



# CITY of ESCONDIDO

## COUNCIL MEETING AGENDA

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**WEDNESDAY, JUNE 25, 2025**

**4:00 PM - Closed Session (Parkview Conference Room)**

**5:00 PM - Regular Session**

**Escondido City Council Chambers, 201 North Broadway, Escondido, CA 92025**

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### **WELCOME TO YOUR CITY COUNCIL MEETING**

We welcome your interest and involvement in the legislative process of Escondido. This agenda includes information about topics coming before the City Council and the action recommended by City staff.

#### **MAYOR**

Dane White

#### **DEPUTY MAYOR**

Consuelo Martinez (District 1)

#### **COUNCILMEMBERS**

Joe Garcia (District 2)

Christian Garcia (District 3)

Judy Fitzgerald (District 4)

#### **CITY MANAGER**

Sean McGlynn

#### **CITY ATTORNEY**

Michael McGuinness

#### **CITY CLERK**

Zack Beck

### **HOW TO WATCH**

The City of Escondido provides three ways to watch a City Council meeting:

#### **In Person**



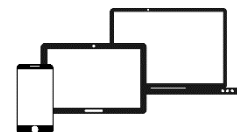
201 N. Broadway

#### **On TV**



Cox Cable Channel 19 and U-verse Channel 99

#### **Online**



[www.escondido.gov](http://www.escondido.gov)



# CITY *of* ESCONDIDO

## COUNCIL MEETING AGENDA

WEDNESDAY, JUNE 25, 2025

### HOW TO PARTICIPATE

The City of Escondido provides two ways to communicate with the City Council during a meeting:

#### In Person



Fill out Speaker Slip and Submit to City Clerk

#### In Writing



[escondido-ca.municodemeetings.com](https://escondido-ca.municodemeetings.com)

### ASSISTANCE PROVIDED

If you need special assistance to participate in this meeting, please contact our ADA Coordinator at 760-839-4869. Notification 48 hours prior to the meeting will enable the city to make reasonable arrangements to ensure accessibility. Listening devices are available for the hearing impaired – please see the City Clerk.





# CITY of ESCONDIDO

## COUNCIL MEETING AGENDA

WEDNESDAY, JUNE 25, 2025

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### CLOSED SESSION

4:00 PM

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#### CALL TO ORDER

1. Roll Call: Fitzgerald, C. Garcia, J. Garcia, Martinez, White

#### ORAL COMMUNICATIONS

In addition to speaking during particular agenda items, the public may address the Council on any item which is not on the agenda provided the item is within the subject matter jurisdiction of the City Council. State law prohibits the Council from discussing or taking action on such items, but the matter may be referred to the City Manager/staff or scheduled on a subsequent agenda. Speakers are limited to only one opportunity to address the Council under Oral Communications.

#### CLOSED SESSION

##### **I. CONFERENCE WITH LABOR NEGOTIATORS (Government Code § 54957.6)**

- a. Agency Representative: Sean McGlynn, City Manager, or designee  
Employee Organization: Escondido City Employees' Association, Supervisory Bargaining Unit
- b. Agency Representatives: Sean McGlynn, City Manager, or designee  
Employee Organization: Escondido Police Association Non-Sworn Bargaining Unit

##### **II. CONFERENCE WITH LEGAL COUNSEL – PENDING LITIGATION (Government Code § 54956.9(d)(1))**

- a. *John Winchester v. City of Escondido, et al.*  
San Diego Superior Court Case No. 37-2018-00062340-CU-CR-NC

##### **III. CONFERENCE WITH REAL PROPERTY NEGOTIATORS (Government Code § 54956.8)**

- a. Property: 340 N. Escondido Blvd., Escondido (California Center for the Arts, Escondido)  
Agency Negotiator: Sean McGlynn, City Manager, or designees  
Negotiating Party: California Center for the Arts, Escondido  
Under Negotiation: Terms of Management Agreement

##### **IV. CONFERENCE WITH LEGAL COUNSEL – ANTICIPATED LITIGATION (Government Code § 54956.9(d)(4))**

- a. One Matter

#### ADJOURNMENT



# CITY *of* ESCONDIDO

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WEDNESDAY, JUNE 25, 2025

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### REGULAR SESSION

5:00 PM Regular Session

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#### MOMENT OF REFLECTION

City Council agendas allow an opportunity for a moment of silence and reflection at the beginning of the evening meeting. The City does not participate in the selection of speakers for this portion of the agenda, and does not endorse or sanction any remarks made by individuals during this time. If you wish to be recognized during this portion of the agenda, please notify the City Clerk in advance.

#### FLAG SALUTE

The City Council conducts the Pledge of Allegiance at the beginning of every City Council meeting.

#### CALL TO ORDER

Roll Call: Fitzgerald, C. Garcia, J. Garcia, Martinez, White

#### PROCLAMATION

Alzheimer's and Brain Awareness Month

#### CLOSED SESSION REPORT

#### ORAL COMMUNICATIONS

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#### CONSENT CALENDAR

Items on the Consent Calendar are not discussed individually and are approved in a single motion. However, Council members always have the option to have an item considered separately, either on their own request or at the request of staff or a member of the public.

#### 1. AFFIDAVITS OF PUBLICATION, MAILING, AND POSTING (COUNCIL/RRB)





# CITY of ESCONDIDO

## COUNCIL MEETING AGENDA

WEDNESDAY, JUNE 25, 2025

**2. APPROVAL OF WARRANT REGISTER**

Approval for City Council and Housing Successor Agency warrants issued between June 09, 2025 to June 15, 2025.

Staff Recommendation: Approval (Finance Department: Christina Holmes, Director of Finance)

**3. APPROVAL OF MINUTES: Regular meetings of June 4, 2025 and June 11, 2025**

**4. WAIVER OF READING OF ORDINANCES AND RESOLUTIONS**

**5. SMALL MUNICIPAL AND COUNTY GOVERNMENT ENTERPRISE AGREEMENT (SGEA) WITH ENVIRONMENTAL SYSTEMS RESEARCH INSTITUTE, INC. ("ESRI")**

Request the City Council adopt Resolution No. 2025-65 to contract with ESRI to provide GIS software.

Staff Recommendation: Approval (Information Systems Department: Robert Van Dey Hey, Chief Information Officer)

Presenter: Robert Van Dey Hey, Chief Information Officer

a) Resolution No. 2025-65

**6. APPROVAL OF CALPERS INDUSTRIAL DISABILITY RETIREMENT FOR POLICE SERGEANT CHRISTOPHER LESO**

Request the City Council adopt Resolution No. 2025-16, approving the California Public Employees' Retirement System (CalPERS) Industrial Disability Retirement for Police Sergeant Christopher Leso.

Staff Recommendation: Approval (Human Resources Department: Jessica Perpetua, Director of Human Resources)

Presenter: Jessica Perpetua, Director of Human Resources

a) Resolution No. 2025-16



# CITY of ESCONDIDO

## COUNCIL MEETING AGENDA

WEDNESDAY, JUNE 25, 2025

**7. MEMORANDUM OF UNDERSTANDING BETWEEN THE CITY OF ESCONDIDO AND TEAMSTERS LOCAL 986 – MAINTENANCE AND OPERATIONS (M&O) BARGAINING UNIT**

Request the City Council adopt Resolution No. 2025-80, approving a three-year Memorandum of Understanding (“MOU”) between the City of Escondido (“City”) and the Teamsters (“Teamsters”) – Maintenance and Operations (“M&O”) Bargaining Unit, commencing July 1, 2025, through June 30, 2028 and approve a budget adjustment appropriating \$1,196,630 to account for the direct budget impacts in Fiscal Year 2025/26.

Staff Recommendation: Approval (Human Resources Department: Jessica Perpetua, Director of Human Resources)

Presenter: Jessica Perpetua, Director of Human Resources

a) Resolution No. 2025-80

**8. MEMORANDUM OF UNDERSTANDING BETWEEN THE CITY OF ESCONDIDO AND TEAMSTERS LOCAL 986 – ADMINISTRATIVE, CLERICAL, ENGINEERING (ACE) BARGAINING UNIT**

Request the City Council adopt Resolution No. 2025-81, approving a three-year Memorandum of Understanding (“MOU”) between the City of Escondido (“City”) and the Teamsters (“Teamsters”) – Administrative, Clerical, Engineering (“ACE”) Bargaining Unit, commencing July 1, 2025, through June 30, 2028 and approve a budget adjustment appropriating \$454,010 to account for the direct budget impacts in Fiscal Year 2025/26.

Staff Recommendation: Approval (Human Resources Department: Jessica Perpetua, Director of Human Resources)

Presenter: Jessica Perpetua, Director of Human Resources

a) Resolution No. 2025-81

**9. MEMORANDUM OF UNDERSTANDING BETWEEN THE CITY OF ESCONDIDO AND THE ESCONDIDO POLICE OFFICERS’ ASSOCIATION – NON-SWORN BARGAINING UNIT**

Request the City Council adopt Resolution No. 2025-82, approving a three-year Memorandum of Understanding (“MOU”) between the City of Escondido (“City”) and the Escondido Police Officers’ Association (“POA”) – Non-Sworn (“NSP”) Bargaining Unit, commencing July 1, 2025, through June 30, 2028, and approve a budget adjustment appropriating \$281,360 to account for the direct budget impacts in Fiscal Year 2025/26.

Staff Recommendation: Approval (Human Resources Department: Jessica Perpetua, Director of Human Resources)

Presenter: Jessica Perpetua, Director of Human Resources

a) Resolution No. 2025-82



# CITY of ESCONDIDO

## COUNCIL MEETING AGENDA

WEDNESDAY, JUNE 25, 2025

### **10. CATALYST GRANT AWARD - \$5,000**

Request the City Council adopt Resolution No. 2025-73 authorizing the Assistant Director of Community Services to receive a \$5,000 grant from the Society of American Archivists Foundation on behalf of the Escondido Public Library.

Staff Recommendation: Approval (Public Works/Community Services Department: Joseph Goulart, Director of Public Works)

Presenter: Robert Rhoades, Assistant Director of Community Services

a) Resolution No. 2025-73

### **CONSENT RESOLUTIONS AND ORDINANCES (COUNCIL/RRB)**

The following Resolutions and Ordinances were heard and acted upon by the City Council/RRB at a previous City Council/Mobilehome Rent Review meeting. (The title of Ordinances listed on the Consent Calendar are deemed to have been read and further reading waived.)

### **11. AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF ESCONDIDO, CALIFORNIA, AMENDING ESCONDIDO MUNICIPAL CODE CHAPTER 16, ARTICLE 8, TO REGULATE SHORT-TERM RENTALS**

Approved on June 11, 2025 with a vote count of 5/0.

a) Ordinance No. 2025-05 (Second Reading and Adoption)

### **PUBLIC HEARINGS**

### **12. CITYWIDE ENERGY ROADMAP PROGRAM - CONTINUED TO AUGUST 27, 2025 MEETING**

Request the City Council approve the Citywide Energy Roadmap Program.

Staff Recommendation: Approval (Development Services Department: Christopher McKinney, Deputy City Manager/Interim Director of Development Services)

Presenter: Christopher McKinney, Deputy City Manager/Interim Director of Development Services



# CITY of ESCONDIDO

## COUNCIL MEETING AGENDA

WEDNESDAY, JUNE 25, 2025

**13. FISCAL YEAR ("FY") 2025-2029 FIVE-YEAR CONSOLIDATED PLAN AND FISCAL YEAR 2025-2026 ANNUAL ACTION PLAN FOR DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT ("HUD") FUNDING FOR THE COMMUNITY DEVELOPMENT BLOCK GRANT ("CDBG") AND HOME INVESTMENT PARTNERSHIP ("HOME") PROGRAMS**

Request the City Council conduct a public hearing to solicit and consider citizen input on the Fiscal Year 2025-2029 Consolidated Plan and Annual Action Plan for the use of CDBG and HOME funds; and adopt Resolution No. 2025-69 approving Fiscal Year 2025-2029 Consolidated Plan and Fiscal Year 2025-2026 Annual Action Plan for the use of CDBG and HOME funds, conditionally commit funds to projects, authorize the Director of Community Development to execute contracts as appropriate and approve the submittal of the Fiscal Year 2025-2029 Consolidated Plan and the Fiscal Year 2025-2026 Annual Action Plan to HUD.

Staff Recommendation: Approval (Development Services Department: Christopher McKinney, Deputy City Manager/Interim Director of Development Services)

Presenters: Danielle Lopez, Housing and Neighborhood Services Manager; Dulce Salazar, Management Analyst; and Norma Olquin, Management Analyst

a) Resolution No. 2025-69

### CURRENT BUSINESS

**14. FIRE DEPARTMENT EMS PROGRAM ANALYSIS, AMBULANCE TRANSPORTATION FEE STUDY, COMMUNITY RISK ASSESSMENT: STANDARDS OF COVERAGE STUDY**

Request the City Council receive and file the Fire Department's Standards of Coverage Study as presented by AP Triton and provide direction or feedback.

Staff Recommendation: Receive and File (Fire Department: John Tenger, Fire Chief)

Presenters: John Tenger, Fire Chief, Kurt Latipow, CEO, AP Triton

**15. URBAN FORESTRY MANAGEMENT PROGRAM INFORMATIONAL ITEM**

Request the City Council receive Urban Forestry Management Program Project ("Project") presentation.

Staff Recommendation: Receive and File (Development Services Department: Christopher W. McKinney, Deputy City Manager/Interim Director of Development Services)

Presenter: Pricila Roldan, Associate Planner



# CITY of ESCONDIDO

## COUNCIL MEETING AGENDA

WEDNESDAY, JUNE 25, 2025

### FUTURE AGENDA

#### **16. FUTURE AGENDA**

The purpose of this item is to identify issues presently known to staff or which members of the City Council wish to place on an upcoming City Council agenda. Council comment on these future agenda items is limited by California Government Code Section 54954.2 to clarifying questions, brief announcements, or requests for factual information in connection with an item when it is discussed.

Staff Recommendation: None (City Clerk's Office: Zack Beck)

### COUNCILMEMBERS SUBCOMMITTEE REPORTS AND OTHER REPORTS

#### CITY MANAGER'S REPORT

The most current information from the City Manager regarding Economic Development, Capital Improvement Projects, Public Safety, and Community Development.

#### ORAL COMMUNICATIONS

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#### ADJOURNMENT

#### UPCOMING MEETING SCHEDULE

Wednesday, July 16, 2025	4:00 & 5:00 PM	Closed Session, Regular Meeting, <i>Council Chambers</i>
Wednesday, July 23, 2025	4:00 & 5:00 PM	Closed Session, Regular Meeting, <i>Council Chambers</i>

#### SUCCESSOR AGENCY

Members of the Escondido City Council also sit as the Successor Agency to the Community Development Commission, Escondido Joint Powers Financing Authority, and the Mobilehome Rent Review Board.



# **A F F I D A V I T S**

## **O F**

## **I T E M**

## **P O S T I N G –**

- CONTINUED - CITYWIDE ENERGY ROADMAP PROGRAM
- CONTINUED - ADOPT COMMUNITY DEVELOPMENT PRIORITIES FOR THE 2025-2029 CONSOLIDATED PLAN AND FISCAL YEAR 2025-2026 ANNUAL ACTION PLAN FOR COMMUNITY DEVELOPMENT BLOCK GRANT ("CDBG") AND HOME INVESTMENT PARTNERSHIPS PROGRAM ("HOME")



**CITY OF ESCONDIDO  
OFFICE OF THE CITY CLERK  
201 NORTH BROADWAY  
ESCONDIDO, CA 92025-2798  
(760) 839-4617**

**NOTICE OF PUBLIC HEARING**

NOTICE IS HEREBY GIVEN pursuant to Government Code section 4217.12, on WEDNESDAY, JUNE 25, 2025 at 5 p.m., the Escondido City Council of the City of Escondido will hold a Public Hearing to consider implementation of the following:

**Citywide Energy Roadmap Program**

The Council will review findings that demonstrate the cost of the program will be less than the anticipated marginal cost of thermal, electrical, or other energy that would have been consumed in the absence of those purchases. The Council will also consider adoption of a resolution to authorize an agreement for implementing the program.

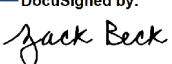
IF YOU CHALLENGE this item in court, you may be limited to raising only those issues you or someone else raised at the Public Hearing described in this notice, or in written correspondence delivered to the City Council, at or prior to the Public Hearing.

The City of Escondido recognizes its obligation to provide equal access to public services for those individuals with disabilities. Please contact the American Disabilities Act (A.D.A.) Coordinator (760) 839-4376 with any requests for reasonable accommodations, to include sign language interpreters, at least 24 hours prior to the meeting. The City of Escondido does not discriminate against any person with a handicapped status.

ALL INTERESTED PERSONS are invited to attend said Public Hearing to express their opinion in this matter. Said Public Hearing will be held in the Council Chambers, 201 N. Broadway, Escondido, California, 92025.

PUBLIC COMMENT: To submit comments in writing, please do so at the following link: <https://escondido-ca.municodem meetings.com/bc-citycouncil/webform/public-comment>.

**FOR ADDITIONAL INFORMATION, please contact Christopher McKinney, Deputy City Manager/Interim Director of Development Services (760) 839-4090.**

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ZACK BECK, City Clerk  
City of Escondido  
June 5, 2025

Published in THE ESCONDIDO TIMES ADVOCATE: 6/5/25

## CITY OF ESCONDIDO

**NOTICE OF PUBLIC HEARING  
ADOPT COMMUNITY DEVELOPMENT PRIORITIES  
FOR THE 2025-2029 CONSOLIDATED PLAN AND FISCAL YEAR 2025-2026 ANNUAL ACTION PLAN  
FOR COMMUNITY DEVELOPMENT BLOCK GRANT ("CDBG") AND HOME INVESTMENT  
PARTNERSHIPS PROGRAM ("HOME")**

## NOTICE OF 10-DAY PUBLIC HEARING

NOTICE IS HEREBY GIVEN that the Escondido City Council will hold a public hearing on **Wednesday, June 25, 2025 at 5 p.m.** in the City Council Chambers, Escondido City Hall, 201 N. Broadway, Escondido, CA 92025, to consider the adoption and approval of the community priorities for the Fiscal Years ("FY") 2025-2029 Consolidated Plan for the Community Development Block Grant ("CDBG") and Home Investment Partnership Program ("HOME") and the City's Annual Action Plan for FY 2025-2026 for CDBG and HOME.

The Five-Year Consolidated Plan is a requirement of the U.S. Department of Housing and Urban Development (HUD), the Consolidated Plan is a five-year blueprint for addressing the needs of low-income individuals, families and neighborhoods. The five-year plan identifies priority areas for the expenditure of federal funds to benefit low- and moderate-income individuals. The One-Year Action Plan specifies the actions the City plans to take, and how CDBG and HOME funds will be allocated during the specified fiscal year to achieve the affordable housing and community development priorities and objectives of the Consolidated Plan.

The FY 2025-2026 Annual Action Plan ("Action Plan") is based on an anticipated federal entitlement of \$1,931,930 which includes \$1,341,561 in CDBG funds and \$590,369 in HOME funds. The City of Escondido released a Request for Proposal for CDBG applications in March 2025 and received 18 proposals from both external and internal applicants.


The FY 2025-26 CDBG and HOME funding recommendations Agenda Report will be available 72-hours prior to the June 25, 2025 Public Hearing on the City's website at [Agendas/Minutes | City of Escondido California Meetings \(municodemeetings.com\) www.escondido.gov](https://www.escondido.gov/Agendas/Minutes/City%20of%20Escondido%20California/Meetings/municodemeetings.com).

The Plan is available for a public review on the City's website at [Servicios de Vivienda y Vecindarios | Escondido, CA](https://www.escondido.gov/Servicios%20de%20Vivienda%20y%20Vecindarios/Escondido,CA) or the Housing and Neighborhood Services Division at Escondido City Hall at 201 N. Broadway, Escondido. Further information may be obtained by contacting Dulce Salazar at 760-839-4057 or [Dulce.Salazar@escondido.gov](mailto:Dulce.Salazar@escondido.gov) in the Housing and Neighborhood Services Division.

PUBLIC COMMENT: To submit comments in writing, please do so at the following link: <https://escondido-ca.municodemeetings.com/bc-citycouncil/webform/public-comment>.

All comments received from the public will be made a part of the record of the meeting.

The City of Escondido remains committed to complying with the Americans with Disabilities Act ("ADA"). Qualified individuals with disabilities who wish to participate in City programs, services, or activities and who need accommodations are invited to present their requests to the City by filing out a Request for Accommodations Form or an Inclusion Support Request Form for Minors, or by calling 760-839-4643, preferably at least 72 hours in advance of the event or activity. Forms can be found on the City's website at: [Risk & Safety / ADA | Escondido, CA](https://www.escondido.gov/Risk%20&%20Safety/ADA/Escondido,CA).

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 Zack Beck, City Clerk  
 City of Escondido  
 Dated: June 12, 2025

Published in THE ESCONDIDO TIMES ADVOCATE: 6/12/25



**CIUDAD DE ESCONDIDO**

**AVISO DE AUDIENCIA PÚBLICA  
ADOPCIÓN DE LAS PRIORIDADES DE DESARROLLO COMUNITARIO  
PARA EL PLAN CONSOLIDADO DEL 2025-2029 Y EL PLAN DE ACCIÓN ANUAL DEL AÑO FISCAL  
2025-2026 PARA SUBVENCIONES EN BLOQUE DE DESARROLLO COMUNITARIO ("CDBG") Y  
POGRAMA DE ASOCIACIONES DE INVERSIÓN EN VIVIENDA ("HOME")**

**AVISO DE AUDIENCIA PÚBLICA DE 10 DÍAS**

POR LA PRESENTE SE NOTIFICA que el Concejo Municipal de Escondido realizará una audiencia pública el **miércoles 25 de junio de 2025 a las 5 p.m.** en la Sala Consistorial del Concejo Municipal, Ayuntamiento de Escondido, 201 N. Broadway, Escondido, CA 92025, para considerar y adoptar las prioridades de la comunidad para el Plan Consolidado de los Años Fiscal 2025-2029 para los fondos de Subvenciones en Bloque de Desarrollo Comunitario ("CDBG") y Programa de Asociaciones de Inversión ("HOME"), y el Plan de Acción Anual de la Ciudad para el Año Fiscal 2025-2026 para CDBG y HOME.

El Plan Consolidado de cinco años es un requisito del Departamento de Vivienda y Desarrollo Urbano de los Estados Unidos (HUD), el Plan Consolidado de cinco años es un plan de acción para dirigirse a las necesidades de personas con ingresos bajos a moderados, familias y vecindarios. El plan de cinco años identifica las áreas de prioridad para el gasto de fondos federales para beneficiar a personas con ingresos bajos y moderados. El Plan de Acción de un Año especifica las acciones que la Ciudad planea realizar y como se asignaran los fondos de CDBG y HOME durante el año fiscal especificado para cumplir con las prioridades y objetivos de desarrollo comunitario y vivienda económica del Plan Consolidado de cinco años.

