system meets the District’s current demands but is becoming strained, especially east of Highway 101.
- F4: The District’s Board, despite repeated attempts, has not taken necessary steps to create a strategic plan since 2009.
- F5: The District would benefit from developing a strategic plan and the associated financial analysis that would demonstrate whether or not future property tax revenues will be sufficient to fund the increasing needs of the District resulting from serving the new developments in the District.

Property Acquisitions

- F6: The Citygate report, commissioned and accepted by the Board in February 2017, recommended searching for an acceptable parcel to relocate Station 3 before making a final decision regarding the best location for Station 3 and 5.
- F7: Notwithstanding the Citygate recommendation to move Station 3, the District purchased the residence adjacent to Station 3 in Atherton reportedly to eventually expand the station.
- F8: In February 2017 the Board directed the fire chief to use data from the Citygate report to create an updated fire station location and land acquisition plan encompassing the entire District. As of the date of this report, no such plan has been presented to the Board.

¹⁴¹ Letter from Atherton Mayor Mike Lempres to Menlo Park Fire Protection President Peter Carpenter, April 5, 2017. <http://www.ci.atherton.ca.us/ArchiveCenter/ViewFile/Item/2491>

¹⁴² Menlo Park Fire Protection District Correspondence to City of Menlo Park Planning Commission Members, General Plan Updated and EIR/FIA Comments, October 19, 2016, 152-158. <https://www.menlopark.org/DocumentCenter/View/12320/G1---Connect-Menlo-General-Plan>

¹⁴³ Kevin Kelly,” Menlo Park Fire District to Seek Impact Fees from Developers, not Cities,” *The Mercury News*, May 19, 2017. <https://www.mercurynews.com/2017/05/19/menlo-park-fire-district-to-seek-impact-fees-from-developers-not-cities/>.

¹⁴⁴ “May 16, 2017 Board Meeting,” You Tube video, 1:35:05, Posted by Menlo Park Fire Protection District, published on May 17, 2017. Begin viewing at time stamp 1:36:51. https://www.youtube.com/watch?v=2jHDq8_JeDI&t=7428s

¹⁴⁵ California Special Districts Association, “Special District Reserve Guidelines,” 2013, 9. http://www.californiacityfinance.com/2013_csda_reserve_guidelines_special%20districts.pdf

F9: From October 2017 to March 2018, the District spent \$21.9 million to purchase five separate properties without a comprehensive District-wide land acquisition and station location plan or review by the Strategic Planning Committee.

Impact Fees

F10: Developments planned and approved for the area east of Highway 101 in Menlo Park, East Palo Alto, and in unincorporated County areas, will substantially affect District operations, requiring additional personnel, facilities, and equipment to meet increasing demands for service.

F11: Approved and planned development in Menlo Park, East Palo Alto, and unincorporated County areas will have negative impacts on District operational performance as attendant congestion lengthens response time to emergencies.

F12: In the absence of a strategic plan, associated financial analysis, and land acquisition plan, the District has not demonstrated to the constituent jurisdictions of Atherton, Menlo Park, Redwood City, and the County of San Mateo that the District's financial resources will be inadequate to address the anticipated demand for District services. As a result, the District was unable to persuade constituent jurisdictions to adopt impact fees on new residential and commercial developments to fund District operations.

Donations

F13: The District has solicited and received donations of cash from Facebook.

F14: By accepting donations from Facebook, which is subject to inspection and regulation by District personnel, the District has created the possible appearance of favorable treatment or disparate application of rules and laws.

F15: The District exercises code enforcement powers and reviews the construction plans of businesses located within its boundaries. Accepting donations of cash and services from these businesses can create the appearance of favorable treatment or disparate application of rules and laws.

Accreditation

F16: The District acknowledged the value of accreditation in 2011 and set its attainment as a goal every year since. However, it has not progressed beyond the first phase of the accreditation process since 2011.

F17: The District's management and governance structure has not demonstrated the ability to balance competing ongoing emergency response responsibilities with administrative and planning functions. This has been an impediment to completing a strategic plan and achieving accreditation.

District Identity

F18: The title "Menlo Park Fire Protection District" could lead some residents to conclude erroneously that the fire agency is a function of Menlo Park City government and is under the direction and control of the city.

F19: The District website does not contain a description of its status as an independent Special District, or its structure of governance as an independent Special District under California law.

RECOMMENDATIONS

The 2017-2018 San Mateo County Civil Grand Jury recommends that the Menlo Park Fire Protection District Board of Directors do the following:

Strategic Planning

- R1: Develop a strategic plan that conforms to the standards set by the Center for Public Safety Excellence by June 30, 2019.
- R2: Prepare an updated fire station location and land acquisition plan encompassing the entire District by June 30, 2019.
- R3: Ensure its administrative functions operate effectively regardless of competing short-term priorities caused by emergency response operations, including the establishment of an ongoing management process to track progress and results of agency goals and objectives relating to general organizational and operational programs. The District board should take these actions by June 30, 2019.

Property Acquisitions

- R4: Review the consultant recommendations relative to the location of Station 3 and re-examine the basis for purchasing the Atherton property by June 30, 2019.

Impact Fees

- R5: Initiate dialogue with local government partners (Atherton, East Palo Alto, Menlo Park, and the County of San Mateo) to evaluate if impact fees on new development are necessary to adequately fund District operations in future years by December 31, 2018.
- R6: If impact fees are determined to be necessary to fund District operations in future years, the District should initiate an effort to satisfy local government requirements, such as an independent analysis of the District's fiscal condition, to implement an impact fee program by December 31, 2019.

Accreditation

- R7: Commit to completing the CFAI accreditation process by December 31, 2019.
- R8: Once accredited, annually budget sufficient funds to cover all costs associated with maintaining accreditation, including staff resources, training, and consultant services. Maintenance of accreditation should be added to the fire chief's annual performance evaluation. These policies should be formally adopted by the District's Board by June 30, 2020.

Donations

- R9: Adopt a policy not to pursue or accept donations from any private entity over which it exercises any official powers, such as building or plan inspection, or enforcement of any law or regulation. This policy should be adopted by December 31, 2018.

District Identity

- R10: Expand its website to include a description of special districts in general and the Menlo Park Fire Protection District in particular by June 30, 2019.

REQUEST FOR RESPONSES

Pursuant to Penal Code Section 933.05, the Grand Jury requests responses from the following entities:
Menlo Park Fire Protection District

The governing body indicated above should be aware that the comment or response of the governing body must be conducted subject to the notice, agenda, and open meeting requirements of the Brown Act.

METHODOLOGY

Interviews

The Grand Jury interviewed a number of individuals including current and retired members of the District Board of Directors, senior staff of the District, and representatives of the District's constituent jurisdictions, the Cities of Menlo Park and East Palo Alto, the Town of Atherton, and the San Mateo County (for the portion of the county that is within the district boundaries).

Documents

We also reviewed many documents including industry standards, District web-based documents, emails, and documents from local governments served by the District. The list of reviewed documents is contained in this report's bibliography.

Note: Many of the documents reviewed by the Grand Jury were obtained from the District's public data base available through its internet website. The District employs a dynamic Uniform Resource Locator (URL), rather than a static URL to control its documents. Therefore, this report lists District documents by source, such as meeting type (Board meeting, Finance Committee meeting, Strategic Planning Committee meeting), meeting date and agenda, or minutes item number. The URL listed in this report, for most documents controlled by the District, will take the reader to the District's meeting agenda search tool. The reader will have to locate the referenced document by entering the required search information, i.e., meeting type and date range.

BIBLIOGRAPHY

- Barakey, Michael J. "How Accreditation Benefits Your Department and the Fire Service." April 1, 2012. <http://www.fireengineering.com/articles/print/volume-165/issue-4/features/how-accreditation-benefits-your-department-and-the-fire-service.html>
- Bradshaw, Kate. "El Camino in North Fair Oaks May Be Transformed by New Zoning," *The Almanac*, January 24, 2018. <https://www.almanacnews.com/news/2018/01/24/el-camino-in-north-fair-oaks-may-be-transformed-by-new-zoning>
- Bradshaw, Kate. "Menlo Park: Council Approves Police Expansion," *The Almanac*, October 10, 2017. <https://www.almanacnews.com/news/print/2017/10/10/menlo-park-council-approves-police-expansion>.
- Bradshaw, Kate. "Menlo Park: Facebook's new plans win council's OK." *The Almanac*, November 8, 2017, <https://www.almanacnews.com/news/2017/11/08/menlo-park-council-oks-facebooks-redrawn-plans-for-office-building>.
- Bradshaw, Kate. "Menlo Park: Questions fly of Facebook's 'Willow Village' Campus." *The Almanac*, February 27, 2018. <https://www.almanacnews.com/news/2018/02/27/menlo-park-questions-fly-on-facebooks-willow-village-campus>.
- Bradshaw, Kate. "Should Facebook Fund New Police Unit in Menlo Park?." *The Almanac*, March 1, 2017. <https://www.almanacnews.com/news/2017/03/01/menlo-park-should-facebook-fund-new-police-unit-in-menlo-park>.
- Brown, Peter and Graham Lyons. "A Short Overview of Development Impact Fees." February 27, 2003. <http://www.impactfees.com/publications%20pdf/short%20overview.pdf>
- California Office of Emergency Services. California Fire Service and Rescue Emergency Mutual Aid System Urban Search & Rescue Program. <http://www.caloes.ca.gov/FireRescueSite/Documents/CalOES%20-%20Fire%20and%20Rescue%20-%20Urban%20Search%20and%20Rescue%20-%2020141201.pdf>
- California Senate Local Government Committee. "What's So Special About Special Districts?." October 2010. https://calafco.org/sites/default/files/resources/Whats_So_Special.pdf
- California Special Districts Association. "Special District Reserve Guidelines," 2013. http://www.californiacityfinance.com/2013_csda_reserve_guidelines_special%20districts.pdf
- California Urban Search and Rescue Task Force 3. "Deployments and Exercises." <http://www.catf3.org/about/deployment-history>.
- Center for Public Safety Excellence. Fire and Emergency Service Self-Assessment Manual, 9th Edition. Chantilly Virginia: Center for Public Safety Excellence, 2015.
- City of Menlo Park, Staff Report to accept the 2017-18 mid-year budget report and approve recommended 2017-18 budget amendments. <https://www.menlopark.org/DocumentCenter/View/16657/H2>.
- City of Menlo Park. ConnectMenlo, Menlo Park Land Use and Mobility Update. November 29, 2016. <https://www.menlopark.org/DocumentCenter/View/12610>.
- City of Menlo Park. General Plan. November 2016. <https://www.menlopark.org/DocumentCenter/View/15014>.
- City of Menlo Park. Staff Report. "Amend the City Council adopted 2017-18 budget to increase the number of authorize full time equivalent employees in the Police Department for the creation of a new police unit," September 27, 2017. <https://www.menlopark.org/DocumentCenter/View/15627/H8>.

City of San Francisco, City & County of San Francisco Ethics Commission. "Disclosure of Gifts to the Agency." <https://sfethics.org/commission/disclosure-of-gifts-to-the-ethics-commission>

Citygate Associates, LLC. *Standards of Coverage Assessment for the Menlo Park Fire Protection District, June 10, 2015, Volume 1 of 3, Executive Summary.* <https://evogov.s3.amazonaws.com/media/6/media/22313.pdf>

Clayworth, Jason. "Critics: Nonprofits could conceal government corruption." *Des Moines Register*. March 20, 2015. <https://www.desmoinesregister.com/story/news/2015/03/20/nonprofits-avoid-records-law-fire-departments/25119581/>

Dremann, Sue. "In East Palo Alto, Plans Emerge to Build 'up'." *Palo Alto Online*, April 28, 2017.

Federal Emergency Management Agency. "Urban Search and Rescue." Accessed May 30, 2018. <https://www.fema.gov/urban-search-rescue>.

Fernandez, Lisa. "Facebook gives \$300K to firefighters, Following \$200K for Beat Cop in Menlo Park, NBC Bay Area, accessed June 3, 2018. <https://www.nbcbayarea.com/news/local/Facebook-Gives-300K-to-Firefighters-Following-200K-for-Beat-Cop-in-Menlo-Park-295052011.html>

Gary, Stewart W. Citygate Report regarding location assessments for fire stations 3, 4, 5 and other possible alternative or additional locations for fire stations in the Menlo Park Fire Protection District, February 14, 2017.

George, Susan. "Report and Consideration of Recommendations for the District's Budget: (1) Fund Structure; (2) Format Issues; (3) Financial Management Policies; (4) Reserve Policies and Fund Balance Designations; and (5) Five-Year General Fund Financial Forecast Model." Presented at Menlo Park Fire Protection District Board meeting, April 15, 2014. <http://sire.menlofire.org/sirepub/meet.aspx>

George, Susan. "Discussion of the District's Updated Strategic Planning Document and Conceptual Approval of Staff Recommendations Regarding its Revision and Ongoing Maintenance." and "Strategic Planning Document Measurable Objectives." Presented at Menlo Park Fire Protection District Board meeting, December 17, 2013. <http://sire.menlofire.org/sirepub/meet.aspx> <http://sire.menlofire.org/sirepub/meet.aspx>

Hitchcock, John. District Staff report to Strategic Planning Committee. "Consider and discuss the International Fire Commission Accreditation of the San Ramon Valley Fire Protection District." August 2, 2011, <http://sire.menlofire.org/sirepub/meet.aspx>

Kelly, Kevin. "Menlo Park Fire District to Seek Impact Fees from Developers, not Cities." *The Mercury News*, May 19, 2017.

Kelly, Kevin. "Menlo Park Official Opposed to Facebook Paying for New Cops." *The Mercury News*, April 20, 2017. <https://www.mercurynews.com/2017/04/20/menlo-park-official-opposed-to-facebook-paying-for-new-cops/>

Long, Don. Staff. "Informational Report on Accreditation Project." presented at District Board Meeting. January 17, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

Menlo Park Fire Protection District, 2016 Annual Summary. <https://evogov.s3.amazonaws.com/media/6/media/70198.pdf>

Menlo Park Fire Protection District, Comprehensive Annual Financial Report (CAFR), for the Year Ended June 30, 2017, 98. <https://evogov.s3.amazonaws.com/media/6/media/95366.pdf>

Menlo Park Fire Protection District. "Menlo Park Fire Protection District Emergency Services and Fire Protection Impact Fee Nexus Study." February 16, 2016. <https://www.menlopark.org/DocumentCenter/View/13394/J2---Fire-District-public-comments>

Menlo Park Fire Protection District. "USAR," <https://www.menlofire.org/usar>

Orr, John. "Fire District Buying Property Next to Station 3 in Atherton," *The Mercury News*, June 7, 2017. <https://www.mercurynews.com/2017/06/07/fire-district-buying-property-next-to-station-3-in-atherton/>

Radcliffe, Michelle. Staff Report to the Menlo Park Fire Protection District Board, recommending that the district, accept the update on the Nexus Study and impact fee. Presented at District Board meeting, April 19, 2016. <http://sire.menlofire.org/sirepub/meet.aspx>.

Rhode, Deborah L. and Amanda K. Packel. "Ethics and Nonprofits." *Stanford Social Innovation Review*. Summer 2009. https://ssir.org/articles/entry/ethics_and_nonprofits

Rielage, Robert. "Why fire departments should seek accreditation: There's a reason all of the cool kids are doing it, accreditation ushers fire departments into an age of professionalism." Mar 8, 2016. <https://www.firerescue1.com/fire-chief/articles/68623018-Why-fire-departments-should-seek-accreditation/>

Schapelhouman Harold. "Update for Board of Directors on the District Property and Residential Structure Located at 28 Almendral Avenue Next to Fire Station 3." Presented at Menlo Park Fire Protection District meeting, November 21, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>.

Schapelhouman, Harold. "Consider, Discuss and Provide Direction to the Fire Chief Regarding Recommendations to make Improvements to the District Property and Residential Structure Located at 28 Almendral Avenue Next to Fire Station 3." Presented at Menlo Park Fire Protection District Finance Committee meeting, December 5, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

Schapelhouman, Harold. "Consider, discuss and approve a resolution authorizing the fire chief to enter into an agreement with Facebook, Inc. regarding fire services." Presented at District Board meeting, April 24, 2012. <http://sire.menlofire.org/sirepub/meet.aspx>

Schapelhouman, Harold. "Consider, Discuss and Provide Direction to the Fire Chief Regarding Recommendations to make Improvements to the District Property and Residential Structure Located at 28 Almendral Avenue Next to Fire Station 3." Presented at Menlo Park Fire Protection District Finance Committee meeting, November 7, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

Schapelhouman, Harold. "Consider, discuss and approve a resolution authorizing the fire chief to enter into an agreement with Facebook, Inc. regarding fire services." Presented at District Board meeting, April 24, 2012.

Schapelhouman, Harold. "Consider, Discuss and Provide a Recommendation to the Board of Directors regarding Employees Using District Provided Housing." Presented at Menlo Park Fire Protection District Finance Committee meeting, April 3, 2018. <http://sire.menlofire.org/sirepub/meet.aspx>

Schapelhouman, Harold. "Consider, Discuss and Provide Direction to the Fire Chief Regarding Recommendations to make Improvements to the District Property Located at 28 Almendral Avenue Next to Fire Station 3." Menlo Park Fire Protection District Board meeting, August 15, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

Schapelhouman, Harold. Fire chief's report for the Menlo Park Fire Protection Board meeting February 21, 2017. <http://sire.menlofire.org/sirepub/meet.aspx>

Schapelhouman, Harold. Fire chief's report to the District Board. "Consider, Discuss and Adopt the District's Updated Strategic Planning Document." Presented at Menlo Park Fire Protection Board meeting, December 18, 2012. <http://sire.menlofire.org/sirepub/meet.aspx>

Schapelhouman, Harold. Fire chief's report to the District Board. "Consider, Discuss and Provide Direction Regarding Updating the Standards of Coverage Assessment Report." Menlo Park Fire Protection Board meeting, March 20, 2018. <http://sire.menlofire.org/sirepub/meet.aspx>

Schapelhouman, Harold. Fire chief's report to the Menlo Park Fire Protection District. Presented at District Board Meeting, December 18, 2012. <http://sire.menlofire.org/sirepub/meet.aspx>

Schapelhouman, Harold. Fire chief's report. "Consider, Discuss, and Provide Direction to Staff Regarding the Board Adopted Impact Fees and Meetings of the City, Town and County Managers Group and Potential Options Moving Forward." District Board meeting, August 25, 2016. <http://sire.menlofire.org/sirepub/meet.aspx>

Schuessler, Anna. "Seven-story North Fair Oaks Apartment Building Planned," *San Mateo Daily Journal*, October 30, 2017. https://www.smdailyjournal.com/news/local/seven-story-north-fair-oaks-apartment-building-planned/article_0e8ebc5e-bd10-11e7-8a8e-637b4741bbc5.html

State of California, Little Hoover Commission. "Special Districts: Relics of the Past or Resources for the Future?." May 2000. <http://www.lhc.ca.gov/sites/lhc.ca.gov/files/Reports/155/Report155.pdf>.

State of California, Little Hoover Commission. "Special Districts: Improving Oversight & Transparency." August 2017. <http://www.lhc.ca.gov/sites/lhc.ca.gov/files/Reports/239/Report239.pdf>

U.S. Department of the Interior, Office of Inspector General. "Investigative Report of MMS Oil Marketing Group – Lakewood." August 19, 2008. <https://www.loe.org/images/content/080912/INTERIOR%20IG%20on%20MMS.pdf>

U.S. Fire Administration. "Funding Alternatives for Emergency Medical and Fire Services." https://www.usfa.fema.gov/downloads/pdf/publications/fa_331.pdf.