El Plan de Acción Anual del Año Fiscal 2025-2026 ("Plan de Acción") se basa en un derecho federal anticipado de \$1,931,930 que incluye \$1,341,561 en fondos de CDBG y \$590,369 en fondos de HOME. La Ciudad de Escondido publicó una solicitud de propuestas para aplicaciones de CDBG en marzo de 2025 y recibió 18 propuestas de solicitantes externos e internos.

El Reporte de Agenda con las recomendaciones de financiación de CDBG y HOME para el año fiscal 2025-26 estará disponible 72 horas antes de la audiencia pública del 25 de junio de 2025 en el sitio web de la Ciudad en [Agendas/Minutes | City of Escondido California Meetings \(municodemeetings.com\)](https://www.escondido.gov/Agendas/Minutes/City_of_Escondido_California_Meetings_municodemeetings.com) [www.escondido.gov](https://www.escondido.gov)

Este Plan está disponible para revisión en el sitio web de la Ciudad en [Servicios de Vivienda y Vecindarios | Escondido, CA](https://www.escondido.gov/Servicios_de_Vivienda_y_Vecindarios/Escondido_CA) o en la División de Servicios de Vivienda y Vecindarios en el Ayuntamiento de Escondido en 201 N. Broadway, Escondido. Se puede obtener más información comunicándose con Dulce Salazar al 760-839-4057 o [Dulce.Salazar@escondido.gov](mailto:Dulce.Salazar@escondido.gov) en la División de Vivienda y Servicios al Vecindario.

COMENTARIO PÚBLICO: para enviar comentarios por escrito, hágalo en el siguiente enlace: <https://escondido-ca.municodemeetings.com/bc-citycouncil/webform/public-comment>. Todos los comentarios recibidos del público formarán parte de la junta.

La Ciudad de Escondido sigue comprometida a cumplir con la Ley de Estadounidenses con Discapacidades (ADA). Las personas calificadas con discapacidades que deseen participar en programas, servicios o actividades de la Ciudad y que necesiten adecuaciones están invitadas a presentar sus solicitudes a la Ciudad llenando un Formulario de Solicitud de Adecuaciones o un Formulario de Solicitud de Apoyo de Inclusión para Menores, o llamando al 760-839-4643, preferiblemente al menos 72 horas antes del evento o actividad. Los formularios se pueden encontrar en el sitio web de la Ciudad en: [Riesgo Y Seguridad / ADA | Escondido, CA](https://www.escondido.gov/Riesgo_Y_Seguridad/ADA/Escondido_CA).

DocuSigned by:



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Zack Beck, City Clerk

Ciudad de Escondido

Fechada: 12 de junio, 2025



# STAFF REPORT

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June 25, 2025  
File Number 0400-40

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## SUBJECT

### APPROVAL OF WARRANT REGISTER

## DEPARTMENT

Finance

## RECOMMENDATION

Approval for City Council and Housing Successor Agency warrants issued between June 09, 2025 to June 15, 2025

Staff Recommendation: Approval (Finance Department: Christina Holmes)

**ESSENTIAL SERVICE** – Internal requirement per Municipal Code Section 10

**COUNCIL PRIORITY** –

## FISCAL ANALYSIS

The total amount of the warrants for the following periods are as follows:

Dates	06/09/2025 to 06/15/2025
Total	\$4,232,834.15
Number of Warrants	208

## BACKGROUND

The Escondido Municipal Code Section 10-49 states that warrants or checks may be issued and paid prior to audit by the City Council, provided the warrants or checks are certified and approved by the Director of Finance as conforming to the current budget. These warrants or checks must then be ratified and approved by the City Council at the next regular Council meeting.



# CITY of ESCONDIDO

## COUNCIL MEETING MINUTES

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### CLOSED SESSION

4:00 PM

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### CALL TO ORDER

1. Roll Call: Fitzgerald, C. Garcia, J. Garcia, Martinez, White

### ORAL COMMUNICATIONS

None

### CLOSED SESSION

#### I. CONFERENCE WITH LABOR NEGOTIATORS (Government Code § 54957.6)

- a. Agency Representative: Sean McGlynn, City Manager, or designee  
Employee Organization: Teamsters Local 911, Maintenance and Operations Bargaining Unit and Administrative / Clerical / Engineering Bargaining Unit
- b. Agency Representative: Sean McGlynn, City Manager, or designee  
Employee Organization: Escondido City Employees' Association, Supervisory Bargaining Unit

### ADJOURNMENT

Mayor White adjourned the meeting at 4:40 p.m.

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MAYOR

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CITY CLERK



# CITY of ESCONDIDO

## COUNCIL MEETING MINUTES

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### REGULAR SESSION

5:00 PM Regular Session

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### MOMENT OF REFLECTION

City Council agendas allow an opportunity for a moment of silence and reflection at the beginning of the evening meeting. The City does not participate in the selection of speakers for this portion of the agenda, and does not endorse or sanction any remarks made by individuals during this time. If you wish to be recognized during this portion of the agenda, please notify the City Clerk in advance.

### FLAG SALUTE

The City Council conducts the Pledge of Allegiance at the beginning of every City Council meeting.

### CALL TO ORDER

Roll Call: Fitzgerald, C. Garcia, Martinez, White

### PROCLAMATION

San Diego County Teacher of the Year - Corina Martinez (Pioneer Elementary School)

### PRESENTATION

Clean Energy Alliance

### CLOSED SESSION REPORT

### ORAL COMMUNICATIONS

Maria Wallace – Expressed concern regarding immigration raids in Escondido.

Leila Sackfield – Thanked the Council for appointing her to the Public Art Commission.

### CONSENT CALENDAR

Motion: C. Garcia; Second: Martinez; Approved: 4-0 (J. Garcia – Absent)

#### 1. AFFIDAVITS OF PUBLICATION, MAILING, AND POSTING (COUNCIL/RRB)



# CITY of ESCONDIDO

## COUNCIL MEETING MINUTES

### 2. **APPROVAL OF WARRANT REGISTER**

Request the City Council approve the City Council and Housing Successor Agency warrants issued between May 12, 2025 to May 25, 2025.

Staff Recommendation: Approval (Finance Department: Christina Holmes, Director of Finance)

### 3. **APPROVAL OF MINUTES: Regular meeting of May 21, 2025**

### 4. **WAIVER OF READING OF ORDINANCES AND RESOLUTIONS**

### 5. **CONTINUING THE EMERGENCY REPAIR OF THE ESCONDIDO TRUNK SEWER MAIN**

Request the City Council adopt Resolution No. 2025-58, declaring that pursuant to the terms of Section 22050 of the California Public Contract Code, the City Council finds there is a need to continue the emergency repair of the Escondido Trunk Sewer Main. (File Number 1330-85)

Staff Recommendation: Approval (Utilities Department: Angela Morrow, Director of Utilities)

Presenter: Kyle Morgan, Assistant Director of Utilities, Wastewater

a) Resolution No. 2025-58

### 6. **NOTICE OF COMPLETION FOR THE OAKVALE ROAD REALIGNMENT PROJECT**

Request the City Council adopt Resolution No. 2025-41, authorizing the Director of Utilities to file a Notice of Completion for the Oakvale Road Realignment Project. (File Number 0600-95)

Staff Recommendation: Approval (Utilities Department: Angela Morrow, Director of Utilities)

Presenter: Stephanie Roman, Assistant Director of Utilities, Construction & Engineering

a) Resolution No. 2025-41

### 7. **CHANGE ORDERS TO PURCHASE ORDER AGREEMENT NOS. 39822, 39828, AND 39826, INCREASING THE PURCHASE AMOUNT OF PURATE, SODIUM HYDROXIDE (25% SOLUTION), AND SODIUM HYDROXIDE (50% SOLUTION) FOR THE WATER TREATMENT PLANT**

Request the City Council take the following actions: (1) adopt Resolution No. 2025-57, authorizing the Finance Department to execute a change order in the amount \$139,000, increasing the annual purchase order amount for Purate to \$473,170; (2) adopt Resolution No. 2025-62, authorizing the Finance Department to execute a change order in the amount of \$40,000, increasing the annual purchase order amount for Sodium Hydroxide (25% solution) to \$285,500; and (3) adopt Resolution No. 2025-63, authorizing the Finance Department to execute a change order in the amount of \$87,000, increasing the annual purchase order amount for Sodium Hydroxide (50% solution) to \$406,200. (File Number 0470-25)



# CITY of ESCONDIDO

## COUNCIL MEETING MINUTES

Staff Recommendation: Approval (Utilities Department: Angela Morrow, Director of Utilities)

Presenter: Reed Harlan, Assistant Director of Utilities/Water

a) Resolution No. 2025-57

b) Resolution No. 2025-62

c) Resolution No. 2025-63

### 8. **BID AWARD FOR RFB NO. 25-10 LIVE CHANNEL CATFISH**

Request the City Council adopt Resolution No. 2025-67, authorizing the Mayor to execute, on behalf of the City, a Public Services Agreement with Imperial Catfish for the purchase of Live Channel Catfish to stock Dixon Lake and Lake Wohlford ("Agreement"). (File Number 0600-10; A-3557)

Staff Recommendation: Approval (Public Works Department: Joseph Goulart, Director of Public Works)

Presenter: Brian Thill, Lakes and Open Space Manager

a) Resolution No. 2025-67

### 9. **ACCEPT THE IRREVOCABLE OFFER OF DEDICATION FOR FOXLEY DRIVE**

Request the City Council adopt Resolution No. 2025-15 accepting the Irrevocable Offer to Dedicate Real Property along Foxley Drive for Assessor Parcel No 240-011-04-00. (File Number 0690-30)

Staff Recommendation: Approval (Development Services Department: Christopher W. McKinney, Deputy City Manager/Interim Director of Development Services, and Jonathan Schauble, City Engineer)

Presenter: Jason Christman, Engineering Manager

a) Resolution No. 2025-15

### **CONSENT RESOLUTIONS AND ORDINANCES (COUNCIL/RRB)**

The following Resolutions and Ordinances were heard and acted upon by the City Council/RRB at a previous City Council/Mobilehome Rent Review meeting. (The title of Ordinances listed on the Consent Calendar are deemed to have been read and further reading waived.)



# CITY of ESCONDIDO

## COUNCIL MEETING MINUTES

**10. AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF ESCONDIDO, CALIFORNIA, APPROVING AND ADOPTING THE ESCONDIDO POLICE DEPARTMENT MILITARY EQUIPMENT USE POLICY**

Approved on May 14, 2025 with a vote count of 4/0 (Fitzgerald - Absent)

a) Ordinance No. 2025-02 (Second Reading and Adoption)

**11. AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF ESCONDIDO, CALIFORNIA, ADOPTING THE 2025 FIRE HAZARD SEVERITY ZONE MAP AS RECOMMENDED BY THE CALIFORNIA STATE FIRE MARSHAL**

Approved on May 14, 2025 with a vote count of 4/0 (Fitzgerald - Absent)

a) Ordinance No. 2025-03 (Second Reading and Adoption)

### PUBLIC HEARINGS

**12. CITY POSITION VACANCIES AND RECRUITMENT AND RETENTION EFFORTS**

Request the City Council hear the presentation on the status of City vacancies and recruitment and retention efforts as required by California Government Code Section 3502.3, conduct the public hearing, and provide feedback as appropriate. (File Number 0750-75)

Staff Recommendation: Receive and File (Human Resources Department: Jessica Perpetua, Director of Human Resources)

Presenter: Daniel Alvarado, Human Resources Manager

**13. CITYWIDE ENERGY ROADMAP PROGRAM - CONTINUED TO JUNE 25, 2025 COUNCIL MEETING**

Request the City Council approve the Citywide Energy Roadmap Program.

Staff Recommendation: Approval (Development Services Department: Christopher McKinney, Deputy City Manager/Interim Director of Development Services)

Presenter: Christopher McKinney, Deputy City Manager/Interim Director of Development Services

### FUTURE AGENDA

**14. FUTURE AGENDA**

The purpose of this item is to identify issues presently known to staff or which members of the City Council wish to place on an upcoming City Council agenda. Council comment on



# CITY of ESCONDIDO

## COUNCIL MEETING MINUTES

these future agenda items is limited by California Government Code Section 54954.2 to clarifying questions, brief announcements, or requests for factual information in connection with an item when it is discussed.

Staff Recommendation: None (City Clerk's Office: Zack Beck)

### **COUNCILMEMBERS SUBCOMMITTEE REPORTS AND OTHER REPORTS**

#### **CITY MANAGER'S REPORT**

The most current information from the City Manager regarding Economic Development, Capital Improvement Projects, Public Safety, and Community Development.

#### **ORAL COMMUNICATIONS**

None

#### **ADJOURNMENT**

Mayor White adjourned the meeting at 5:35 p.m.

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MAYOR

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CITY CLERK





# CITY of ESCONDIDO

## COUNCIL MEETING MINUTES

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### CLOSED SESSION

4:00 PM

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### CALL TO ORDER

1. Roll Call: Fitzgerald, C. Garcia, J. Garcia, Martinez, White

### ORAL COMMUNICATIONS

None

### CLOSED SESSION

#### I. CONFERENCE WITH LABOR NEGOTIATORS (Government Code § 54957.6)

- a. Agency Representative: Sean McGlynn, City Manager, or designee  
Employee Organization: Teamsters Local 911, Maintenance and Operations Bargaining Unit and Administrative / Clerical / Engineering Bargaining Unit
- b. Agency Representative: Sean McGlynn, City Manager, or designee  
Employee Organization: Escondido City Employees' Association, Supervisory Bargaining Unit
- c. Agency Representative: Sean McGlynn, City Manager, or designee  
Employee Organization: Escondido Police Officers Association Non-Sworn Bargaining Unit

### ADJOURNMENT

Mayor White adjourned the meeting at 4:40 p.m.

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MAYOR

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CITY CLERK



# CITY of ESCONDIDO

## COUNCIL MEETING MINUTES

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### REGULAR SESSION

5:00 PM Regular Session

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### MOMENT OF REFLECTION

City Council agendas allow an opportunity for a moment of silence and reflection at the beginning of the evening meeting. The City does not participate in the selection of speakers for this portion of the agenda, and does not endorse or sanction any remarks made by individuals during this time. If you wish to be recognized during this portion of the agenda, please notify the City Clerk in advance.

### FLAG SALUTE

The City Council conducts the Pledge of Allegiance at the beginning of every City Council meeting.

### CALL TO ORDER

Roll Call: Fitzgerald, C. Garcia, J. Garcia, Martinez, White

### CLOSED SESSION REPORT

None

### ORAL COMMUNICATIONS

Givino Rossini – Expressed concern over the impacts the Grand Ave construction project has on his business and other businesses on Grand Ave.

Gary Cass – Expressed concern for public safety with the scheduled “No Kings Day” protest at Grape Day Park

Everardo F – Expressed concern for the undocumented community in Escondido.

Gregg Oliver – Expressed concern that Measure I funding is not being applied to the priorities established in the ballot and requested the Council align its budgetary allocations with Measure I priorities.

### CONSENT CALENDAR

Motion: White; Second: C. Garcia; Approved: 5-0

#### 1. AFFIDAVITS OF PUBLICATION, MAILING, AND POSTING (COUNCIL/RRB)



# CITY of ESCONDIDO

## COUNCIL MEETING MINUTES

### 2. **APPROVAL OF WARRANT REGISTER**

Request the City Council approve the City Council and Housing Successor Agency warrants issued between May 26, 2025 to June 01, 2025.

Staff Recommendation: Approval (Finance Department: Christina Holmes, Director of Finance)

### 3. **APPROVAL OF MINUTES: None**

### 4. **WAIVER OF READING OF ORDINANCES AND RESOLUTIONS**

### 5. **AGREEMENT FOR RECREATION MANAGEMENT SOFTWARE**

Request the City Council adopt Resolution No. 2025-27 authorizing the Mayor to execute, on behalf of the City, an agreement with Amilia Technologies USA Inc. for the use of SmartRec recreation management software. (File Number 0600-10; A-3558)

Staff Recommendation: Approval (Community Services Department: Joseph Goulart, Director of Public Works)

Presenter: Patrick Martinez, Community Services Manager

a) Resolution No. 2025-27

### 6. **APPROVE FIRST AMENDMENT TO CONSULTING AGREEMENT FOR THE SOUTH ESCONDIDO ACCESS IMPROVEMENTS PROJECT**

Request the City Council adopt Resolution No. 2025-42 authorizing the Mayor to execute, on behalf of the City, a First Amendment to the Consulting Agreement dated February 21, 2024 with STC Traffic, Inc. ("STC") in the amount of \$160,455 for the South Escondido Access Improvements Project ("Project"). (File Number 0600-10; A-3488-1)

Staff Recommendation: Approval (Development Services Department: Christopher McKinney, Deputy City Manager/Interim Director of Development Services and Jonathan Schauble, City Engineer)

Presenter: Jonathan Schauble, City Engineer

a) Resolution No. 2025-42

### 7. **FISCAL YEAR 2024 URBAN AREA SECURITY INITIATIVE (UASI) GRANT PROGRAM AND BUDGET ADJUSTMENT**

Request the City Council adopt Resolution No. 2025-61 authorizing the Escondido Police Department to accept Fiscal Year 2024 Urban Area Security Initiative (UASI) grant funds in the amount of \$281,393; authorize the Police Chief or his designee to execute all grant documents



# CITY of ESCONDIDO

## COUNCIL MEETING MINUTES

on behalf of the City, and approve budget adjustments needed to accept and spend grant funds. (File Number 0480-70)

Staff Recommendation: Approval (Police Department: Ryan Banks, Interim Chief of Police)

Presenter: Ryan Banks, Interim Chief of Police

a) Resolution No. 2025-61

### **8. FISCAL YEAR 2024 STATE HOMELAND SECURITY GRANT PROGRAM AND BUDGET ADJUSTMENT**

Request the City Council adopt Resolution No. 2025-60 authorizing the Escondido Police Department to accept Fiscal Year 2024 State Homeland Security Grant funds in the amount of \$67,997; authorize the Chief of Police or his designee to execute all grant documents on behalf of the City, and approve budget adjustments needed to accept and spend grant funds. (File Number 0480-70)

Staff Recommendation: Approval (Police Department: Ryan Banks, Interim Chief of Police)

Presenter: Ryan Banks, Interim Chief of Police

a) Resolution No. 2025-60

## **WORKSHOP**

### **9. FIVE-YEAR CAPITAL IMPROVEMENT PROGRAM AND FISCAL YEAR 2025/26 CAPITAL IMPROVEMENT PROGRAM BUDGET STATUS**

Request the City Council to review the proposed Fiscal Year 2025/26 Five-Year Capital Improvement Program and Budget and authorize staff to return with the Fiscal Year 2025/26 Capital Improvement Program and Budget for final adoption on June 18, 2025. (File Number 0430-30)

Staff Recommendation: Provide Direction (Finance Department: Christina Holmes, Director of Finance)

Presenter: Lyn Cruz, Accountant II

## **PUBLIC HEARING**

### **10. ADOPT COMMUNITY DEVELOPMENT PRIORITIES FOR THE 2025-2029 CONSOLIDATED PLAN AND FISCAL YEAR 2025-2026 ANNUAL ACTION PLAN FOR COMMUNITY DEVELOPMENT BLOCK GRANT ("CDBG") AND HOME INVESTMENT PARTNERSHIPS PROGRAM ("HOME") - CONTINUED TO JUNE 25, 2025 COUNCIL MEETING**



# CITY of ESCONDIDO

## COUNCIL MEETING MINUTES

### CURRENT BUSINESS

**11. REQUEST FOR AUTHORIZATION TO FILE A SMART GROWTH INCENTIVE PROGRAM GRANT APPLICATION FOR GRANT FUNDS AND ACCEPTANCE OF TERMS OF GRANT AGREEMENT**

Request the City Council adopt Resolution No. 2025-66, authorizing the Development Services Department to submit an application for the Smart Growth Incentive Program grant application and accept the terms of the grant agreement. (File Number 0430-20)

Staff Recommendation: Approval (Development Services Department: Christopher W. McKinney, Deputy City Manager/Interim Director of Development Services)

Presenter: Veronica Morones, City Planner

a) Resolution No. 2025-66

Motion: J. Garcia; Second: Fitzgerald; Approved: 5-0

**12. ESCONDIDO MUNICIPAL CODE CHAPTER 16, ARTICLE 8, REGULATING SHORT-TERM RENTALS**

Request the City Council introduce Ordinance No. 2025-05 to amend Escondido Municipal Code Chapter 16 (Business Licenses), Article 8, to regulate short-term rentals operating within the City. (File Number 0680-50)

Staff Recommendation: Approval (City Attorney's Office: Michael R. McGuinness, City Attorney)

Presenter: Michael McGuinness, City Attorney

a) Ordinance No. 2025-05 (First Reading and Introduction)

Motion: White; Second: J. Garcia; Approved: 5-0

**13. MEASURE I CITIZENS' OVERSIGHT COMMITTEE BYLAWS**

Request the City Council approve the Measure I Citizens' Oversight Committee Bylaws and corresponding letter to the Measure I Citizens' Oversight Committee requesting the Bylaws be considered for adoption. (File Number 0610-55)

Staff Recommendation: Approval (City Clerk's Office: Zack Beck, City Clerk)

Presenter: Zack Beck, City Clerk

Motion: White; Second: J. Garcia; Approved: 5-0

### FUTURE AGENDA



# CITY of ESCONDIDO

## COUNCIL MEETING MINUTES

### **14. FUTURE AGENDA**

The purpose of this item is to identify issues presently known to staff or which members of the City Council wish to place on an upcoming City Council agenda. Council comment on these future agenda items is limited by California Government Code Section 54954.2 to clarifying questions, brief announcements, or requests for factual information in connection with an item when it is discussed.

Staff Recommendation: None (City Clerk's Office: Zack Beck)

J. Garcia/Fitzgerald – Update on FiberCity Work being conducted in the community

### **COUNCILMEMBERS SUBCOMMITTEE REPORTS AND OTHER REPORTS**

#### **CITY MANAGER'S REPORT**

The most current information from the City Manager regarding Economic Development, Capital Improvement Projects, Public Safety, and Community Development.

#### **ORAL COMMUNICATIONS**

None

#### **ADJOURNMENT**

Mayor White adjourned the meeting at 6:41 p.m.

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MAYOR

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CITY CLERK



# STAFF REPORT

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## ITEM NO. 4

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### SUBJECT

### WAIVER OF READING OF ORDINANCES AND RESOLUTIONS –

### ANALYSIS

The City Council/RRB has adopted a policy that is sufficient to read the title of ordinances at the time of introduction and adoption, and that reading of the full text of ordinances and the full text and title of resolutions may be waived.