White, Les. "Board of Directors Study Session: Goals, Roles and Challenges," and PowerPoint presentation "Menlo Park Fire Protection District: Goals, Roles and Challenges," Menlo Park Fire Protection District meeting, April 10, 2014. <http://sire.menlofire.org/sirepub/meet.aspx>

Wood, Barbara. "Tuesday: Fire Board to Discuss Fiscal Study of District." *The Almanac*, February 20, 2018. https://www.almanacnews.com/news/2018/02/20/tuesday-fire-board-to-discuss-fiscal-study-of-district#comment_form

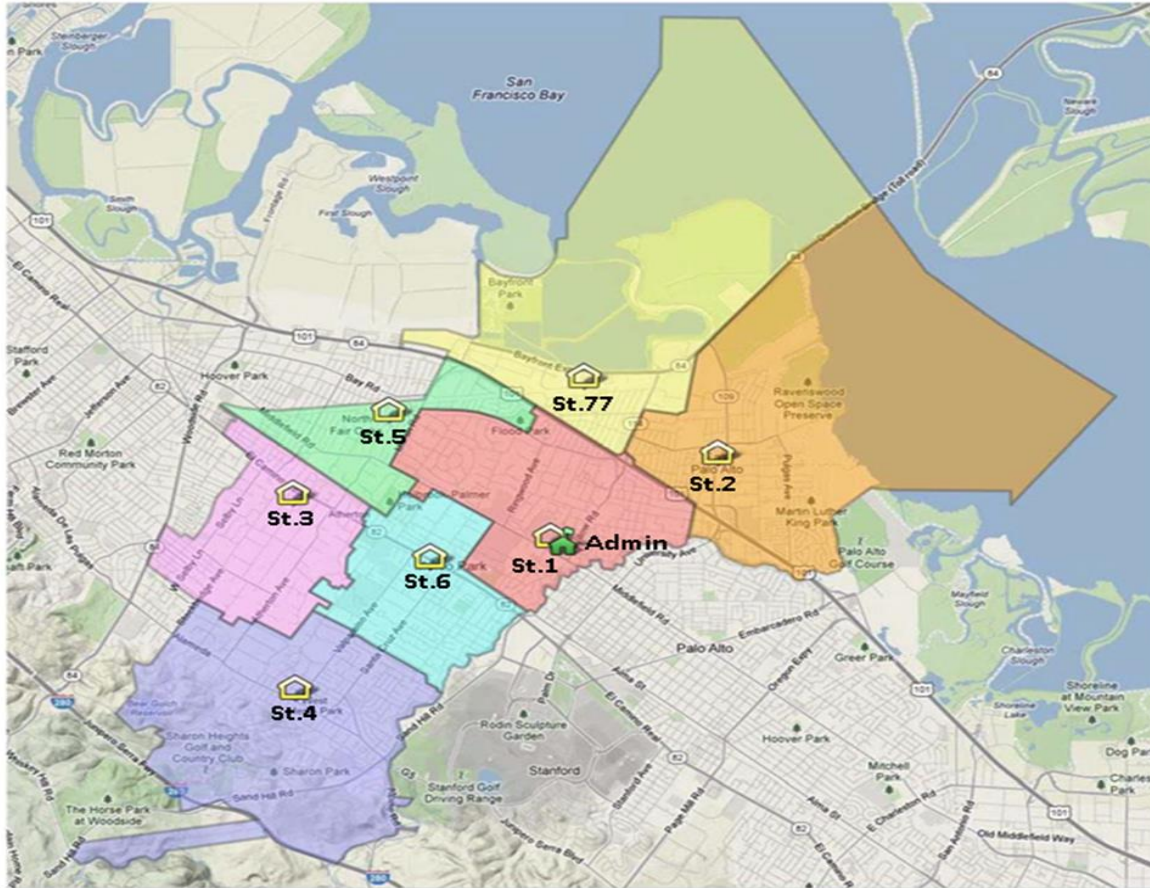
Appendix A: California Urban Search and Rescue Team 3

Member Agencies

Agency	County	Agency	County
Aptos -La Selva	Santa Cruz County	San Francisco Fire	San Francisco City and County
Central County	San Mateo County	San Jose Fire	Santa Clara County
Genentech	San Mateo County	San Mateo Fire	San Mateo County
Menlo Fire	San Mateo County	San Mateo County Public Safety Communications	San Mateo County
Milpitas	Santa Clara County	Santa Clara Fire	Santa Clara County
Monterey Fire	Monterey County	Santa Clara County Fire	Santa Clara County
Mountain View Fire	Santa Clara County	South San Francisco Fire	San Mateo County
Palo Alto Fire	Santa Clara County	SRI International	San Mateo County
Redwood City Fire	San Mateo County	Sunnyvale DPS	Santa Clara County

Source: California Urban Search and Rescue Task Force 3, <http://www.catf3.org/participating-agencies>

Appendix C: Map of District Boundaries with Station Locations



Source: Menlo Park Fire Protection District

Figure 7. Facilities and Locations

Facility	Address
Administration and Fire Prevention Building	170 Middlefield Road Menlo Park, CA 94025
Annex Building	114 Santa Margarita Road Menlo Park, CA 94025
Station 1	300 Middlefield Road Menlo Park, CA 94025
Station 2	2290 University Ave., East Palo Alto, CA 94303
Station 3	32 Almedral Ave., Atherton, CA 94027
Station 4	3322 Alameda De Las Pulgas Menlo Park, CA 94025
Station 5	4101 Fair Oaks Avenue Menlo Park, CA 94025
Station 6	700 Oak Grove Avenue Menlo Park, CA 94025
Station 77	1467 Chilco St., Menlo Park, CA 94025

Appendix D: Menlo Park Fire Protection District, 2017 Annual Summary



Menlo Park Fire Protection District 2017 Annual Summary



ABOUT MENLO FIRE

The Menlo Park Fire Protection District (MPFPD) is located on the peninsula in the southernmost part of San Mateo County in the Metropolitan Bay area. The District protects 28.98 square miles including; 4 square miles of marshland, 8 square miles of Bay, 16.6 square miles of land, and .92 square miles of contract land leased by DOE from Stanford lands. The District's population is estimated around 90,000.

The Fire District protects the following communities of:

- Atherton – 5 square miles.
- East Palo Alto – 2.6 square miles.
- Menlo Park – 18 square miles, 8 sea, 6 land, and 4 marsh.
- Unincorporated County – 2.46 square miles; Sequoia Tract .51, North Fair Oaks 1.2, West Menlo Park .5, and Menlo Oaks .25 square miles.
- Stanford Linear Accelerator (SLAC) contract - .92 square miles.

The Fire District is part of the greater San Mateo County boundary-drop plan whereby the closest apparatus responds to each call.

BUREAU OF FIRE PREVENTION & LIFE SAFETY

The Bureau of Fire Prevention has had many notable accomplishments to continue progressing safety within the community. The addition of a Mobile Fueling Ordinance was implemented after FM Johnston played an active role with the State Fire Marshal Mobile Fueling Task Force. Staff installed an FDC/Standpipe set-up at the Rescue Site for training purposes. A local Eagle Scout completed a service project by building and assisting with a residential Knox planter program.

The first Fire Prevention drones have been purchased and will be implemented to increase safety and prevention in the community. Lastly, over-the-counter plan review has been reestablished to better serve customers.



➤ Investigations	18	Inspections	3717
➤ Special Inspections	109	Plan Reviews	1727

PERFORMANCE



Calls for Service

- Total calls – 9049
 - Emergency Medical Service – 5976 – 66.04%
 - Service Calls – 1020 – 11.27%
 - False Alarm/False Calls – 886 – 9.79%
 - Good Intent Calls – 762 – 8.42%
 - Hazardous Conditions – 173 – 1.91%
 - Fires – 165 – 1.82%
 - Misc. – 38 - .41%
 - Special Incident – 16 - .17%
 - Rupture, Explosion, Overheat – 9 - .09%
 - Severe Weather/Natural Disaster – 4 - .04%

Estimated Save/Loss

- Property loss value \$2,361,251
- Property saved value \$106,907,899

Time Performance Standard

The District has seven stations with nine staffed units that are strategically placed to provide the most efficient response times.

"The goal of the first response unit shall be to arrive on the scene of all code 3 emergencies within 7 minutes, 90% of the time from the receipt of the 9-1-1 call in the dispatch center. The goal of multi-unit responses shall be to have all units on-scene within 11 minutes from the time of the 9-1-1 call in the dispatch center".

- First response MPFPD units arrived on scene within 7 minutes 91% of the time.
- All units of MPFPD multi-unit response arrived on scene within 11 minutes 94.5% of the time.

Mutual/Auto Aid

MPFPD is part of a county-wide auto aid plan that dispatches the closest station to a call regardless of jurisdiction. During 2017 the District provided or received this aid:

- Provided – 609 responses
- Received – 422 responses



The District also supports the statewide mutual aid plan for large wildland and other emergency incidents. During 2017, District personnel were deployed a total of 18 times to wildland fires, water rescue concerns at the Oroville Dam, and statewide flooding incidents.

Mission Statement

To Protect and Preserve Life and Property from the Impact of Fire, Disaster, Injury and Illness.

**Finances –
FY ending June 30, 2017**

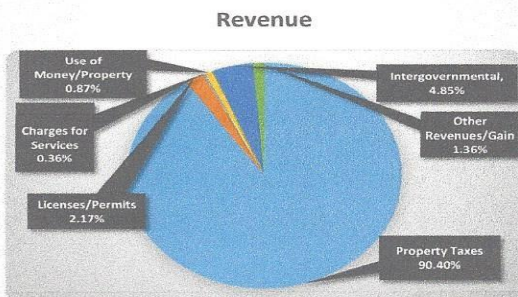
Revenues

Property Taxes	\$45,683,733
Licenses/Permits	\$1,098,741
Charges for Services	\$180,000
Use of Money/Property	\$437,777
Intergovernmental	\$2,451,242
Other Revenues/Gain	\$686,239
Total Revenues	\$50,537,732

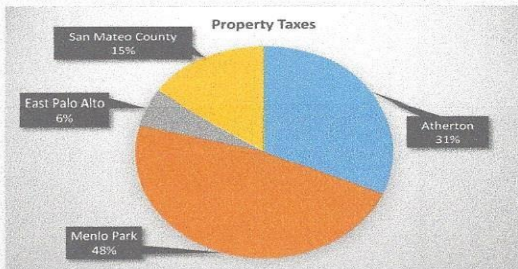
Expenditures

Salaries and Benefits	\$35,894,172
Service and Supplies	\$6,463,694
Capital Outlay	\$12,521,567
Debt Service:	
Principal	\$260,000
Interest/Fiscal Charges	\$741,987
Total Expenditures	\$55,881,420
Excess (deficiency) of Revenues	
Over Expenditures	(\$5,343,688)
Fund balance, beginning	\$72,182,333
Fund balance, ending	\$66,838,645

Revenue Source Breakdown



Property Taxes Collected by Jurisdiction



Menlo Park Fire Protection District
170 Middlefield Rd
Menlo Park, Ca 94025
Phone: (650) 688-8400
www.menlofire.org

WORKING WITH THE COMMUNITY

Public Education and Life Safety



The Menlo Park Fire Protection District is committed to providing life safety education for the citizens of our community. We provide safety education including child car seat education, Firefighters in Safety Education, CPR, Fire Safety and Fall

Prevention to our aging adults. In 2017, Menlo Park Fire District, in partnership with Safekids, helped educate families in car seat education delivering 384 car seats thru a Graco grant. The Public Education Program is an instrumental part of the District's involvement in special event such as, the Annual Pancake Breakfast, Night of Lights, Summerfest, and National Night Out. Delivering lifesaving information is the best tool we have to keep our residents safe.

Community Crisis Management Program (CCM)

The formal mission of CCM is "To enhance community resilience and collaboration in a disaster, by establishing and maintaining a cadre of trained and equipped Volunteers, who act as community leaders in preparedness efforts, and are capable of providing initial neighborhood disaster response in support of the District's



Emergency Operations Plan". CCM is functionally organized into six focus areas: Exercises, Information Technology, Logistics, Communications, Education, and Outreach. CCM fulfills its mission through the sponsorship of the Community Emergency Response Teams (CERT) and the delivery of



training programs open to the public. In the 2017, CCM worked in collaboration with the CERT Executive Board to deliver *CERT Basic* courses, *CERT refresher* courses, and *Get Ready* courses. In

2017, CCM brought together organizations and members of the community to conduct disaster preparedness exercises in each of the municipalities served by the District.

Message from the Chief

This two page snap shot of the Fire District serves as a testament to the dedication of our important workforce, its critical essential emergency services delivery profile, and responsible management of your tax dollars by the Fire Board and staff. Additionally, it provides an overview of aspects of our community outreach in how we daily serve you and have proudly accomplished that for over 100 Years!



Appendix E: Citygate Report regarding location assessments for fire stations 3, 4, 5 and other possible alternative or additional locations for fire stations in the Menlo Park Fire Protection District, February 14, 2017.



2250 East Bidwell Street, Suite 100 ■ Folsom, CA 95630 ■ PH 916-458-5100 ■ FAX 916-983-2090

February 14, 2017

Harold Schapelhouman, Fire Chief
Menlo Park Fire Protection District
170 Middlefield Road
Menlo Park, CA 94025
harolds@menlofire.org

RE: LOCATION ASSESSMENTS FOR FIRE STATIONS #3, #4, AND #5 AND OTHER POSSIBLE ALTERNATIVE OR ADDITIONAL LOCATIONS FOR FIRE STATIONS IN THE MENLO PARK FIRE PROTECTION DISTRICT

Dear Chief Schapelhouman:

Citygate Associates, LLC (Citygate) is pleased to present our report on fire station location assessments for Fire Stations #3, #4, and #5 and other possible alternative or additional locations. The goal of the project is to provide the Menlo Park Fire Protection District (District) with independent subject matter expertise and feedback regarding the continued use of the existing locations, or best-fit alternatives, to provide the District's Directors with planning options.

PROJECT APPROACH

Our work involved two steps: First, we used the travel time geographic information systems (GIS) mapping model and incident statistics from our Standards of Cover project completed in June 2015. Second, we obtained input from the District about issues with the current station locations, desired scenarios to be tested, and potentially available parcels to test for a best-fit solution. In this work with District staff, we jointly identified the following five scenarios. The sixth scenario is Citygate's proposed best-fit solution.

1. Determine a best location for a *combined* Fire Station #3 and #5, or a replacement Station #5, assessing alternative locations at:
 - A. 3101 Middlefield Road on the southeast corner at Third Avenue
 - B. Fifth Avenue and Kramer Lane in Redwood City
 - C. Amherst Avenue and El Camino Real in North Fair Oaks

- D. 215 Bay Road in Menlo Park (Flood Park) for Station #5
 - E. Optimum location for Station #3
 - F. Optimum location for Station #5.
2. Determine a best location for a replacement Fire Station #4, assessing alternative locations on Alameda de las Pulgas and Sandhill Road:
 - A. Sandhill Road and Branner Lane in Sharon Heights
 - B. 2900 Sandhill Road in Sharon Heights
 - C. Optimum location for Station #4.
 3. Determine the benefit of locating an additional fire station at the Atherton Town Center that includes one added engine:
 - A. 91 Ashfield Road in Atherton.
 4. Determine the benefit of locating an additional fire station for one added ladder truck and Urban Search and Rescue warehouse facility:
 - A. 1376 Willow Road in Menlo Park
 - B. Hamilton Avenue and Hamilton Court.
 5. Determine the benefit of locating an additional fire station, including one added engine, near Adams and University Avenue:
 - A. Purdue Avenue and University Avenue in East Palo Alto
 - B. Tulane Avenue and Xavier Street in East Palo Alto
 - C. Adams Drive and Adams Court in Menlo Park.
 6. Based on the provided scenario tests, propose a best-fit solution.

ANALYSIS AND FINDINGS

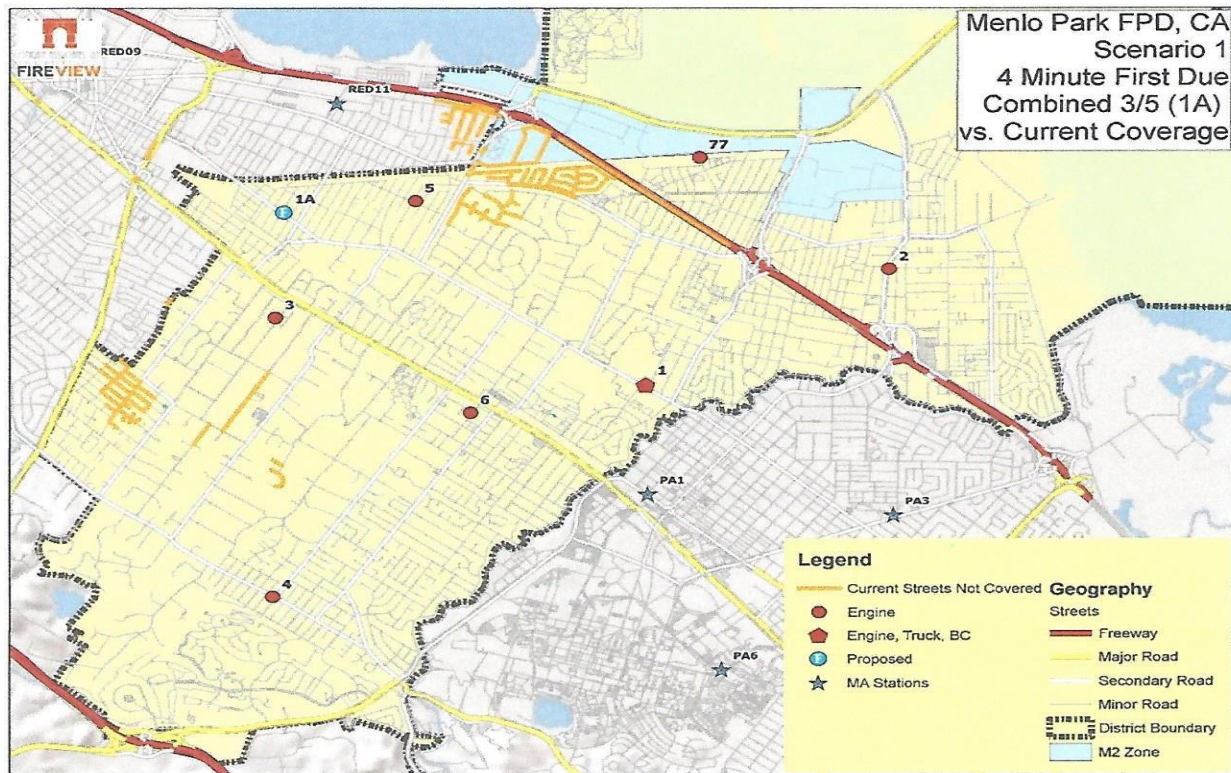
The following six subsections will detail the results of each test scenario.

1. Determine a Best Location for a Combined Fire Station #3 and #5

Citygate used the GIS travel time model to test each of the three locations for first-due unit and First Alarm coverage as compared to our measures in our 2015 study. The best-fit result is shown in Map Scenario #1. As common sense would suggest, a site between the current stations is the best compromise of coverage from the far west of Station #3's area to the southeast of

Station #5's area. Of the tested locations, the only site with the most balanced coverage was Site 1A at 3101 Middlefield at 3rd Avenue.

Figure 1—Map Scenario #1



Map Scenario #1 shows the difference in coverage at 4 minutes travel time between a combination #3 and #5 site and the existing two-station coverage. The street segments in orange are the segments not covered by a combination site. While seemingly small, there are no other fire stations with easy access to these areas given the street network design.

Another measure to consider is the existing travel time coverage. Station #3 is currently taking 4:49 minutes/seconds travel time to reach 90% of its responses. Station #5 is taking 4:39 minutes/seconds travel time. The underserved areas from a combined site would be at least 5 minutes travel from the #3 and #5 site, and the 2015 study showed that traffic congestion negatively affects first-due unit travel time by 24.5%. Thus, during traffic congestion periods, 59 seconds must be added, so the edge areas would be close to 6 minutes travel from the combined #3 and #5 site.

Stations #3 and #5 are not the busiest in the Department, nor do they have the largest number of simultaneous incident demands; however, their back-up coverage must come from Stations #6, #77, and Redwood City #11. The data in our 2015 study showed that Station #3 receives the second-due unit in 7:28 minutes/seconds, and in 7:37 minutes/seconds for Station #5. The adjoining stations are too far to provide the District's response time goal if the combination station was committed to incidents and assuming the cover units are available to respond.

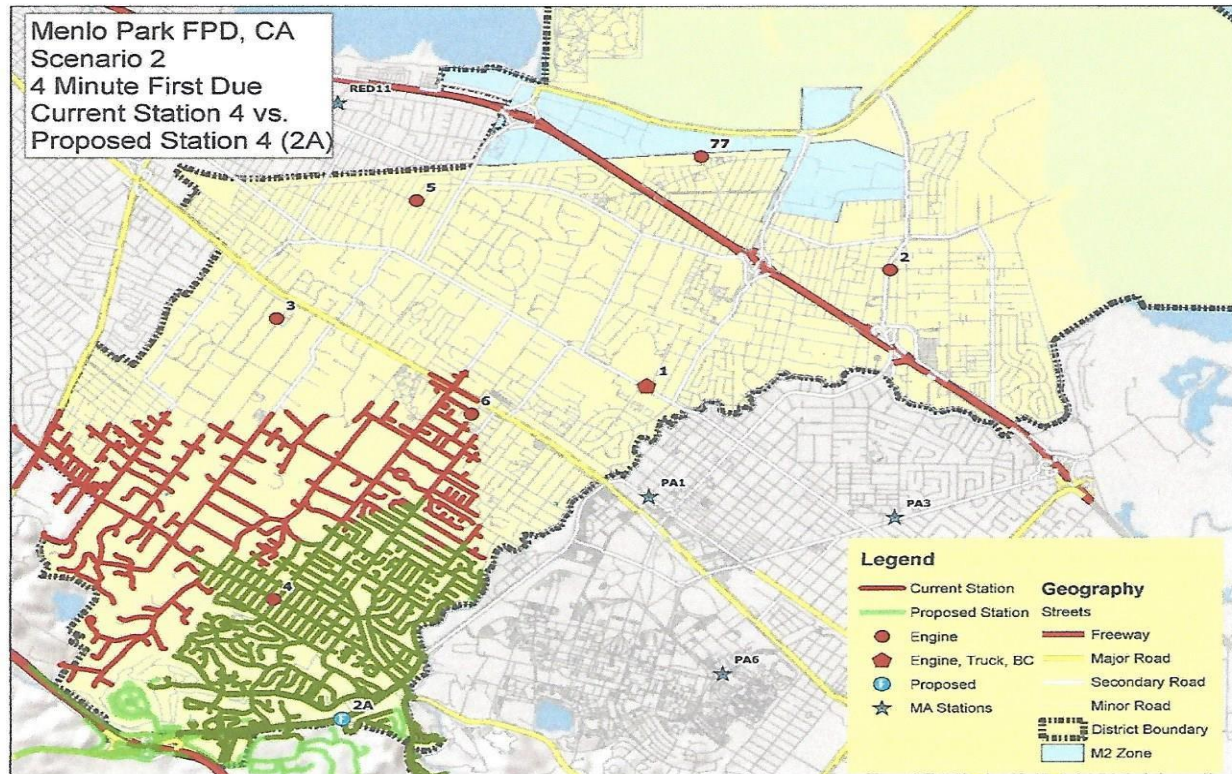
Finding #1: Citygate does not recommend the District combine Stations #3 and #5. The area in the northern District is too large east to west to be served within the District's outcome-based response time policy of 4 minutes travel time.

Map Scenario #1 makes it clear that the street network is not an easy-to-serve grid pattern with extensive cross-connected streets. It should also be noted that the District is mostly an east-west rectangle shape, and that existing Stations #3 and #5 are already too close together and too close to the District's northern border. Ideally, if acceptable parcels could be found, both stations should be moved a little to the south and west to better gain coverage effectiveness.

2. Determine the Best Location for a Replacement Fire Station #4

The GIS coverage model was used to test three locations. The best-fit relocation was Sandhill Road at Branner Lane. Map Scenario #2 displays the coverage from Site 2A in green, and the current fire station in red street segments. When a station is pulled to the edge of a jurisdiction, as in this case, the coverage becomes too limited back into the core of the agency's jurisdiction.

Figure 2—Map Scenario #2



Ideally, stations should serve a 360-degree zone and serve the most populated road miles in the least driving minutes. Given the non-grid road network, and the upslope elevations in the western District, none of the tested sites were as efficient in coverage as is the current Station #4 site.

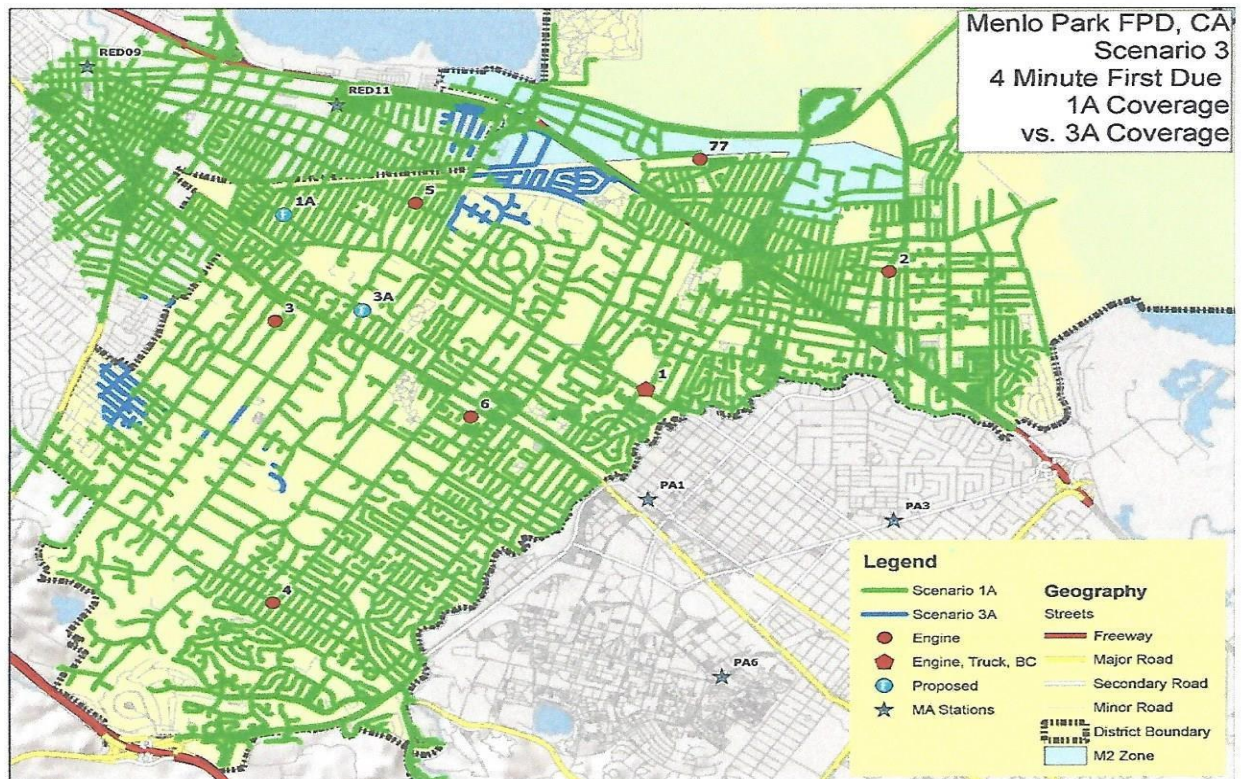
Finding #2: Citygate recommends that the District rebuild Fire Station #4 on the existing site unless a parcel can be identified in the future that has comparable coverage to the existing site that can serve the western District from the northern to southern District boundaries.

3. Determine the Benefit of Locating an Additional Fire Station at the Atherton Town Center that Includes One Added Engine

Given the hard-to-efficiently-serve road network, and the now measurable impacts of traffic congestion on travel time, the District asked Citygate to assess the usefulness of adding a single

fire crew station at 91 Ashfield Road in Atherton. Map Scenario #3 shows the 4-minute drive time coverage against the coverage from a combination Station #3 and #5 Scenario 1A site.

Figure 3—Map Scenario #3



The street segments in blue show the added coverage from Site 3A. This added site fills in some of the lacking eastern-edge coverage from combined Site 1A. However, Citygate closely studied the road network in this area and, based on that, has serious reservations about this site in combination with Site 1A.

The GIS model shows that the Ashfield Road site, without the combined Site 1A, is not needed. The coverage in this area, as shown even at traffic congestion hours in the 2015 study, is complete. Stated this way, an added station at this site would only add overlapping coverage. Based on incident volumes, and the rate of simultaneous incidents per station, if another fire company can be afforded, the Stations #1 and #2 areas should receive reinforcement first.

There are very few cross-connect streets from east to west across El Camino Real, and even fewer with 4-way traffic signal control. Implementing a joint station at Site 1A, and an added station at the Atherton Town Center site, means that five of the District's seven fire stations would all be east of El Camino Real.

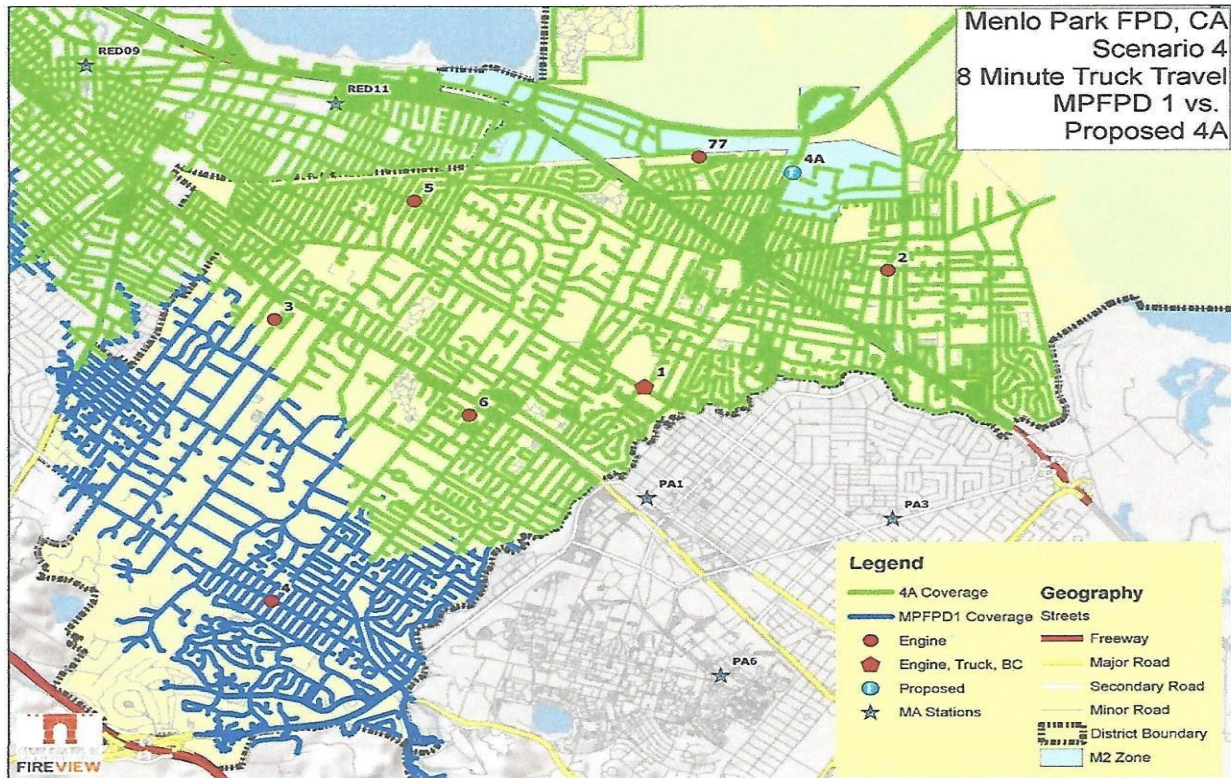
Finding #3: Citygate does not recommend the District pursue an added station at Site 3A, either with a combined Station #3 and #5 at Site 1A, or as an added eighth station in the District.

4. Determine the Benefit of Locating a New Fire Station for One Added Ladder Truck and Urban Search and Rescue (USAR) Warehouse Facility

This scenario measures the impact of adding a second aerial ladder truck at a combination-use facility in the eastern District. While Citygate does not like siting stations on or near Willow Road due to the traffic congestion and center medians that, in segments, block apparatus from bypassing traffic stacked at traffic lights, the District needs a second aerial ladder unit in the east District where land use is planned to increase.

Citygate tested the suggested sites and, due to road network design, preferred the 1376 Willow Road site. Map Scenario #4 shows the impact of having two ladder units in the District. A ladder truck at Site 4A would, at 8 minutes non-congested travel time, reach to just east of El Camino Real. The Station #1 ladder unit can reach almost to the west edge of the District. This would double ladder truck coverage in the eastern District, improve multi-unit First Alarm coverage at traffic congestion hours, provide redundancy for multiple serious event incidents, and add the ability to send two aerial ladder units to commercial building fires in the more commercial and industrial areas of the east District.

Figure 4—Map Scenario #4



Finding #4: Citygate recommends the District pursue a second aerial ladder truck in the eastern District. Citygate would add the ladder truck at Fire Station #2 unless other factors indicate the need for an additional site, in which case the District may wish to place the ladder truck at the USAR facility.

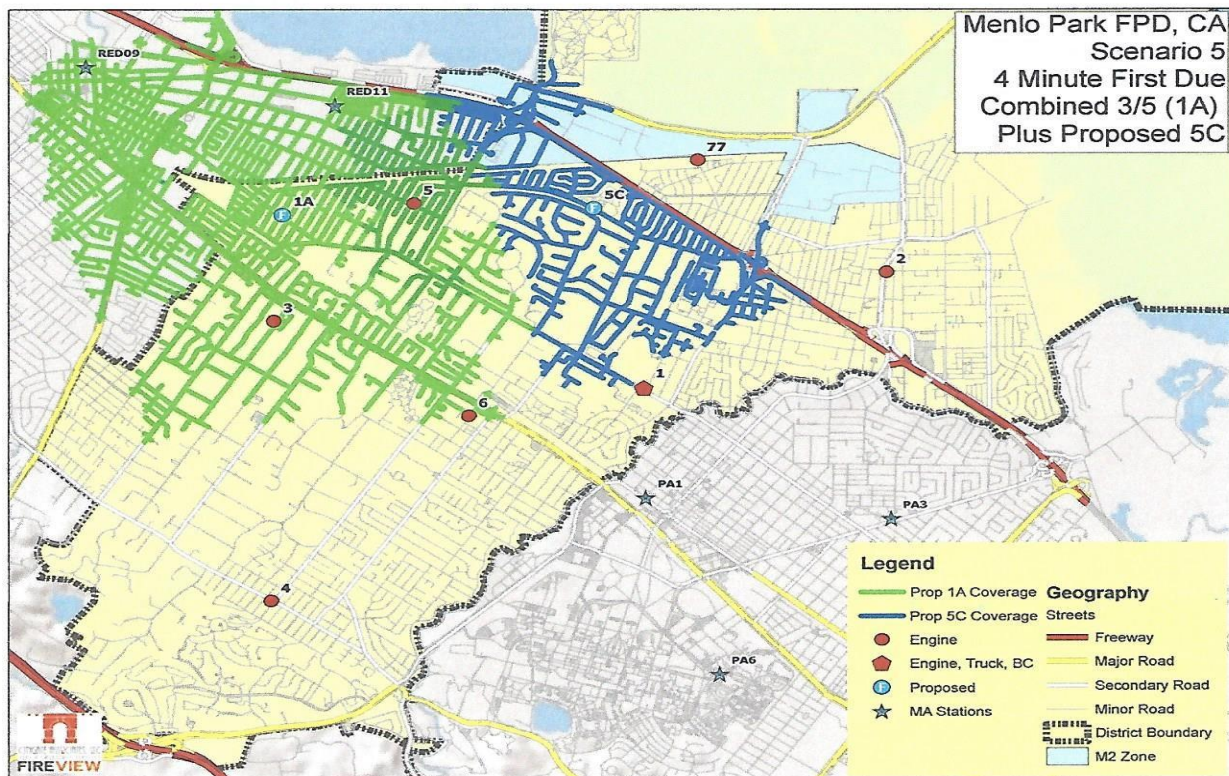
5. Determine the Benefit of Locating an Additional Fire Station, Including One Added Engine, near Adams and University Avenue

This scenario was initially tested by leaving Fire Stations #3 and #5 at their present locations, and due to future growth in the east District, testing the need for another fire station between Station #5 and Station #77. Citygate modeled the coverage from the three provided possible locations: (1) Purdue Avenue and University Avenue in East Palo Alto; (2) Tulane Avenue and

Xavier Street in East Palo Alto; or (3) Adams Drive and Adams Court in Menlo Park. A single added station at any one of three locations only provides 100% overlap coverage to streets already covered by Stations #5, #77, and #1. A coverage map showing this scenario is not included in this report as the existing District's coverage maps show the existing station coverage.

Since the aforementioned scenario did not increase coverage, Citygate then created an alternative scenario of combining Station #3 and #5 at Site 1A *along with* placing a station at another location of Site 5C (as suggested by the District) at 215 Bay Road (Flood Park) in Menlo Park.

Figure 5—Map Scenario #5



Map Scenario #5 shows the first-due unit, 4-minute travel time coverage with uncongested traffic. The streets in blue are the added coverage from Site 5C, where combined Station #3 and #5 could not reach. The remaining streets in the east District would be covered by Stations #1, #2, and #77. A combination of a Station #3 and #5 at Site 1A, plus Site 5C, provides more

balanced coverage in the “central” zone of the District. However, Site 1A for the combined Station #3 and #5 is too close to existing Station #3.

Finding #5: Citygate does not recommend an additional engine company in the east District if Stations #5 and #77 remain in their locations. An added engine company there only adds redundant, and unneeded coverage.

Finding #6: If, for other reasons, the District should pursue a combined station at Site 1A, then an added station at Site 5C is necessary as the distances from site 1A to Station #77 are too far for two-station coverage.

6. Based on the Provided Scenario Tests, Propose a Best-Fit Solution

Given that Citygate did not prefer the tested site to replace Station #5 and found that Station #3 is too far east, in cooperation with District staff, we tested *in combination* two other sites:

- u Station #3 – 516 Santa Clara Street, unincorporated area (move to the east)
- u Station #5 – 763 Marsh Road (move to the south to a main road).

The coverage results were positive in that moving Station #3 to the northwest District closes a gap while providing overlapping coverage (shown in teal color in Map Scenario #6 on page 12) to Station #4, relocated Station #5, and Station #6. Relocating Station #5 to a major road improves coverage to the northeast areas and fills in some small gaps that existed south of current Station #5.

If these two sites (or sites in similar locations) could be acquired, then the remaining area for improvement is the District east of Highway 101. Prior studies by Citygate have indicated the need for an additional ladder company in this area, as well as additional staffing to increase the Effective Response Force to the Bayfront Expressway area Developments.

In addition to the District adding a rescue unit at Station #2, adding a ladder truck at a new station or USAR warehouse site as tested in this study at 1376 Willow Road provides a beneficial third full crew in the eastern area of the District as well as the ladder truck. During periods of peak traffic congestion, with two engines (#77 and #2) plus a rescue unit and ladder truck, the District could provide twelve firefighters without waiting for Station #1’s or #5’s units to travel through traffic to the far eastern District.

If these moves and additions occur, then the “western District” best fit location for the other aerial ladder truck would be Station #6, thus providing effective ladder truck coverage across the entire width of the District.

Citygate’s Concluding Opinions on Station and Apparatus Locations

Citygate views the District as three service zones given the north/south main roads:

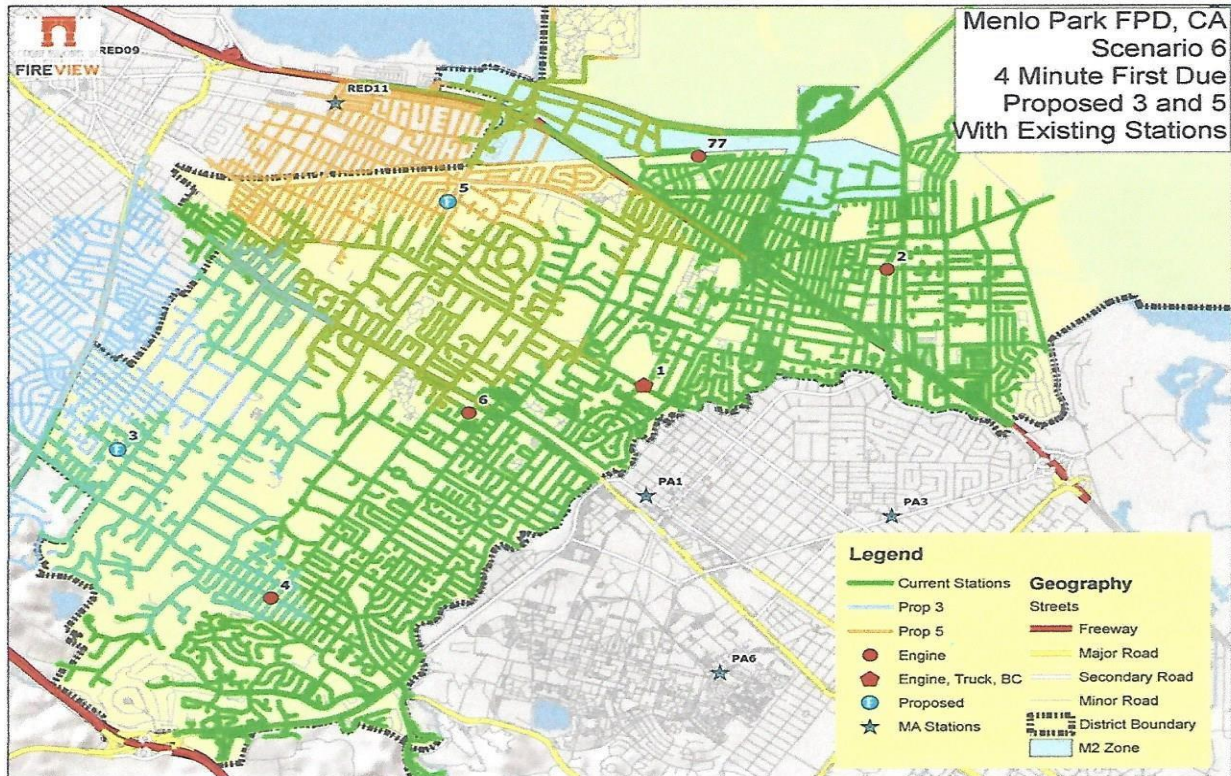
- u East of Highway 101
- u Between Highway 101 and El Camino Real
- u West of El Camino Real to Highway 280.

If Station #3 could be moved to the west, then the District can maintain three stations in a triangle or diamond pattern in the west zone. Once the west zone sites for Stations #3 and #4 are locked in, as Stations #6 and #1 already are, then the District has several advantageous choices to consider for relocating Station #5 and adding staffing in the area east of Highway 101.

Citygate suggests the District maintain three fire stations the western zone and, based on final station siting decisions, at least two stations each in the central service zones and eastern zones. This is due to the non-grid road network, lack of frequent cross-connects across El Camino Real, and the traffic congestion on and near El Camino Real.

If funds permit a second ladder truck, the best location is Station #2. Or, if Station #2 does not have space to accommodate a second ladder truck, then the tested site at a USAR warehouse located at 1376 Willow Road provides reinforcing coverage to the developing eastern zone. The ladder truck does not necessarily need to be located at an engine location.

Figure 6—Map Scenario #6



RECOMMENDATION AND NEXT STEPS

Citygate understands the very difficult challenges the District has siting fire stations and appropriate apparatus given existing development, zoning, and land cost in an in-fill urban area that is also intensifying land use in some locations. Unfortunately, the District’s station system is interconnected, and occasional or one-time site changes or additions over a long timeframe may not be possible unless another facility is moved the same year. Alternatively, if traffic engineering can open more cross-connections between isolated neighborhoods, even if only for fire apparatus, the station siting choices would be better.

The District’s services are always going to be challenged by traffic until car-based transportation is replaced by something very different (if and when that occurs in this region). Even adding pedestrian and bike lanes does not help move traffic out of the way of emergency vehicles, if that traffic is stacked through multiple traffic lights on a primary arterial. The District also is co-dependent with the fire departments on either side of it to move multiple units to serious

emergencies. All of the region's fire and emergency medical services need adequate access across the road network.

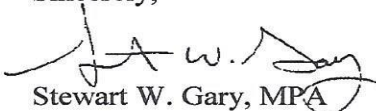
As such, without major traffic congestion improvements to Willow Road and El Camino Real (to name just two locations), the District may have to add infill units. Strong possibilities are a second Battalion Chief / Incident Command unit to provide one in the west and one in the east and the second ladder truck already mentioned in this report.

At present, there are too many unknown variables to choose all the station sites. Citygate believes that relocating Fire Station #3 to the west is the first step or the "key to the door." If that relocation becomes possible, then the other site choices more readily fall into place. It will take ongoing multiple-site acquisition work, along with updated travel time models as development and traffic patterns change, before a final fire station master plan can be established.

- Recommendation #1:** Citygate recommends the District consider three fire stations in the western service zone and a minimum of two each in the central and eastern service zones.
- Recommendation #2:** The District should strive for a third full crew (ideally a ladder truck) in the eastern zone.
- Recommendation #3:** Before making final site decisions on Stations #3 and #5, Citygate recommends the District try to find an acceptable parcel to move Station #3 to the west close to a major east/west and north/south street junction.

* * *

Sincerely,



Stewart W. Gary, MPA
Public Safety Principal

Attachments:

- Attachment 1 Scenario Maps #1-5
Attachment 2 Key Data Facts from the District's 06-30-15 Standards of Response Coverage Study

Appendix F: Email communications and staff report related to remodeling and use of District owned property at 28 Almendral, Atherton.

From: Schapelhouman, Harold
Sent: Monday, September 18, 2017 8:31 AM
To: Hitchcock, Jon
Cc: Jackson, Kathleen; Long, Donald
Subject: Re: 28 almendral staff report

Hello Jon

Those numbers are estimates and depending upon how we move forward you are correct. That said, I'll be sending out Director Bernstein's comments and he couldn't disagree with you more.

Thank you



Harold Schapelhouman
Fire Chief
Menlo Park Fire Protection District | [170 Middlefield Road](#) | Menlo Park, CA 94025
(650) 688-8426 | (650) 323-9129 FAX
harolds@menlofire.org | www.menlofire.org
Mission Statement: To protect and preserve life and property from the impact of fire, disaster, injury and illness.

On Sep 18, 2017, at 7:22 AM, Hitchcock, Jon <jonh@menlofire.org> wrote:

Chief is the construction cost based on prevailing wage rates? If not multiply the cost by 1.3. Also we will need to have a public set of plans so a contractor can bid on the project, I doubt you are spending \$1,250. You are probably looking at \$30,000-\$50,000 for an Architect. Permitting cost seem rather low as well. I would say you are easilly at the \$500,000.

The fiscal impact should be: Rental income is estimated at \$6,000 per month less property taxes of \$4,300 per month and less Property mgmt fees of \$300 per month. Therefor net rental income is \$1400 per month. With an investment cost of \$500,000 it will take 357 months (30 years) to recoup our cost. The rebuild is scheduled to occur in 10-20 years, therefore this is not a financial responsible decision.