Approval of this consent calendar item allows the City Council/RRB to waive the reading of the full text and title of all resolutions agendaized in the Consent Calendar, as well as the full text of all ordinances agendaized in either the Introduction and Adoption of Ordinances or General Items sections. **This particular consent calendar item requires unanimous approval of the City Council/RRB.**

Upon approval of this item as part of the Consent Calendar, all resolutions included in the motion and second to approve the Consent Calendar shall be approved. Those resolutions removed from the Consent Calendar and considered under separate action may also be approved without the reading of the full text and title of the resolutions.

Also, upon the approval of this item, the Mayor will read the titles of all ordinances included in the Introduction and Adoption of Ordinances section. After reading of the ordinance titles, the City Council/RRB may introduce and/or adopt all the ordinances in one motion and second.

### RECOMMENDATION

Staff recommends that the City Council/RRB approve the waiving of reading of the text of all ordinances and the text and title of all resolutions included in this agenda. Unanimous approval of the City Council/RRB is required.

Respectfully Submitted,

Zack Beck  
City Clerk



# STAFF REPORT

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June 25, 2025

File Number 0600-10; A-3560

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## SUBJECT

**SMALL MUNICIPAL AND COUNTY GOVERNMENT ENTERPRISE AGREEMENT (SGEA) WITH ENVIRONMENTAL SYSTEMS RESEARCH INSTITUTE, INC. ("ESRI")**

## DEPARTMENT

Information Systems

## RECOMMENDATION

Request the City Council adopt Resolution No. 2025-65 to contract with ESRI to provide GIS software.

Staff Recommendation: Approval (Information Systems: Robert Van Dey Hey, Chief Information Officer)

Presenter: Robert Van Dey Hey, Chief Information Officer

**ESSENTIAL SERVICE** – Yes, Police Services; Fire/EMS Services; Land Use/Development; Clean Water; Sewer; Public Works/Infrastructure; Maintenance of Parks facilities/Open Spaces

## COUNCIL PRIORITY –

## FISCAL ANALYSIS

The projected cost for the three-year agreement with ESRI for the Small Government Enterprise Agreement Annual Subscription is \$360,900 (Attachment "1"). This is budgeted through the 2028 fiscal year. The total cost of the contract is \$360,900 where the annual cost is \$120,300, with this last amount being the annual expected cost thereafter. Note that the first year is equivalent to our current annual GIS software subscription costs. Funding for the first year will come from current budget funds. The amounts are to be provided via the General Fund with a 30 percent (30%) allocation to Utilities.

## PREVIOUS ACTION

On March 24, 2021, the City Council approved Resolution No. 2021-39, initiating a four-year contract with Environmental Systems Research Institute, Inc. ("ESRI") to provide GIS software.

## BACKGROUND

GIS has been in use within the City for over a quarter of a century. Initially, it was used primarily as a mapping tool and has produced almost every map within the City since then. As the technology has evolved, the role of GIS has changed to being the creator and maintainer of the definitive record of assets





# CITY of ESCONDIDO

## STAFF REPORT

within the City that other applications base their systems on. For example, Cityworks and work-orders for Utilities and Public Works assets, as well as cases for building development, code enforcement and certain fire inspections use GIS technology.

Note that departments and staff also rely on a variety of web applications built by GIS. Examples include: EPIC, the parcel viewer, for rapid querying of parcel information; Utility Viewer, for rapid querying of utilities and engineering data; and Fire Viewer, for rapid querying of locations for numerous purposes including reviewing 911 call location and patterns. Furthermore, the Police Crime Investigations Unit uses GIS for much of its analysis.

Looking to the future, Information Systems is committed to ensuring future enterprise software integrates directly with ESRI services. This will ensure maximum efficiency and accuracy for location-based municipal services.

ESRI is recognized as the leader, worldwide, in GIS. Trimble, Inc., provider of our Cityworks software, is a partner of ESRI and thus the two vendors work closely to ensure the integration of these applications is secure and robust. Staff therefore recommend the approval of the contract with ESRI, attached as Exhibit "A" to Resolution No. 2025-65.

### RESOLUTIONS

- a) Resolution No. 2025-65
- b) Resolution No. 2025-65— Exhibit "A"— Small Enterprise Agreement County and Municipality Government Agreement

### ATTACHMENTS

- a) ESRI Quote

## RESOLUTION NO. 2025-65

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ESCONDIDO, CALIFORNIA, AUTHORIZING THE MAYOR TO EXECUTE, ON BEHALF OF THE CITY, A SMALL MUNICIPAL AND COUNTY ENTERPRISE AGREEMENT WITH ENVIRONMENTAL SYSTEMS RESEARCH INSTITUTE, INC.

WHEREAS, the City currently uses Environmental Systems Research Institute, Inc. ("ESRI") for geographic information system ("GIS") software licensing and mapping; and

WHEREAS, the City desires to enter into a three-year Small Municipal and County Enterprise Agreement ("SGEA") for an amount not to exceed \$360,900 with ESRI for increased GIS software licensing and mapping capabilities; and

WHEREAS, the City Council desires at this time and deems it to be in the best public interest to approve the three-year SGEA with ESRI.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Escondido, California, as follows:

1. That the above recitations are true.
2. That the Mayor and City Council accepts the recommendation of the Information Systems Department regarding approval of the three-year SGEA with ESRI.
3. That the City Council authorizes the Mayor to execute, on behalf of the City, the three-year SGEA with ESRI in substantially the same format as Exhibit "A" which is attached hereto and incorporated by this reference, subject to final approval as to form by the City Attorney.

esri  
OF  
WHERE®

Item5.

**Esri Use Only:**Cust. Name \_\_\_\_\_  
Cust. # \_\_\_\_\_  
PO # \_\_\_\_\_  
Esri Agreement # \_\_\_\_\_**SMALL ENTERPRISE AGREEMENT  
COUNTY AND MUNICIPALITY GOVERNMENT  
(E214-5)**

This Agreement is by and between the organization identified in the Quotation ("**Customer**") and **Environmental Systems Research Institute, Inc. ("Esri")**.

This Agreement sets forth the terms for Customer's use of Products and incorporates by reference (i) the Quotation and (ii) the Master Agreement. Should there be any conflict between the terms and conditions of the documents that comprise this Agreement, the order of precedence for the documents shall be as follows: (i) the Quotation, (ii) this Agreement, and (iii) the Master Agreement. This Agreement shall be governed by and construed in accordance with the laws of the state in which Customer is located without reference to conflict of laws principles, and the United States of America federal law shall govern in matters of intellectual property. The modifications and additional rights granted in this Agreement apply only to the Products listed in Table A.

**Table A  
List of Products****Uncapped Quantities (annual subscription)**

<b>ArcGIS Enterprise Software and Extensions</b> ArcGIS Enterprise (Advanced and Standard) ArcGIS Monitor ArcGIS Enterprise Extensions: ArcGIS 3D Analyst, ArcGIS Spatial Analyst, ArcGIS Geostatistical Analyst, ArcGIS Network Analyst, ArcGIS Data Reviewer	<b>ArcGIS Online User Types</b> ArcGIS Online Viewer User Types
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**Capped Quantities (annual subscription)**

<b>ArcGIS Online User Types</b>		<b>ArcGIS Enterprise User Types</b>	
ArcGIS Online Contributor User Type	30	ArcGIS Enterprise Contributor User Type	30
ArcGIS Online Mobile Worker User Type	150	ArcGIS Enterprise Mobile Worker User Type	150
ArcGIS Online Creator User Type	150	ArcGIS Enterprise Creator User Type	150
ArcGIS Online Professional User Type	40	ArcGIS Enterprise Professional User Type	40
ArcGIS Online Professional Plus User Type	40	ArcGIS Enterprise Professional Plus User Type	40
<b>ArcGIS Pro (Add-on Apps) for ArcGIS Online Creator or Professional User Type</b>		<b>ArcGIS Pro (Add-on Apps) for ArcGIS Enterprise Creator or Professional User Type</b>	
ArcGIS 3D Analyst, ArcGIS Data Reviewer, ArcGIS Geostatistical Analyst, ArcGIS Network Analyst, ArcGIS Publisher, ArcGIS Spatial Analyst, ArcGIS Workflow Manager, ArcGIS Image Analyst	40 each	ArcGIS 3D Analyst, ArcGIS Data Reviewer, ArcGIS Geostatistical Analyst, ArcGIS Network Analyst, ArcGIS Publisher, ArcGIS Spatial Analyst, ArcGIS Workflow Manager, ArcGIS Image Analyst	40 each
<b>ArcGIS Online Apps and Other</b>		<b>ArcGIS Enterprise Apps</b>	
ArcGIS Location Sharing for ArcGIS Online	40	ArcGIS Location Sharing for ArcGIS Enterprise	40
ArcGIS Online Service Credits	100,000		

**Other Benefits**

Number of Esri User Conference registrations provided annually	5
Number of Tier 1 Help Desk individuals authorized to call Distributor	5
Five percent (5%) discount on all individual commercially available instructor-led training classes at Esri facilities purchased outside this Agreement	

Customer may accept this Agreement by signing and returning the whole Agreement with (i) the Quotation attached, (ii) a purchase order, or (iii) another document that matches the Quotation and references this Agreement ("**Ordering Document**"). **ADDITIONAL OR CONFLICTING TERMS IN CUSTOMER'S PURCHASE ORDER OR OTHER DOCUMENT WILL NOT APPLY, AND THE TERMS OF THIS AGREEMENT WILL GOVERN.** This Agreement is effective as of the date of Esri's receipt of an Ordering Document, unless otherwise agreed to by the parties ("**Effective Date**").

**Term of Agreement:** Three (3) years

This Agreement supersedes any previous agreements, proposals, presentations, understandings, and arrangements between the parties relating to the licensing of the Products. Except as provided in Article 4—Product Updates, no modifications can be made to this Agreement.

Accepted and Agreed:

\_\_\_\_\_  
(Customer)

By: \_\_\_\_\_  
Authorized Signature

Printed Name: \_\_\_\_\_

Title: \_\_\_\_\_

Date: \_\_\_\_\_

### CUSTOMER CONTACT INFORMATION

Contact: \_\_\_\_\_

Telephone: \_\_\_\_\_

Address: \_\_\_\_\_

Fax: \_\_\_\_\_

City, State, Postal Code: \_\_\_\_\_

E-mail: \_\_\_\_\_

Country: \_\_\_\_\_

Quotation Number (if applicable): \_\_\_\_\_

## 1.0—ADDITIONAL DEFINITIONS

In addition to the definitions provided in the Master Agreement, the following definitions apply to this Agreement:

**"Case"** means a failure of the Software or Online Services to operate according to the Documentation where such failure substantially impacts operational or functional performance.

**"Deploy", "Deployed" and "Deployment"** mean to redistribute and install the Products and related Authorization Codes within Customer's organization(s).

**"Fee"** means the fee set forth in the Quotation.

**"Maintenance"** means Tier 2 Support, Product updates, and Product patches provided to Customer during the Term of Agreement.

**"Master Agreement"** means the applicable master agreement for Esri Products incorporated by this reference that is (i) found at <https://www.esri.com/en-us/legal/terms/full-master-agreement> and available in the installation process requiring acceptance by electronic acknowledgment or (ii) a signed Esri master agreement or license agreement that supersedes such electronically acknowledged master agreement.

**"Product(s)"** means the products identified in Table A—List of Products and any updates to the list Esri provides in writing.

**"Quotation"** means the offer letter and quotation provided separately to Customer.

**"Technical Support"** means the technical assistance for attempting resolution of a reported Case through error correction, patches, hot fixes, workarounds, replacement deliveries, or any other type of Product corrections or modifications.

**"Tier 1 Help Desk"** means Customer's point of contact(s) to provide all Tier 1 Support within Customer's organization(s).

**"Tier 1 Support"** means the Technical Support provided by the Tier 1 Help Desk.

**"Tier 2 Support"** means the Esri Technical Support provided to the Tier 1 Help Desk when a Case cannot be resolved through Tier 1 Support.

## 2.0—ADDITIONAL GRANT OF LICENSE

**2.1 Grant of License.** Subject to the terms and conditions of this Agreement, Esri grants to Customer a personal, nonexclusive, nontransferable license solely to use, copy, and Deploy quantities of the Products listed in Table A—List of Products for the Term of Agreement (i) for the applicable Fee and (ii) in accordance with the Master Agreement.

**2.2 Consultant Access.** Esri grants Customer the right to permit Customer's consultants or contractors to use the Products exclusively for Customer's benefit. Customer will be solely responsible for compliance by consultants and contractors with this Agreement and will ensure that the consultant or contractor discontinues use of Products upon completion of work for Customer. Access to or use of Products by consultants or contractors not exclusively for Customer's benefit is prohibited. Customer may not permit its consultants or contractors to install Software or Data on consultant, contractor, or third-party computers or remove Software or Data from Customer locations, except for the purpose of hosting the Software or Data on Contractor servers for the benefit of Customer.

## 3.0—TERM, TERMINATION, AND EXPIRATION

**3.1 Term.** This Agreement and all licenses hereunder will commence on the Effective Date and continue for the duration identified in the Term of Agreement, unless this Agreement is terminated earlier as provided herein. Customer is only authorized to use Products during the Term of Agreement. For an Agreement with a limited term, Esri does not grant Customer an indefinite or a perpetual license to Products.

**3.2 No Use upon Agreement Expiration or Termination.** All Product licenses, all Maintenance, and Esri User Conference registrations terminate upon expiration or termination of this Agreement.

**3.3 Termination for a Material Breach.** Either party may terminate this Agreement for a material breach by the other party. The breaching party will have thirty (30) days from the date of written notice to cure any material breach.

**3.4 Termination for Lack of Funds.** For an Agreement with government or government-

owned entities, either party may terminate this Agreement before any subsequent year if Customer is unable to secure funding through the legislative or governing body's approval process.

**3.5 Follow-on Term.** If the parties enter into another agreement substantially similar to this Agreement for an additional term, the effective date of the follow-on agreement will be the day after the expiration date of this Agreement.

## 4.0—PRODUCT UPDATES

**4.1 Future Updates.** Esri reserves the right to update the list of Products in Table A—List of Products by providing written notice to Customer. Customer may continue to use all Products that have been Deployed, but support and upgrades for deleted items may not be available. As new Products are incorporated into the standard program, they will be offered to Customer via written notice for incorporation into the Products schedule at no additional charge. Customer's use of new or updated Products requires Customer to adhere to applicable additional or revised terms and conditions in the Master Agreement.

**4.2 Product Life Cycle.** During the Term of Agreement, some Products may be retired or may no longer be available to Deploy in the identified quantities. Maintenance will be subject to the individual Product Life Cycle Support Status and Product Life Cycle Support Policy, which can be found at <https://support.esri.com/en/other-resources/product-life-cycle>. Updates for Products in the mature and retired phases may not be available. Customer may continue to use Products already Deployed, but Customer will not be able to Deploy retired Products.

## 5.0—MAINTENANCE

The Fee includes standard maintenance benefits during the Term of Agreement as specified in the most current applicable Esri Maintenance and Support Program document (found at <https://www.esri.com/en-us/legal/terms/maintenance>). At Esri's sole discretion, Esri may make patches, hot fixes, or updates available for download. No Software other

than the defined Products will receive Maintenance. Customer may acquire maintenance for other Software outside this Agreement.

### a. Tier 1 Support

1. Customer will provide Tier 1 Support through the Tier 1 Help Desk to all Customer's authorized users.
2. The Tier 1 Help Desk will be fully trained in the Products.
3. At a minimum, Tier 1 Support will include those activities that assist the user in resolving how-to and operational questions as well as questions on installation and troubleshooting procedures.
4. The Tier 1 Help Desk will be the initial point of contact for all questions and reporting of a Case. The Tier 1 Help Desk will obtain a full description of each reported Case and the system configuration from the user. This may include obtaining any customizations, code samples, or data involved in the Case.
5. If the Tier 1 Help Desk cannot resolve the Case, an authorized Tier 1 Help Desk individual may contact Tier 2 Support. The Tier 1 Help Desk will provide support in such a way as to minimize repeat calls and make solutions to problems available to Customer's organization.
6. Tier 1 Help Desk individuals are the only individuals authorized to contact Tier 2 Support. Customer may change the Tier 1 Help Desk individuals by written notice to Esri.

### b. Tier 2 Support

1. Tier 2 Support will log the calls received from Tier 1 Help Desk.
2. Tier 2 Support will review all information collected by and received from the Tier 1 Help Desk including preliminary documented troubleshooting provided by the Tier 1 Help Desk when Tier 2 Support is required.
3. Tier 2 Support may request that Tier 1 Help Desk individuals provide verification of information, additional information, or answers to additional questions to

supplement any preliminary information gathering or troubleshooting performed by Tier 1 Help Desk.

4. Tier 2 Support will attempt to resolve the Case submitted by Tier 1 Help Desk.
5. When the Case is resolved, Tier 2 Support will communicate the information to Tier 1 Help Desk, and Tier 1 Help Desk will disseminate the resolution to the user(s).

## 6.0—ENDORSEMENT AND PUBLICITY

This Agreement will not be construed or interpreted as an exclusive dealings agreement or Customer's endorsement of Products. Either party may publicize the existence of this Agreement.

## 7.0—ADMINISTRATIVE REQUIREMENTS

**7.1 OEM Licenses.** Under Esri's OEM or Solution OEM programs, OEM partners are authorized to embed or bundle portions of Esri products and services with their application or service. OEM partners' business model, licensing terms and conditions, and pricing are independent of this Agreement. Customer will not seek any discount from the OEM partner or Esri based on the availability of Products under this Agreement. Customer will not decouple Esri products or services from the OEM partners' application or service.

**7.2 Annual Report of Deployments.** At each anniversary date and ninety (90) calendar days prior to the expiration of this Agreement, Customer will provide Esri with a written report detailing all Deployments. Upon request, Customer will provide records sufficient to verify the accuracy of the annual report.

## 8.0—ORDERING, ADMINISTRATIVE PROCEDURES, DELIVERY, AND DEPLOYMENT

### 8.1 Orders, Delivery, and Deployment

- a. Upon the Effective Date, Esri will invoice Customer and provide Authorization Codes to activate the nondestructive copy protection program that enables Customer to download,

operate, or allow access to the Products. If this is a multi-year Agreement, Esri may invoice the Fee up to thirty (30) calendar days before the annual anniversary date for each year.

- b. Undisputed invoices will be due and payable within thirty (30) calendar days from the date of invoice. Esri reserves the right to suspend Customer's access to and use of Products if Customer fails to pay any undisputed amount owed on or before its due date. Esri may charge Customer interest at a monthly rate equal to the lesser of one percent (1.0%) per month or the maximum rate permitted by applicable law on any overdue fees plus all expenses of collection for any overdue balance that remains unpaid ten (10) days after Esri has notified Customer of the past-due balance.

- c. Esri's federal ID number is 95-2775-732.

- d. If requested, Esri will ship backup media to the ship-to address identified on the Ordering Document, FOB Destination, with shipping charges prepaid. Customer acknowledges that should sales or use taxes become due as a result of any shipments of tangible media, Esri has a right to invoice and Customer will pay any such sales or use tax associated with the receipt of tangible media.

**8.2 Order Requirements.** Esri does not require Customer to issue a purchase order. Customer may submit a purchase order in accordance with its own process requirements, provided that if Customer issues a purchase order, Customer will submit its initial purchase order on the Effective Date. If this is a multi-year Agreement, Customer will submit subsequent purchase orders to Esri at least thirty (30) calendar days before the annual anniversary date for each year.

- a. All orders pertaining to this Agreement will be processed through Customer's centralized point of contact.
- b. The following information will be included in each Ordering Document:
  - (1) Customer name; Esri customer number, if known; and bill-to and ship-to addresses
  - (2) Order number
  - (3) Applicable annual payment due

## 9.0—MERGERS, ACQUISITIONS, OR DIVESTITURES

If Customer is a commercial entity, Customer will notify Esri in writing in the event of (i) a consolidation, merger, or reorganization of Customer with or into another corporation or entity; (ii) Customer's acquisition of another entity; or (iii) a transfer or sale of all or part of Customer's organization (subsections i, ii, and iii, collectively referred to as "**Ownership Change**"). There will be no decrease in Fee as a result of any Ownership Change.

- 9.1** If an Ownership Change increases the cumulative program count beyond the maximum level for this Agreement, Esri reserves the right to increase the Fee or terminate this Agreement and the parties will negotiate a new agreement.
- 9.2** If an Ownership Change results in transfer or sale of a portion of Customer's organization, that portion of Customer's organization will transfer the Products to Customer or uninstall, remove, and destroy all copies of the Products.
- 9.3** This Agreement may not be assigned to a successor entity as a result of an Ownership Change unless approved by Esri in writing in advance. If the assignment to the new entity is not approved, Customer will require any successor entity to uninstall, remove, and destroy the Products. This Agreement will terminate upon such Ownership Change.



**Quotation # Q-540983**

Item5.



**Environmental Systems Research Institute, Inc.**  
**380 New York St**  
**Redlands, CA 92373-8100**  
**Phone: (909) 793-2853**  
**DUNS Number: 06-313-4175 CAGE Code: 0AMS3**

**Date:** February 4, 2025**Customer # 12745 Contract #**

City of Escondido  
 Information System Dept  
 201 N Broadway  
 Escondido, CA 92025-2709

**ATTENTION:** Rob Van De Hey  
**PHONE:** (760) 839-4035  
**EMAIL:** rvandehey@escondido.org

*To expedite your order, please attach a copy of this quotation to your purchase order.*  
**Quote is valid from: 2/4/2025 To: 5/5/2025**

Material	Qty	Term	Unit Price	Total
193208	1	Year 1	\$120,300.00	\$120,300.00
Populations of 125,000 to 150,000 Small Government Enterprise Agreement Annual Subscription				
193208	1	Year 2	\$120,300.00	\$120,300.00
Populations of 125,000 to 150,000 Small Government Enterprise Agreement Annual Subscription				
193208	1	Year 3	\$120,300.00	\$120,300.00
Populations of 125,000 to 150,000 Small Government Enterprise Agreement Annual Subscription				
<b>Subtotal:</b>				<b>\$360,900.00</b>
<b>Sales Tax:</b>				<b>\$0.00</b>
<b>Estimated Shipping and Handling (2 Day Delivery):</b>				<b>\$0.00</b>
<b>Contract Price Adjust:</b>				<b>\$0.00</b>
<b>Total:</b>				<b>\$360,900.00</b>

Esri may charge a fee to cover expenses related to any customer requirement to use a proprietary vendor management, procurement, or invoice program.