<image001.gif>

Jonathan Hitchcock
Senior Management Analyst
Menlo Park Fire Protection District | 170 Middlefield Road | Menlo Park, CA 94025
(650) 688-8577 | (650) 323-9129 FAX
JonH@menlofire.org | www.menlofire.org

Mission Statement: To protect and preserve life and property from the impact of fire, disaster, injury and illness.

From: Hitchcock, Jon
Sent: Monday, September 18, 2017 10:21 AM
To: Schapelhouman, Harold
Subject: RE: 28 Almendral

Do you want me to provide a response?

From: Schapelhouman, Harold
Sent: Monday, September 18, 2017 10:19 AM
To: Hitchcock, Jon <jonh@menlofire.org>
Subject: 28 Almendral

From Director Bernstein

This staff report is ample evidence of why the District needs to hire an independent financial analyst, reporting to the Board. To spend \$500,000 now and amortize it over the next 10 years, until the property is needed for the expansion of Station 3, is an uneconomic proposal that should never have seen the light of day, much less be placed on the "Consent Calendar." It suggests that the District's ability to buy and manage real estate is inadequate for the plans the District has enunciated, a position that I have previously stated in a public meeting as a rationale for not proceeding so quickly with the District's ambitious replacement plans.

The \$50,000 per year in improvement costs, plus the \$51,000 estimated property tax expense, and all the other maintenance expenses would overcome virtually all of any rental income received. Now, it is certainly possible that the proposed "granite counters" and "new hardwood flooring," etc., would generate substantially higher income for the property, but there is no mention of that in the staff report.

If my words are overly harsh, I apologize. However, as someone who argued forcefully for renting the house, I feel sabotaged by this staff report. It is certainly possible that my personal frustration is showing through.



Harold Schapelhouman
Fire Chief
Menlo Park Fire Protection District | 170 Middlefield Road | Menlo Park, CA 94025
(650) 688-8426 | (650) 323-9129 FAX
harolds@menlofire.org | www.menlofire.org
Mission Statement: To protect and preserve life and property from the impact of fire, disaster, injury and illness.

MENLO PARK FIRE PROTECTION DISTRICT

STAFF REPORT

TO: Fire Board **Regular Board Meeting**
FROM: Harold Schapelhouman, Fire Chief **DATE:** September 19, 2017

ITEM: REVIEW, PROVIDE DIRECTION AND AUTHORIZE THE FIRE CHIEF TO MAKE IMPROVEMENTS TO THE DISTRICT PROPERTY AND RESIDENTIAL STRUCTURE LOCATED AT 28 ALMENDRAL AVENUE, ATHERTON, NEXT TO FIRE STATION 3 IN AN AMOUNT NOT TO EXCEED \$500,000

RECOMMENDATION

That the Board of Directors:

1. Accepts the report as presented; and
2. Provide the Fire Chief with Direction regarding the Proposed Budget to remodel and prepare for rental, 28 Almendral Avenue in Atherton; and
3. Authorize the Fire Chief an amount not to exceed \$500,000 to remodel the house and prepare the property for rent.

BACKGROUND

The Fire District purchased 28 Almendral Avenue in June 2017. The unplanned acquisition of the property was an opportunity to strategically acquire additional land to build a large enough Fire Station within the next 10 to 20 years, given its location next to, and behind, the current Fire Station 3.

At the August Board meeting, direction was given to rent the single story 1950's Ranch Style 3/2 home. After inspection of the home, it was determined that significant code compliance and restoration remodel work is necessary. After inspection of the pool, equipment and decking, it is recommended that it be removed.

A gardener and pool service has been retained to continue to maintain the property. A tree service was hired and has performed maintenance on all of the trees on the property.

DISCUSSION

We believe the estimated property taxes per year will be \$51,083.00;

We believe that the estimated property management fee would average 5% of the total rent;

The renter would be responsible for garbage, water, sewer, gas and electrical billings based upon use.

Scope for complete interior remodel including:

- Demo complete two bath rooms and kitchen to studs.
- Demo in-law quarters/ converted garage and return to garage space.
- Relocate WH and W/D units in garage area.
- Demo existing garage exterior walls, install shear wall panels if needed and leave existing roof in place to serve as new car port.
- Remodel two bath rooms completely including new fixtures, tile shower surrounds, tile floor and finishes.
- Remodel Kitchen including custom cabinets, granite counters, tile splash, new hardwood flooring, install Owner supplied appliances.
- Remove existing FAU system, install new gas FAU, new flex ducting in attic and prep for future A/C condenser- reclaim old closet and convert to kitchen pantry
- Remove and replace all interior doors and casings. New pre hung two panel doors.
- Replace with new the garage main door from kitchen (20min) fire door and the garage main door to exterior.
- Install new roll-up garage door with motor and remotes
- Remove old non- tempered windows in family room niche, raise sill to 24" off finished floor and install (5) new windows.
- Install new 200 amp meter/service panel, new circuits for kitchen, baths, laundry, furnace and washer/dryer.
- Install new grounder receptacles in existing locations.
- Install hard wired /battery back smoke and carbon alarms.
- Fire sprinkler system not figured
- Install new closet shelf & pole and baseboards
- Install a few roof jacks for vent and plumbing as needed in existing roof. Roof to remain as is.
- Install new bath mirrors and custom glass shower and tub enclosures/ doors
- No exterior paint figured with exception of around the new family room window replacements
- Paint interior complete
- New sheetrock at bath rooms. Rock patch as need in balance of house
- Supply and install new kitchen and bath plumbing fixtures
- Supply and install new door locks and hardware
- Supply and install new tile floor in step down family room
- Refinish the existing hardwood in house and install/ finish new hardwood in bed room #3
- Install tree protection system on property
- Remove pool stone deck and fill-in / compact the swimming pool

Remodel budget estimate: \$ 332,706.00

Additional potential costs:

Designer budget estimate for as built and 3 options design - 10 hr @125/hr - \$ 1,250.00

Prepare Permit set of plans to City - 10hr @ 125/hr - \$ 1,250.00
Engineering estimate if needed - \$2,500 to \$3,500.00
Permit estimate - \$3,000 to \$ 5,000.00

ATTACHMENTS

A - Resolution

Resolution No. XXXX-2017

**RESOLUTION OF THE MENLO PARK
FIRE PROTECTION DISTRICT BOARD AUTHORIZING THE FIRE CHIEF
TO MAKE IMPROVEMENTS TO THE DISTRICT PROPERTY
AND RESIDENTIAL STRUCTURE LOCATED AT 28
ALMENDRAL AVENUE, ATHERTON, IN AN AMOUNT NOT TO
EXCEED \$500,000**

WHEREAS, The Board of Directors received a report from the Fire Chief with estimated costs to prepare the property for rental and costs associated with income property; and

WHEREAS, at the August 15, 2017, Regular Board meeting the Fire Chief presented a report on the results of an inspection of the property, where it was noted that significant code and remodel work is necessary before the property can be rented; and

WHEREAS, The Board of Directors requested the Fire Chief to return to the Board with the estimated costs of improvements required to bring the property in compliance with building codes and remodel to make the property habitable as income property; and

WHEREAS, the Board of Directors accepts the report as submitted.

NOW, THEREFORE, BE IT HEREBY RESOLVED by the Board of Directors for the Menlo Park Fire Protection District that the Board of Directors authorizes the District Fire Chief to make improvements to the district property and residential structure located at 28 Almedral Avenue, Atherton, in an amount not to exceed \$500,000

I HEREBY CERTIFY that the above and foregoing resolution was passed and adopted by the Board of Directors of the Menlo Park Fire Protection District at its regular meeting held on the 19th day of September 2017, by the following vote:

AYES:

NOES:

ABSENT:

ABSTAIN:

ATTESTED:

APPROVED:

Michelle Kneier, Clerk of the Board

Peter F. Carpenter, Board President

**Appendix G: Properties purchased by Menlo Park Fire Protection District
2016-2018**

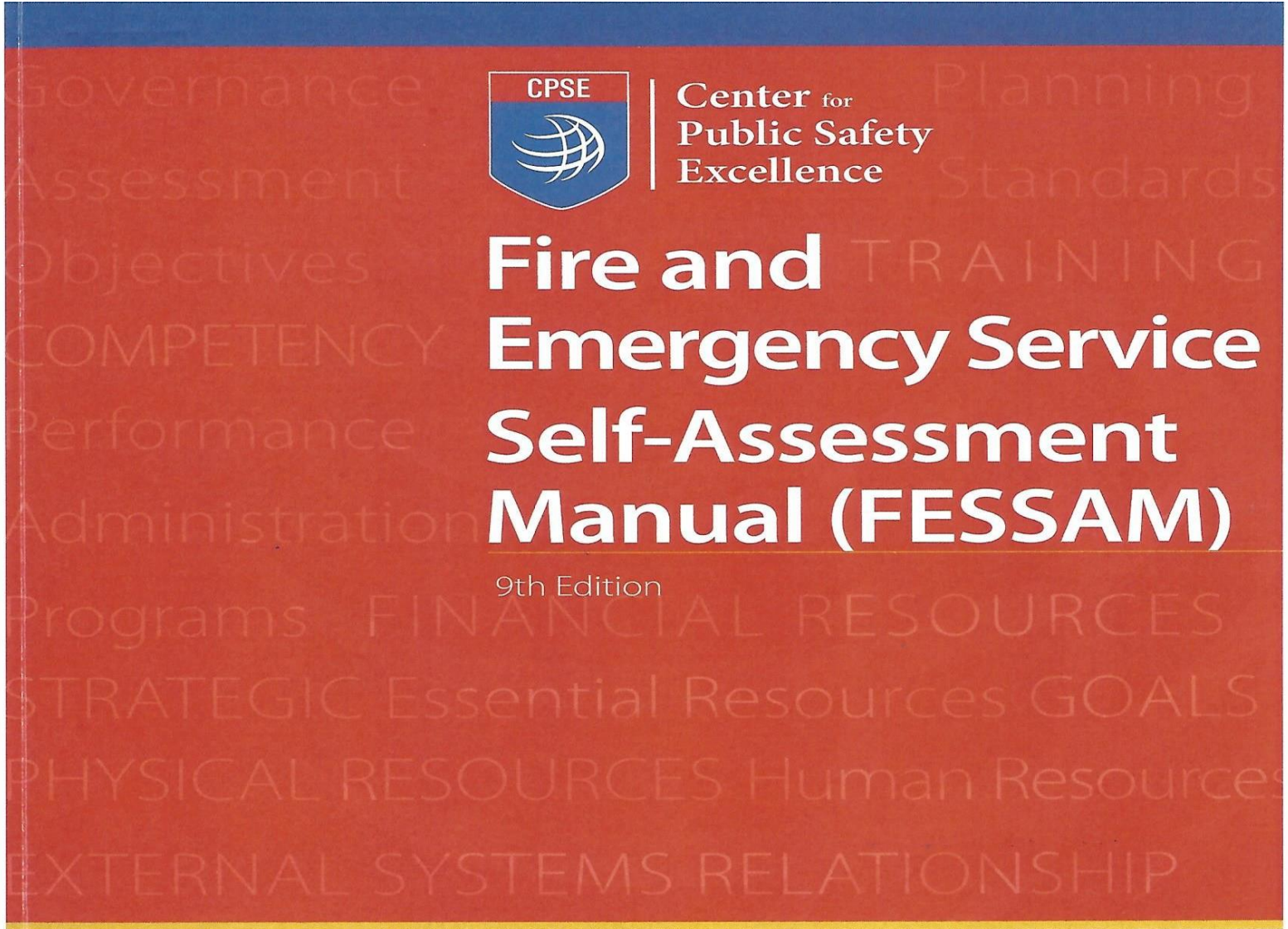
Property Location	Date of Purchase	Purchase Price
114 Santa Margarita, Menlo Park	10/16/2016	\$2,800,000
28 Almendral, Atherton	6/17/2017	\$4,300,000
2470 Las Pulgas, East Palo Alto	9/17/2017	\$5,000,000
320 Middlefield Road, Menlo Park	12/17/2017	\$6,600,000
2110 Valparaiso Ave., Menlo Park	3/18/2018	<u>\$3,200,000</u>
	Total	\$21,900,000

Source: Menlo Park Fire Protection District

Appendix H: Center for Public Safety Excellence Fire and Emergency Service Self-Assessment Manual, 9th Edition, 2015

Chapter 1 – Introduction
Chapter 2 – Accreditation Management 101
Chapter 5 – The Model

(Used with permission from CPSE)



CHAPTER 1

Introduction

History of Accreditation

With its origins in education, accreditation in the United States was developed as a means to protect health and safety and to serve the public interest over 130 years ago. Communities were growing quickly, and quality standards needed to be set for organizations meeting public needs. Some of the first accrediting agencies in the country were regional ones formed in the 1880s to accredit higher education. Accreditation then began to evolve along with the growth of peer review between institutions and accrediting agencies and the advancement of regulation and federal and state legislation.

History of CPSE

In 1986, the International Association of Fire Chiefs (IAFC) and the International City/County Management Association (ICMA) met to develop the concepts and design for continuous improvement of the fire and emergency service. The following year, the IAFC, upon recommendation from its membership, endorsed the development of a voluntary fire and emergency service accreditation program. Then in 1988, IAFC and ICMA signed a memorandum of understanding to begin the development process.

After a decade of hard work and cooperation, in December 1996, IAFC and ICMA executed the Master Trust Agreement, establishing the Commission on Fire Accreditation International (CFAI) to award accreditation to fire and emergency service agencies and to pursue scientific research and education in the public interest. As the accreditation and research programs grew, the original trust was dissolved and CFAI was incorporated as a nonprofit organization, governed by a board of directors that oversaw two commissions: CFAI and the Commission on Chief Fire Officer Designation.

To reflect its larger focus and its importance to all-hazard response, the corporation's name was changed to the Center for Public Safety Excellence (CPSE) in March 2006. CFAI became an entity under CPSE, continuing to assist organizations in making the transition from tactical deployment to strategic response. The name of the Commission on Chief Fire Officer Designation changed to the Commission on Professional Credentialing (CPC), reflecting the diversity of emergency services.

From its inception, CPSE has brought together diverse (often competing) groups and interests to guide and govern its operations. CPSE has benefited from the support and insight of representatives from IAFC, ICMA, the International Association of Fire Fighters (IAFF), the National Fire Protection Association (NFPA), the Insurance Services Office (ISO) and the Department of Defense (DOD). These organizations provide their support knowing that governmental fire and emergency services and state and local governments must define how communities should evaluate their risks and allocate their resources based upon the missions and objectives of their emergency service organizations.

Today, CPSE is a not-for-profit 501(c)(3) corporation and is a primary resource for the fire and emergency profession to continuously improve services resulting in a higher quality of life for communities. CPSE has successfully helped local public safety agencies around the world streamline and improve the services they provide their communities.

Accreditation vs. Credentialing vs. Certification

The terms accreditation, credentialing and certification are often misused or used interchangeably. Accreditation applies to organizations, while credentialing and certification applies to individuals. Certification is granted to an individual based on successful passage of an examination. Credentialing, however, involves a review of many facets of an individual's repertoire. The credentials awarded by CPSE's Commission on Professional Credentialing (CPC) are based on a peer-review of a fire officer's experience, education, professional development, professional contributions/recognition, professional memberships and affiliations, community involvement, and technical competency.

CPSE's Agency Accreditation Program is a defined, established process of organizational self-assessment and analytical review.

Agency Accreditation

CPSE has had a series of goals related to the agency accreditation program since its inception. The goals for the system are that it:

- ▲ Be applicable across the broad spectrum of the fire service.
- ▲ Have a degree of rigor (or it will be meaningless).
- ▲ Be contemporary, not revolutionary.
- ▲ Have the ability to change over time.
- ▲ Be achievable.
- ▲ Provide for a comprehensive organizational evaluation.
- ▲ Cannot be completely self-serving for the fire and emergency service.
- ▲ Be a practical management tool for the fire and emergency service.

CPSE promotes and awards accreditation to fire and emergency service agencies throughout the world that have met or exceeded the performance indicators in the accreditation model. The underlying goal of the self-assessment and accreditation process is to professionalize and empower the fire and emergency service in its constant advance toward improvement. The self-assessment and accreditation process is enhanced by a peer team site visit. During the peer team site visit, the agency benefits from knowledgeable fire and emergency service professionals reviewing their operations and, where applicable, sharing some of the best practices from their own agency. The assessor also benefits from exposure to alternate methods for service delivery. Table 1.1 highlights some of the characteristics of accredited agencies.

Imagine a fire chief had the opportunity to build their fire and emergency service agency from the ground up. The 10 CFAI accreditation model categories [Table 1.2] with their 252 performance indicators (PIs) would be a roadmap for that chief. The PIs are a best management practice framework for running an agency. Category V further addresses the various programs an agency may operate. Table 1.3 lists the Category V programs.

Accreditation has distinct elements beyond multiple PIs and cross-program applicability. The elements to achieving accreditation are 1) self-assessment, 2) peer team site visit and 3) CFAI review and approval. Organizations are described as having “achieved” accreditation, but then must also “maintain” accreditation. Maintaining accreditation requires submittal of annual compliance documentation with a focus on how the department is continuously improving. Once the initial accreditation is complete, the agency must once again achieve accreditation starting with a self-assessment. The specific steps in CPSE’s Agency Accreditation Program are outlined in Chapter 2.

Table 1.1: Characteristics of accredited agencies

- ▲ Community driven
- ▲ Objective based
- ▲ Strategic minded
- ▲ Well organized
- ▲ Properly equipped
- ▲ Properly staffed and trained

Table 1.2: CFAI Accreditation Model Categories

- I. Governance and Administration
- II. Assessment and Planning
- III. Goals and Objectives
- IV. Financial Resources
- V. Programs
- VI. Physical Resources
- VII. Human Resources
- VIII. Training and Competency
- IX. Essential Resources
- X. External Systems Relationships

Table 1.3: Category V Programs

- 5A. Community Risk Reduction Program
- 5B. Public Education Program
- 5C. Fire Investigation, Origin, and Cause Program
- 5D. Domestic Preparedness, Planning, and Response
- 5E. Fire Suppression
- 5F. Emergency Medical Services (EMS)
- 5G. Technical Rescue
- 5H. Hazardous Materials (Hazmat)
- 5I. Aviation Rescue and Firefighting Services
- 5J. Marine and Shipboard Rescue and Firefighting Services
- 5K. Wildland Fire Services
- 5L. Other Programs as operated by the agency

Self-assessment – Where it all begins

Fire and emergency services agencies find themselves living in a world between public service and private demand. With common goals of reducing property and life loss and promoting employee safety, the agency has to make choices. Before making choices, however, the agency must know its current status....that's where the self-assessment provides value.

Self-assessment is an excellent way of coping with the rise of performance-based budgeting. This type of budgeting requires measuring, benchmarking and analysis, all of which are encompassed within the self-assessment process. Government accountability has also been an emerging trend for the last few decades. Self-assessment provides a reliable response to increased oversight by managers and elected officials and potential criticism from the community.

Accreditation – Is it worth it?

Perhaps the greatest benefit to accreditation is the self-assessment process. The willingness of those most familiar with the internal operations of an agency to identify strengths and weakness is often a game changer. By shifting the focus of assessing the department from an inventory-based system (e.g. number of staff, number of vehicles or number of inspections conducted) to an organizational performance-based system (e.g. staff training levels, vehicle conditions or resolution of issues identified during inspections), the agency begins to focus on outcomes rather than outputs. The ability for an agency to tell its story using empirical-based data rather than anecdotes is vital during budget requests and in anticipating and coping with change. Table 1.4 highlights the benefits of conducting a self-assessment as prescribed in Chapter 3 of this publication.

Agency accreditation is a voluntary process. While many agencies may seek a dollar-for-dollar return on investment before pursuing accreditation, the true investment is agency staff time and the return is a better-run, high-performing organization. Accreditation is an international recognition of achievement. It shows to the community that the agency is performing to industry best-practices and is holding itself accountable through an external peer review.

The peer time site visits provide for periodic organizational evaluations to ensure safe operations, effectiveness and efficiency. This evaluation is very detailed and is often accompanied by peer recommendations for improvement beyond those the agency may have considered. Accreditation benefits the agency internally by fostering pride amongst agency members, community leaders and citizens, and benefits it externally through the support of and networking with other accredited agencies.

The history of agency accreditation is replete with stories of how accreditation helped an agency secure an increase in resources. Yet, the intangible part of such stories is the institutionalization of continuous improvement within an industry.

Table 1.4: Benefits of Conducting a Self-Assessment

1. Raises the profile through the promotion of excellence
2. Encourages quality improvement
3. Ensures the agency has a defined mission and related objectives
4. Identifies areas of strengths and weaknesses
5. Allows for the establishment of a plan for improvement
6. Communicates management and leadership philosophies
7. Facilitates input from and builds positive relationships with labor
8. Encourages the development of organizational procedural documents

CHAPTER 2

Accreditation Management 101

Accreditation Steps

For the greatest success, accreditation requires careful thought and preparation to begin the self-assessment process. First, do NOT use the word “accreditation” as your mantra for this effort. Your focus is to self-assess and by doing so you will be asking these four questions for everything you do:

1. What am I doing?
2. Why am I doing it?
3. How well am I doing it?
4. How can I make it better?

Your agency should want to self-assess by using a quality improvement process that continually perpetuates your agency forward. Once the self-assessment is complete, it's time to seek a peer team site visit and come before CFAI to be considered for accredited status.

Everyone needs to start somewhere; this chapter will help. Using the statuses in the agency accreditation program (Registered, Applicant, Candidate, and Accredited), we will talk through the steps in getting started and moving toward accreditation. Please keep in mind that all agencies do not have to follow each of these steps, as some may be well ahead in their planning and preparation efforts.

Build the Team

Agencies should first identify a good accreditation manager to lead the team. CPSE describes an effective agency accreditation manager as one who fills the roles of trainer, counselor, communicator and editor.

The accreditation manager is not just someone to prepare the agency's self-assessment manual. Granted, in smaller agencies, the accreditation manager may have to take lead on writing responses to criteria and performance indicators. However, the accreditation manager's function is to maximize the involvement of the agency's staff in the preparation of the written response. The more people that are involved in this portion of the process, the more comprehensive the data collection, and the more the self-assessment manual will provide an accurate reflection of the agency.

The accreditation manager's role as trainer consists of passing information to officers and individuals within the agency who will prepare written responses. Obviously, each person involved will not need to know all of the information about the self-assessment and accreditation process. For example, it is unlikely that all employees will be concerned with the legal aspects of the accreditation model. Also, keep in mind that there are individuals within the agency who will need to be trained so they can write their sections adequately and comprehensively.

The agency accreditation manager is also a counselor. It is anticipated that as an agency's self-assessment team works its way through this process, there will be questions. CPSE offers training workshops for accreditation managers so they are adequately prepared to respond to the questions posed by the agency's other accreditation team members.

As a communicator, the accreditation manager will need to work with the CPSE staff and a peer assessment team leader, as well as various positions within their own agency. This may involve the accreditation manager providing interpretations from CPSE staff to make sure that questions are answered correctly as the agency undertakes the self-assessment and accreditation process.

The accreditation manager's role as editor is a very specific task that consists of collecting input from the entire agency and processing the self-assessment manual in a consistently written manner. It must be emphasized here that CPSE does not wish the agency accreditation manager to do all the writing. It is most important to continue to develop the skills and techniques of agency

personnel in preparing these written responses. The role of editor focuses on consistency. This means that the agency's self-assessment manual should flow from the front to the back with a minimum amount of redundancy and/or gaps in information.

Additional detail on building the team is provided in Chapter 3 of this publication.

Registered Agency

Registered agency status is a declaration by an agency that it is interested in accreditation. During registered status, currently established as a three-year period, agencies will gather and collect information utilizing the Research and Information Guide in Chapter 4. They will also develop a strategic plan, conduct a risk assessment (analysis) and prepare a standards of cover document.

Registered agency status provides access to the self-assessment templates and other useful information located in CPSE's accreditation managers' SharePoint site. These templates provide guidance on how to evaluate all 10 categories and 252 performance indicators. CPSE's accreditation managers' SharePoint site includes an area for communicating with other accreditation managers. The accreditation managers' discussion forum provides networking and collaboration with over 400 people that are working towards or have already achieved accredited status.

During registered status, accreditation managers are required to attend certain CPSE workshops. Currently, the required training includes attendance at a three-day Quality Improvement through Accreditation workshop and a Peer Assessor workshop. Additionally, dayroom discussions and peer assessor continuing education webinars are available to guide agencies through the self-assessment and accreditation process.

Agencies and their accreditation managers can also seek assistance from local consortiums. Consortiums help translate the international requirements of the accreditation model locally. Accredited agencies have found that banding together to form regional consortiums is an effective opportunity. Through the important work of these consortiums, agencies that are new to CPSE gain local support in gaining and maintaining accreditation. The consortiums hold regular meetings and typically offer training and/or updates during their meetings. Contact CPSE to see if there is an established consortium in your area.

Agencies should be able to move to applicant status within the first two years of the allotted three year term as a registered agency. For more information about the cost for and process on how to become a registered agency, contact CPSE by phone or email or visit the CPSE website.

Applicant Agency

Applicant agency status, the next step in the accreditation process, is currently established to last 18 months. Extensions are available, if needed. Agencies taking this step typically will have developed a strategic plan, conducted a community risk assessment (analysis) and prepared a standards of cover document. Performance indicators 2A.5, 2B.3 and 2C.7 require an agency seeking accreditation for the first-time to have three years of data (five years for re-accrediting agencies). This history of reliable data is essential in determining program and service trends and outcomes. With the completion of a community risk assessment (analysis) and a standards of cover document prior to becoming an applicant agency, the agency will have the necessary three years of data by the time they have a peer team site visit (during candidate status).

The focus of the applicant agency status stage should be the preparation of the self-assessment manual, which includes writing responses to the categories, criteria, core competencies and performance indicators. CPSE provides each applicant agency a mentor during this stage to guide and provide expert assistance in developing their self-assessment manual. It is recommended that you prepare responses to a few of the performance indicators so the mentor can review your work before developing the bulk of the self-assessment manual.

Mentors are the main benefit to the applicant agency status. As volunteers that assist agencies during the applicant and candidate agency stages, mentors are experienced peer team leaders who have been through the self-assessment and accreditation process with their own agencies. They can help agencies stay on track and on schedule.

The agency is also provided its own SharePoint site for collaboration with their mentor. The agency will load documents here for the mentor to review and provide comments. There is also a milestone map provided so the mentor can guide and keep the agency on track to meet goals and timelines.

The cost for becoming an applicant agency is based on the population of your jurisdiction. The current cost and process can be obtained by contacting CPSE by phone or email or by visiting the CPSE website.

Candidate Agency

Candidate agency status should be sought when the agency and the mentor feel the agency is ready for a peer team site visit. By contacting the CFAI Program Director to move to candidate status, the agency is provided a candidate agency SharePoint site and asked to upload final accreditation documents (Self-Assessment Manual, Strategic Plan and Standards of Cover) to the site. The Program Director will then assign a peer team to the agency to begin review of the documents.

The purpose of the peer team is to verify and validate that the agency is doing what they say they are doing. During the document review, the peer team will assess whether adequate information has been provided to proceed with a site visit during which the verification and validation will be conducted. The peer team members are CFAI representatives. Serving as CFAI's eyes and ears in the field, these volunteers are from similar agencies that have the knowledge, skills and abilities to objectively evaluate mid and upper level management areas of the agency.

The peer team is currently provided 45 days to conduct their review. If the documents do not provide adequate detail to proceed to a site visit, the peer team can grant the agency an extension to work on their documents. Currently that extension period is four months.

Following the document review period, the agency and peer team begin scheduling dates for the site visit. The site visit can last three to five days depending on agency size and complexity. While onsite, the peer team will verify and validate the agency's documents by reviewing exhibits and conducting interviews. Also while on site, the peer team will develop an in-depth accreditation report. Following a technical review of the accreditation report, the final version is shared with the agency prior to submittal to CFAI.

On the last day of the site visit, the peer team will provide the agency a portion of their report, which includes their recommendation to Accredit, Defer or Deny. The portion of the report shared will also list any strategic or specific recommendations the peer team has for the agency to continuously improve.

Accreditation: awarded by CFAI for a five year term. The agency head, accreditation manager, and peer team leader are required to meet with CFAI at its next scheduled hearing to answer questions about their report. CFAI prefers a face-to-face meeting; however, should circumstances prevent this, it can be done electronically.

Deferral: awarded by CFAI for a one year term. The agency head, accreditation manager, and peer team leader are required to meet with CFAI at its next scheduled hearing to answer questions about their report. The agency is not required to meet CFAI face-to-face; electronic communication is acceptable.

Denial: awarded by CFAI at its next scheduled hearing. The agency head, accreditation manager, and peer team leader are required to meet with CFAI; however, this will be accomplished in an executive session type format. Agencies denied accredited status will need to start over as an applicant agency if they wish to continue.

As a candidate agency, the agency is responsible for the peer team's travel, lodging and meals costs. Additionally, the agency is responsible for the same costs to bring the peer team leader to CFAI hearings.

Accredited Agency

Accredited agency status is awarded for a five year term. Agencies are required to submit an annual compliance report (ACR) to maintain their accredited status and pay an annual maintenance fee (currently 1/5th of the applicant agency fee). The ACR is a tool for the agency to demonstrate continued compliance with the core competencies, address any recommendations provided during their last peer team site visit and illustrate continuous improvement.

Agencies do not submit ACRs during their fifth year of accreditation. During the final year of the five year term, the agency once again becomes a candidate agency uploading accreditation documents, receiving a peer team site visit and coming before CFAI to be considered for accredited agency status for another five years.

Accredited agencies are advised to use the ACR process as a way to remain current with the accreditation model and to continue to seek quality improvement within their agencies. The most successful agencies do not treat accreditation as a project with an end, but incorporate accreditation into their daily business plan. Agencies must remember that accreditation is a process, which means it never ends.

In addition to remaining on top of the self-assessment accreditation process, it is highly recommended to engage those that will be in the agency during the next peer team site visit. Through succession planning of the agency head and the accreditation team, the agency will find their future site visits run smoother. Mentoring of those that are up and coming and providing them opportunities to get training and involved is the key to success.

Additional Tools and Resources

Community Risk Assessment/Standards of Cover Publication - 6th Edition

A 6th edition of the Community Risk Assessment/Standards of Cover publication is under development. It will assist agencies with the following:

- ▲ Assessment of Community: Past/Present/Future
- ▲ Assessment of Community: Hazards and Risks
- ▲ Community Risk Reduction Efforts
- ▲ Assessment of Community: Current Fire & Emergency Service
- ▲ Distribution, Concentration, and Deployment of Emergency Resources
- ▲ Emergency Community Standards of Cover
- ▲ Maintaining Standards of Cover
- ▲ CPSE Community Risk Standards of Cover Process

Interpretation Guide

CPSE has developed an interpretation guide to complement the accreditation model outlined in Chapter 5 of this publication. The interpretation guide has been developed by CFAI to clarify their intent. This assists agencies pursuing accreditation as they prepare their document and guides peer assessors as they verify and validate these documents. This guide provides information to consider for each criterion statement, core competency and performance indicator including: the CFAI intent; examples of information available to the agency that can be used to verify and validate its position; and sample documents commonly considered by the industry to complete the self-assessment manual and related documents. The guide is a living document and is available on the CPSE SharePoint site.

Serving as a Peer Assessor

Accredited agencies are asked to supply one peer assessor, at a minimum, to ensure CPSE maintains a capable and qualified cadre of assessors. The benefit to the agency supporting one of their own becoming a peer assessor is that there will be an employee that better understands the self-assessment and accreditation process and that will be able to see how other agencies conduct business.

Technical Advisor Program (TAP)

The CPSE Technical Advisor Program (TAP) was established to provide professional assistance to agencies in pursuit of continuous process improvement. Many agencies lack the resources, or need assistance from professionals, to guide the development of their strategic plan, conduct a community risk assessment, create a standards of cover, or prepare a self-assessment manual.

Accreditation Building Blocks

A common question that new agencies ask is “How do I get started?” The accreditation model does not have a specific order in which it must be completed, though with nearly 20 years of experience, several agencies have reported best practices that have proven successful. As a reminder, the following is provided as suggestions to help provide structure to the process. An agency that is working on the accreditation process for the first time may consider starting in the following order:

1. Conduct a complete Community Risk Assessment (Analysis), including fire and non-fire risks and document the findings.
2. Create Goals and Objectives for each of the divisions/programs of your agency; utilize the findings of your risk assessment to develop objectives within the emergency response program.
3. Create a Standards of Cover (SOC) document with benchmarks, based upon the community risk assessment (analysis) and the corresponding goals and objectives.
4. Study Agency Performance, based upon the benchmarks established within the SOC.
5. Create the agency's Strategic Plan incorporating the components from the previous four steps.
6. Create the Self-Assessment Manual (SAM) answering each of the performance indicators and criteria statements.

Community Risk Assessment (Analysis)

A detailed description on how to conduct a community risk assessment is provided in the 6th Edition of Community Risk Assessment/Standards of Cover publication. When conducting a risk assessment, remember to include all of the programs your agency provides and identify the nature and variety of hazards that are part of the planning process. The agency should create planning zones (smaller sub divisions of fire station response areas) in order to focus on manageable areas from a risk perspective. Take into consideration both fire and non-fire risks within each planning zone. Within each zone, remember to identify the ability to deliver the following (applicable) programs:

1. Fire Suppression
2. Emergency Medical Services
3. Technical Rescue
4. Hazardous Materials
5. Aviation Rescue and Firefighting Services
6. Marine and Shipboard Rescue and Firefighting Services
7. Wildland Fire Services

Goals and Objectives

Category III of the accreditation model, provided in Chapter 5 of this publication, outlines the process for developing goals and objectives. Listed below are some items to keep in mind during this process:

1. Goals are strategic in nature; objectives are tactical (enabling).
2. Objectives should be written in the SMART format (Specific, Measurable, Achievable, Results-Oriented, Time-Bound).
3. The development process should focus on outcomes for each program (e.g. Fire Suppression, Technical Rescue).
4. Create goals/objectives for each division within the agency (e.g. Administration, Operations, Training, Prevention, Communications).
5. Measure the progress of your programs (e.g. Fire Suppression, Technical Rescue) at least annually.

Standards of Cover

The Standards of Cover (SOC) document is one of the most important components of the accreditation model. This document must clearly define community risk, and how the agency is positioned to respond to the risk. When developing the SOC, consider the following process:

- Step 1: Complete a review of the current deployment and document within the SOC
- Step 2: Complete and document the risk assessment of the area served
- Step 3: Measure the system performance using historical data
- Step 4: Adopt draft performance measures (benchmark statements)
- Step 5: Develop or validate a methodology for complying with the performance measures
- Step 6: Complete an overall evaluation of the delivery system including any recommendations for changes to deployment or policies within the agency (baseline statements and performance charts)
- Step 7: Adopt and execute the SOC
- Step 8: Evaluate and update the SOC in accordance with the adopted plan

As a general guideline, the flow of the SOC should be: Community/agency description; risk assessment; benchmark and baseline statements for each program operated; and performance charts. A detailed description on how to prepare an SOC document is provided in the 6th Edition of Community Risk Assessment/Standards of Cover publication.

Agency Performance: Benchmark and Baseline Statements

Baseline statements are used to illustrate what an agency is actually delivering with existing resources and processes. These statements are required as a component of the SOC process, and should be included as a section within the SOC document. These statements must be provided for each of the programs that the agency performs, including: Fire Suppression (5E); Emergency Medical Services (5F); Technical Rescue (5G); Hazardous Materials (5H); and, if applicable, Aviation Rescue and Firefighting Services (5I), Marine and Shipboard Rescue Firefighting Services (5J) and Wildland Fire Services (5K).

Benchmark statements describe the target level of performance for an agency. It is not expected that an agency perform at this level; rather that they describe the level at which the agency is striving to perform, in the context of continuous improvement.

Strategic Plan

Strategic planning must be applied for an agency to excel. The strategic plan should be a living active management tool that:

- ▲ Provides short-term direction
- ▲ Sets goals and objectives
- ▲ Optimizes the use of resources, and
- ▲ Builds a shared vision

Drawing on the Community Risk Assessment, Goals and Objectives, Standards of Cover document and Agency Performance statements, the community-driven strategic planning process should:

1. Define the services/programs provided to the community.
2. Establish the community's program and service priorities.
3. Establish the community's expectations of the agency.
4. Identify concerns the community may have about or for the agency and its services/programs.
5. Identify agency aspects and services/programs which the community views as positive.
6. Develop a current agency Mission Statement, giving careful attention to the services/programs currently provided and which logically can or should be provided in the future.
7. Establish Values to guide agency personnel behavior which are consistent with community expectations.
8. Identify agency Strengths.
9. Identify agency Weaknesses.
10. Identify areas of Opportunity for the agency.

11. Identify potential Threats to the agency.
12. Determine the Critical Issues and Service Gaps identified from the aforementioned S.W.O.T. (Strengths, Weaknesses, Opportunities, Threats) analysis and from community feedback.
13. Develop strategic initiatives to solve the Critical Issues and Service Gaps and from the initiatives develop realistic goals and objectives for the future.
14. Identify the timeline and critical tasks for each objective.
15. Develop a statement summarizing the agency's strategic planning vision for the future.
16. Develop agency and community commitment to the plan.

A Basic Strategic Plan Outline is provided in Table 2.1.

Table 2.1: Basic Strategic Plan Outline

- I. Title Page
- II. Table of Contents
- III. Executive Summary
- IV. External Stakeholder Input
- V. City/County/Jurisdiction Mission Statement (optional)
- VI. Department Mission, Values and Vision Statements
- VII. Identification of Organizational Critical Issues and Service Gaps
 - a. Intelligence Gathering
 - i. S.W.O.T. analysis
 1. Internal Strengths
 2. Internal Weaknesses
 3. External Opportunities
 4. External Threats
- VIII. Major Goals and Objectives with Timelines and Critical Tasks
- IX. Budget Information Relative to the Goals and Objectives
- X. Appendices

Self-Assessment Manual (SAM)

A detailed description on how to conduct a self-assessment is provided in Chapter 3 of this publication. Provided below are some high-level pointers for developing the SAM.

1. Before starting to compose responses, complete the Research and Information Collection Guide (Chapter 4 of this publication). Also, refer to the interpretation guide for CFAI's intent behind specific categories and performance indicators.
2. All performance indicators must be addressed utilizing the "Four-Part Answer" format:
 - a. **Description:** Describes what the agency is doing today, written in present tense.
 - b. **Appraisal:** How well has the agency performed, measured over time. Use quantitative measures when possible; written in past tense.
 - c. **Plan:** Describe what the agency will do in the future to further improve existing programs; written in future tense.
 - d. **References:** Provide a list of exhibits that will illustrate compliance with the performance indicator; two to three references will generally suffice.
3. Most performance indicators can be limited to a single page. Utilize page breaks between every performance indicator and place no more than one performance indicator per page.
4. Each of the criterion statements must also be addressed. A summary statement may be used in lieu of the four-part answer format; one to two paragraphs is generally sufficient. For either format, references should not be provided or listed in criterion statements.

CHAPTER 5

The Model

Categories and Criteria

This chapter contains the categories, criteria, and performance indicators used to conduct the self-assessment.

Chapter 5 is divided into 10 major categories, which are further divided into 45 criteria with 252 performance indicators. Of these performance indicators, 86 are core competencies. Prior to embarking on the self-assessment, agencies are recommended to familiarize themselves with the details in Chapters 2, 3, and 4.

Each category contains a preface with text to assist the reader in interpreting the intent of the category. The use of categories helps organize the self-assessment of the delivery of programs as stated in various criteria. The criterion or program is “what” you are assessing. Many criteria also have explanatory text that aids the reader in understanding the objective of the program assessment. The keywords of each performance indicator are underlined to highlight important elements of the indicator.

It is critical to a successful self-assessment that the agency studies and fully understands the category and criteria descriptions and supporting text before attempting to address individual performance indicators. Such an understanding gives the agency the direction needed to conduct a detailed evaluation of the performance indicators. In this model, the criterion statements indicate the focus of the category with further detail provided by the performance indicators, similar to the way the achievement of higher-level goals is supported by specific objectives.

Core competencies are identified with a starburst symbol containing a ‘CC’ in bold type. They are “pass/fail” performance indicators. All agencies need to meet these 86 performance indicators in order to be a candidate for accreditation.

Category I: Governance and Administration

For purposes of this Category, Governance is defined as the recognition of the authority that allows an organization or agency to legally form and operate. In fulfilling this responsibility, the legal entity that oversees this formation process reflects the public interest, protects the agency from undesirable external interference, determines basic policies for providing services, and interprets the agency’s activities to its constituency. Administration is defined as the activities that carry out the implementation of the policies established by the authority having jurisdiction. In fulfilling this responsibility, the agency or organization carries out the day-to-day operations.

The legal entity and governing authority define the duties and responsibilities of the agency in an official policy statement. An organization’s charter or local or state/province general statutes likely contain an agency’s official policy statement.

The chief executive or chief fire officer should provide staff leadership in developing policy proposals for the legal civil authority having jurisdiction so those officials can take action to implement public policy based upon knowledgeable input from public safety leadership. Keeping an elected governing board and/or high ranking individual informed on all matters affecting the agency and delivery of emergency services is the primary responsibility of agency leadership.

It must be recognized that other organizations participate in the governance of the agency, such as the state/provincial and federal governments through legislation, regulations, and funding procedures, and other organizations through associations and bargaining units. The governing board coordinates all of these diverse interests to set the direction of the agency.

The agency administration exercises responsibility for the quality of the agency through an organized system of planning, staffing, directing, coordinating, and evaluating. The agency administration is entrusted with the assets and is charged to uphold its mission and programs, to ensure compliance with laws and regulations, and to provide stability and continuity.



For many volunteer fire service organizations, the governing board is within the municipal or county government and is the executive/legislative body for municipal or county governance, some elected directly by the public, such as special districts. In the absence of a municipally appointed fire chief or chief executive officer, for purposes of accreditation, the duly elected or appointed volunteer fire chief shall be the individual responsible for the criteria and performance indicators.

In many city or county municipal organizations a separation of powers exists that give the governing body legislative responsibility while giving administrative responsibility to a strong mayor or city manager. The chief fire officer/chief executive officer in such organizations generally reports directly to the mayor, manager, or designee. It is vital that the leadership of every agency understand who actually sets policy for the government structure they are working in and their role in implementing that policy.

Criterion IA: Governing Body

The governing body and/or agency manager is legally established to provide general policies to guide the agency, approved programs and services, and appropriated financial resources.

Performance Indicators

-  1A.1 The agency is legally established.
-  1A.2 The agency complies with legal requirements of local, state/provincial, and federal governments (i.e. inspection reports, regulatory references, meeting minutes, and legal opinions).
- 1A.3 The agency has a methodology to monitor and track applicable local, state/provincial, and federal requirement changes.
- 1A.4 The governing body of the agency periodically reviews and approves services and programs.
- 1A.5 The method used to select the agency's chief fire officer/chief executive officer includes evaluation of candidate qualifications and credentials.
- 1A.6 The role and composition of various policy making, planning, and special purpose bodies are defined by the governing body in an organization chart.
- 1A.7 The governing body or designated authority approves the organizational structure that carries out the agency's mission.
- 1A.8 The governing body has policies to preclude individual participation of governing board members and staff in actions involving possible conflict of interest.
- 1A.9 A communication process is in place between the governing body and the administrative structure of the agency.
- 1A.10 The governing body publishes a mission statement.

Criterion 1B: Agency Administration

The organizational structure aligns with or supports the agency's mission, purposes, goals, strategies, and objectives.



- 1B.1 **The administrative structure reflects the agency's mission, goals, objectives, size, and complexity.**
- 1B.2 Financial, equipment, and personnel resource allocation reflects the agency's mission, goals, and objectives.
- 1B.3 Personnel functions, roles, and responsibilities are defined in writing and a current organization chart exists that includes the agency's relationship to the governing body.

Category II: Assessment and Planning

Assessment and planning are defined as the processes used to identify the community's fire protection and other emergency service needs to identify potential goals and objectives. All agencies should have a basic source of data and information to logically and rationally define the organization's mission. Assessment and planning is critical to the establishment of service level objectives, standards of cover, and ultimately, the quality of program outcomes.

The overall purpose of using these processes is to establish a long-range general strategy for the operation of the system.

Criterion 2A: Documentation of Area Characteristics

The agency collects and analyzes data specific to the distinct characteristics of its legally defined service area(s) and applies the findings to organizational services and services development.