**For questions contact:**

Natalie Carter

**Email:**

ncarter@esri.com

**Phone:**

(909) 793-2853 x7419

The items on this quotation are subject to and governed by the terms of this quotation, the most current product specific scope of use document found at <https://assets.esri.com/content/dam/esrisites/media/legal/product-specific-terms-of-use/e300.pdf>, and your applicable signed agreement with Esri. If no such agreement covers any item quoted, then Esri's standard terms and conditions found at <https://go.esri.com/MAPS> apply to your purchase of that item. If any item is quoted with a multi-year payment schedule, then unless otherwise stated in this quotation, Customer is required to make all payments without right of cancellation. Third-party data sets included in a quotation as separately licensed items will only be provided and invoiced if Esri is able to provide such data and will be subject to the applicable third-party's terms and conditions. If Esri is unable to provide any such data set, Customer will not be responsible for any further payments for the data set. US Federal government entities and US government prime contractors authorized under FAR 51.1 may purchase under the terms of Esri's GSA Federal Supply Schedule. Supplemental terms and conditions found at <https://www.esri.com/en-us/legal/terms/state-supplemental> apply to some US state and local government purchases. All terms of this quotation will be incorporated into and become part of any additional agreement regarding Esri's offerings. Acceptance of this quotation is limited to the terms of this quotation. Esri objects to and expressly rejects any different or additional terms contained in any purchase order, offer, or confirmation sent to or to be sent by buyer. Unless prohibited by law, the quotation information is confidential and may not be copied or released other than for the express purpose of system selection and purchase/license. The information may not be given to outside parties or used for any other purpose without consent from Esri. Delivery is FOB Origin for customers located in the USA.



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ATTENTION: Rob Van De Hey  
PHONE: (760) 839-4035  
EMAIL: rvandehey@escondido.org

*To expedite your order, please attach a copy of this quotation to your purchase order.*  
*Quote is valid from: 2/4/2025 To: 5/5/2025*

If you have made ANY alterations to the line items included in this quote and have chosen to sign the quote to indicate your acceptance, you must fax Esri the signed quote in its entirety in order for the quote to be accepted. You will be contacted by your Customer Service Representative if additional information is required to complete your request.

If your organization is a US Federal, state, or local government agency; an educational facility; or a company that will not pay an invoice without having issued a formal purchase order, a signed quotation will not be accepted unless it is accompanied by your purchase order.

In order to expedite processing, please reference the quotation number and any/all applicable Esri contract number(s) (e.g. MPA, ELA, SmartBuy, GSA, BPA) on your ordering document.

BY SIGNING BELOW, YOU CONFIRM THAT YOU ARE AUTHORIZED TO OBLIGATE FUNDS FOR YOUR ORGANIZATION, AND YOU ARE AUTHORIZING ESRI TO ISSUE AN INVOICE FOR THE ITEMS INCLUDED IN THE ABOVE QUOTE IN THE AMOUNT OF \$\_\_\_\_\_, PLUS SALES TAXES IF APPLICABLE. DO NOT USE THIS FORM IF YOUR ORGANIZATION WILL NOT HONOR AND PAY ESRI'S INVOICE WITHOUT ADDITIONAL AUTHORIZING PAPERWORK.

Please check one of the following:

☐ I agree to pay any applicable sales tax.

☐ I am tax exempt, please contact me if exempt information is not currently on file with Esri.

\_\_\_\_\_  
Signature of Authorized Representative

\_\_\_\_\_  
Date

\_\_\_\_\_  
Name (Please Print)

\_\_\_\_\_  
Title

The quotation information is proprietary and may not be copied or released other than for the express purpose of system selection and purchase/license. This information may not be given to outside parties or used for any other purpose without consent from Environmental Systems Research Institute, Inc. (Esri).

Any estimated sales and/or use tax reflected on this quote has been calculated as of the date of this quotation and is merely provided as a convenience for your organization's budgetary purposes. Esri reserves the right to adjust and collect sales and/or use tax at the actual date of invoicing. If your organization is tax exempt or pays state tax directly, then prior to invoicing, your organization must provide Esri with a copy of a current tax exemption certificate issued by your state's taxing authority for the given jurisdiction.

Esri may charge a fee to cover expenses related to any customer requirement to use a proprietary vendor management, procurement, or invoice program.

**For questions contact:**

Natalie Carter

**Email:**

ncarter@esri.com

**Phone:**

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# STAFF REPORT

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June 25, 2025  
File Number 0170-57

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## SUBJECT

**APPROVAL OF CALPERS INDUSTRIAL DISABILITY RETIREMENT FOR POLICE SERGEANT CHRISTOPHER LESO**

## DEPARTMENT

Human Resources

## RECOMMENDATION

Request the City Council adopt Resolution No. 2025-16, approving the California Public Employees' Retirement System (CalPERS) Industrial Disability Retirement for Police Sergeant Christopher Leso.

Staff Recommendation: Approval (Human Resources: Jessica Perpetua, Director of Human Resources)

Presenter: Jessica Perpetua, Director of Human Resources

**ESSENTIAL SERVICE** – Yes, Internal Requirement

**COUNCIL PRIORITY** –

## FISCAL ANALYSIS

None

## PREVIOUS ACTION

None

## BACKGROUND

Sergeant Christopher Leso filed for Industrial Disability Retirement on May 21, 2025. He was employed by the City of Escondido for 20 years, prior to a Service Retirement Pending an Industrial Disability Retirement. His last day worked was on June 13, 2025. The basis for Sergeant Christopher Leso's Service Pending Industrial Disability Retirement application is confirmed by the medical reports received from Dr. Richard Greenfield. Sergeant Christopher Leso's condition is orthopedic in nature. Accordingly, Sergeant Fred Cheatham is incapacitated within the meaning of the Public Employees' Retirement Law for performance of his usual and customary duties in the position of Police Sergeant.



# CITY *of* ESCONDIDO

## STAFF REPORT

Under state law, CalPERS requires the City Council to adopt a resolution stating that competent medical evidence supports the granting of an Industrial Disability Retirement. Based on medical evidence, staff recommends the City Council adopt Resolution No. 2025-16, approving the CalPERS Industrial Disability Retirement for Sergeant Christopher Leso to be effective June 14, 2025.

### RESOLUTIONS

- a) Resolution No. 2025-16

## RESOLUTION NO. 2025-16

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF  
ESCONDIDO, CALIFORNIA, APPROVING THE CALPERS  
INDUSTRIAL DISABILITY RETIREMENT FOR FORMER  
POLICE SERGEANT CHRISTOPHER LESO

WHEREAS, the City of Escondido (the “City”) is a contracting agency of the California Public Employees’ Retirement System (“CalPERS”); and

WHEREAS, the California Public Employees’ Retirement Law (Government Code Section § 20000 et seq.) (“California law”) requires that the City determine whether an employee classified as a local safety member is disabled for purpose of the California law and whether such disability is “industrial” within the meaning of such law; and

WHEREAS, Christopher Leso (“Employee”) filed an application with CalPERS on May 21, 2025, for a service pending industrial disability retirement due to an orthopedic injury of the right knee; and

WHEREAS, the Employee, was employed by the City in the position of Police Sergeant; and

WHEREAS, the City Council of the City of Escondido has reviewed the medical and other evidence relevant to this industrial disability.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Escondido, California:

1. That the above recitations are true.
2. That the City Council does hereby find and determine that Employee is incapacitated within the meaning of the California Public Employees’ Retirement Law for performance of his duties in the position of Police Sergeant.

3. That the City Council certifies Resolution No. 2025-16 in accordance with Government Code Section § 21156, that this determination was made on the basis of competent medical opinion, and was not used as a substitute for the disciplinary process.

4. That the Employee had filed a Workers' Compensation claim for his disabling condition. The City accepted the Employee's Workers' Compensation claim.

5. That neither Employee nor the City of Escondido has applied to the Worker's Compensation Appeals Board for a determination pursuant to Government Code Section § 21166 whether such disability is industrial.

6. His last day on paid status was June 13, 2025; the employee was separated on June 14, 2025, effective date of retirement June 14, 2025.

7. That there is not a possibility of third-party liability.

8. That the City will not make any monthly advanced disability pension payments.

9. That the primary disabling condition is an orthopedic injury to his right knee, and arose out of and in the course of employment.

10. That there is competent medical opinion certifying the disabling condition to be permanent.

11. That based on information and belief, and on the information provided by City staff, the City Council certifies under penalty of perjury that all statements in this Resolution are true and correct.



# STAFF REPORT

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June 25, 2025  
File Number 0740-30

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## SUBJECT

MEMORANDUM OF UNDERSTANDING BETWEEN THE CITY OF ESCONDIDO AND TEAMSTERS LOCAL 986 – MAINTENANCE AND OPERATIONS (M&O) BARGAINING UNIT

## DEPARTMENT

Human Resources Department

## RECOMMENDATION

Request the City Council adopt Resolution No. 2025-80, approving a three-year Memorandum of Understanding (“MOU”) between the City of Escondido (“City”) and the Teamsters (“Teamsters”) – Maintenance and Operations (“M&O”) Bargaining Unit, commencing July 1, 2025, through June 30, 2028 and approve a budget adjustment appropriating \$1,196,630 to account for the direct budget impacts in FY2025/26.

Staff Recommendation: Approval (Human Resources: Jessica Perpetua, Director of Human Resources)

Presenter: Jessica Perpetua, Director of Human Resources

**ESSENTIAL SERVICE** – Yes, internal requirement in support of Keep City Clean for Public Health and Safety; Land Use/Development; Clean Water; Sewer; Public Works/Infrastructure; Maintenance of Parks facilities/Open Spaces.

**COUNCIL PRIORITY** – Increase Retention and Attraction of People and Businesses to Escondido.

## FISCAL ANALYSIS

The terms of the three-year labor agreement are detailed in the Background section below

## PREVIOUS ACTION

On April 3, 2024, the City Council voted to adopt the MOU between Teamsters and the City, for a two-year term that expires on June 30, 2025.

## BACKGROUND

The City Council provided policy and negotiating authority to the City Manager in closed session. Thereafter, both City staff and Association representatives met quickly and efficiently to reach terms of



# CITY *of* ESCONDIDO

## STAFF REPORT

an agreement. Both parties understand the importance of maintaining good labor relationships to serve the community.

The three-year contract provides: a 6 percent (6%) across-the-board increase for all classifications in year one; 5 percent (5%) across-the-board increase for all classifications in year two; and a 5 percent (5%) across-the-board increase for all classifications in year three; an increase in the compensatory time off maximum from 80 to 100 hours; an increase to tool maintenance allowance for Lead Mechanics and Equipment Mechanics to \$1,200; an increase to training differential to \$1.00 per hour; an annual review of labor market data for Utility classifications; an increase to safety shoe allowance to \$300; establishing a an annual bereavement leave bank of 27 hours; addition of two (2) floating holidays; and release time for 8 members to attend one day of training. The contract also includes MOU language changes and re-opener language for healthcare.

Members of the Association voted in support of the terms and conditions of this agreement. Likewise, City staff recommends approval.

### RESOLUTIONS

- a) Resolution No. 2025-80
- b) Resolution No. 2025-80 – Exhibit “A” — Tentative Agreement

### ATTACHMENTS

- a) Attachment “1” — Budget Adjustment



## RESOLUTION NO. 2025-80

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF  
ESCONDIDO, CALIFORNIA, AUTHORIZING A THREE-  
YEAR MEMORANDUM OF UNDERSTANDING BETWEEN  
THE CITY OF ESCONDIDO AND THE TEAMSTERS 986  
MAINTENANCE AND OPERATIONS BARGAINING UNIT

WHEREAS, on April 3, 2024, the Escondido City Council adopted Resolution No. 2024-37, to complete a Memorandum of Understanding between the Teamsters Local 911 – Maintenance and Operations Unit (“Teamsters”) and the City of Escondido (“City”) for the period of July 1, 2023, and June 30, 2025 (“MOU”); and

WHEREAS, negotiating teams from the City and the Teamsters have been duly appointed and have met and conferred in good faith to address matters affecting both parties including wages, hours, and other terms and conditions of employment; and

WHEREAS, the City and the Teamsters agree the MOU promotes the continuation of the harmonious relationship between the City and the Teamsters and, at this time, a three-year MOU is in the best interest of the City and the Teamsters; and

WHEREAS, this City Council desires at this time and deems it to be in the best public interest to approve a three-year MOU.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Escondido, California, as follows:

1. That the above recitations are true.

2. That to implement the changes as provided in Resolution No. 2025-80 Exhibit "A", and is incorporated herein.

3. That the City Council authorizes the City's negotiating team to execute the three-year MOU with a new term from July 1, 2025, through June 30, 2028.

**City of Escondido  
2025 Meet-and-Confer Process  
Teamsters – Maintenance & Operations Unit**

**Tentative Agreement**

**1. Term (TA)**

Three-year contract.

July 1, 2025 – June 30, 2028

None of the terms are retroactive; all changes take effect upon the agreed upon effective date after the ratification by both parties.

**2. Compensation**

**a. Across-the-board Increase**

- Year 1 – 6.0% across-the-board increase for all classifications.
- Year 2 – 5.0% across-the-board increase for all classifications.
- Year 3 – 5.0% across-the-board increase for all classifications.

**3. Compensatory Time Off Bank (TA)**

The City proposes increasing the maximum balance from 80 hours to 100 hours.

**4. Tool Maintenance Allowance (TA)**

The City proposes increasing the allowance for Lead Mechanics and Equipment Mechanic I/II's from \$800 to \$1,200 annually.

**5. Training Differential (TA)**

The City proposes increasing training differential pay from \$0.97 to \$1.00 per hour for the time they are assigned training duties.

**6. Utility Classification Equity Adjustments**

The City proposes an annual review of labor market data for the duration of the term of this agreement. *\*Language to mirror prior 2021-2022 MOU agreements, based on market comparators defined by class and comp study.*

**7. Safety Shoe Allowance (TA)**

The City proposes increasing the safety shoe allowance from \$225 to \$300 annually.

**8. Bereavement Leave (TA)**

The City proposes establishing a bereavement leave bank valued at 27 hours of straight time (3 days, valued at 9 hours each day) annually.

**9. Holiday (TA)**

The City proposes adding an additional two floating holidays per fiscal year on July 1st, equal to nine hours of straight time for each day (18 hours total of new hours).

**10. Release Time**

The City proposes adding release time language to the MOU for once annual Teamster's training for 8 members of Maintenance & Operations and 3 members of ACE for up to one full day of training at base pay; overtime is not authorized.

**11. Health Care Re-Opener (TA)**

The City will direct the Health Insurance Committee to promptly investigate, evaluate and produce a written report assessing potential options to increase the quantity of City funded health plans. The HIC report shall specifically address participation rates and costs associated with each health care option in a written report to be completed by September 1, 2025. Part of this analysis will include a review of the insurance rebate.

**12. Continue proposal discussion and MOU language**

## Teamsters M&O /ACE

### City MOU Proposals – Tentative Agreement Calendar Year 2025

Revised 6/16/25

Current MOU language (M&O 2023 – 2025) is provided in Time New Roman Font.

Proposed changes are provided in strike-out format and in Arial Font.

## **City Proposal No. B Meal Stipend**

City Rationale: Changes negotiated on Dec 2, 2024, based on Union Proposal to model Teamsters contract with County Water Authority. Side letter replaced former section 21 with new Section 21 R. Simplified process. Increased payments for breakfast and lunch meals. Addressed required IRS issue. Remove process from petty cash. Uncommon benefit in comparable agencies. Based continuing discussion with Teamsters, the City proposes the following changes.

Revised: GM 4/15/25

## **M&O UNIT-2023 –2025**

### Article IV Compensation

#### **Section 21**

~~Employees assigned to emergency or unscheduled overtime have the option to receive a meal paid by the City if the actual time worked is a minimum of two hours, and the actual time worked during the overtime work period takes place in the course of normal meal times. Meals will be provided at City designated restaurants. Employees who meet the criteria have the option to be provided with a paid meal not to exceed the following dollar amounts, including tax and gratuity:~~

~~Breakfast \$15.00 Lunch \$15.00 Dinner \$35.00~~

~~Employees choosing a meal which costs more than the designated meal allowance shall pay the difference between the allowance and the cost of the meal, and shall submit an individual receipt to their supervisor on the following work day. Refer to the Emergency/Unscheduled Overtime Duty Meal Compensation Policy for more information.~~

#### Section 21R Meal ~~Allowance~~ Stipend

a. Eligibility: A bargaining unit member who works an extended day of two (2) additional unscheduled hours or more beyond a scheduled shift, of eight (8) hours or more, is eligible to receive a ~~meal allowance~~ stipend of thirty dollars (\$30.00) and another allowance following every five (5) additional hours thereafter for the duration of the extended day. A bargaining unit member who reports to work for unscheduled hours that are not part of an extended day or reports to work on a scheduled day off and who works ~~ten (10)~~ five (5) ~~four (4)~~ hours or more shall also receive the same ~~meal allowance~~ stipend.

- 1) If the City provides reasonable notice of an overtime need or opportunity, the work will be considered scheduled. Reasonable notice is considered 15 hours the end of your scheduled shift.

4)2) Scheduled overtime does not qualify a bargaining unit member for a meal stipend.

b. Concurrent to the right to a meal stipend, an eligible employee may be able to take a meal during the hours worked. Work conditions and operational impact may determine if the employee will take a break subject to department head or designee discretion.

~~b. Meal Break: Concurrent with entitlement to a meal allowance, an eligible bargaining unit member who works an extended day of two (2) additional hours shall receive a thirty (30) minute paid meal break at the overtime rate.~~

c. Meal Payment: The meal allowance stipend will be paid at the end of the pay period and included in the employee's regular paycheck.

1) The allowance stipend is reportable to the IRS by the City and the employee.

2) The allowance stipend is not an increase in base pay and will not be included in calculations of salary increases or retirement benefits.

3) The City will not require meal receipts.

d. Meals Provided: In an emergency situation, if applicable, as declared by the City Manager or designee, the City may provide reasonable balanced meals for employees in lieu of a meal allowance.

~~2. The parties agree to meet and confer upon request to address any unknown effects of the changes list above.~~

~~3. The parties intend the terms of this side letter will be incorporated into the subsequent MOU.~~

~~4. Agreed upon on December 2, 2024.~~

**ACE 2023-2025: N/A**

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_

**C. Topic: Describing Vacation Accrual in Annual Terms, adding Max Accrual**

City Rationale: The use of the metric “26.0893 pay periods” reflects an attempt to translate the per pay period vacation accrual rate into an annual rate. But a fractional pay period does not exist. Instead pay periods straddle the calendar year and fiscal year. The use of this methodology also requires a manual (and hidden) calculation to determine the annual leave accrual.

And the use of the years of service does not clearly address when the transition between accrual rates occurs. For example, the MOU implies a 3.68 hour accrual in years 1-5 and a higher rate in years 6-10, but it leaves the accrual rate between year 5 and 6 unclear. In practice, the 6 year accrual rate applies on the fifth anniversary, not on the sixth anniversary as written in the MOU. Thus, the proposed language more clearly addresses our actual leave accrual practices and have been incorporated into Workday and Benefits Summaries. The proposal also adds the max accrual which has not been previously addressed in the MOU.

Historically the City has provided 4 hours of vacation time in November as a holdover from a former practice of providing Christmas shopping time off. In lieu of maintaining a separate process to add 4 hours of vacation time to some employees each November, the City proposes adding the four hours to the annual accrual, thus employees would experience a slight increase in vacation accrual in every pay period and not have to wait until November to access the additional hours. Thus  $3.68 * 26.0893 = 96 + 4 = 100$ . Similarly, the maximum leave accrual would be increased accordingly.

**M&O UNIT 2023 –2025, page 18**

**ARTICLE VIII VACATION**

**Section 1 Annual Vacation Leave**

All probationary, permanent part-time, and permanent Maintenance and Operations employees shall be entitled to annual accrual of full or prorated vacation leave with pay.

**Section 2 Earned Vacation**

A. Each eligible employee shall accumulate annual prorated vacation and a maximum accrual from the date of hire at the rate applicable to their employment status as follows:

~~1-5 years of service = 3.68 hours a pay period for 26.0893 pay periods~~

First five years of service 100 hours/year (3.84 hours per pay period), maximum accrual 200 hours

~~6-10 years of service = 5.21 hours a pay period for 26.0893 pay periods~~



5 to 10 years of service 140 hours/year (5.38 hours per pay period), maximum accrual 280 hours

~~11-15 years of service = 6.75 hours a pay period for 26.0893 pay periods~~  
10 to 15 years of service 180 hours/year (6.92 hours per pay period), maximum accrual 360 hours

~~16 years & over = 8.280 hours a pay period for 26.0893 pay periods~~  
More than 15 years of service 220 hours/year (8.46 hours per pay period), maximum accrual 440 hours.

~~B. The City agrees to provide four hours of vacation time in lieu of the past practice of granting an informal four hours off during the holiday season. This additional vacation shall be added to the vacation balance of each employee on the first payday in October each year (including maximum accrual of +8 hours).~~

### Section 3 Vacation Periods

Vacation may be taken the first day following the completion of six months and may never be used in units of less than ~~one hour~~ 15-minute increments.

A. The times during an accrual year at which an employee may take their vacation shall be determined by the Department Head with due regard for the wishes of the employee and particular regard for the needs of the personnel system. Prior approval is required except in the case of an emergency. In such circumstances, the Department Head or designee must be notified of need for previously unapproved vacation.

B. No legal holiday that falls during an employee's vacation may be charged against the employee as vacation, and the leave shall be extended accordingly.

C. Employees who terminate shall be paid in a lump sum for all allowable accrued vacation leave earned prior to the effective date of termination.

### ACE 2023 -2023

Article XVII, Vacation, page 12

The former ECEA ACE MOU language is not as comprehensive at the M&O language above. The City proposes modeling the ACE MOU after the agreed upon M&O vacation terms. This will provide more information to ACE members and will not impact any benefit levels.

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_

## City Proposal No. D

## Disability Leave

City Rationale: No Change in Benefits. The current language is dated and contracts both our practice and state/federal law. It requires a pregnant employee to provide a statement from her doctor assessing her ability to perform her job (Para A.). This is obsolete language likely violates federal and state law. Likewise, women are not "permitted to work" they have a right to work until they and their doctor determine otherwise (Para B.). Frankly, this entire section could be deleted because state and federal law supersede any MOU language. However, the proposal maintains the MOU structure with minimal necessary changes.