Performance Indicators

- 2A.1 Service area boundaries for the agency are identified, documented, and legally adopted by the authority having jurisdiction.
- 2A.2 Boundaries for other service responsibility areas, such as automatic aid, mutual aid, and contract areas, are identified, documented, and appropriately approved by the authority having jurisdiction.
- 2A.3 The agency has a documented and adopted methodology for organizing the response area(s) into geographical planning zones.
- 2A.4 The agency assesses the community by planning zone and considers the population density within planning zones and population areas, as applicable, for the purpose of developing total response time standards.
- 2A.5 Data that includes property, life, injury, environmental, and other associated losses, as well as the human and physical assets preserved and or saved, are recorded for a minimum of three (initial accreditation agencies) to five (currently accredited agencies) immediately previous years.
- 2A.6 The agency utilizes its adopted planning zone methodology to identify response area characteristics such as population, transportation systems, area land use, topography, geography, geology, physiography, climate, hazards and risks, and service provision capability demands.
- 2A.7 Significant socio-economic and demographic characteristics for the response area are identified, such as key employment types and centers, assessed values, blighted areas, and population earning characteristics.
- 2A.8 The agency identifies and documents all safety and remediation programs, such as fire prevention, public education, injury prevention, public health, and other similar programs, currently active within the response area.
- 2A.9 The agency identifies critical infrastructure within the planning zones.

Criterion 2B: All-Hazard Risk Assessment and Response Strategies

The agency identifies and assesses the nature and magnitude of all hazards and risks within its jurisdiction. Risk categorization and deployment impact considers such factors as cultural, economic, historical, and environmental values, and operational characteristics.





Performance Indicators


-  2B.1 The agency has a documented and adopted methodology for identifying, assessing, categorizing, and classifying risks throughout the community or area of responsibility.
- 2B.2 The historical emergency and non-emergency service demands frequency for a minimum of three immediately previous years and the future probability of emergency and non-emergency service demands, by service type, have been identified and documented by planning zone.
- 2B.3 Event consequence loss and save data that includes property, life, injury, environmental, and other losses and saves are assessed for three (initial accreditation agencies) to five (currently accredited agencies) immediately previous years.
-  2B.4 The agency's risk identification, analysis, categorization, and classification methodology has been utilized to determine and document the different categories and classes of risks within each planning zone.
- 2B.5 Fire protection and detection systems are incorporated into the risk analysis.
- 2B.6 The agency assesses critical infrastructure within the planning zones for capabilities and capacities to meet the demands posed by the risks.

Criterion 2C: Current Deployment and Performance

The agency identifies and documents the nature and magnitude of the service and deployment demands within its jurisdiction. Based on risk categorization and service impact considerations, the agency's deployment practices are consistent jurisdictional expectations and with industry research. Efficiency and effectiveness are documented through quality response measurements that consider overall response, consistency, reliability, resiliency, and outcomes throughout all service areas. The agency develops procedures, practices, and programs to appropriately guide its resource deployment.

Performance Indicators

-  2C.1 Given the levels of risks, area of responsibility, demographics, and socio-economic factors, the agency has determined, documented, and adopted a methodology for the consistent provision of service levels in all service program areas through response coverage strategies.
-  2C.2 The agency has a documented and adopted methodology for monitoring its quality of emergency response performance for each service type within each planning zone and total response area.
- 2C.3 Fire protection systems and detection systems are identified and considered in the development of appropriate response strategies.
-  2C.4 A critical task analysis of each risk category and risk class has been conducted to determine the first-due and effective response force capabilities, and a process is in place to validate and document the results.
-  2C.5 The agency has identified the total response time components for delivery of services in each service program area and found those services consistent and reliable within the entire response area.
- 2C.6 The agency has identified the total response time components for delivery of services in each service program area and assessed those services in each planning zone.


 2C.7 The agency has identified efforts to maintain and improve its performance in the delivery of its emergency services for the past three (initial accreditation agencies) to five (currently accredited agencies) immediately previous years.

2C.8 The agency's resiliency has been assessed through its deployment policies, procedures, and practices.


Criterion 2D: Plan for Maintaining and Improving Response Capabilities

The agency has assessed and provided evidence that its current deployment methods for emergency services appropriately address the risk in its service area. Its response strategy has evolved to ensure that its deployment practices have maintained and/or made continuous improvements in the effectiveness, efficiency, and safety of its operations, notwithstanding any outside influences beyond its control. The agency has identified the impacts of these outside influences to the authority having jurisdiction.

Performance Indicator


 2D.1 The agency has documented and adopted methodology for assessing performance adequacies, consistencies, reliabilities, resiliencies, and opportunities for improvement for the total response area.


2D.2 The agency continuously monitors, assesses, and internally reports, at least quarterly, on the ability of the existing delivery system to meet expected outcomes and identifies the remedial actions most in need of attention.

 2D.3 The performance monitoring methodology identifies, at least annually, future external influences, altering conditions, growth and development trends, and new or changing risks, for purposes of analyzing the balance of service capabilities with new conditions or demands.

2D.4 The performance monitoring methodology supports the annual assessment of the efficiency and effectiveness of each service program at least annually in relation to industry research.

2D.5 Impacts of incident mitigation program efforts, (such as community risk reduction, public education, and community service programs), are considered and assessed in the monitoring process.

 2D.6 Performance gaps for the total response area, such as inadequacies, inconsistencies, and negative trends, are determined at least annually.

 2D.7 The agency has systematically developed a continuous improvement plan that details actions to be taken within an identified timeframe to address existing gaps and variations.

2D.8 On at least an annual basis, the agency formally notifies the authority having jurisdiction (AHJ) of any gaps in the operational capabilities and capacity of its current delivery system to mitigate the identified risks within its service area, as identified in its standards of cover.

2D.9 On at least an annual basis, the agency formally notifies the AHJ of any gaps between current capabilities, capacity, and the level of service approved by the AHJ.

2D.10 The agency interacts with external stakeholders and the AHJ at least once every three years, to determine the stakeholders' and AHJ's expectations for types and levels of services provided by the agency.

Category III: Goals and Objectives

Agencies should establish general organizational goals designed to implement their assigned mission and short-range plans. Additionally, agencies should establish goals and objectives to direct the priorities of operational programs (to include at least those outlined in Category V) and support services. All goals and objectives should be developed consistent with the elements of the published Strategic and Capital Improvement Plans.

Objectives are specific statements designed to document the steps necessary to achieve the agency's goal statements and apply to a specific time period. For purposes of accreditation, objectives should be consistent with the elements of the acronym "S.M.A.R.T."

SPECIFIC
MEASURABLE
ATTAINABLE
REALISTIC
TIME-BOUND

Criterion 3A: Strategic Planning

A strategic plan (3 [initial accreditation candidates] to 5 [currently accredited agencies] years in the future) is in place, and along with the budget is guiding the activities of the agency. The plan is submitted to the appropriate authority having jurisdiction (AHJ).

Performance Indicators



3A.1 The fire service agency has a published strategic plan.

3A.2 The strategic plan is approved within the agency and submitted to the governing body or administrative officer with responsibility over the fire agency and to whom the chief fire officer/chief executive officer reports.

Criterion 3B: Goals and Objectives

The agency's general goals and specific objectives direct its priorities in a manner consistent with its mission and are appropriate for the community it serves.

Performance Indicators



3B.1 The agency publishes general organizational goals directed toward achieving its long-range plans. The agency publishes corresponding specific objectives to implement these goals and incorporate the measurable elements of time, quantity, and quality.

3B.2 The agency assesses its current status when establishing goals and objectives.

3B.3 The agency invites internal and external stakeholder participation in the development, implementation, and evaluation of the agency's goals and objectives.

3B.4 Published materials accurately portray the agency's goals and objectives as well as mission, vision, and values in context.



3B.5 The governing body responsible for establishing policy reviews the agency's goals and objectives.

3B.6 When developing organizational values, the agency consults its members.

Criterion 3C: Implementation of Goals and Objectives

The agency uses a management process to implement its goals and objectives.



Performance Indicators

-  3C.1 Some form of organizational management process is identified and used to track progress and results of agency goals and objectives relating to general organizational and operational programs.
-  3C.2 The agency designates personnel to lead the implementation of respective goals and objectives.
- 3C.3 All members receive information explaining the agency's goals and objectives.
- 3C.4 The agency, when necessary, identifies outside resources that can be consulted in regards to accomplishing an agency's goals and objectives.

Criterion 3D: Measurement of Organizational Progress

Processes are in place to measure and evaluate progress towards completion of specific objectives and overall system performance. The goals and objectives are re-examined and modified periodically.

Performance Indicators

-  3D.1 The agency's goals and objectives are examined and modified at least annually for quality and to ensure they remain current and consistent with the agency's mission, vision, and long range plan(s).
-  3D.2 The agency evaluates administrative and operational processes to determine improvements in efficiency and execution in pursuing organizational objectives.
- 3D.3 The agency provides progress updates to the governing body, its members, and the public regarding goals and objectives.

Category IV: Financial Resources

This category evaluates an agency's financial condition to determine its ability to fund operational priorities and its prognosis for long-range quality of service given what can be a dynamic and adverse fiscal environment. Resources must be adequate to maintain the various programs to which an agency made a commitment. Whether the agency is public or private, stability of revenues (demonstrated by a consistent history through at least the past three years) is fundamental.

The chief fire officer or chief executive officer, professional staff, and governing board share responsibility for planning, management, and stability of financial resources. The chief fire officer and administrative staff have the ultimate responsibility of budget preparation. Since the budget is the financial expression of agency programs and priorities, it should be developed through appropriate consultation with the governing board of the authority having jurisdiction (AHJ), departments, divisions, and other units.

Financial policies covering financial planning, revenue, and expenditures should be developed by the professional staff and adopted by the governing board. Financial policies shall be reviewed and revised on at least an annual basis to ensure continued relevance and address any gaps.


In approving the budget, the governing board approves the acquisition and allocation of resources consistent with agency goals, objectives, and stated priorities.

NOTE: An agency that received the Distinguished Budget Presentation and Certificate of Achievement for Excellence in Financial Reporting (Certificate) from the Government Finance Officers Association (GFOA) of the United States and Canada for their Budget and Comprehensive Annual Financial Report (CAFR) may submit those certificates and their Budget and Comprehensive Annual Financial Reports as prima facie compliance with criterion 4B and therefore does not need to address performance indicators 4B.1 through 4B.10.

Criterion 4A: Financial Planning

Agency planning involving broad staff participation activates financial planning and resource allocation. The agency's plan for financing shall reflect sound strategic planning and a commitment to its stated goals and objectives. The agency must deem financial support for programs and services adequate to maintain the number and quality of personnel and other operational costs.

Performance Indicators


- 4A.1 The governing body and regulatory agencies give the agency appropriate direction in budget and planning matters within their scope of services.
-  4A.2 Policies, guidelines and processes for developing the annual budget are defined and followed.
- 4A.3 The financial planning/budget adoption process provides transparency for all expenditures and revenues for the agency.
- 4A.4 The budget process involves input from appropriate persons or groups, including staff officers and other agency members.
- 4A.5 The annual budget, short and long-range financial planning, and capital expenditures are consistent with agency priorities and support achievement of the agency's strategic plan and goals and objectives.
- 4A.6 Budgeted expenditures are consistent with projected financial resources.

Criterion 4B: Financial Practices

Financial management of the agency exhibits sound budgeting and control, proper recording, reporting, and auditing. NOTE: An agency that has already received the Certificate of Achievement for Excellence in Financial Reporting (Certificate) from the Government Finance Officers Association (GFOA) for their Comprehensive Annual Financial Report (CAFR) may submit that certificate and their Comprehensive Annual Financial Report as prima facie compliance with this criterion. (The agency need not address performance indicators 4B.1 – 4B.10). Reciprocity for this is acknowledged by review of the GFOA's process for reviewing CAFRs submitted to its Certificate Program.

Performance Indicators

- 4B.1 Financial resources management adheres to generally accepted accounting practices (GAAP) as used by Government Finance Officers Association (GFOA) of the United States and Canada, National Advisory Council on State and Local Budgeting Practices (NACSLBP), or authority having jurisdiction (AHJ), and all financial management including: budgeting, accounting, and reporting. Appropriate safeguards are in place for expenditures, fiscal reports are provided for administrative decision making, and sufficient flexibility exists to meet contingencies.
- 4B.2 Financial administration responsibilities are organized into specific assignments, which are supported by specific clearly-defined policies.
- 4B.3 The agency explains projected operating deficit (expenditures exceeding revenues in a budget year) and develops a plan to rectify the deficit.


- 4B.4 The agency establishes and meets a schedule for review of financial reports.
-  4B.5 **Qualified auditors conduct annual independent financial audits for the prior fiscal year. If deficiencies exist, the agency makes plans to resolve audit exceptions.**
- 4B.6 The agency and any subsidiary entities or auxiliaries have financial risk management policies and programs that protect the agency and its assets.
- 4B.7 Programs designed to develop financial support from outside sources are planned and coordinated to reflect the objectives of the agency. Agency policies govern all fund raising activities; comply with GAAP and/or other recognized financial principles; and are subject to public disclosure and periodic independent financial audits.
- 4B.8 Any revenue producing organizations permitted to use the agency's name and/or reputation conform to agency principles of financial operation.
- 4B.9 The agency provides financial management policies on any grant program where funding is received from an outside source. Provisions to ensure compliance with all granting agency requirements must be outlined and monitored.
- 4B.10 The agency has adopted policies of the financial management program which sets, and utilizes fees and charges.

Criterion 4C: Resource Allocation

Appropriately allocated financial resources support the established organizational mission, the stated long-term plan, goals and objectives, maintain the quality of programs, and services.

Financial stability is a fundamental aspect of an agency's integrity. The agency must ensure that programs and services provided can be supported by the necessary fiscal resources using sound budgetary practices.

Performance Indicators

-  4C.1 **Given current and anticipated revenues, the agency can maintain adopted levels of service.**
- 4C.2 The governing body has an investment policy.
- 4C.3 Policies, guidelines, and processes exist for procurement practices within the agency.
- 4C.4 Plans exist for the payment of long-term liabilities and debts.
- 4C.5 The agency projects future asset maintenance costs with related funding plans.
- 4C.6 Financial plans avoid the use of one-time funding sources to cover ongoing costs unless plans are provided to ensure a means of continuity for personnel resources and capital assets.
- 4C.7 The governing body has adopted a general fund reserve policy and established a time frame to meet established reserve fund levels. Operating revenues or expenditures should be established as the basis of the fund policy.
- 4C.8 The agency maintains contingency funds in accordance with generally accepted accounting practices (GAAP) recommendations and anticipate budgetary restrictions and or shortfalls.

Category V Programs

This category is defined as the agency services, activities, and responses provided for the community or facility that are designed, organized, and operated in compliance with the agency's mission, goals, and objectives. Category VIII – Training and Competency, however, appraises the level of proficiency with which personnel actually perform within these programs.





The key elements used to evaluate these services are: adequacy, deficiency, effectiveness, methods, and results of programs. For purposes of accreditation, these terms are defined within the glossary.

The agency's mission, goals, and objectives should determine the applicability of all the listed programs. The agency should decide the relevancy of each criterion in their self-assessment manual. For criteria in Category V "Programs" that are not applicable to the agency, the agency should briefly explain why it does not provide this program.

Criterion 5A: Community Risk Reduction Program

The agency operates an adequate, effective, and efficient program to manage community risks as identified in the community risk assessment and standards of cover. The approach is comprehensive and includes both prevention and mitigation strategies such as life safety, hazard risk reduction, plan review, code compliance, and the detection, reporting, and control of fires. The agency should conduct a thorough risk-analysis as part of activities in Category II to determine the need for specific community risk reduction program.




Performance Indicators

-  5A.1 The authority having jurisdiction has an adopted fire prevention and building code(s).
-  5A.2 The code enforcement program ensures compliance with applicable fire protection law(s), local jurisdiction, hazard abatement, and agency objectives as defined in the community risk assessment and standards of cover.
-  5A.3 The program has sufficient staff with specific expertise to meet the community risk reduction program goals, objectives, and identified community risks.
- 5A.4 A plan review process ensures that adopted codes and ordinances determine the construction of buildings and infrastructure (such as hydrants, access, street width).
-  5A.5 The agency conducts a formal and documented appraisal, at least annually, to determine the impacts of the community risk reduction program and its efforts in risk reduction based on the community risk assessment, standards of cover, and measures performance against adopted loss reduction goals.
- 5A.6 The community risk reduction program identifies the frequency that occupancies are inspected.
- 5A.7 The agency sets specific, targeted, and achievable annual loss reduction benchmarks for fire incidents and fire casualties based upon the community risk assessment and baseline performance.
- 5A.8 Fire inspection personnel should receive annual continuing education to maintain proficiency.

Criterion 5B: Public Education Program

A public education program is in place and directed toward reducing specific risks in a manner consistent with the agency's mission and as identified within the community risk assessment and standards of cover. The agency should conduct a thorough risk-analysis as part of activities in Category II to determine the need for a specific public education program.





Performance Indicators

-  5B.1 The public education program (such as development and delivery) targets specific risks, behaviors, and audiences identified through incident, demographic, program data analysis, community risk assessment, and standards of cover.
-  5B.2 The program has sufficient staff with specific expertise to meet the public education program goals, objectives, and identified community risks.
-  5B.3 The agency conducts a formal and documented appraisal, at least annually, to determine the impacts of the public education program and its efforts in risk reduction based on community assessment, standards of cover, and measures performance.
- 5B.4 There are programs in place that identify large loss potential or high risk audiences (such as low socio-economic status, age, cultural/ethnic differences where appropriate), forge partnerships with those who serve those constituencies, and enable specified programs to mitigate fires and other emergency incidents (such as home safety visits, smoke alarm installations, free bicycle helmet programs, falls prevention programs, etc.).
- 5B.5 The agency should evaluate the juvenile firesetter intervention program. This program should refer all juveniles identified as involved in fire-play or fire setting behavior for educational intervention or other intervention services.

Criterion 5C: Fire Investigation, Origin, and Cause Program

The agency operates an adequate, effective, and efficient program directed toward origin and cause investigation and subsequent classification of fires, explosions, and other emergency situations that endanger life or property. The agency should conduct a thorough risk-analysis as part of activities in Category II to determine the need for a fire investigation program.


Performance Indicators

-  5C.1 The agency's fire investigation, origin, and cause program is authorized by adopted statute, code, or ordinance.
-  5C.2 The agency uses a consistent approach to the scientific method which is utilized to investigate and determine the origin and cause of all fires and explosions.
-  5C.3 The program has sufficient staff with specific expertise to meet the fire investigation, origin, and cause program goals, objectives, and identified community risks.
- 5C.4 The agency has established written agreements and procedures, that are reviewed and revised at least annually, with relevant local, regional, state/provincial, and federal fire investigation agencies to ensure appropriate and consistent scene processing, evidence collection, and information sharing.
-  5C.5 The agency conducts a formal and documented appraisal, at least annually, to determine the impacts of the fire investigation, origin, and cause program and its efforts to reduce fires based on community assessment, standards of cover, and measures performance.

Criterion 5D: Domestic Preparedness, Planning and Response

The agency operates an all-hazards preparedness program that includes a coordinated multi-agency response plan designed to protect the community from terrorist threats or attacks, major disasters, and other large-scale emergencies occurring at or in the immediate area.




Performance Indicators

-  5D.1 The agency publishes an all-hazards plan that defines roles and responsibilities of all participating departments and/or external agencies. The agency identifies and authorizes an appropriate multi-agency organizational structure to carry out the all-hazards plan predetermined functions and duties.
- 5D.2 The agency complies with the National Incident Management System (NIMS), or appropriate incident management system, and its operational methods are compatible with all external response agencies.
- 5D.3 The agency identifies and documents outside agency support.
- 5D.4 The agency has processes to record information and provide data on needed resources, scope, nature of the event, and field resources deployed to local, state/provincial, and federal agencies.
- 5D.5 The agency, at least annually, conducts tests of and evaluates the all-hazards plan and domestic preparedness, planning, and response program.
- 5D.6 The agency conducts and documents a vulnerability assessment and has operational plans to protect the agency's specific critical infrastructure, including but not limited to materials, supplies, apparatus, facilities security, fuel, and information systems.
- 5D.7 The agency has a documented Continuity of Operations Plan (COOP) that is reviewed and updated at least every 5 years, to ensure essential operations are maintained.
- 5D.8 The agency has processes in place for intelligence sharing with other public safety agencies.

Criterion 5E: Fire Suppression

The agency operates an adequate, effective, efficient, and safe fire suppression program directed toward controlling and/or extinguishing fires to protect people from injury or death and reduce property loss. If identified risks are outside the scope of the agency's capabilities, Category X performance indicators should address the agency's ability to receive aid from mutual aid partners in those areas. The agency should conduct a thorough risk-analysis as part of activities in Category II to determine the need for a specific fire suppression programs.

Performance Indicators







-  5E.1 Given its standards of cover and emergency deployment objectives, the agency meets its staffing, response time, station(s), pumping capacity, apparatus, and equipment deployment objectives for each type and magnitude of fire suppression incident(s).
-  5E.2 The agency uses a standardized incident command/management system, which is supported by agency policy and training programs.
-  5E.3 The agency conducts a formal and documented appraisal, at least annually, to determine the effectiveness of the fire suppression program and its impact on meeting the agency's goals and objectives.

Criterion 5F: Emergency Medical Services (EMS)

The agency operates an EMS program with a designated level of out-of-hospital emergency medical care that meets the needs of the community.

NOTE: EMS is a major element of many fire service agencies. Fire service personnel are frequently the first responder to medical emergencies. For that reason, emergency medical response can be organizationally integrated with fire suppression activity. Care should be exercised not to create a priority or resource allocation conflict between the two program activities. Agencies that only provide first responder services must also complete this criterion.



Performance Indicators

-  5F.1 Given its standards of cover and emergency deployment objectives, the agency meets its staffing, response time, station(s), apparatus, and equipment deployment objectives for each type and magnitude of emergency medical incident(s).
-  5F.2 The agency has standing orders/protocols in place to direct EMS response activities to meet the stated level of EMS response.
-  5F.3 The agency has online and offline medical control.
-  5F.4 The agency creates and maintains a patient care record, hard copy or electronic, for each patient encountered. This report contains provider impression, patient history, data regarding treatment rendered, and the patient disposition recorded. The agency must make reasonable efforts to protect reports from public access and maintain them as per local, state/provincial, and federal records retention requirements.
-  5F.5 The agency has a Health Insurance Portability and Accountability Act (HIPAA) or equivalent (e.g., Freedom of Information and Protection of Privacy [FOIP] for Canada) compliance program in place for the EMS program that meets federal and state/provincial guidelines, and all personnel are properly trained in HIPAA/FOIP regulations and procedures.
- 5F.6 The agency has a quality improvement/quality assurance program (QI/QA) in place to improve system performance and patient outcomes.
-  5F.7 The agency conducts a formal and documented appraisal, at least annually, to determine the effectiveness of the EMS program and its impact on meeting the agency's goals and objectives. This should include an evaluation of the agency's standard operating procedures, protocols, and equipment.
- 5F.8 The agency has developed a plan or has already implemented a cardio pulmonary resuscitation (CPR) and public access defibrillation program for the community.

Criterion 5G: Technical Rescue

The agency operates an adequate, effective, efficient, and safe program directed toward rescuing trapped or endangered persons from any life-endangering cause (e.g., structural collapse, vehicle accidents, swift water or submersion, confined space, cave-in, trench collapse, fire). The agency must conduct a thorough risk-analysis as part of activities in Category II to determine the need for specific technical rescue programs. Agencies that only provide first responder services must also complete this criterion.



Performance Indicators

-  5G.1 Given the agency's standards of cover and emergency deployment objectives, the agency meets its staffing, response time, station(s), apparatus, and equipment deployment objectives for each type and level of risk of a technical rescue incident(s).
- 5G.2 The agency establishes minimum training and operational standards; compliant with local, state/provincial, and national standards, and that all personnel who function in the technical rescue program meet training and operational standards.
-  5G.3 The agency conducts a formal and documented appraisal, at least annually, to determine the effectiveness of the technical rescue program and its impact on meeting the agency's goals and objectives. This appraisal must include a full-scale evaluation of the response components, including mutual aid, when part of the deployment model.

Criterion 5H: Hazardous Materials (Hazmat)

The agency operates an adequate, effective, efficient, and safe hazardous materials program directed toward protecting the community from the hazards associated with the uncontrolled releases of hazardous and toxic materials. The agency must conduct a thorough risk-analysis as part of activities in Category II to determine the need for specific hazardous materials program. Agencies that only provide first responder services must also complete this criterion.

Performance Indicators

-  5H.1 Given the agency's standards of cover and emergency deployment objectives, the agency meets its staffing, response time, station(s), apparatus, and equipment deployment objectives for each type and magnitude of hazardous materials incident(s).
- 5H.2 The agency maintains appropriate training, operations policies, and documentation that response personnel are compliant with all applicable hazardous materials regulations and laws.
-  5H.3 The agency conducts a formal and documented appraisal, at least annually, to determine the effectiveness of the hazardous materials program and its impact on meeting the agency's goals and objectives. This appraisal must include a comprehensive evaluation of the response components, including mutual aid, when part of the deployment model.
- 5H.4 The agency complies with all aspects of applicable hazardous material regulations such as, annual refresher training, medical monitoring of response personnel, annual physical examinations as applicable per standards, and exposure record retention.



Criterion 5I: Aviation Rescue and Firefighting Services

The agency operates an adequate, effective, efficient, and safe program directed toward an aviation accident or incident occurring at or in the immediate area.

This criterion report should be completed by agencies that have direct responsibility for operating programs that provide aircraft crash/rescue protection on airfields or that have identified an aircraft emergency in the immediate area as a highly probable hazard in Category II to determine the need for specific aviation rescue and firefighting services program. Simply because aircraft fly over the jurisdiction is not reason enough to require this criterion be completed.

If it determines this criterion is not applicable, the agency should still provide a brief explanation of why it does not provide this program.

Performance Indicators

-  5I.1 Given its standards of cover and emergency deployment objectives, the agency meets its staffing, response time, station(s), extinguishing agent requirements, apparatus, and equipment deployment objectives for each type and magnitude of aviation incident.
-  5I.2 The agency conducts a formal and documented appraisal, at least annually, that includes an analysis of response procedures, equipment, training, and after action reports to determine the effectiveness of the aviation rescue and firefighting services program and meeting the agency's goals and objectives.



Criterion 5J: Marine and Shipboard Rescue and Firefighting Services

The agency operates an adequate, effective, efficient, and safe program directed toward a marine or shipboard fire or incident occurring at or in the immediate area.

This criterion report should be completed by agencies that have direct responsibility for operating programs that provide marine and shipboard firefighting and/or rescue services or that has identified a marine emergency in the immediate area as a highly probable hazard in Category II to determine the need for specific marine and shipboard rescue and firefighting services program.

If the agency determines this criterion is not applicable, the agency should still provide a brief explanation of why it does not provide this program.

Performance Indicators

-  5J.1 Given its standards of cover and emergency deployment objectives, the agency meets its staffing, response time, station(s), extinguishing agent requirements, apparatus, and equipment deployment objectives for each type and magnitude of marine and shipboard incident.
-  5J.2 The agency conducts a formal and documented appraisal, at least annually, that includes an analysis of response procedures, equipment, training, and after action reports to determine the effectiveness of the marine and shipboard rescue and firefighting services program and meeting the agency's goals and objectives.




Criterion 5K: Wildland Fire Services

The agency operates an adequate, effective, and efficient program directed toward a wildland fire.

This criterion report applies to agencies that have direct responsibility for operating programs that provide wildland firefighting. The agency should address this criterion if there is an identified wildland risk in the risk-assessment commensurate with Category II, and/or if there are apparatus in service which directly support wildland fire services, which may include suppression, mitigation, and educational components.

If the agency determines this criterion is not applicable, the agency should still provide a brief explanation of why it does not provide this program.

Performance Indicators

-  5K.1 Given its standards of cover and emergency deployment objectives, the agency meets its staffing, response time, station(s), apparatus, and equipment deployment objectives for each type and magnitude of wildland fire services incident.
-  5K.2 The agency conducts a formal and documented appraisal, at least annually, to determine the effectiveness of the wildland fire services program, to include suppression, mitigation, educational activities, and its impact on meeting the agency's goals and objectives.
- 5K.3 The agency has developed a wildland risk assessment including: a fuel management plan, fire adaptive communities plan, and an inspection and code enforcement program.
-  5K.4 The agency conducts or participates in a wildland fire training and certification/qualification program that meets wildland fire services operational needs and complies with local, state/provincial, and national/international standards.

Criterion 5L: Other Programs

The agency may provide an additional operational program designed to provide a specific service to the community in accordance with the agency's stated mission, goals, and objectives.

The agency should replicate the "Criterion and Performance Indicators" format from Criterion 5J to depict other agency programs that are not already listed throughout Category V - Programs, and are a part of the agency's mission, goals, and objectives. Each major program should be numbered and listed separately.

Category VI: Physical Resources

Physical resources are defined as fire stations, training facilities, fire apparatus, and other capital expenditures and outlays that make up the property assets of an agency. Special attention is required to obtain and maintain appropriate quality physical resources.

Facilities that are leased and/or jointly operated may also be considered for agency use if this is accomplished in accordance with properly adopted and clearly established policies.

If work is contracted outside the agency and/or to another department within the parent agency, it is incumbent on the agency to ensure that facilities, equipment, staff, record keeping, and procedures are consistent with the performance indicators and core competencies listed herein.

Criterion 6A: Physical Resources Plan

Development and use of physical resources is consistent with the agency's established plans. A systematic and planned approach to the future development of facilities is in place.

Performance Indicators

6A.1 The development, construction, or purchase of physical resources is consistent with the agency's goals and strategic plan.



6A.2 **The governing body, administration, and staff are involved in the planning for physical facilities.**

Criterion 6B: Fixed Facilities

The agency designs, maintains, and manages fixed facility resources that meet the agency's goals and objectives.

Performance Indicators

6B.1 Each function or program has adequate facilities and storage space. (e.g., operations, community risk reduction, training, support services, and administration).

6B.2 Buildings and outbuildings are clean and in good repair, and the surrounding grounds are well kept. Maintenance is conducted in a systematic and planned manner.



6B.3 **Facilities comply** with federal, state/provincial, and local codes and regulations at the time of construction, required upgrades for safety are identified, and where resources allow, addressed. For those items that warrant further attention, a plan for implementation is identified in the agency's long term capital improvement plan (i.e. fire alarm systems, sprinkler system, seismic, vehicle exhaust system, asbestos abatement, etc.).

Criterion 6C: Apparatus and Vehicles

Apparatus resources are designed, purchased, and maintained to adequately meet the agency's goals and objectives.

Performance Indicators

6C.1 **Apparatus types are appropriate** for the functions served (e.g., operations, staff support services, specialized services, and administration).



6C.2 A current replacement schedule exists for all apparatus and support vehicles based on current federal and state/provincial recognized standards, vehicle condition, department needs, and requirements.

6C.3 A process is in place for writing apparatus replacement specifications that allows for employee input.

Criterion 6D: Apparatus Maintenance

The inspection, testing, preventive maintenance, replacement schedule, and emergency repair of all apparatus are well established and meet the emergency apparatus service and reliability needs.


Performance Indicators

-  6D.1 An apparatus maintenance program is established. Apparatus maintenance, preventative maintenance, inspection, testing, and emergency repair is conducted by trained and certified technicians in accordance with the manufacturer's recommendations, and federal and/or state/provincial regulations. Attention is given to the safety, health, and security aspects of equipment operation and maintenance.
- 6D.2 The maintenance and repair facility is provided with sufficient space and equipped with appropriate tools.
- 6D.3 An adequate number of trained and certified maintenance personnel are available to meet the program needs.
- 6D.4 The level of supervision is adequate to manage the program.
- 6D.5 The reserve vehicle fleet is adequate or a documented contingency plan is in place for the event that apparatus must be taken out of service.
-  6D.6 The inspection, testing, preventive maintenance, replacement schedule, and emergency repair of all apparatus is well established and meets the emergency apparatus service and reliability of the agency.

Criterion 6E: Tools, Supplies, and Small Equipment

Equipment and supplies are adequate and designed to meet the agencies goals and objectives.


Performance Indicators

- 6E.1 Tools and equipment are distributed appropriately, are in sufficient quantities, and meet the operational needs of the specific functional area or program (e.g., fire suppression, community risk reduction, investigations, hazmat, etc.).
- 6E.2 Tools and equipment replacement is scheduled, budgeted, implemented, and is adequate to meet the agency's needs.
-  6E.3 Equipment maintenance, testing, and inspections are conducted by qualified personnel, following manufacturer's recommended schedules.
- 6E.4 An inventory control and maintenance tracking system is in place and current.
- 6E.5 Supplies and materials allocation is based on established objectives and appropriate to meet the operational needs of the specific functional area or program (e.g., fire suppression, community risk reduction, investigations, hazmat, etc.), and is compliant with local, state/provincial, and national standards.

Criterion 6F: Safety Equipment

Safety equipment is adequate and designed to meet agency goals and objectives. For the purposes of this criterion, safety equipment includes personal protective equipment (PPE) and related equipment (e.g., self-contained breathing apparatus).

Performance Indicators

-  6F.1 **Safety equipment is identified and distributed to appropriate personnel.**
- 6F.2 Distributed safety equipment is sufficient for the functions performed.
- 6F.3 Safety equipment replacement is scheduled, budgeted, implemented, and adequate to meet the agency's needs.
- 6F.4 Safety equipment maintenance, testing, and inspections are conducted by trained and qualified personnel, and appropriate records are kept.
- 6F.5 A safety equipment inventory control and maintenance tracking system is in place and current.


Category VII: Human Resources

Human resources are defined as all aspects of personnel administration, except those of training and competency, which are addressed in Category VIII. The heart of any organization is its people, and this category is designed to appraise the importance and results of the human resources program. Completing the human resources section may involve members from other governing entities or other elements of the community.

Criterion 7A: Human Resources Administration

General human resources administration practices are in place and are consistent with local, state/provincial, and federal statutory and regulatory requirements.


Performance Indicators


-  7A.1 **A human resources manager is designated.**
- 7A.2 The human resources program has adequate staffing to accomplish the human resources administrative functions.
- 7A.3 Policies are established to direct the human resources administrative practices in accordance with local, state/provincial, and federal requirements. The policies are reviewed annually and updated as needed.

Criterion 7B: Recruitment, Selection, Retention, and Promotion

Systems are established to attract, select, retain, and promote qualified personnel in accordance with applicable local, state/provincial, and federal statutory requirements.

Performance Indicators



- 7B.1 A mechanism is in place to identify and announce potential entry level, lateral, and promotional positions.
- 7B.2 The agency administration and its members are part of the recruiting process.
-  7B.3 **Processes and screening/qualifying devices used for recruitment and selection of initial, lateral, and promotional candidates are job related and comply with all local, state/provincial, and federal requirements, including equal opportunity and discrimination statutes.**

- 7B.4 The agency's workforce composition is reflective of the service area demographics, or the agency has put forth a reasonable effort by instituting an effective recruitment plan to achieve the desired workforce composition.
- 7B.5 A new member orientation program is in place.
-  7B.6 A supervised probationary process is used to evaluate new and promoted members based on the candidates' demonstrated knowledge, skills, and abilities.
- 7B.7 The agency has an employee/member recognition program.
- 7B.8 The agency's working conditions and environment attract, diverse and qualified applicants, and retains a tenured workforce.
- 7B.9 The agency conducts exit interviews or periodic employee surveys or other mechanisms are used to acquire feedback and improve policies and procedures.
- 7B.10 The agency conducts workforce assessments and has a plan to address projected personnel resource needs, including retention and attrition of tenured and experienced employees/members.

Criterion 7C: Personnel Policies and Procedures

Personnel policies and procedures are in place, documented, and guiding both administrative and personnel behavior.


Performance Indicators

-  7C.1 Personnel policies, procedures, and rules are current, written, and communicated to all personnel.
-  7C.2 The agency has a policy that defines and prohibits sexual, racial, disability, or other forms of harassment, bias, and unlawful discrimination of employees/members and describes the related reporting procedures. The policy and organizational expectations specific to employee behavior are communicated formally to all members/employees and are enforced.
- 7C.3 A disciplinary system is in place and enforced.
- 7C.4 An internal ethics and conflict of interest policy is published and communicated to employees/members.
- 7C.5 A grievance/complaint procedure is published and communicated to employees/members.

Criterion 7D: Use of Human Resources

Human resources development and utilization is consistent with the agency's established mission, goals, and objectives.


Performance Indicators

-  7D.1 A position classification system and a process by which jobs are audited and modified are in place.
- 7D.2 Current written job descriptions exist for all positions, and incumbent personnel have input into revisions.
- 7D.3 A personnel appraisal system is in place.
- 7D.4 Methods for employee/member input or a suggestion program are in place.
- 7D.5 Career and professional development programs are in place for all members.
- 7D.6 The agency has a leadership development program and/or succession plan.

Criterion 7E: Personnel Compensation

A system and practices for providing employee/member compensation are in place.


Performance Indicators

-  7E.1 Rates of pay and compensation are published and available to all employees/members.
- 7E.2 Member benefits are defined, published, and communicated to all employees/members.

Criterion 7F: Occupational Health, Safety, and Risk Management

The agency's occupational health, safety, and risk management programs protect the organization and personnel from unnecessary injuries or losses from accidents or liability.


Performance Indicators

- 7E.1 A specific person or persons are assigned responsibility for implementing the occupational health, safety, and risk management programs.
- 7E.2 The agency's policies and procedures report, evaluate, address, and communicate workplace hazards as well as unsafe/unhealthy conditions and work practices.
- 7E.3 The agency documents steps taken to implement risk reduction and address identified workplace hazards.
- 7E.4 Procedures are established and communicated specific to minimizing occupational exposure to communicable diseases or chemicals.
-  7E.5 The agency's occupational health and safety training program instruct the workforce in general safe work practices, from point of initial employment through each job assignment and/or whenever new substances, new processes, procedures, or equipment are introduced. It provides specific instructions on operations and hazards specific to the agency.
- 7E.6 The agency uses near miss reporting to elevate the level of situational awareness in an effort to teach and share lessons learned from events that, except for a fortunate break in the chain of events, could have resulted in a fatality, injury, or property damage.
- 7E.7 The agency has a process in place to investigate and document accidents, injuries, legal actions, etc. The agency's information management system supports this process.
- 7E.8 The agency incorporates risk management practices to increase the level of decision making and the ability to identify unsafe conditions and practices during emergency operations.

Criterion 7G: Wellness/Fitness Programs

The agency has a wellness/fitness program for recruit and incumbent personnel. The agency specifies and communicates the provisions if employees/members do not comply with the wellness/fitness program.

Performance Indicators

-  7G.1 The agency provides for initial, regular, and rehabilitative medical, and fitness evaluations.
- 7G.2 The agency provides personnel with access to fitness facilities and equipment.
- 7G.3 The agency provides wellness/fitness training to all employees/members.

- 7G.4 The agency provides an employee/member assistance program with timely access to critical incident stress debriefing and behavioral counseling resources.
- 7G.5 A formal and documented appraisal is conducted, at least annually, to determine the effectiveness of the wellness/fitness programs and its impact on meeting the agency's goals and objectives.

Category VIII: Training and Competency


Training and educational resource programs express the philosophy of the organization they serve and are central to its mission. Learning resources should include a library; other collections of materials that support teaching and learning; instructional methodologies and technologies; support services; distribution and maintenance systems for equipment and materials; instructional information systems, such as computers and software, telecommunications, other audio visual media, and facilities to utilize such equipment and services. If the agency does not have these resources available internally, external resources are identified and the agency has a plan in place to ensure compliance with training and education requirements.

Central to success of the training and educational process is a learning resources organizational structure and a technically proficient support staff. The training staff should provide services that encourage and stimulate competency, innovation and a continual learning cycle. The agency or system should provide those learning resources necessary to support quality training. The agency should depict their approach to recognized state/provincial and national fire service professional standards programs in their written responses to the performance indicators in this section.

Criterion 8A: Training and Education Program Requirements

A training program is established to support the agency's needs. The agency provides access to and guidance on educational programs that increase advancement potential and support the agency's needs.


Performance Indicators

-  8A.1 The organization has a process in place to identify training needs. The process identifies the tasks, activities, knowledge, skills, and abilities required to deal with anticipated emergency conditions.
- 8A.2 The agency's training program is consistent with the mission statement, goals and objectives and meets its needs.
- 8A.3 The training program is consistent with legal requirements for performing mandatory training.
- 8A.4 The agency identifies minimum levels of training required for all positions in the organization.
- 8A.5 A command and staff development program is in place that encourages pursuit of professional credentialing.

Criterion 8B: Training and Education Program Performance

Training and education programs are provided to support the agency's needs.




Performance Indicators

- 8B.1 A process is in place to ensure that personnel are appropriately trained.
- 8B.2 The agency provides a training schedule that meets the organization's needs.
-  8B.3 The agency evaluates individual and crew performance through validated and documented performance-based measurements.
- 8B.4 The agency analyzes student evaluations to determine reliability of training conducted.
- 8B.5 The agency maintains a training records management system that meets recognized standards.

Criterion 8C: Training and Education Resources

Training and education resources, printed and non-printed library materials, media equipment, facilities, and staff are available in sufficient quantity, relevancy, and diversity, and are current.

Performance Indicators

-  8C.1 Facilities and apparatus are provided to support the agency's all-hazards training needs. The agency has plans addressing any facilities and apparatus not available internally to complete training activities.
-  8C.2 The agency has instructional personnel with teaching qualifications and expertise to meet its needs.
- 8C.3 Instructional materials are current, support the training program, and are easily accessible.
- 8C.4 The agency has a process for purchasing, developing, or modifying existing curriculum to meet its needs.
- 8C.5 Equipment utilized for training are properly maintained in accordance with the agency's operational procedures. The agency makes training equipment readily accessible to instructional personnel.
- 8C.6 The agency maintains a current inventory of all training equipment and resources.
- 8C.7 A selection process is in place for training and educational resource materials.
-  8C.8 Training materials are evaluated at least annually, to reflect current practices and meet the needs of the agency.



Category IX: Essential Resources

Essential resources are defined as those mandatory services or systems required for the agency's operational programs to function. They should be given the same value of importance as a primary program. Appropriate adjustments may be necessary in the self-analysis to adapt the typical components listed below to the local situation. For example, when reviewing a water supply system, the evaluation may not be limited to conventional resources such as water lines and hydrants, but may include alternative resources, such as tankers (tenders), ponds, streams, lakes, cisterns, etc.

Criterion 9A: Water Supply

The water supply resources are reliable and capable of distributing adequate volumes of water and pressures to all areas of agency responsibility. All areas meet fire flow requirements in accordance with applicable fire flow criteria.

Performance Indicators

-  9A.1 The agency establishes minimum fire flow requirements for new development in accordance with nationally and internationally recognized standards. This information should be included in the fire risk evaluation and pre-fire planning process.
-  9A.2 An adequate and reliable water supply is available for firefighting purposes for identified risks. The identified water supply sources are sufficient in volume and pressure based on nationally and internationally recognized structures, to control and extinguish fires.
- 9A.3 The agency maintains regular contact with the managers of public and private water systems to stay informed about available water supplies.
- 9A.4 The agency maintains copies of current water supply sources and hydrant maps for its service area.

- 9A.5 Hydrant adequacy and placement reflect the locality's known hazards and the agency's needs for dealing with those hazards. Hydrant placement is based on nationally and internationally recognized standards.
- 9A.6 Fire hydrants are located so that each is visible and accessible at all times.
- 9A.7 Public fire hydrants are inspected, tested, and maintained in accordance with nationally and internationally recognized standards. The agency's fire protection related processes are evaluated, at least annually, to ensure adequate and readily available public or private water.
- 9A.8 The agency identifies and plans for alternate sources of water supply for those areas without hydrants, where hydrant flows are insufficient, or in the event of a major disruption in public water supply capabilities.
- 9A.9 The agency has operational procedures in place outlining the available water supply.


Criterion 9B: Communication Systems

The public and the agency have an adequate, effective, and efficient emergency communications system. The system is reliable and able to meet the demands of major operations, including command and control within fire/rescue services during emergency operations, and meets the needs of other public safety agencies having the need for distribution of information.

Performance Indicators





- 9B.1 **A system is in place to ensure communications with portable, mobile, and fixed communications systems in the field. When an area is identified as not being capable of adequate emergency scene communications, such as inside buildings or below grade level, an operational plan is written.**
- 9B.2 The emergency communications system is capable of receiving automatic and/or manual early warning and other emergency reporting signals.
- 9B.3 The agency's communications center(s) is/are adequately equipped and designed, (e.g., security, telephones, radios, equipment status, alarm devices, computers, address files, dispatching circuits, playback devices, recording systems, printers, consoles, desks, chairs, lighting, and map displays).
- 9B.4 The uninterrupted electrical power supply for the primary communications equipment in the communications center is reliable and has automatic backup capability.
- 9B.5 Adequate numbers of fire or emergency dispatchers, supervisors, and management personnel are on duty to handle the anticipated call volume.
- 9B.6 A maintenance program is in place with regularly scheduled system tests.
- 9B.7 The agency has established time-based performance objectives for alarm handling. These objectives are formally communicated to communications center managers through direct report, contracts, service level agreements, memorandums of agreement, etc.
- 9B.8 Communications training programs for emergency dispatchers and emergency response personnel ensure adequate, timely, and reliable agency emergency response.
- 9B.9 The interoperability of the communications system is evaluated and documented. The agency has processes in place to provide for interoperability with other public safety agencies in the field including: portable, mobile, and fixed communications systems, tools, and equipment.