Revised: GM 4/11/25

*City Rationale: The current language is dated. It requires a pregnant employee to provide a statement from her doctor assessing her ability to perform her job (Para A.). This is obsolete patriarchal language and likely violates federal and state law. Likewise, women are not "permitted to work" they have a right to work until they and their doctor determine otherwise (Para B.). Frankly, this entire section could be deleted because state and federal law supersede any MOU language. However, the proposal maintains the MOU structure with minimal necessary changes and no loss in any benefit or practice.*

## M&O UNIT 2023 –2025, page 28

### ARTICLE XIII MATERNITY/PATERNITY LEAVE/FAMILY MEDICAL LEAVE ACT (FMLA)/ CALIFORNIA FAMILY RIGHTS ACT (CFRA)/PREGNANCY DISABILITY LEAVE (PDL)

Employees shall be granted Maternity Leave/FMLA/CFRA in accordance in accordance with federal and state law. ~~with the following provisions:~~

~~A. In all cases of pregnancy, the employee (if appropriate, due to the safety aspects of their position)~~ an employee shall furnish the City a statement from her physician giving the anticipated date of delivery and the opinion of the physician as to her ability to perform her normal work assignment. ~~Such statement shall be furnished as soon as practicable after a determination of the pregnancy has been made.~~ When known, the employee shall provide to the Human Resources Benefits Division an expected return to work date, and shall keep Human Resources informed if the expected return to work date changes.

B. A pregnant employee ~~will be permitted to~~ shall work as long as she is able to safely perform the duties of her position as recommended by the statement of her physician.

C. ~~An employee will be permitted to return to work when she is able to safely perform the duties of her position as recommended by the statement of her physician. An employee must give notice two weeks prior to the date she wants to return to work. If she does not give two weeks' notice prior to the date she wants to return to work, the department shall not be required to return her to work until two weeks after she has given such notice.~~

D. ~~A pregnant employee shall be allowed to be absent for the period during which, in the opinion of her attending physician and where necessary, the City physician, A temporarily disabled employee because of pregnancy, miscarriage, abortion, childbirth, and recovery therefrom, in accordance with state and/or federal regulations.~~

E. The City may, at its option, and at City cost, require an independent medical opinion concerning the employee's ability to safely perform her duties.

F. A pregnant employee shall be entitled to use all accumulated paid leave time (sick leave, vacation) for maternity leave and such additional leave of absence without pay, seniority and accrual of benefits, in accordance with state and/or federal regulations.

G. In the case of adoption and paternity leave, up to a maximum of six months leave time may be approved in accordance with the City of Escondido Personnel Rules and Regulations, Rule 21, Section 6.

**ACE 2023-2025, p 21**

Article XXVIII, Maternity/Paternity/FMLA / CFRA/PDL Leave

The ACE MOU contains similar unlawful language as that found in the M&O MOU. The City proposes updating and aligning the language in both MOUs.

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_

## City Proposal No. E

## Military Leave

City Rationale: The current language contains conflicting terms. In Section 2, Compensation, the MOU states that employees will be paid in accordance with state and federal law. As a general rule, state and federal law requires unpaid military leave. However, California law requires a public employer, under specific military orders, to pay their civilian pay for the first 30 days (x Hours) for a deployment of 180 days or less (regular drill weekends are not eligible). To be eligible an employee must also have 12 months of City service

But the MOU also contains language that requires the City to make up the difference between military pay and civilian pay if civilian pay is greater. This creates a significant administrative burden for the City to track both military and civilian pay during every pay period. This burden is mitigated by the fact that in the last 3 years, no City employee on military orders has met the differential pay criteria.

This benefit is primarily used by police officers and EPOA accepted this change. The EFA also accepted the proposed change.

In the last three years, no Teamsters M&O or ACE (including ECEA time) have been eligible and used military leave in the previous three years.

Recommend deleting references to FMLA Military Leave because it is confusing and adequately addressed in Article V, Section 4, FMLA/CFRA Disability Leave and is required by federal and state law. This leave is rarely an option because requires an injured service member in need of care by a "family" member. It is also unpaid. Bottom line: no change in actual benefit to the employee and there is no need for a separate, unique sub-category of FMLA

Revised: GM 4/11/25

## M&O UNIT 2023 –2025, page 26

### ARTICLE XI MILITARY LEAVE/~~FAMILY MEDICAL LEAVE ACT (FMLA) MILITARY LEAVE~~

Section 1 Military Leave/~~FMLA Military Leave Military Leave/FMLA Military Leave~~ shall be granted in accordance with the provisions of State and Federal law. All employees entitled to military leave shall give the City Manager an opportunity within the limits of military regulations to determine when such leave shall be taken.

~~Upon verification of military orders, employees who are members of the military reserve or National Guard who have been called to active duty during national security, after the standard Military Leave Policy, shall receive the difference between the amount the employee would have received from their regular City gross biweekly wage (not including overtime) and the amount the employee receives from the military.~~ Health benefits will be continued for the employee and family. An employee would continue to pay their respective portion of the benefit programs (including any premiums for family coverage), unless health benefits are waived. If the leave is longer than 12 months, no more than one uniform allowance will be paid upon return.

Section 2 Compensation Every employee ordered to take military leave who would have been required to work for and be paid by the City at the same time military leave is ordered shall receive their salary or compensation as an employee of the City in accordance with the provisions of State and Federal law.

**ACE 2023-2025, p 21**

Article XXVII Military Leave / FMLA Military Leave

Recommend the parties align language in both MOUs. Same issues.

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_

**City Proposal No. F**

**Safety Shoes**

City Rationale: In December 2024 the parties agreed to update the Safe Shoe language as provided below. Thus this "proposal" does not required further discussion but is provided in the same format at the other proposals for thorough visibility of all changes.

Revised: GM 4/11/25

M&O UNIT 2023 –2025, page 6

Article IV, Compensation Policy

Section 9 Safety shoe allowance for all represented classifications shall be \$225.00 annually.

Section 10 Safety Shoe Replacement Effective July 1, 2008, the replacement of lost or damaged footwear prior to the completion of the employee's one year shoe allowance period may be reimbursed if the employee can show reasonable cause for such loss or damage, and provided that the footwear to be replaced complies with the American Society for Testing and Materials (ASTM) safety standards.

All premature, unusual wear or damage must be reported to the Safety Office Representative and supervisor immediately.

The Safety Office Representative, in conjunction with the supervisor, will assess the shoe condition and, if warranted, will approve a reimbursement for replacement. The employee will need to supply a receipt of purchase to the Safety Office Representative to obtain reimbursement.

If footwear is replaced within three months prior to the employee's anniversary date, the employee will not be eligible for their Safety Shoe Annual Allowance until the next anniversary date.

The employee will continue to be eligible for replacement of footwear due to unusual wear and tear under the policy. A Policy regarding Safety Shoe Replacement was developed in 2008.

**December 2024 Update to repeal and replace Sections 9 and 10 as follows:**

Section 9R Safety Shoe Allowance

a. Safety shoe allowance for all represented classifications shall be ~~\$225.00~~300.00 annually.

b. Upon implementation of Workday, the safety shoe allowance will be paid during the first pay period after hiring or promotion to an eligible classification and continue annually thereafter on July 1.

- c. If initially eligible or when footwear is replaced, within three months prior to July 1, the employee will not be eligible for their Safety Shoe Annual Allowance until July 1 of the next year.
- d. This compensation is not included in the MOU rate of pay.
- e. The City shall pay for safety shoe toe capping upon request by the employee.
- f. The replacement of lost or damaged footwear prior to the completion of the employee's one-year shoe allowance period may be reimbursed if the employee can show reasonable cause for such loss or damage, and provided that the footwear to be replaced complies with the American Society for Testing and Materials (ASTM) safety standards. The Safety shoes shall meet ASTM-F2413-6 standards.
- g. All premature, unusual wear or damage must be reported to the Safety Office Representative and supervisor immediately.
- h. The Safety Office Representative, in conjunction with the supervisor, will assess the shoe condition and, if warranted, will approve a reimbursement for replacement.
- i. The employee will need to supply a receipt of purchase to the Safety Office Representative to obtain reimbursement.
- j. The employee will continue to be eligible for replacement of footwear due to unusual wear and tear under the policy.

**ACE 2023-2025, p 31**

Article XXXIII

In December 2024, the parties negotiated the following changes to the ACE MOU:

Article XXXIII-R Safety Shoe Allowance

- a. Safety shoe allowance for eligible classifications, as listed in Exhibit "C" of this MOU, shall be \$225.00 annually.
- b. Upon implementation of Workday, the safety shoe allowance will be paid during the first pay period after hiring or promotion to an eligible classification and continue annually thereafter on July 1.
- c. If initially eligible or when footwear is replaced, within three months prior to July 1, the employee will not be eligible for their Safety Shoe Annual Allowance until July 1 of the next year.
- d. This compensation is not included in the MOU rate of pay.

e. The City shall pay for safety shoe toe capping upon request by the employee.

f. The replacement of lost or damaged footwear prior to the completion of the employee's one-year shoe allowance period may be reimbursed if the employee can show reasonable cause for such loss or damage, and provided that the footwear to be replaced complies with the American Society for Testing and Materials (ASTM) safety standards. The Safety shoes shall meet ASTM-F2413-6 standards.

g. All premature, unusual wear or damage must be reported to the Safety Office Representative and supervisor immediately.

h. The Safety Office Representative, in conjunction with the supervisor, will assess the shoe condition and, if warranted, will approve a reimbursement for replacement.

i. The employee will need to supply a receipt of purchase to the Safety Office Representative to obtain reimbursement.

j. The employee will continue to be eligible for replacement of footwear due to unusual wear and tear under the policy.

Tentative Agreement

Date \_\_\_\_\_

City N/A Teamsters

N/A



## City Proposal No. G

## Tuition Reimbursement

City Rationale: The proposes minor administrative changes to align MOU language with our actual practices (as incorporated into Workday). Employees should see no change in benefits. Seek to align MOU with Workday practices. Deletes obsolete procedures that do not exist in practice.

Para B.4. Recommend deletion. Makes no sense. It mixes voluntary tuition reimbursement for individual education with city directed and funded training. The City pays mileage for required training. It does not compensate mileage for voluntary classes. In fact, the IRS would consider such compensation as income not a reimbursable (tax free) expense.

Para D. Exception Review. Recommend deletion. This paragraph does not align with actual practice. No recent memory of any Exception Review. Tuition review committee does not exist.

Revised Para E describes the current practices.

Revised GM 4/11/25

### M&O UNIT 2023 –2025, page 19

## ARTICLE VII TUITION POLICY

Within budgetary limitations, and subject to the criteria and limitations listed below, the City will reimburse tuition and related expenses, up to \$2,500 per employee per fiscal year for tuition fees. A maximum of \$8,000 will be allotted each fiscal year for the use of tuition reimbursement for all Bargaining Unit employees, as outlined within this Article.

### A. Eligibility Criteria [No Changes]

### B. Tuition and Related Expenses

The following are eligible expenses within the meaning of "Tuition and Related Expenses":

1. Tuition and/or class fees and/or registration fees charged by an educational institution;
2. Books required for the course;
3. Miscellaneous mandatory charges such as health service and/or identification cards (parking charges are not considered required expenses and will not be reimbursed);

~~4. Mileage reimbursement: a. When private vehicles are used and attendance is required by the City, mileage shall be paid at the rate established by the Internal Revenue Service.~~

C. Approval Process Upon submittal, the Department Head will note the recommendation and forward the appli-cation to the Human Resources Department for approval.

#### **D. Exception Review**

~~Applications which are not approved by the Department Head and the Human Resources Manager may be submitted to the Tuition Review Committee. The Tuition Review Committee will consist of: City Manager or his/her designee Director of Human Resources Department Head One other Department Head (selected on a rotating basis) By special request, the above mentioned committee may also be petitioned for 100 percent reimbursement.~~

#### **E. Reimbursement Procedure**

~~Upon preliminary approval and successful completion of approved courses, employees may request reimbursement as follows:~~

- ~~1. Complete tuition reimbursement form;~~
- ~~2. Submit proof of payment of reimbursable items;~~
- ~~3. Submit school transcript indicating the grade achieved for the completed course.~~

#### **Pre-Approval and Approval Procedures**

1) An employee shall complete the first section of the City's Tuition Reimbursement form and send it to the Department Head for approval.

2) Upon the Department Head's approval, forward signed form to the Human Resources Benefits Manager for further approval based on eligibility.

3) Upon preliminary approval and successful completion of approved courses, availability of funds, proof of expense payment and a transcript showing success course completion, employees may request reimbursement through the Workday platform.

Follow the Expense Reporting and Reimbursement Job Aid on the City's intranet site for submitting proof of payment and reimbursable items.

#### **ACE 2023-2025, page 9**

Article XV Tuition Reimbursement

Recommend the parties align language in both MOUs. Same issues.

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_

**City Proposal No. H**

**Rincon Power Plant**

City Rationale: Recommend deleting this term as obsolete. The City has not provided relief operators at a Rincon Power Plant site in many years.

Revised GM 4/11/25

**M&O 2023-2025, page 5**

Article IV Compensation

Section 8 Rincon Power Plant Relief Operator Compensation

~~A. Relief Operators will be housed in a City-owned facility at the Rincon Power Plant site. The duty schedule for a Relief Operator will begin at 8:00 a.m. on Sunday of the relief week and conclude at 8:00 a.m. on Friday. Relief Operators may be required to adjust their work week (reschedule a Dark Friday) dependent upon the week in which they are assigned the relief duty. The normal workday for the Relief Operator is from 8:00 a.m. until 10:00 p.m. Unpaid meal breaks during the workday are authorized for 30 minutes each (noon meal and dinnertime). Overtime during the Relief Operator work schedule consists of the following: Sunday: 4 hours Monday, Tuesday and Wednesday: 5.5 hours Thursday: 6.5 hours Friday: 1.5 hours~~

~~B. An unpaid sleep period is authorized during each 24-hour work period; such sleep period shall extend from 10:00 p.m. until 6:00 a.m. If a response to an alarm is required during the sleep period, Relief Operators will be compensated for overtime as follows:~~

~~1. If interruption occurs three hours or less into the sleep period or within three hours or less of the end of the sleep period, the overtime will be paid for three hours at time and one-half.~~

~~2. If interruption occurs after three hours but before five hours has elapsed into the sleep period, the overtime will be paid for all eight hours at time and one-half.~~

**ACE 2023-2025: N/A**

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_

**City Proposal No. J      ACE Personnel Board Side Letter – Exhibit “A”**

City Rationale:      The parties agreed to this side letter in 1983. The document addresses the process to challenge the impartiality of a board member. However, the parties also agreed to abolish the Personnel Board in 2018 and have agreed to the use of a state Administrative Law Judge for personnel hearings. State law provides procedures to ensure any hearing is conducted in a fair and impartial matters. Since this side letter no longer applies, the City recommends deletion.

Revised GM 4/11/25

**ACE 2023-2025**

Exhibit B Side Letter to the Current Memorandum of Understanding Relation to Agency Shop Provisions

**M&O 2023-2025: N/A**

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_



## CITY OF ESCONDIDO

### Budget Adjustment Request

<b>Department</b>	<b>Human Resources Department</b>
<b>Department Contact</b>	<b>Jessica Perpetua</b>
<b>City Council Meeting Date</b>	<b>June 25, 2025</b>

#### Explanation of Request

Memorandum of Understanding between the City of Escondido and Teamsters Local 986 - Maintenance and Operations (M&O) Bargaining Unit

#### Budget Adjustment Information

Description	Fund	Cost Center	Spend Category	Amount of Increase / (Decrease)
Personnel Services	General Fund	Recreation	Regular Full-Time	\$ 6,180
Personnel Services	General Fund	Park Maintenance	Regular Full-Time	\$ 119,090
Personnel Services	General Fund	Street Maintenance	Regular Full-Time	\$ 214,470
Personnel Services	Water Fund	Water	Regular Full-Time	\$ 361,820
Personnel Services	Water Fund	Lakes	Regular Full-Time	\$ 32,910
Personnel Services	Wastewater Fund	Wastewater	Regular Full-Time	\$ 318,200
Personnel Services	Wastewater Fund	Recycled Water	Regular Full-Time	\$ 15,070
Personnel Services	Building Maintenance	Building Maintenance	Regular Full-Time	\$ 67,750
Personnel Services	Fleet Services	Fleet Services	Regular Full-Time	\$ 61,140

#### APPROVALS

**DEPARTMENT HEAD**

Signed by:

6/18/2025

*Jessica Perpetua*

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**FINANCE**

Signed by:

6/18/2025

*Christina Holmes*

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# STAFF REPORT

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June 25, 2025  
File Number 0740-30

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## SUBJECT

MEMORANDUM OF UNDERSTANDING BETWEEN THE CITY OF ESCONDIDO AND TEAMSTERS LOCAL 986 – ADMINISTRATIVE, CLERICAL, ENGINEERING (ACE) BARGAINING UNIT

## DEPARTMENT

Human Resources Department

## RECOMMENDATION

Request the City Council adopt Resolution No. 2025-81, approving a three-year Memorandum of Understanding (“MOU”) between the City of Escondido (“City”) and the Teamsters (“Teamsters”) – Administrative, Clerical, Engineering (“ACE”) Bargaining Unit, commencing July 1, 2025, through June 30, 2028 and approve a budget adjustment appropriating \$454,010 to account for the direct budget impacts in FY2025/26.

Staff Recommendation: Approval (Human Resources: Jessica Perpetua, Director of Human Resources)

Presenter: Jessica Perpetua, Director of Human Resources

**ESSENTIAL SERVICE** – Yes, internal requirement in support of Keep City Clean for Public Health and Safety; Land Use/Development; Clean Water; Sewer; Public Works/Infrastructure; Maintenance of Parks facilities/Open Spaces.

**COUNCIL PRIORITY** – Increase Retention and Attraction of People and Businesses to Escondido.

## FISCAL ANALYSIS

The terms of the three-year labor agreement are detailed in the Background section below.

## PREVIOUS ACTION

On April 3, 2024, the City Council voted to adopt the MOU between Teamsters ACE and the City, for a two-year term that expires on June 30, 2025.

## BACKGROUND

The City Council provided policy and negotiating authority to the City Manager in closed session. Thereafter, both City staff and Association representatives met quickly and efficiently to reach terms of



# CITY of ESCONDIDO

## STAFF REPORT

an agreement. Both parties understand the importance of maintaining good labor relationships to serve the community.

The three-year contract provides: a 6 percent (6%) across-the-board increase for all classifications in year one; 5 percent (5%) across-the-board increase for all classifications in year two; and a 5 percent (5%) across-the-board increase for all classifications in year three; an increase in the compensatory time off maximum from 80 to 100 hours; an annual review of labor market data for Utility classifications; an increase to safety shoe allowance to \$300; establishing an annual bereavement leave bank of 27 hours; addition of two floating holidays; an increase to Standby Pay for Fire Prevention to \$300, including the value of a holiday during standby to \$50; and release time for 3 members to attend one day of training. The contract also includes MOU language changes and re-opener language for healthcare.

Members of the Association voted in support of the terms and conditions of this agreement. Likewise, City staff recommends approval.

### RESOLUTIONS

- a) Resolution No. 2025-81
- b) Resolution No. 2025-81 – Exhibit “A” — Tentative Agreement

### ATTACHMENTS

- a) Attachment “1” — Budget Adjustment

## RESOLUTION NO. 2025-81

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF  
ESCONDIDO, CALIFORNIA, AUTHORIZING A THREE-  
YEAR MEMORANDUM OF UNDERSTANDING BETWEEN  
THE CITY OF ESCONDIDO AND THE TEAMSTERS 986  
ADMINISTRATIVE, CLERICAL, ENGINEERING  
BARGAINING UNIT

WHEREAS, on April 3, 2024, the Escondido City Council adopted Resolution No. 2024-38, to complete a Memorandum of Understanding between the Teamsters Local 911 ("Teamsters") – Administrative/Clerical/Engineering Unit ("ACE") and the City of Escondido ("City") for the period of July 1, 2023, and June 30, 2025 ("MOU"); and

WHEREAS, negotiating teams from the City and the Teamsters have been duly appointed and have met and conferred in good faith to address matters affecting both parties including wages, hours, and other terms and conditions of employment; and

WHEREAS, the City and the Teamsters agree the MOU promotes the continuation of the harmonious relationship between the City and the Teamsters and, at this time, a three-year MOU is in the best interest of the City and the Teamsters; and

WHEREAS, this City Council desires at this time and deems it to be in the best public interest to approve a three-year MOU.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Escondido, California, as follows:

1. That the above recitations are true.



2. That to implement the changes as provided in Resolution No. 2025-81 Exhibit "A", and is incorporated herein.

3. That the City Council authorizes the City's negotiating team to execute the two-year MOU with a new term from July 1, 2025, through June 30, 2028.

**City of Escondido  
2025 Meet-and-Confer Process  
Teamsters – Administrative, Clerical, Engineering (ACE) Unit**

**Tentative Agreement**

**1. Term (TA)**

Three-year contract.

July 1, 2025 – June 30, 2028

None of the terms are retroactive; all changes take effect upon the agreed upon effective date after the ratification by both parties.

**2. Compensation**

**a. Across-the-board Increase**

- Year 1 – 6.0% across-the-board increase for all classifications.
- Year 2 – 5.0% across-the-board increase for all classifications.
- Year 3 – 5.0% across-the-board increase for all classifications.

**3. Compensatory Time Off Bank (TA)**

The City proposes increasing the maximum balance from 80 hours to 100 hours.

**4. Utility Classification Equity Adjustments**

The City proposes an annual review of labor market data for the duration of the term of this agreement. *\*Language to mirror prior 2021-2022 MOU agreements, based on market comparators defined by class and comp study.*

**5. Safety Shoe Allowance (TA)**

The City proposes increasing the safety shoe allowance from \$225 to \$300 annually.

The City proposes adding Code Compliance Officer I/II as an eligible classification.

**6. Bereavement Leave (TA)**

The City proposes establishing a bereavement leave bank valued at 27 hours of straight time (3 days, valued at 9 hours each day) annually.

## **7. Holiday (TA)**

The City proposes adding an additional two floating holidays per fiscal year on July 1st, equal to nine hours of straight time for each day (18 hours total of new hours).

## **8. Fire Prevention Standby Pay (TA)**

The City proposes increasing the value of weekly standby from \$200 to \$300.

The City proposes increasing the value of a holiday that falls during standby rotation from \$25 to \$50.

## **9. Release Time**

The City proposes adding release time language to the MOU for once annual Teamster's training for 8 members of Maintenance & Operations and 3 members of ACE for up to one full day of training at base pay; overtime is not authorized.

## **10. Health Care Re-Opener (TA)**

The City will direct the Health Insurance Committee to promptly investigate, evaluate and produce a written report assessing potential options to increase the quantity of City funded health plans. The HIC report shall specifically address participation rates and costs associated with each health care option in a written report to be completed by September 1, 2025. Part of this analysis will include a review of the insurance rebate.

## **11. Continue proposal discussion and MOU language**

## Teamsters M&O /ACE

### City MOU Proposals – Tentative Agreement Calendar Year 2025

Revised 6/16/25

Current MOU language (M&O 2023 – 2025) is provided in Time New Roman Font.

Proposed changes are provided in strike-out format and in Arial Font.