-  9B.10 A formal and documented appraisal is conducted, at least annually, to determine the effectiveness of the emergency communications system and its impact on meeting the agency's goals and objectives.
- 9B.11 The dispatch process utilizes a formal and recognized Emergency Medical Dispatch (EMD) system that allows for pre-arrival instructions and adequate triaging of medical calls for service.
- 9B.12 The agency has a system in place for the recall of off-duty personnel for incidents of significance.

Criterion 9C: Administrative Support Services and Office Systems

Administrative support services and general office systems are in place with adequate staff to efficiently and effectively conduct and manage the agency's administrative functions, such as organizational planning and assessment, resource coordination, data analysis/research, records keeping, reporting, business communications, public interaction, and purchasing.

Performance Indicators

-  9C.1 The administrative support services are appropriate for the agency's size, function, complexity, and mission, and are adequately staffed and managed.
- 9C.2 Sufficient general office equipment, supplies, and resources are in place to support agency needs.
- 9C.3 Technological resources (e.g., telecommunications equipment, computer systems, general business software) and the information management system are appropriate to support the agency's need. Access is available to technical support personnel with expertise in the systems deployed by the agency. Documentation and analysis of data (e.g., formative, process, impact, and outcome measurement) are accessible to the agency.
- 9C.4 Public reception and public information (i.e. public information officer) components support the customer service needs of the agency.
-  9C.5 Organizational documents, forms, standard operating procedures or general guidelines, and manuals are reviewed at least every three years and updated as needed for all agency programs.
- 9C.6 Administrative support staff members have adequate training and education in order to perform their roles and responsibilities.
- 9C.7 Public records are maintained, available, and disposed of in accordance with local, state/provincial, and federal legal mandates. Record retention and destruction are documented in accordance with an adopted procedure.


Category X: External Systems Relationships

An agency's external relationships are defined as those relationships which serve to integrate the performance of one system with another. The increased use of multi-unit systems and the increase of interagency agreements between various types of government entities necessitates regular attention to these relationships and the agreements between autonomous operating units. Agreements must be legally adopted, current, monitored, and updated within the accrediting period. Programs which rely on support from external system relationships to meet agency expectations must be referenced in the agreement.

Criterion 10A: External Agency Relationships

The agency's operations and planning efforts include relationships with external agencies and operational systems that affect or may influence its mission, operations, and/or cost effectiveness.


Performance Indicators

-  10A.1 The agency develops and maintains outside relationships that support its mission, operations, and/or cost effectiveness.
- 10A.2 The agency's strategic plan identifies relationships with external agencies/systems and their anticipated impact or benefit to the agency's mission, operations, or cost effectiveness.
- 10A.3 The agency researches, analyzes, and gives consideration to all types of functional relationships that may aid in the achievement of its goals and objectives.
- 10A.4 A conflict resolution process exists between all external organizations with whom the agency has a defined relationship.

Criterion 10B: External Agency Agreements

The agency maintains current agreements with those external agencies which support the identified programs. All external agency agreements required to be maintained in support of any program must be current, reviewed, and/or updated within the accreditation period and adopted by the appropriate governing bodies. All agreements should support the agency's effort to take advantage of any operational and cost effective benefits. Data reports, at least annually, should reflect the impact of each agreement on the agency.

Performance Indicators

-  10B.1 External agency agreements are reviewed on an annual basis and revised as necessary to meet objectives.
- 10B.2 The agency has a process by which their agreements are managed, reviewed, and revised.



Menlo Park Fire Protection District

170 Middlefield Road • Menlo Park, CA 94025 • Tel: 650.688.8400 • Fax: 650.323.9129
Website: www.menlofire.org • Email: mpfd@menlofire.org

Fire Chief
Harold Schapelhouman

Board of Directors
Chuck Bernstein
Virginia Chang Kiraly
Peter F. Carpenter
Robert J. Silano
Robert Jones

October 9, 2018

Honorable V. Raymond Swope
Judge of the Superior Court
C/O Charlene Kresevich
Hall of Justice
400 County Center; 2nd Floor
Redwood City, CA. 94063-1655

Re: Civil Grand Jury Report “Menlo Park Fire Protection District: Ready For Growth”

Dear Honorable Judge Swope:

The following response was considered and approved by the Menlo Park Fire Protection District Board of Directors at their regular meeting held on September 18, 2018.

The Fire Board, Fire Chief and involved staff would like to thank the members of the Civil Grand Jury for their work and dedication in preparing the report. The Board agrees with the majority of findings and recommendations.

Regarding the 19 findings, the Fire District agrees with 11, and respectfully disagrees with 8. An explanation has been provided for each area of disagreement.

Regarding the 10 recommendations, the Fire District agrees with 6, and respectfully disagrees with 4. An explanation has been provided for each area of disagreement.

For further explanation or information please contact the Clerk of the Board Michelle Kneier, and/or myself, Fire Chief Harold Schapelhouman.

Thank you,

A handwritten signature in blue ink that reads "Harold Schapelhouman". The signature is fluid and cursive, with a large, sweeping flourish at the end.

Harold Schapelhouman
Fire Chief

CC: Board of Director, General Counsel, Clerk of the Board, File, Web-Site

“Excellence In Service”

Strategic Planning

F1: The District has operated without a multiyear strategic plan since 2010.

Districts Response - Agree

Reason: The Term of that plan extended beyond that stated date but its functionality was questionable due to evolving issues surrounding a number of impacting events like the worldwide recession and protracted labor issues and difficulties with the Firefighters Union.

F2: The District's Board of Directors established and authorized a Strategic Planning Committee in 2011. However, during the subsequent six-year period, 2012-2017, the committee met only sporadically and failed to submit a strategic plan to the Board.

Districts Response - Agree

Reason: The committee met as needed and its primary tasking was never to be responsible for, or to develop, a Strategic Plan, but rather to discuss "Strategic" items as necessary.

F3: The District's deployment system meets the District's current demands but is becoming strained, especially east of Highway 101.

Districts Response - Agree

Reason: This is the direct result of development, growth, a booming regional economy and associated traffic congestion.

F4: The District's Board, despite repeated attempts, has not taken necessary steps to create a strategic plan since 2009.

Districts Response - Agree

Reason: The Board still focused on making strategic decisions but needed to deal with other immediate need items like the worldwide recession, labor strife, unfair labor practice charges, a Federal FLSA Lawsuit and absence of the Fire Chief due to a debilitating injury.

F5: The District would benefit from developing a strategic plan and the associated financial analysis that would demonstrate whether or not future property tax revenues will be sufficient to fund the increasing needs of the District resulting from serving the new developments in the District.

Districts Response – Agree

Reason: We agree, if relevant and well done, a strategic plan and associated financial analysis could demonstrate whether or not future property tax revenues would be sufficient to fund increasing needs to the District resulting from serving new developments in the District.

Property Acquisitions

F6: The Citygate report, commissioned and accepted by the Board in February 2017, recommended searching for an acceptable parcel to relocate Station 3 before making a final decision regarding the best location for Station 3 and 5.

Districts Response - Disagree

Reason: Both the 2015 and 2017 deployment studies worked at identifying options for the District to consider, in a District where it is very challenging to find infill fire station sites, given topography, land expense and that most parcels are developed or have constraints. The 2017 effort modeled several scenarios designed to offer solutions matching deployment to the realities of changing a fire station location. There was no one perfect solution. City gate's opinion was that Station 3 coverage could be better if moved westerly. However, at the time of both 2015 and 2017 studies, neither staff nor Citygate could find an actual, available and suitable parcel. Thus, the Station 3 recommendation was a goal for the District to keep under consideration as land options might appear. A consultant's recommendation is just that – something for leadership to strive for, but one that other realities could prevent.

F7: Notwithstanding the Citygate recommendation to move Station 3, the District purchased the residence adjacent to Station 3 in Atherton reportedly to eventually expand the station.

Districts Response - Disagree

Reason: The District never stopped looking for a westward parcel for a relocated Station 3, however when the parcel at the current location was made surprisingly available, the District knew that the current site was too small to rebuild on and that a westward parcel might never become feasible. Therefore, the District made the investment to at least protect Station 3 as a future site and have the option to rebuild a modern, meeting needs fire station on an expanded parcel.

F8: In February 2017 the Board directed the fire chief to use data from the Citygate report to create an updated fire station location and land acquisition plan encompassing the entire District. As of the date of this report, no such plan has been presented to the Board.

Districts Response - Agree

Reason: The Fire Chief and Board focused on the individual evaluation of a number of evolving property acquisitions which created a constantly evolving landscape and opportunities.

F9: From October 2017 to March 2018, the District spent \$21.9 million to purchase five separate properties without a comprehensive District-wide land acquisition and station location plan or review by the Strategic Planning Committee.

Districts Response - Agree

Reason: Each of these purchase opportunities was evaluated by the Chief, Fire Board and legal counsel. All were carefully scrutinized based upon the immediate and future needs of the Fire District.

The District has acquired properties directly next to, or behind, five existing Fire Stations and its administrative offices. Two of those Fire Stations have been rebuilt strategically using those adjoining properties to properly expand and modernize those facilities while keeping costs down.

Impact Fees

F10: Developments planned and approved for the area east of Highway 101 in Menlo Park, East Palo Alto, and in unincorporated County areas, will substantially affect District operations, requiring additional personnel, facilities, and equipment to meet increasing demands for service.

Districts Response - Agree

Reason: The Fire District agrees with this statement. The planned and approved projects in Menlo Park, East Palo Alto, Atherton and unincorporated areas of San Mateo County within the District's jurisdiction will have adverse impacts on the District operations. The Nexus Study and the Citygate Standards of Coverage Report provide evidence to support this statement. In addition, all the environmental impact reports (EIRs) prepared by the local agencies for new development within the Fire District's jurisdictions show unacceptable traffic operations on roadways, including the District's emergency service routes. These include the EIRs for Menlo Park General Plan Update and M-2 Rezoning (ConnectMenlo), East Palo Alto General Plan Update, and individual development projects (including Facebook projects).

F11: Approved and planned development in Menlo Park, East Palo Alto, and unincorporated County areas will have negative impacts on District operational performance as attendant congestion lengthens response time to emergencies.

Districts Response - Agree

Reason: See response to F10 above.

F12: In the absence of a strategic plan, associated financial analysis, and land acquisition plan, the District has not demonstrated to the constituent jurisdictions of Atherton, Menlo Park, Redwood City, and the County of San Mateo that the Districts financial resources will be inadequate to address the anticipated demand for District services. As a result, the District was unable to persuade constituent jurisdictions to adopt impact fees on new residential and commercial developments to fund District operations.

Districts Response - Disagree

Reason: This is a summary of actions by the Fire District regarding the emergency services and fire protection impact fee (Impact Fee). The primary objective of the Impact Fee is to ensure that

new development pays its fair share of the costs of capital facilities and equipment needed to serve growth within the Fire District's boundaries. The development of an Impact Fee was first considered in connection with the City of Menlo Park approval of the Gateway Project in 2010. As part of the City's approval of a Development Agreement for that project, the developer agreed to pay \$25,000 to fund a nexus study conducted by the Fire District to analyze the adoption of an Impact Fee. In 2012, the Fire District entered into an agreement with a consulting firm (Seifel Consultants) to perform a Nexus Study in compliance with State law standards in order to establish an Impact Fee. The Nexus Study demonstrates the relationship, or nexus, between the need for capital facilities and equipment to serve new development and the type and amount of impact fees that would ensure new development pays its fair share of capital facilities and equipment. The draft Nexus Study was reviewed by the Fire District and District legal counsel. It was sent to all the local agencies within the District's jurisdiction for review and comment (East Palo Alto, Menlo Park, Atherton, portions of unincorporated County of San Mateo ("Local Agencies")). The Fire District also solicited input from local developers. After receiving feedback, the Fire District modified the Nexus Study and reduced the amount of the impact fee from the legally supportable level established in the Nexus Study. The Fire District Board approved the Nexus Study and the revised lower Impact Fee Schedule and Credit Program on February 16, 2016. The Fire Board also directed that the Nexus Study and Impact Fee be forwarded to the Local Agencies for approval. The Local Agencies never approved the Impact Fee. On May 16, 2017, Fire District Board adopted a resolution: (1) withdrawing its request that the Local Agencies approve the Impact Fee Nexus Study and adopt the Impact Fee; (2) reaffirming its approval of the Nexus Study and its adoption of the Impact Fee; (3) reaffirming the principle that new development should pay its fair share of the costs of capital improvements and equipment needed to serve new development and that the Nexus Study was correctly prepared in accordance with legal standards and provides the evidentiary basis for the impacts of new development on the Fire District and the costs associated therewith; and (4) affirming the methodology, growth projections, and fee calculation models of the Impact Fee Nexus Study, including the conclusion that capital improvements and equipment will be needed to accommodate new development.

Donations

F13: The District has solicited and received donations of cash from Facebook.

Districts Response - Disagree

Reason: – The statement is factually incorrect. We informed the Grand Jury of this incorrect fact in the District's response to their request to review their preliminary factual findings in June 2018. All the payments by Facebook to the District are not donations. The payments are either to address impacts of Facebook development, or payment of fees for District services. They were made pursuant to two types of agreements: (1) Agreements, dated April 24, 2012 and November 22, 2016, to address the impacts of Facebook development on the District provision of fire services (Impact Fee Agreements); and (2) an agreement dated September 2013 establishing a system for administering Facebook's payment of fees for the performance of plan check, inspections and similar services by the District (District Services Fee Agreements). The Impact Fee Agreements clearly state that the Facebook project would adversely impact fire services and the payments under the Agreement are to address these impacts. The Agreements

specify the payments are to be used to pay for enhancements to fire services to address Facebook impacts, such as signal preemption devices. All payments made under the Agreements are placed in a separate account to be used to pay for facilities, equipment and apparatus to address the impacts of development on services. Under the District Fee Agreement, the payments for plan check and inspection services are in accordance with District regulations and fee schedules for the payment of fees for these services. The Agreement only addresses a means for paying these fees given the volume of requests from Facebook. All businesses in the District pay fees for these services.

F14: By accepting donations from Facebook, which is subject to inspection and regulation by District personnel, the District has created the possible appearance of favorable treatment or disparate application of rules and laws.

Districts Response - Disagree

Reason: – This statement is incorrect because it is based on incorrect premise that Facebook payments are donations (see response to F13 above). In addition, Facebook has also entered into Impact Fee Agreements with other developments in the City. As stated above, the fees that Facebook pays for services are in accordance with the Fee Schedule adopted by the District Board of Directors that applies to all entities using certain types of District services. Facebook is treated the same as all other entities in the District – no better and no worse. Most importantly, the enforcement of District rules and laws is done by sworn officers who are bound to follow the law in accordance with its terms.

F15: The District exercises code enforcement powers and reviews the construction plans of businesses located within its boundaries. Accepting donations of cash and services from these businesses can create the appearance of favorable treatment or disparate application of rules and laws.

Districts Response - Disagree

Reason: See response to F14 above.

Accreditation

F16: The District acknowledged the value of accreditation in 2011 and set its attainment as a goal every year since. However, it has not progressed beyond the first phase of the accreditation process since 2011.

Districts Response - Disagree

Reason: Accreditation is a lofty goal and worthwhile process but difficult to achieve.

F17: The District's management and governance structure has not demonstrated the ability to balance competing ongoing emergency response responsibilities with administrative and planning functions. This has been an impediment to completing a strategic plan and achieving accreditation.

Districts Response - Disagree

Reason: According to the Center for Public Safety Excellence the timeline for achieving accreditation can vary. CPSE suggests that agencies have reported 2,000 hours in preparing required documents and importantly up to 13,000 hours addressing issues that must be resolved in pursuit of accreditation. The District is currently developing the necessary draft documents and also pursuing development of policies, procedures and other reference sources that must be completed in support of 252 Performance Indicators.

Recognizing the complexity and amount of effort to complete the work and apply for candidate status for accreditation, in 2017 a Senior Division Chief was reassigned to manage this time-consuming project. That Division Chief has been delegated the responsibility to coordinate the efforts of staff in addressing the 252 Performance Indicators and development of response and reference documents addressing the 10 Categories' required for accreditation.

1. Governance and Administration
2. Assessment and Planning
3. Goals and Objectives
4. Financial Resources
5. Programs
6. Physical Resources
7. Human Resources
8. Training and Competency
9. Essential Resources
10. External Systems Relation

District Identity

***F18:** The title “Menlo Park Fire Protection District “could lead some residents to conclude erroneously that the fire agency is a function of Menlo Park City government and is under the direction and control of the city.*

Districts Response - Agree

Reason: This occasionally occurs but is easily explained. The Fire District was officially created before the City and enjoys a National and International reputation as a leader in public safety.

***F19:** The District website does not contain a description of its status as an independent Special District, or its structure of governance as an independent Special District under California law.*

Districts Response - Agree

Fire Districts have found it helpful to link to the Districts Make the Difference website created by CSDA to explain what special districts are to the public. There are definitions, infographics, fact sheets and videos about special districts, including a fact sheet about fire protection districts.

CIVIL GRAND JURY RECOMMENDATIONS:

Strategic Planning

***R1:** Develop a strategic plan that conforms to the standards set by the Center for Public Safety Excellence by June 30, 2019.*

Districts Response - Agree

Explanation: The recommendation has not been implemented, but will be implemented in the future. This plan will be completed by the end of the year.

***R2:** Prepare an updated fire station location and land acquisition plan encompassing the entire District by June 30, 2019.*

Districts Response - Agree

Explanation: The recommendation has not been implemented, but will be implemented in the future. This goal is to have this item prepared for Fire Board review by the end of the year.

***R3:** Ensure its administrative functions operate effectively regardless of competing short-term priorities caused by emergency response operations, including the establishment of an ongoing management process to track progress and results of agency goals and objectives relating to general organizational and operational programs. The District board should take these actions by June 30, 2019.*

Districts Response - Agree

Explanation: The recommendation has not been implemented, but will be implemented in the future. We will continue to follow the annual Board and Chiefs Goal setting process and open meeting reporting and Annual Reporting Process. Adjusting Board policy and guidance as needed.

Property Acquisitions

***R4:** Review the consultant recommendations relative to the location of Station 3 and re-examine the basis for purchasing the Atherton property by June 30, 2019.*

Districts Response - Agree

Explanation: The recommendation has not been implemented, but will be implemented in the future as part of an overall updated Standards of Coverage study completed next year in 2019. We maintain that this acquisition was both appropriate and strategic.

Impact Fees

R5: *Initiate dialogue with local government partners (Atherton, East Palo Alto, Menlo Park, and the County of San Mateo) to evaluate if impact fees on new development are necessary to adequately fund District operations in future years by December 31, 2018.*

Districts Response - Disagree

Explanation: The recommendation will not be implemented because it is not warranted or reasonable. The Fire District already went through this process with the Local Agencies as described under Finding F12 above. The Fire District consulted with the Local Agencies in the development of the Nexus Study and proposed Impact Fee. The Nexus Study and Impact Fee Schedule and Credit Program was formally submitted by the Fire District Board to the Local Agencies for their approval. The Fire District's submittal was never presented to the legislative bodies of the Local Agencies for action. After 15 months of inaction by the Local Agencies, the Fire District Board withdrew its request.

R6: *If impact fees are determined to be necessary to fund District operations in future years, the District should initiate an effort to satisfy local government requirements, such as an independent analysis of the District's fiscal condition, to implement an impact fee program by December 31, 2019.*

Districts Response - Disagree

Explanation: The recommendation will not be implemented because it is not warranted or reasonable. See Response to Recommendation R5 above. Since the action in the Recommendation is not being contemplated at this time, the Fire District cannot commit to how it will conduct such an action – See Response to Recommendation R5 and Finding F12. In addition, the requirements for adoption of a development impact fee are set forth in State law. The standard of “local government requirements” referenced in the Recommendation is unclear and unknown.

Accreditation

R7: *Commit to completing the CFAI accreditation process by December 31, 2019.*

Districts Response - Disagree

Explanation: The recommendation has not been implemented, but will be implemented in the future. We expect to be completed by spring or fall of 2020. Currently the project is scheduled to have all Performance Indicators and source documents completed by year's end 2019. Once completed, the District will make application for Accreditation Candidate status and schedule mentorship. Based on review by the CPSE mentor, District staff will redraft any source documents and Performance Indicators. On completion of mentorship review and redraft of any required documents, a CPSE Evaluation Team will be scheduled to evaluate the District's submittal. If recommended for accreditation the District will then have to submit a review before

the CPSE Fire Service Accreditation Board. That Board convenes twice a year in the spring and the fall.

***R8:** Once accredited, annually budget sufficient funds to cover all costs associated with maintaining accreditation, including staff resources, training, and consultant services. Maintenance of accreditation should be added to the fire chief's annual performance evaluation. These policies should be formally adopted by the District's Board by June 30, 2020.*

Districts Response - Agree

Explanation: The recommendation has not been implemented, but will be implemented in the future. The Board will evaluate policy and budget options and priorities annually and continue to support accreditation as is financially feasible and organizationally practical.

Donations

***R9:** Adopt a policy not to pursue or accept donations from any private entity over which it exercises any official powers, such as building or plan inspection, or enforcement of any law or regulation. This policy should be adopted by December 31, 2018.*

Districts Response - Disagree

Explanation: The recommendation will not be implemented because it is not warranted or reasonable. Public agencies are allowed to accept donations under the law. It is an accepted practice for government agencies, such as sponsorship of public events. The Fire District does not want to foreclose this legally available option. Furthermore, the Fire District has set up a mechanism for how it accepts donations that prevents the issues raised by the Grand Jury. In addition, the Fire District strongly objects to the premise of the Recommendation that donations would affect the Fire District's performance of its official duties and powers under the law.

District Identity

***R10:** Expand its website to include a description of special districts in general and the Menlo Park Fire Protection District in particular by June 30, 2019.*

Districts Response - Agree

Recommendation: Fire Districts have found it helpful to link to the Districts Make the Difference website created by CSDA to explain what special districts are to the public. There are definitions, infographics, fact sheets and videos about special districts, including a fact sheet about fire protection districts.

Action – The District's Web-Site has been updated to include this information.