## **City Proposal No. B Meal Stipend**

City Rationale: Changes negotiated on Dec 2, 2024, based on Union Proposal to model Teamsters contract with County Water Authority. Side letter replaced former section 21 with new Section 21 R. Simplified process. Increased payments for breakfast and lunch meals. Addressed required IRS issue. Remove process from petty cash. Uncommon benefit in comparable agencies. Based continuing discussion with Teamsters, the City proposes the following changes.

Revised: GM 4/15/25

## **M&O UNIT-2023 –2025**

### Article IV Compensation

#### **Section 21**

~~Employees assigned to emergency or unscheduled overtime have the option to receive a meal paid by the City if the actual time worked is a minimum of two hours, and the actual time worked during the overtime work period takes place in the course of normal meal times. Meals will be provided at City designated restaurants. Employees who meet the criteria have the option to be provided with a paid meal not to exceed the following dollar amounts, including tax and gratuity:~~

~~Breakfast \$15.00 Lunch \$15.00 Dinner \$35.00~~

~~Employees choosing a meal which costs more than the designated meal allowance shall pay the difference between the allowance and the cost of the meal, and shall submit an individual receipt to their supervisor on the following work day. Refer to the Emergency/Unscheduled Overtime Duty Meal Compensation Policy for more information.~~

#### Section 21R Meal ~~Allowance~~ Stipend

a. Eligibility: A bargaining unit member who works an extended day of two (2) additional unscheduled hours or more beyond a scheduled shift, of eight (8) hours or more, is eligible to receive a ~~meal allowance~~ stipend of thirty dollars (\$30.00) and another allowance following every five (5) additional hours thereafter for the duration of the extended day. A bargaining unit member who reports to work for unscheduled hours that are not part of an extended day or reports to work on a scheduled day off and who works ~~ten (10)~~ five (5) ~~four (4)~~ hours or more shall also receive the same ~~meal allowance~~ stipend.

- 1) If the City provides reasonable notice of an overtime need or opportunity, the work will be considered scheduled. Reasonable notice is considered 15 hours the end of your scheduled shift.

~~4)2) Scheduled overtime does not qualify a bargaining unit member for a meal stipend.~~

b. Concurrent to the right to a meal stipend, an eligible employee may be able to take a meal during the hours worked. Work conditions and operational impact may determine if the employee will take a break subject to department head or designee discretion.

~~b. Meal Break: Concurrent with entitlement to a meal allowance, an eligible bargaining unit member who works an extended day of two (2) additional hours shall receive a thirty (30) minute paid meal break at the overtime rate.~~

c. Meal Payment: The meal allowance stipend will be paid at the end of the pay period and included in the employee's regular paycheck.

1) The allowance stipend is reportable to the IRS by the City and the employee.

2) The allowance stipend is not an increase in base pay and will not be included in calculations of salary increases or retirement benefits.

3) The City will not require meal receipts.

d. Meals Provided: In an emergency situation, if applicable, as declared by the City Manager or designee, the City may provide reasonable balanced meals for employees in lieu of a meal allowance.

~~2. The parties agree to meet and confer upon request to address any unknown effects of the changes list above.~~

~~3. The parties intend the terms of this side letter will be incorporated into the subsequent MOU.~~

~~4. Agreed upon on December 2, 2024.~~

**ACE 2023-2025: N/A**

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_

**C. Topic: Describing Vacation Accrual in Annual Terms, adding Max Accrual**

City Rationale: The use of the metric “26.0893 pay periods” reflects an attempt to translate the per pay period vacation accrual rate into an annual rate. But a fractional pay period does not exist. Instead pay periods straddle the calendar year and fiscal year. The use of this methodology also requires a manual (and hidden) calculation to determine the annual leave accrual.

And the use of the years of service does not clearly address when the transition between accrual rates occurs. For example, the MOU implies a 3.68 hour accrual in years 1-5 and a higher rate in years 6-10, but it leaves the accrual rate between year 5 and 6 unclear. In practice, the 6 year accrual rate applies on the fifth anniversary, not on the sixth anniversary as written in the MOU. Thus, the proposed language more clearly addresses our actual leave accrual practices and have been incorporated into Workday and Benefits Summaries. The proposal also adds the max accrual which has not been previously addressed in the MOU.

Historically the City has provided 4 hours of vacation time in November as a holdover from a former practice of providing Christmas shopping time off. In lieu of maintaining a separate process to add 4 hours of vacation time to some employees each November, the City proposes adding the four hours to the annual accrual, thus employees would experience a slight increase in vacation accrual in every pay period and not have to wait until November to access the additional hours. Thus  $3.68 * 26.0893 = 96 + 4 = 100$ . Similarly, the maximum leave accrual would be increased accordingly.

**M&O UNIT 2023 –2025, page 18**

**ARTICLE VIII VACATION**

**Section 1 Annual Vacation Leave**

All probationary, permanent part-time, and permanent Maintenance and Operations employees shall be entitled to annual accrual of full or prorated vacation leave with pay.

**Section 2 Earned Vacation**

A. Each eligible employee shall accumulate annual prorated vacation and a maximum accrual from the date of hire at the rate applicable to their employment status as follows:

~~1-5 years of service = 3.68 hours a pay period for 26.0893 pay periods~~

First five years of service 100 hours/year (3.84 hours per pay period), maximum accrual 200 hours

~~6-10 years of service = 5.21 hours a pay period for 26.0893 pay periods~~

5 to 10 years of service 140 hours/year (5.38 hours per pay period), maximum accrual 280 hours

~~11-15 years of service = 6.75 hours a pay period for 26.0893 pay periods~~  
10 to 15 years of service 180 hours/year (6.92 hours per pay period), maximum accrual 360 hours

~~16 years & over = 8.280 hours a pay period for 26.0893 pay periods~~  
More than 15 years of service 220 hours/year (8.46 hours per pay period), maximum accrual 440 hours.

~~B. The City agrees to provide four hours of vacation time in lieu of the past practice of granting an informal four hours off during the holiday season. This additional vacation shall be added to the vacation balance of each employee on the first payday in October each year (including maximum accrual of +8 hours).~~

### Section 3 Vacation Periods

Vacation may be taken the first day following the completion of six months and may never be used in units of less than ~~one hour~~ 15-minute increments.

A. The times during an accrual year at which an employee may take their vacation shall be determined by the Department Head with due regard for the wishes of the employee and particular regard for the needs of the personnel system. Prior approval is required except in the case of an emergency. In such circumstances, the Department Head or designee must be notified of need for previously unapproved vacation.

B. No legal holiday that falls during an employee's vacation may be charged against the employee as vacation, and the leave shall be extended accordingly.

C. Employees who terminate shall be paid in a lump sum for all allowable accrued vacation leave earned prior to the effective date of termination.

### ACE 2023 -2023

Article XVII, Vacation, page 12

The former ECEA ACE MOU language is not as comprehensive at the M&O language above. The City proposes modeling the ACE MOU after the agreed upon M&O vacation terms. This will provide more information to ACE members and will not impact any benefit levels.

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_



## City Proposal No. D

## Disability Leave

City Rationale: No Change in Benefits. The current language is dated and contracts both our practice and state/federal law. It requires a pregnant employee to provide a statement from her doctor assessing her ability to perform her job (Para A.). This is obsolete language likely violates federal and state law. Likewise, women are not "permitted to work" they have a right to work until they and their doctor determine otherwise (Para B.). Frankly, this entire section could be deleted because state and federal law supersede any MOU language. However, the proposal maintains the MOU structure with minimal necessary changes.

Revised: GM 4/11/25

*City Rationale: The current language is dated. It requires a pregnant employee to provide a statement from her doctor assessing her ability to perform her job (Para A.). This is obsolete patriarchal language and likely violates federal and state law. Likewise, women are not "permitted to work" they have a right to work until they and their doctor determine otherwise (Para B.). Frankly, this entire section could be deleted because state and federal law supersede any MOU language. However, the proposal maintains the MOU structure with minimal necessary changes and no loss in any benefit or practice.*

## M&O UNIT 2023 –2025, page 28

### ARTICLE XIII MATERNITY/PATERNITY LEAVE/FAMILY MEDICAL LEAVE ACT (FMLA)/ CALIFORNIA FAMILY RIGHTS ACT (CFRA)/PREGNANCY DISABILITY LEAVE (PDL)

Employees shall be granted Maternity Leave/FMLA/CFRA in accordance in accordance with federal and state law. ~~with the following provisions:~~

~~A. In all cases of pregnancy, the employee (if appropriate, due to the safety aspects of their position)~~ an employee shall furnish the City a statement from her physician giving the anticipated date of delivery and the opinion of the physician as to her ability to perform her normal work assignment. ~~Such statement shall be furnished as soon as practicable after a determination of the pregnancy has been made.~~ When known, the employee shall provide to the Human Resources Benefits Division an expected return to work date, and shall keep Human Resources informed if the expected return to work date changes.

B. A pregnant employee ~~will be permitted to~~ shall work as long as she is able to safely perform the duties of her position as recommended by the statement of her physician.

C. ~~An employee will be permitted to return to work when she is able to safely perform the duties of her position as recommended by the statement of her physician. An employee must give notice two weeks prior to the date she wants to return to work. If she does not give two weeks' notice prior to the date she wants to return to work, the department shall not be required to return her to work until two weeks after she has given such notice.~~

D. ~~A pregnant employee shall be allowed to be absent for the period during which, in the opinion of her attending physician and where necessary, the City physician, A temporarily disabled employee because of pregnancy, miscarriage, abortion, childbirth, and recovery therefrom, in accordance with state and/or federal regulations.~~

E. The City may, at its option, and at City cost, require an independent medical opinion concerning the employee's ability to safely perform her duties.

F. A pregnant employee shall be entitled to use all accumulated paid leave time (sick leave, vacation) for maternity leave and such additional leave of absence without pay, seniority and accrual of benefits, in accordance with state and/or federal regulations.

G. In the case of adoption and paternity leave, up to a maximum of six months leave time may be approved in accordance with the City of Escondido Personnel Rules and Regulations, Rule 21, Section 6.

**ACE 2023-2025, p 21**

Article XXVIII, Maternity/Paternity/FMLA / CFRA/PDL Leave

The ACE MOU contains similar unlawful language as that found in the M&O MOU. The City proposes updating and aligning the language in both MOUs.

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_

## City Proposal No. E

## Military Leave

City Rationale: The current language contains conflicting terms. In Section 2, Compensation, the MOU states that employees will be paid in accordance with state and federal law. As a general rule, state and federal law requires unpaid military leave. However, California law requires a public employer, under specific military orders, to pay their civilian pay for the first 30 days (x Hours) for a deployment of 180 days or less (regular drill weekends are not eligible). To be eligible an employee must also have 12 months of City service

But the MOU also contains language that requires the City to make up the difference between military pay and civilian pay if civilian pay is greater. This creates a significant administrative burden for the City to track both military and civilian pay during every pay period. This burden is mitigated by the fact that in the last 3 years, no City employee on military orders has met the differential pay criteria.

This benefit is primarily used by police officers and EPOA accepted this change. The EFA also accepted the proposed change.

In the last three years, no Teamsters M&O or ACE (including ECEA time) have been eligible and used military leave in the previous three years.

Recommend deleting references to FMLA Military Leave because it is confusing and adequately addressed in Article V, Section 4, FMLA/CFRA Disability Leave and is required by federal and state law. This leave is rarely an option because requires an injured service member in need of care by a "family" member. It is also unpaid. Bottom line: no change in actual benefit to the employee and there is no need for a separate, unique sub-category of FMLA

Revised: GM 4/11/25

### M&O UNIT 2023 –2025, page 26

#### ARTICLE XI MILITARY LEAVE/~~FAMILY MEDICAL LEAVE ACT (FMLA) MILITARY LEAVE~~

Section 1 Military Leave/~~FMLA Military Leave Military Leave/FMLA Military Leave~~ shall be granted in accordance with the provisions of State and Federal law. All employees entitled to military leave shall give the City Manager an opportunity within the limits of military regulations to determine when such leave shall be taken.

~~Upon verification of military orders, employees who are members of the military reserve or National Guard who have been called to active duty during national security, after the standard Military Leave Policy, shall receive the difference between the amount the employee would have received from their regular City gross biweekly wage (not including overtime) and the amount the employee receives from the military.~~ Health benefits will be continued for the employee and family. An employee would continue to pay their respective portion of the benefit programs (including any premiums for family coverage), unless health benefits are waived. If the leave is longer than 12 months, no more than one uniform allowance will be paid upon return.

Section 2 Compensation Every employee ordered to take military leave who would have been required to work for and be paid by the City at the same time military leave is ordered shall receive their salary or compensation as an employee of the City in accordance with the provisions of State and Federal law.

**ACE 2023-2025, p 21**

Article XXVII Military Leave / FMLA Military Leave

Recommend the parties align language in both MOUs. Same issues.

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_

## City Proposal No. F

## Safety Shoes

City Rationale: In December 2024 the parties agreed to update the Safe Shoe language as provided below. Thus this "proposal" does not required further discussion but is provided in the same format at the other proposals for thorough visibility of all changes.

Revised: GM 4/11/25

M&O UNIT 2023 –2025, page 6

### Article IV, Compensation Policy

Section 9 Safety shoe allowance for all represented classifications shall be \$225.00 annually.

Section 10 Safety Shoe Replacement Effective July 1, 2008, the replacement of lost or damaged footwear prior to the completion of the employee's one year shoe allowance period may be reimbursed if the employee can show reasonable cause for such loss or damage, and provided that the footwear to be replaced complies with the American Society for Testing and Materials (ASTM) safety standards.

All premature, unusual wear or damage must be reported to the Safety Office Representative and supervisor immediately.

The Safety Office Representative, in conjunction with the supervisor, will assess the shoe condition and, if warranted, will approve a reimbursement for replacement. The employee will need to supply a receipt of purchase to the Safety Office Representative to obtain reimbursement.

If footwear is replaced within three months prior to the employee's anniversary date, the employee will not be eligible for their Safety Shoe Annual Allowance until the next anniversary date.

The employee will continue to be eligible for replacement of footwear due to unusual wear and tear under the policy. A Policy regarding Safety Shoe Replacement was developed in 2008.

### December 2024 Update to repeal and replace Sections 9 and 10 as follows:

#### Section 9R Safety Shoe Allowance

a. Safety shoe allowance for all represented classifications shall be ~~\$225.00~~300.00 annually.

b. Upon implementation of Workday, the safety shoe allowance will be paid during the first pay period after hiring or promotion to an eligible classification and continue annually thereafter on July 1.

c. If initially eligible or when footwear is replaced, within three months prior to July 1, the employee will not be eligible for their Safety Shoe Annual Allowance until July 1 of the next year.

d. This compensation is not included in the MOU rate of pay.

e. The City shall pay for safety shoe toe capping upon request by the employee.

f. The replacement of lost or damaged footwear prior to the completion of the employee's one-year shoe allowance period may be reimbursed if the employee can show reasonable cause for such loss or damage, and provided that the footwear to be replaced complies with the American Society for Testing and Materials (ASTM) safety standards. The Safety shoes shall meet ASTM-F2413-6 standards.

g. All premature, unusual wear or damage must be reported to the Safety Office Representative and supervisor immediately.

h. The Safety Office Representative, in conjunction with the supervisor, will assess the shoe condition and, if warranted, will approve a reimbursement for replacement.

i. The employee will need to supply a receipt of purchase to the Safety Office Representative to obtain reimbursement.

j. The employee will continue to be eligible for replacement of footwear due to unusual wear and tear under the policy.

### **ACE 2023-2025, p 31**

#### Article XXXIII

In December 2024, the parties negotiated the following changes to the ACE MOU:

#### Article XXXIII-R Safety Shoe Allowance

a. Safety shoe allowance for eligible classifications, as listed in Exhibit "C" of this MOU, shall be \$225.00 annually.

b. Upon implementation of Workday, the safety shoe allowance will be paid during the first pay period after hiring or promotion to an eligible classification and continue annually thereafter on July 1.

c. If initially eligible or when footwear is replaced, within three months prior to July 1, the employee will not be eligible for their Safety Shoe Annual Allowance until July 1 of the next year.

d. This compensation is not included in the MOU rate of pay.

e. The City shall pay for safety shoe toe capping upon request by the employee.

f. The replacement of lost or damaged footwear prior to the completion of the employee's one-year shoe allowance period may be reimbursed if the employee can show reasonable cause for such loss or damage, and provided that the footwear to be replaced complies with the American Society for Testing and Materials (ASTM) safety standards. The Safety shoes shall meet ASTM-F2413-6 standards.

g. All premature, unusual wear or damage must be reported to the Safety Office Representative and supervisor immediately.

h. The Safety Office Representative, in conjunction with the supervisor, will assess the shoe condition and, if warranted, will approve a reimbursement for replacement.

i. The employee will need to supply a receipt of purchase to the Safety Office Representative to obtain reimbursement.

j. The employee will continue to be eligible for replacement of footwear due to unusual wear and tear under the policy.

Tentative Agreement

Date \_\_\_\_\_

City N/A Teamsters

N/A

## City Proposal No. G

## Tuition Reimbursement

City Rationale: The proposes minor administrative changes to align MOU language with our actual practices (as incorporated into Workday). Employees should see no change in benefits. Seek to align MOU with Workday practices. Deletes obsolete procedures that do not exist in practice.

Para B.4. Recommend deletion. Makes no sense. It mixes voluntary tuition reimbursement for individual education with city directed and funded training. The City pays mileage for required training. It does not compensate mileage for voluntary classes. In fact, the IRS would consider such compensation as income not a reimbursable (tax free) expense.

Para D. Exception Review. Recommend deletion. This paragraph does not align with actual practice. No recent memory of any Exception Review. Tuition review committee does not exist.

Revised Para E describes the current practices.

Revised GM 4/11/25

### M&O UNIT 2023 –2025, page 19

## ARTICLE VII TUITION POLICY

Within budgetary limitations, and subject to the criteria and limitations listed below, the City will reimburse tuition and related expenses, up to \$2,500 per employee per fiscal year for tuition fees. A maximum of \$8,000 will be allotted each fiscal year for the use of tuition reimbursement for all Bargaining Unit employees, as outlined within this Article.

### A. Eligibility Criteria [No Changes]

### B. Tuition and Related Expenses

The following are eligible expenses within the meaning of "Tuition and Related Expenses":

1. Tuition and/or class fees and/or registration fees charged by an educational institution;
2. Books required for the course;
3. Miscellaneous mandatory charges such as health service and/or identification cards (parking charges are not considered required expenses and will not be reimbursed);

~~4. Mileage reimbursement: a. When private vehicles are used and attendance is required by the City, mileage shall be paid at the rate established by the Internal Revenue Service.~~

C. Approval Process Upon submittal, the Department Head will note the recommendation and forward the appli-cation to the Human Resources Department for approval.



#### **D. Exception Review**

~~Applications which are not approved by the Department Head and the Human Resources Manager may be submitted to the Tuition Review Committee. The Tuition Review Committee will consist of: City Manager or his/her designee Director of Human Resources Department Head One other Department Head (selected on a rotating basis) By special request, the above mentioned committee may also be petitioned for 100 percent reimbursement.~~

#### **E. Reimbursement Procedure**

~~Upon preliminary approval and successful completion of approved courses, employees may request reimbursement as follows:~~

- ~~1. Complete tuition reimbursement form;~~
- ~~2. Submit proof of payment of reimbursable items;~~
- ~~3. Submit school transcript indicating the grade achieved for the completed course.~~

#### **Pre-Approval and Approval Procedures**

1) An employee shall complete the first section of the City's Tuition Reimbursement form and send it to the Department Head for approval.

2) Upon the Department Head's approval, forward signed form to the Human Resources Benefits Manager for further approval based on eligibility.

3) Upon preliminary approval and successful completion of approved courses, availability of funds, proof of expense payment and a transcript showing success course completion, employees may request reimbursement through the Workday platform.

Follow the Expense Reporting and Reimbursement Job Aid on the City's intranet site for submitting proof of payment and reimbursable items.

#### **ACE 2023-2025, page 9**

Article XV Tuition Reimbursement

Recommend the parties align language in both MOUs. Same issues.

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_

**City Proposal No. H**

**Rincon Power Plant**

City Rationale: Recommend deleting this term as obsolete. The City has not provided relief operators at a Rincon Power Plant site in many years.

Revised GM 4/11/25

**M&O 2023-2025, page 5**

Article IV Compensation

Section 8 Rincon Power Plant Relief Operator Compensation

~~A. Relief Operators will be housed in a City-owned facility at the Rincon Power Plant site. The duty schedule for a Relief Operator will begin at 8:00 a.m. on Sunday of the relief week and conclude at 8:00 a.m. on Friday. Relief Operators may be required to adjust their work week (reschedule a Dark Friday) dependent upon the week in which they are assigned the relief duty. The normal workday for the Relief Operator is from 8:00 a.m. until 10:00 p.m. Unpaid meal breaks during the workday are authorized for 30 minutes each (noon meal and dinnertime). Overtime during the Relief Operator work schedule consists of the following: Sunday: 4 hours Monday, Tuesday and Wednesday: 5.5 hours Thursday: 6.5 hours Friday: 1.5 hours~~

~~B. An unpaid sleep period is authorized during each 24-hour work period; such sleep period shall extend from 10:00 p.m. until 6:00 a.m. If a response to an alarm is required during the sleep period, Relief Operators will be compensated for overtime as follows:~~

~~1. If interruption occurs three hours or less into the sleep period or within three hours or less of the end of the sleep period, the overtime will be paid for three hours at time and one-half.~~

~~2. If interruption occurs after three hours but before five hours has elapsed into the sleep period, the overtime will be paid for all eight hours at time and one-half.~~

**ACE 2023-2025: N/A**

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_

**City Proposal No. J      ACE Personnel Board Side Letter – Exhibit “A”**

City Rationale:      The parties agreed to this side letter in 1983. The document addresses the process to challenge the impartiality of a board member. However, the parties also agreed to abolish the Personnel Board in 2018 and have agreed to the use of a state Administrative Law Judge for personnel hearings. State law provides procedures to ensure any hearing is conducted in a fair and impartial matters. Since this side letter no longer applies, the City recommends deletion.

Revised GM 4/11/25

**ACE 2023-2025**

Exhibit B Side Letter to the Current Memorandum of Understanding Relation to Agency Shop Provisions

**M&O 2023-2025: N/A**

Tentative Agreement      Date \_\_\_\_\_      City \_\_\_\_\_      Teamsters \_\_\_\_\_



## CITY OF ESCONDIDO

### Budget Adjustment Request

<b>Department</b>	<b>Human Resources Department</b>
<b>Department Contact</b>	<b>Jessica Perpetua</b>
<b>City Council Meeting Date</b>	<b>June 25, 2025</b>

#### Explanation of Request

Memorandum of Understanding between the City of Escondido and Teamsters Local 986 - Administrative, Clerical, Engineering (ACE) Bargaining Unit

#### Budget Adjustment Information

<b>Description</b>	<b>Fund</b>	<b>Cost Center</b>	<b>Spend Category</b>	<b>Amount of Increase / (Decrease)</b>
Personnel Services	General Fund	City Manager	Regular Full-Time	\$ 4,760
Personnel Services	General Fund	City Treasurer	Regular Full-Time	\$ 4,480
Personnel Services	General Fund	Finance	Regular Full-Time	\$ 46,430
Personnel Services	General Fund	Recreation	Regular Full-Time	\$ 2,250
Personnel Services	General Fund	Older Adult Services	Regular Full-Time	\$ 4,080
Personnel Services	General Fund	Senior Nutrition Center	Regular Full-Time	\$ 5,650
Personnel Services	General Fund	Communications	Regular Full-Time	\$ 9,190
Personnel Services	General Fund	Planning	Regular Full-Time	\$ 16,350
Personnel Services	General Fund	Code Compliance	Regular Full-Time	\$ 31,330
Personnel Services	General Fund	Building	Regular Full-Time	\$ 37,000
Personnel Services	General Fund	Engineering	Regular Full-Time	\$ 53,680
Personnel Services	General Fund	Police	Regular Full-Time	\$ 12,200
Personnel Services	General Fund	Fire	Regular Full-Time	\$ 38,040
Personnel Services	CDBG	CDBG	Regular Full-Time	\$ 5,730

**Budget Adjustment Information**

Description	Fund	Cost Center	Spend Category	Amount of Increase / (Decrease)
Personnel Services	Successor Agency Housing	Successor Agency Housing	Regular Full-Time	\$ 6,070
Personnel Services	Water Fund	Water	Regular Full-Time	\$ 26,260
Personnel Services	Water Fund	Lakes	Regular Full-Time	\$ 7,540
Personnel Services	Wastewater Fund	Wastewater	Regular Full-Time	\$ 73,650
Personnel Services	Wastewater Fund	Environmental Programs	Regular Full-Time	\$ 43,760
Personnel Services	Recycling and Waste Reduction	Recycling and Waste Reduction	Regular Full-Time	\$ 14,900
Personnel Services	Building Maintenance	Building Maintenance	Regular Full-Time	\$ 6,290
Personnel Services	Warehouse	Warehouse	Regular Full-Time	\$ 4,370

**APPROVALS****DEPARTMENT HEAD**

Signed by:

6/18/2025

*Jessica Perpetua*

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**FINANCE**

Signed by:

6/18/2025

*Christina Holmes*

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# STAFF REPORT

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June 25, 2025  
File Number 0740-30

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## SUBJECT

MEMORANDUM OF UNDERSTANDING BETWEEN THE CITY OF ESCONDIDO AND THE ESCONDIDO POLICE OFFICERS' ASSOCIATION – NON-SWORN BARGAINING UNIT

## DEPARTMENT

Human Resources Department

## RECOMMENDATION

Request the City Council adopt Resolution No. 2025-82, approving a three-year Memorandum of Understanding ("MOU") between the City of Escondido ("City") and the Escondido Police Officers' Association ("POA") – Non-Sworn ("NSP") Bargaining Unit, commencing July 1, 2025, through June 30, 2028, and approve a budget adjustment appropriating \$281,360 to account for the direct budget impacts in FY2025/26.

Staff Recommendation: Approval (Human Resources: Jessica Perpetua, Director of Human Resources)

Presenter: Jessica Perpetua, Director of Human Resources

**ESSENTIAL SERVICE** – Yes, internal requirement in support of Police Services.

**COUNCIL PRIORITY** – Improve Public Safety.

## FISCAL ANALYSIS

The terms of the three-year labor agreement are detailed in the Background section below.

## PREVIOUS ACTION

On June 19, 2024, the City Council voted to adopt the MOU between the POA-NSP Bargaining Unit and the City, for a one-year term that expires on June 30, 2025.

## BACKGROUND

The City Council provided policy and negotiating authority to the City Manager in closed session. Thereafter, both City staff and Association representatives met quickly and efficiently to reach terms of an agreement. Both parties understand the importance of maintaining good labor relationships to serve the community.



# CITY *of* ESCONDIDO

## STAFF REPORT

The three-year contract provides: a 6 percent (6%) across-the-board increase for all classifications in year one; 5 percent (5%) across-the-board increase for all classifications in year two; and a 5 percent (5%) across-the-board increase for all classifications in year three; a market adjustment for the Property & Evidence Technician and Public Safety Dispatcher classifications; an increase in the compensatory time off maximum from 80 to 100 hours; addition of two floating holidays; ability for vacation cash out to a maximum of 80 hours per year; an increase to POST incentive pay for dispatch classifications to \$150 for Intermediate and \$300 for Advanced; adding the Property & Evidence Technician class series to the eligible classifications for Uniform Allowance; and establishing an annual bereavement leave bank of 27 hours. The contract also includes MOU language changes and re-opener language for healthcare.

Members of the Association voted in support of the terms and conditions of this agreement. Likewise, City staff recommends approval.

### RESOLUTIONS

- a) Resolution No. 2025-82
- b) Resolution No. 2025-82 – Exhibit “A” — Tentative Agreement

### ATTACHMENTS

- a) Attachment “1” — Budget Adjustment

## RESOLUTION NO. 2025-82

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF  
ESCONDIDO, CALIFORNIA, AUTHORIZING A THREE-  
YEAR MEMORANDUM OF UNDERSTANDING BETWEEN  
THE CITY OF ESCONDIDO AND THE ESCONDIDO POLICE  
OFFICERS' ASSOCIATION – NON-SWORN BARGAINING  
UNIT

WHEREAS, on June 19, 2024, the Escondido City Council adopted Resolution No. 2024-77, to complete a Memorandum of Understanding between the Escondido City Police Officers' Association ("POA") – Non-Sworn Unit ("NSP") and the City of Escondido ("City") for the period of July 1, 2024, and June 30, 2025 ("MOU"); and

WHEREAS, negotiating teams from the City and the POA-NSP Bargaining Unit have been duly appointed and have met and conferred in good faith to address matters affecting both parties including wages, hours, and other terms and conditions of employment; and

WHEREAS, the City and the POA agree the MOU promotes the continuation of the harmonious relationship between the City and the POA and, at this time, a three-year MOU is in the best interest of the City and the POA; and

WHEREAS, this City Council desires at this time and deems it to be in the best public interest to approve a three-year MOU.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Escondido, California, as follows:

1. That the above recitations are true.



2. That to implement the changes as provided in Resolution No. 2025-82 Exhibit "A", and is incorporated herein.

3. That the City Council authorizes the City's negotiating team to execute the three-year MOU with a new term from July 1, 2025, through June 30, 2028.

**City of Escondido  
2025 Meet-and-Confer Process  
Escondido Police Officers' Association – Non-Sworn Bargaining Unit**

**Tentative Agreement**

**1. Term**

Three-year contract.

July 1, 2025 – June 30, 2028

None of the terms are retroactive; all changes take effect upon the agreed upon effective date after the ratification by both parties.

**2. Compensation**

**a. Across-the-board Increase**

- Year 1 – 6.0% across-the-board increase for all classifications.
- Year 2 – 5.0% across-the-board increase for all classifications.
- Year 3 – 5.0% across-the-board increase for all classifications.

**b. Market Adjustments**

Prior to the July 6, 2025 ATB increase, adjust the following classifications to be within 5% of median:

- Using the Property & Evidence Technician I as a benchmark, adjust the series of II and Sr. proportionally.
- Using Public Safety Dispatcher, I as a benchmark, adjust the series of II and Supervisor proportionally.

**3. Compensatory Time Off Bank**

The City proposes increasing the maximum balance from 80 hours to 100 hours.

**4. Holiday**

The City proposes adding an additional two floating holidays per fiscal year on July 1st, equal to nine hours of straight time for each day (18 hours total of new hours).

The City proposes adding MOU clarification language for bank cap:

“An employee’s Banked Holiday Balance shall not exceed 109 hours.”

## 5. Vacation Buy Back

All employees will have the ability to cash out a maximum of 40 vacation hours in July and a maximum of 40 vacation hours in December, for a total of 80 vacation hours in a year. Employees must maintain a minimum balance of 80 hours of vacation leave after the requested payoff to ensure a sufficient balance to cover future planned time off requests.

## 6. Education Incentive

The City proposes modifying the following POST incentive pay for dispatch classifications:

Increasing Intermediate POST from \$75 to \$150

Increasing Advanced POST from \$150 to \$300

## 7. Uniform Allowance

The City proposes expanding uniform allowance of \$800 annually (paid bi-weekly and reported to CalPERS in equal amounts each pay period) to include the classifications of Property & Evidence Technician I, Property & Evidence Technician II and Senior Property & Evidence Technician. In turn, as part of the uniform allowance, these classifications will be required to purchase and maintain safety boots that shall meet ASTM-F2413-6 standards.

The City proposes eliminating the following section from the NSP MOU:

### 4.6.9 Safety Shoe Allowance

a. The City agrees to provide an annual safety shoe allowance of \$225 to Evidence Management Division employees in the following classifications:

- Property & Evidence Technician I
- Property & Evidence Technician II
- Senior Property & Evidence Technician

b. The Safety boots shall meet ASTM-F2413-6 standards.

c. The safety shoe allowance will be paid during the first pay period after hiring or promotion to an eligible classification and continue annually thereafter.

d. Reserved. e. This compensation is not included in the MOU rate of pay.

f. Reserved. Police Non-Sworn MOU 2024 - 2025 40

g. The City will pay for the repair or like replacement of safety shoes when damage is caused by work, at the Department Head's sole discretion.

**8. Bereavement Leave**

The City proposes establishing a bereavement leave bank valued at 27 hours of straight time (3 days, valued at 9 hours each day) annually. Language to come.

**9. Meal Breaks**

The proposes adding language to the MOU section 2.22, Section 4, new section C:

c. Due to the unique needs of a 911 center, there may be times when communications operators/supervisors will have to adjust rest break times or work through their breaks. At an employee's request and with supervisor approval, a 15-minute rest break may be combined in to a meal period not to exceed 45 minutes.

**10. Health Care Re-Opener**

The City will direct the Health Insurance Committee to promptly investigate, evaluate and produce a written report assessing potential options to increase the quantity of City funded health plans. The HIC report shall specifically address participation rates and costs associated with each health care option in a written report to be completed by September 1, 2025. Part of this analysis will include a review of the insurance rebate.

**11. Continue proposal discussion and MOU language**



CITY OF ESCONDIDO  
Budget Adjustment Request

Department	Human Resources Department
Department Contact	Jessica Perpetua
City Council Meeting Date	June 25, 2025

Explanation of Request

Memorandum of Understanding between the City of Escondido and Escondido Police Officers' Association - Non-Sworn Bargaining Unit

Budget Adjustment Information

Description	Fund	Cost Center	Spend Category	Amount of Increase / (Decrease)
Personnel Services	General Fund	Police Department	Regular Full-Time	\$ 281,360

APPROVALS	
DEPARTMENT HEAD	<div>Signed by: <u>Jessica Perpetua</u> 6/18/2025 E3166F28D38A48C...</div>
FINANCE	<div>Signed by: <u>Christina Holmes</u> 6/19/2025 C0C8E98A934247C...</div>



# STAFF REPORT

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June 25, 2025  
File Number 0480-70

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## SUBJECT

**CATALYST GRANT AWARD - \$5,000**

## DEPARTMENT

Community Services/Library

## RECOMMENDATION

Request the City Council adopt Resolution No. 2025-73 authorizing the Assistant Director of Community Services to receive a \$5,000 grant from the Society of American Archivists Foundation on behalf of the Escondido Public Library.

Staff Recommendation: Approval (Public Works/Community Services: Joseph Goulart, Director of Public Works)

Presenter: Robert Rhoades, Assistant Director of Community Services

**ESSENTIAL SERVICE – No**

**COUNCIL PRIORITY –**

## FISCAL ANALYSIS

There will be no impact to the General Fund and does not require matching funds.

## PREVIOUS ACTION

None

## BACKGROUND

The Latinos in Escondido Oral History Project ("Project"), funded by the Society of American Archivists Foundation, aims to document and preserve the rich and often underrepresented history of the Hispanic and Latino community in Escondido. This initiative will be led by the Escondido Public Library's Pioneer Room, in collaboration with the Escondido History Center and local partners, under the guidance of Ashley Hays, the Pioneer Room Archivist, and Cynthia Castaneda, Director of the Escondido History Center Museum.



# CITY of ESCONDIDO

## STAFF REPORT

The Project's primary goal is to conduct at least 20 in-depth oral history interviews with community members, encompassing topics such as migration, military service, education, and cultural contributions. These interviews will be transcribed, digitized, and made available in both English and Spanish, ensuring broad accessibility and inclusivity. The final digital collection will be hosted on the Pioneer Room's repository, in collaboration with California State University San Marcos ("CSUSM"), which will also offer internship or course credit opportunities for students engaged in the Project.

The Project aligns with the Society of American Archivists Foundation's mission to support inclusive archival practices by actively engaging underrepresented voices. It also addresses the Pioneer Room's strategic goals of expanding archival holdings related to the Hispanic and Latino communities and fostering community engagement through public programming, workshops, and exhibitions. Sustainability is a key focus, with a long-term commitment to preserving these materials and integrating them into academic and public history efforts.

Community outreach activities will begin upon acceptance of the grant award, with the primary interview phase anticipated through September 2025. Data processing and translation will occur through October, followed by final digitization and public access launch by December 2025. A final report will be submitted to summarize the Project's achievements and outlining future plans for ongoing community collaboration and preservation.

The Escondido Public Library, with its deep roots in serving the diverse population of Escondido since 1898, will leverage this Project to amplify the voices of a community that represents more than half of the city's population. Together with its partners, the Library is dedicated to ensuring that these stories become an integral part of the historical record, accessible to researchers, educators, and the broader public for generations to come.

### RESOLUTIONS

- a) Resolution No. 2025-73

### ATTACHMENTS

- a) Attachment "1"—Grant Award Letter
- b) Attachment "2"—Grant Submission
- c) Attachment "3"—Budget Adjustment

## RESOLUTION NO. 2025-73

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ESCONDIDO, CALIFORNIA, AUTHORIZING THE ASSISTANT DIRECTOR OF COMMUNITY SERVICES TO RECEIVE, ON BEHALF OF THE ESCONDIDO PUBLIC LIBRARY, A \$5,000 GRANT AWARD FROM THE SOCIETY OF AMERICAN ARCHIVISTS FOUNDATION

WHEREAS, the City of Escondido ("City") is committed to preserving and promoting Escondido's rich and cultural heritage; and

WHEREAS, the Escondido Public Library Pioneer room serves as a repository for local history including books, journals, photographs, and archival material. The family history research material primarily contains reference books; and

WHEREAS, the Society of American Archivists Foundation provides resources to enhance the work of the archival community that supports programs to enhance the performance of repositories; and

WHEREAS, the Latinos in Escondido Oral History Project aims to document and preserve the rich and often underrepresented history of the Hispanic and Latino community in Escondido; and

WHEREAS, this City Council deems it to be in the best public interest to accept this grant to fund the Latinos in Escondido Oral History Project adding to the diverse voices of the history of Escondido.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Escondido, California, as follows:

1. That the above recitations are true.



2. That the City Council authorizes the Assistant Director of Community Services, or his designee, to execute all necessary documents, in forms approved by the City Attorney's Office, to accept all grant funds.

3. That the City Council approves of any necessary budget adjustments to expend funds received for the purposes stated herein.

4. The Community Services Department/Escondido Public Library shall expend \$5,000 grant funds in accordance with the terms and requirements of the grant agreement.



June 3, 2025

Greetings, Ashley Hays

On behalf of SAA Foundation's President, Lisa Mangiafico, and the Foundation's Board of Directors, I am delighted to inform you that the Board has accepted the recommendation of the Grant Review Committee to fund the **"Latinos in Escondido Oral History Project."**

The project will be funded at \$5,000.

Please confirm your acceptance by completing the acknowledgment link **by June 10, 2025.**

The SAA Foundation requires a W-9 form from all payees to comply with IRS regulations. Please note that all funding awarded by the SAA Foundation is considered taxable income.

The final report is due by **September 30, 2025.**

Use the provided link to submit your final report, including any promotional assets from your completed project that you wish to share.

We appreciate your participation in the SAA Foundation grant program and look forward to seeing the results of your project. If you have any questions, please get in touch with us at [foundation@archivists.org](mailto:foundation@archivists.org).

- Catalyst Grant Acknowledgement: <https://forms.office.com/r/dtEfwns9vU>
- Final Report: <https://smr.to/p81240>

Best regards,

Astoria Edwards, MHA  
Assistant Director, Foundation  
SAA Foundation

cc: Lisa Mangiafico, SAA Foundation President  
Nicolette Lodico, Chair, Grant Review Committee  
Jacqualine Price Osafo, MBA, CAE, SAA Chief Executive Officer

Society of American Archivists Foundation  
17 North State Street, Suite 1425  
Chicago, IL 60602  
p: (312) 606 -0722 ext. 222

**Society of American Archivists Foundation  
Catalyst Grant Submission**

**Project Title**

Latinos in Escondido Oral History Project

**Project Abstract**

The Latinos in Escondido Oral History Project will capture the previously underrepresented shared history of the Hispanic and Latino community of Escondido through the collection of oral histories and related materials of community members.

**Hosting Institution**

Escondido Public Library Pioneer Room

**Project methodology and work plan**

Oral histories: The Pioneer Room and partner organizations are committed to abiding by Oral History Association and Baylor University best practice standards for oral history collections. Interviewees will participate in a screening interview, pre-interview, and final interview and will have access to plain language consent forms explaining their rights and access preferences. Additionally, all interviewees will have access to interview questions ahead of the final interview, and will be given the opportunity to edit transcripts created from the interview. Transcriptions will be made available in English and Spanish, and all interviews will be conducted in the interviewee's preferred language.

Archival processing of related documents and media will follow DACS, and other archival standards.

Programming and marketing materials related to the project will be available in English and Spanish to support the community.

**High-level timeline for project activities. Include project start, phases, key milestones/deliverables, wrap-up, and final report.**

May 2025: Project Start & Planning Phase

- Begin outreach to potential interview participants and community members.
- Oral History Training

May – June 2025: Community Outreach and Marketing

- Continue community outreach and marketing efforts to secure additional participants.
- Begin collection of photographs, ephemera, and other related materials to complement oral histories

June – September 2025: Primary Interview and Collection Phase

- Conduct the bulk of the oral history interviews, particularly focusing on gathering extensive narratives that align with the project's thematic goals.
- Mid-Project Evaluation

- Begin initial transcription of interviews and preliminary processing of digital files

#### September – October 2025: Data Processing and Community Engagement

- Transcribe and translate completed interviews into English and Spanish to ensure accessibility.
- Process and organize digital materials, preparing them for public access repositories
- Community Events and Engagement

#### October – November 2025: Finalization and Digitization

- Complete transcription, digitization, and metadata entry for all interviews and materials.
- Conduct final review of the digital collection for accessibility, accuracy, and alignment with archival standards
- Review and Final Adjustments
- Begin drafting content for the final project report and prepare materials for public presentation

#### November – December 2025: Project Wrap-Up and Reporting

- Complete and submit a detailed report documenting project achievements, challenges, community feedback, and next steps.
- Include an assessment of California State University San Marcos student involvement and the impact of community events on public awareness
- Launch the digital collection online and announce its availability to the public through events and community partnerships.
- Host final project events to celebrate participant contributions and highlight project outcomes

**Role to be performed by key project leaders. Briefly describe the role of all key project leaders rather than listing their qualifications. Please upload full CVs below to demonstrate key project team leaders' qualifications.**

Ashley Hays, Pioneer Room Archivist, will facilitate the oral history project and coordinate all interviews, supervise transcription and metadata standards, and maintain products of the oral history interviews in perpetuity.

Cynthia Castaneda, Escondido History Center Museum Director, will conduct oral history interviews in English and Spanish, coordinate with Spanish-speaking participants, and oversee transcription work for Spanish language interviews.

#### **Description of the sponsoring body**

##### ESCONDIDO PUBLIC LIBRARY

The Escondido Public Library has proudly served as the municipal public library for the City of Escondido since 1898. With an average monthly footfall of approximately 20,000 and an annual attendance of around 237,522, the library serves as a dynamic hub for the community. The library campus includes the Main Library, the Pioneer Room (located at the Mathes Center), and the Literacy Center.

The Escondido Public Library provides equal access to information and educational experiences that inspire learning and foster participation in a thoughtful, diverse society. In the past year alone,

Escondido Library hosted an impressive 736 events, drawing a total attendance of 23,625 community members. These events serve as ideal platforms to spotlight an oral history program focusing on the Latino and Hispanic community of Escondido.

#### PIONEER ROOM LOCAL HISTORY ARCHIVES

The Escondido Public Library Pioneer Room serves as the primary center for historical research in the Escondido community. Its main objective is to identify, collect, preserve, and provide access to a collection of records, manuscripts, and other significant resources that have lasting historical, legal, administrative, and fiscal value.

The Pioneer Room houses a non-circulating collection of documents, photographs, and reference materials, which are available to researchers looking to explore different local history topics. These topics include historical homes and properties, biographies of people and families native to Escondido, and events that have played a role in the development of both the city and the surrounding region.

#### ESCONDIDO HISTORY CENTER

The second largest history museum in San Diego County, the Escondido History Center was founded as the Escondido Historical Society on February 3, 1956 and incorporated on June 28. In 1975, Heritage Walk was established, incorporating the barn, a windmill, wagon, and blacksmith shop. In 1978, a Victorian house from Ivy St. was moved here, but it was lost to arson in 1979 and in 1980, the Hoffman House was donated to replace it. In 2006, our name was changed to the Escondido History Center.

Collections include thousands of photographs, ephemera, artifacts, directories, and books related to Escondido and the surrounding area. Exhibits in our five buildings and Pullman train car provide a view of history dating back hundreds of years in the Hidden Valley.

#### **Project purpose and goals**

- Increase the Pioneer Room's archival holdings contributed by or directly related to the Hispanic and Latino community of Escondido.
- Conduct oral history interviews with Hispanic and Latino residents or their families with topics including migration, labor, military service, business, entertainment, education, sports, clubs, events, or others identified as of interest about life in Escondido, California.
- Digitize collected oral histories and related materials to create accessible digital collections.
- Provide internships or credit to students at California State University San Marcos in archival practices and oral history methodologies during the 2025 Fall semester.

#### **Advancement of SAA goals and benefits to the profession**

This project aligns with the SAA Foundation's mission to enhance the archival profession by:

- Preserving the voices and experiences of underrepresented communities.
- Providing a model for inclusive community-based oral history projects.
- Collaborating with academic institutions to engage future professionals in hands-on archival work.

It advances the SAA's strategic goal to foster diversity and inclusion in archival collections and practices by:

- Increasing the Pioneer Room's archival holdings contributed by or directly related to the Hispanic and Latino community of Escondido.
- Conducting oral history interviews with Hispanic and Latino residents or their families, focusing on migration, labor, military service, business, entertainment, education, sports, clubs and events.
- Digitizing collected oral histories and related materials to create accessible digital collections.
- Providing internships or credit to students at California State University San Marcos in archival practices and oral history methodologies.

### **Benchmarks**

- Completion of at least 20 oral history interviews, including transcriptions and digital preservation.
- Creation of publicly accessible digital collection on the Pioneer Room's online digital repository or in partnership with California State University San Marcos.
- Engagement with and anticipated attendance of 50 members of the community through programming and outreach, including interviewer and narrator presentations, oral history workshops, oral history exhibits, and a memory board for increased use in the Pioneer Room.

### **Assessment criteria**

- Number of interviews and materials added to the archive.
- Feedback from participants, students, and attendees at public events.
- Usage statistics from the digital repository.

### **Dissemination plan**

Online access: Interviews and related materials will be accessible to the public through the Pioneer Room's online digital repository and in partnership with California State University San Marcos. Materials on these sites will be searchable and include bilingual descriptions to enhance accessibility.

Programming: Community events will be held to educate the public about oral history, exhibition of oral history content, and passive programming including memory boards located in the Escondido Public Library inviting visitors to share their own memories of Escondido.

Events: Working with the Escondido History Center Museum for outreach during major festivals and local events in Escondido to invite attendees to participate in the oral history program.

Local media and cultural organizations: We will partner with the *Times-Advocate* and local Spanish language outlets to raise awareness of the collection. We will partner with the Escondido History Center to assist with outreach, programming, and exhibitions related to the collection. We will partner with California State University San Marcos to host the oral histories on their website. Additionally, we will work with the Escondido Union School District to inform students about oral history and provide resources to foster future oral historians.

Academic engagement: An online student showcase will be featured on the California State University San Marcos site to promote the collection. The collection will be integrated into coursework on public history, anthropology, and archival studies.

### **Sustainability measures**

The Latinos in Escondido History Project is designed with a clear framework for ensuring the long-term relevance and accessibility of the collection. Sustainability measures address technical preservation, future community engagement, and integration into professional practice. These measures align with SAA’s best practices, including long-term preservation planning, accessibility, and community involvement.

- **Digital preservation:** All materials, including oral histories, transcripts, photographs, and other records, will be preserved in the Pioneer Room’s online repository with additional copies maintained on cloud storage and local servers to ensure redundancy and minimized risk of data loss. Regular file integrity checks will be performed to ensure ongoing accessibility.
- **Metadata standards:** Metadata will be created following DACS and Dublin Core schemas to support discoverability and interoperability with other archival systems.
- **Maintenance and growth:** Partnerships with California State University San Marcos will provide a steady flow of new content and perspectives to sustain the collection’s relevance over time, and oral histories will be used in coursework. Feedback gathered through public events and surveys will shape future directions for the project, ensuring it remains relevant to the community and the field.
- **Professional contributions:** This project will serve as a case study for community-based oral history collections and will be documented to share lessons learned with the archival profession, including on inclusive collection development and bilingual interviewing techniques.

### **Budget and resources**

Our goal is to enhance the Pioneer Room’s collections by focusing on the Latino and Hispanic communities in Escondido. We are seeking funding for collection expansion, outreach initiatives, and a comprehensive oral history project. This effort will illuminate the historical contributions of our Hispanic and Latino populations to the community, covering economic, social, cultural, educational, and military subjects. By gathering these narratives, we aim to amplify the voices of our diverse community, which constitutes about 52% of our population, ensuring that the Pioneer Room’s collections truly reflect our rich community.

To foster collaboration with Latino and Hispanic residents, we have partnered with Arcadia Publishing and the Escondido History Center, the second-largest history museum in San Diego County, to co-author a book. This endeavor will compile photographs, personal stories, records, and oral histories, documenting the Latino experience in Escondido throughout the 20th century. This book will serve as a crucial record for future generations, preserving the invaluable contributions made by the Hispanic and Latino community.

We are requesting a total funding of \$5,000 to support an oral history program at the Pioneer Room. Working alongside the Escondido History Center, the Pioneer Room Friends 501(c)3 organization, local historian Alexa Clausen, community liaison Teddy Borja, and the Special Collections team at California

State University San Marcos, we are committed to developing a sustainable oral history collection strategy that prioritizes the Hispanic and Latino communities. With support from the SAA Foundation, we intend to establish an infrastructure to facilitate ongoing collection effort, outreach, and programming. Additionally, we plan to create internships or course credits through CSUSM, allowing students to gain valuable experience conducting, transcribing, and digitizing oral histories. CSUSM has generously agreed to host these interviews digitally and assist in course development, contributing significantly to this project.





# BUDGET ADJUSTMENT REQUEST

Department:	Community Services/Library	<b>For Finance Use Only</b>  BA # _____  Fiscal Year _____
Department Contact:	Robert Rhoades	
City Council Meeting Date: (attach staff report)	06/25/2025	

EXPLANATION OF REQUEST

Acceptance of \$5,000 grant funding from the Society of American Archivists Foundation. The grant will document and preserve the rich and often underrepresented history of the Hispanic and Latino community in Escondido as an oral history led by the Escondido Public Library’s Pioneer Room.

BUDGET ADJUSTMENT INFORMATION

Project/Account Description	Account Number	Amount of Increase	Amount of Decrease
Miscellaneous Agencies	4121-401-NEW PROJECT	\$5,000	
Society of American Archivists Foundation	0000-401-NEW PROJECT	\$5,000	

APPROVALS

Signed by: <i>Joseph Goulart</i> 4EBB3669BFCD4D4...		Signed by: <i>Christina Holmes</i> A8F1B20895CC457...	
6/13/2025		6/16/2025	
DEPARTMENT HEAD	DATE	FINANCE	DATE

## ORDINANCE NO. 2025-05

AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF  
ESCONDIDO, CALIFORNIA, AMENDING ESCONDIDO  
MUNICIPAL CODE CHAPTER 16, ARTICLE 8, TO  
REGULATE SHORT-TERM RENTALS

WHEREAS, the City of Escondido ("City") has experienced an increase in the number of residential units being used as short-term rentals; and

WHEREAS, on January 29, 2025, the City Council adopted Ordinance No. 2024-07R establishing the Short-Term Rental Pilot Program and adopting Escondido Municipal Code Chapter 16 (Licenses and Business Regulations), Article 8, regulating short-term rentals, and Escondido Municipal Code Chapter 25 (Taxation), for collection of Transient Occupancy Tax; and

WHEREAS, the City has found that amendments to the short-term rental ordinance will cause the ordinance to better align with the intent of the City in enacting the ordinance.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Escondido, California, as follows:

1. That the above recitations are true.
2. That Escondido Municipal Code Chapter 16, Article 8, regulating short-term rentals, is hereby amended as set forth in Exhibit "A" to this Ordinance, which is attached to this Ordinance and incorporated by this reference as though fully set forth herein.
3. That Ordinance No. 2024-07R, adopted by the City Council on January 29, 2025, will go into effect on July 1, 2025, except for those amendments set forth in Exhibit "A," which will go into effect 30 days after the second reading of this Ordinance.

A COMPLETE COPY OF THIS  
ORDINANCE IS ON FILE IN  
THE OFFICE OF THE CITY  
CLERK FOR YOUR REVIEW.



June 25, 2025

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## **Public Hearing Item No. 13:**

### **CITYWIDE ENERGY ROADMAP PROGRAM**

- **This Public Hearing item has been continued to August 27, 2025 Council Meeting at 5:00 P.M.**



# STAFF REPORT

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June 25, 2025  
File Number 0870-11

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## SUBJECT

**FISCAL YEAR ("FY") 2025-2029 FIVE-YEAR CONSOLIDATED PLAN AND FY 2025-2026 ANNUAL ACTION PLAN FOR DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT ("HUD") FUNDING FOR THE COMMUNITY DEVELOPMENT BLOCK GRANT ("CDBG") AND HOME INVESTMENT PARTNERSHIP ("HOME") PROGRAMS**

## DEPARTMENT

Development Services; Housing and Neighborhood Services Division

## RECOMMENDATION

Request the City Council conduct a public hearing to solicit and consider citizen input on the FY 2025-2029 Consolidated Plan and Annual Action Plan for the use of CDBG and HOME funds; and adopt Resolution No. 2025-69 approving FY 2025-2029 Consolidated Plan and FY 2025-2026 Annual Action Plan for the use of CDBG and HOME funds, conditionally commit funds to projects, authorize the Director of Community Development to execute contracts as appropriate and approve the submittal of the FY 2025-2029 Consolidated Plan and the FY 2025-2026 Annual Action Plan to HUD.

Staff Recommendation: Approval (Development Services: Chris McKinney, Deputy City Manager/ Interim Director of Development Services)

Presenter: Danielle Lopez, Housing and Neighborhood Services Manager; Dulce Salazar, Management Analyst; and Norma Olquin, Management Analyst

**ESSENTIAL SERVICE** – Yes Keep City Clean for Public Health and Safety; Land Use/Development; Public Works/Infrastructure; Maintenance of Parks facilities/Open Spaces

**COUNCIL PRIORITY** – Improve Public Safety; Increase Retention and Attraction of People and Businesses to Escondido; Encourage Housing Development

## FISCAL ANALYSIS

The City of Escondido ("City") receives an annual federal entitlement from HUD for community development and housing activities. On May 13, 2025, HUD announced that the City will receive allocations of \$1,341,561 in CDBG and \$590,369 in HOME funds for FY 2025-2026. CDBG funds will be used to support community development priorities, funding City-sponsored and community-based organizations in public services, capital, and neighborhood improvement projects. HOME funds will be used for the provision of affordable housing. HUD funds must assist the low- and moderate-income residents of Escondido and may not be used to supplant City funds. Funds may also be used to pay for



# CITY of ESCONDIDO

## STAFF REPORT

administrative and planning services, subject to regulatory limitations. The City was not awarded Emergency Solution Grant funds (“ESG”) in FY 2025-2026, which is a funding stream dedicated to funding activities like homeless outreach, emergency shelter, homelessness prevention, and rapid re-housing.

CDBG projects and administrative costs will be funded solely by grant money and will not negatively impact the General Fund. HOME projects and administrative costs will be funded with both HOME and Successor Housing Agency funds, and no General Funds will be used for these projects.

### PREVIOUS ACTION

On May 20, 2020, the City Council held a public hearing and approved the FY 2020-2024 Consolidated Plan. The Consolidated Plan established priorities for the use of CDBG, ESG and HOME funds over the five-year period ending June 30, 2025, to benefit low-income residents and neighborhoods in the City of Escondido.

On April 16, 2025, the City Council held the first of two public hearings associated with the FY 2025-2029 Consolidated Plan and the FY 2025-2026 Annual Action Plan where they reviewed and approved the community development and housing priorities proposed for the 2025-2029 Five-Year Consolidated Plan and approved an allocation process that provides for the maximum allowable amounts for administrative costs and public service allocations.

### BACKGROUND

The City of Escondido is considered an entitlement jurisdiction and receives an annual allocation from HUD for the operations of its CDBG and HOME programs. The funding is determined by a formula calculated by HUD, based on population, age of the city and poverty levels. The City’s allocation can fluctuate year-to-year causing funding to increase or decrease in various programs.

As a recipient of the federal funds, the City is required to submit a five-year Consolidated Plan, an Annual Action Plan that is required for each year of the Consolidated Plan period, and a Consolidated Annual Performance and Evaluation Report (“CAPER”) to monitor its progress, outcomes, and expenditures for the program year.

The Consolidated Plan is intended to provide a comprehensive, strategic framework for a community to establish a unified vision and Action Plan to address the needs of low-income individuals, families and neighborhoods. The goals of CDBG, HOME, and ESG programs covered by the Consolidated Plan are to provide decent housing, provide services to households experiencing homelessness, provide a suitable living environment, and expand economic opportunities.

HUD requirements for the development of the Consolidated Plan include a community assessment of the City’s housing and community development needs, including homeless and non-homeless needs; the development of a comprehensive citizen participation plan; the development of a five-year strategic plan;



# CITY of ESCONDIDO

## STAFF REPORT

the identification of priorities to benefit low-income individuals; and the development of a one-year Action Plan to address the established priorities.

### CDBG

The CDBG program is a block grant program that provides communities with resources to address a wide range of unique community development needs. The CDBG program works to ensure decent affordable housing and neighborhoods, to provide services to the most vulnerable in our communities, and to create jobs through the expansion and retention of businesses. Each CDBG activity must meet one of the following national objectives and one of the Consolidated Plan priorities. Historically, Escondido projects have focused on the first national objective of benefiting low- and moderate-income persons.

### HUD National Objectives

- Benefit low- and moderate-income persons;
- Aid in the elimination of slums or blight; or
- Meet a particular urgent community need because existing conditions pose a serious threat and no other source of funds is available. This national objective is rare and is designated only for activities that alleviate emergency conditions, e.g., fire, flood, earthquake

Based on the community needs assessments and public participation, City staff have identified four overarching priorities for the 2025-2029 Consolidated Plan period. These priorities reflect community development, housing, and homeless needs. Each year, prior to the adoption of the One-Year Action Plan, the City Council will be asked to review and reaffirm the priorities and may choose to adopt changes at that time.

### FY 2025-2029 CDBG and HOME Priorities as approved on April 16, 2025

- Support the development and preservation of affordable rental and homeownership opportunities.
- Expand access to supportive services to prevent and reduce homelessness, promote housing stability, and foster long-term solutions.
- Promote safe and healthy communities by improving public facilities, upgrading infrastructure, and supporting neighborhood revitalization efforts.
- Deliver essential public services to vulnerable populations, including youth, families, and seniors with low to moderate incomes and individuals with special needs.

The one-year Action Plan, required for each year of the Consolidated Plan period, will determine the goals, objectives and performance benchmarks for activities for a single year and will specify how CDBG and HOME entitlement funds are spent. This year an RFP was released on March 21, 2025, with applications due May 13, 2025. The City of Escondido received 18 proposals for Fiscal Year 2025-2026 CDBG funding.



# CITY of ESCONDIDO

## STAFF REPORT

The RFP was posted to the City's website, advertised on BidNet, and emailed to the CDBG mailing list consisting of 41 service providers.

Proposals were analyzed and scored by Housing and Neighborhood Services staff on a 100-point scale based on agency information, capacity, and experience, project description, and financial information. These recommendations were presented to the Homeless Subcommittee on June 17, 2025, for feedback and funding recommendations. The Subcommittee provided comments and direction on which proposals to recommend to the City Council for inclusion in the 2025-2026 Annual Action Plan.

### HOME

The HOME Investment Partnerships Program (HOME) is a federal block grant program that provides funding to states and localities to create and preserve affordable housing. The program primarily targets low-income and extremely low-income families, including those experiencing homelessness or with disabilities. HOME funds can be used for a variety of affordable housing activities, including:

- New Construction of Owner-Occupied and Rental Housing: Building new affordable housing units for both homeownership and rental.
- Rehabilitation of Owner-Occupied and Rental Housing: Repairing and upgrading existing housing units.
- Tenant-Based Rental Assistance (TBRA): Providing direct rental assistance to low-income individuals and families.
- Assistance to Homebuyers: Supporting homeownership through down payment assistance, closing costs, etc.
- Community Housing Development Organizations ('CHDOs'): Providing funding to support the work of CHDOs, which are nonprofit organizations that work to create affordable housing.

States and local governments receiving HOME funds are generally required to match a portion of the federal funds with non-federal resources. The City does this through the use of Housing Successor Agency funding.

### Citizen Participation and Public Outreach

Citizen participation is a primary requirement for the preparation of the Consolidated Plan and Annual Action Plan. In accordance with the Citizen Participation Plan, the City must conduct two public hearings to solicit and consider citizen input on the Annual Action Plan. The first public hearing was held on April 16, and the second will be held on June 25. The City Council actions on June 25, will identify specific programs and activities to be undertaken with FY 2025-2026 funds and will conditionally commit funding to specific organizations. Final commitment is dependent on HUD's acceptance of the Action Plan, completion of a National Environmental Policy Act ("NEPA") environmental review, receipt of



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## STAFF REPORT

environmental clearance from HUD, provision of appropriate insurance verification, and acceptance of City contract terms.

City staff along with RSG, the consultant team assisting with the development of the Consolidated Plan, hosted three public meetings in 2024: one on a Tuesday midday, one on a Tuesday evening, and one on a Thursday evening. A total of 22 community members attended the three meetings. Staff also presented at a Neighborhood Leadership Forum meeting and two CAFÉ (Community Advocates for Escondido) meetings. In addition to attending the CAFÉ meeting, an email requesting feedback was sent to Café's list serve of approximately 300 service providers. An online community survey and stakeholder survey were also conducted. The City received 164 responses to the community survey and 12 responses to the stakeholder survey. Data collected through this public participation and needs assessment were used to determine the proposed new priorities for 2025-2029.

To further encourage participation, the City released a public notice in the Escondido Times Advocate, on May 1, 2025, noticing a 30-day public comment period on the draft 2025-2029 Consolidated Plan for CDBG and HOME funds. Additionally, staff posted a copy of the draft Consolidated Plan on the Housing and Neighborhood Services Department website and made hard copies available at the front counter in City Hall. Lastly, a 10-day public notice was released in the Escondido Times Advocate prior to each of the public hearings, reminding the public of their opportunity to attend and provide feedback on the Plan. At the time of this report, City staff received one public comment that was received prior to and discussed at the first public hearing.

### Proposals

For FY 2025-2026, the City received 18 proposals for CDBG funds. The recommended agencies and funding amounts are found in the table below, and a more detailed list of proposed projects can be found in Attachment 2:

### **CDBG Funding Allocations for FY 2025-2026** **\$1,341,561**

<b>Administration</b>	CDBG Administration (20% Cap)		<b>268,312.20</b>
<b>Public Service Applicants</b>	<b>Project Name</b>	<b>Recommended for funding Yes/No</b>	<b>Funds Requested (15% Cap \$201,234.15)</b>
Mama's Kitchen	Medically Tailored Meal Service	<b>Yes</b>	<b>\$10,000</b>
Community Services	Mobile Recreation Program	<b>Yes</b>	<b>\$8,600</b>





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## STAFF REPORT

Community Services	Senior Cares Program	Yes	\$19,500	
Voices for Children	Transitional Age Youth CASA Program	No	\$10,000	
Project Next (Legal Name: The San Marcos Promise)	Focused Futures at Escondido High School	Yes	\$30,000	
Legal Aid Society of San Diego, Inc.	Fair Housing Services	Yes	\$35,000	
Interfaith Community Services, Inc.	Basic needs and supportive services for the Escondido community	No	\$60,000	
Center for Community Solutions	Hidden Valley House	No	\$35,000	
Operation HOPE	Steps to Independence Program	Yes	\$30,000	
United Way of San Diego County	STEM-to-Careers	No	\$172,525	
Palomar Family Counseling Services	Early Childhood Success: Todos los Niños	Yes	\$75,000	Recommend: \$35,000
CSA San Diego County	Fair Housing Services	No	\$33,900	
Alabaster Jar Project	Critical Services to survivors of human trafficking	Yes	\$50,000	Recommend: \$33,000
			\$569,525	Recommend: \$201,100
<b>Capital Applicants</b>	<b>Project Name</b>	<b>Recommended for funding Yes/No</b>	<b>Funds Requested</b>	
Public Works Department	Historic Structure Assessments	Yes	\$200,000	
Housing and Neighborhood Services	Neighborhood Cleanup	Yes	\$50,000	
Urban Corps of San Diego County	Urban Corps Escondido Recycling Center ADA restroom expansion and remodeling	Yes	\$104,000	
Housing and neighborhood Services	Sidewalk Infill	Yes	\$204,000	
WeeCare, Inc. (DBA Upwards)	BOOST (Business Operation and Optimization Support Tools)	Yes	\$314,000	
			\$864,000	Recommend: \$872,000



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## STAFF REPORT

### HOME Allocations for FY 2025-2026

\$590,369

Priority	Project	Allocation
Administration	HOME Administration (10% Cap)	\$59,036.90
CHDO	Community Housing Development Organization (15%)	\$88,555.35
Conservation and Expansion of Affordable Homeownership	Senior Rental Subsidy Program for 30 households at \$200 a month	\$72,000
Preservation of Affordable Housing	Release an RFP for the provision of long-term affordable Housing development/first time home buyer opportunities within the City of Escondido.	\$370,777

### Conclusion

Staff recommends the City Council approve the HUD Annual Action Plan for FY 2025-2026 and authorize staff to submit the same to HUD. The deadline for the City to submit the FY 2025-2026 Annual Action Plan to HUD is July 11, 2025.

### RESOLUTIONS

- a) Resolution No. 2025-69
- b) Resolution No. 2025-69—Exhibit “A”— CDBG Budget
- c) Resolution No. 2025-69—Exhibit “B”— HOME Budget
- d) Resolution No. 2025-69—Exhibit “C”— CDBG Agreement

### ATTACHMENTS

- a) Attachment “1” —Budget Adjustment
- b) Attachment “2”—Proposed Project Descriptions
- c) Attachment “3” —CDBG Eligible Area Map

## RESOLUTION NO. 2025-69

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ESCONDIDO, CALIFORNIA, ADOPTING THE CDBG AND HOME BUDGETS FOR FISCAL YEAR 2025-2026 AND AUTHORIZING THE COMMUNITY DEVELOPMENT DIRECTOR TO CONDITIONALLY COMMIT FUNDS TO AND EXECUTE AGREEMENTS FOR USE OF CDBG AND HOME FUNDS; AND ADOPTING THE CITY OF ESCONDIDO FY 2025-2029 FIVE-YEAR CONSOLIDATED PLAN, AND THE FY 2025-2026 ANNUAL ACTION PLAN FOR CDBG, ESG AND HOME FUNDS; AND APPROVING SUBMITTAL TO THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT

WHEREAS, the City is a recipient of Community Development Block Grant ("CDBG") and HOME Investment Partnerships Program ("HOME") funds from the United States Department of Housing and Urban Development ("HUD"); and

WHEREAS, the City desires at this time and deems it to be in the best interest to adopt the FY 2025-2029 Five-Year Consolidated Plan and the FY 2025-2026 Annual Action Plan for CDBG, ESG and HOME funds;

WHEREAS, a total of 20 percent of CDBG funds received by the City may be used for administration and the remaining funds may be used for public service activities and capital improvements; and

WHEREAS, a total of 15 percent of HOME funds received by the City must be used for the provision of affordable housing by eligible Community Housing Development Organizations ("CHDOs"), 10 percent of the HOME funds received by the City may be used for administration, and the remaining HOME funds (75 percent) received by the City may be used for Housing Development; and

WHEREAS, the City Council desires at this time, and deems it to be in the best public interest, to adopt both CDBG and HOME budgets for FY 2025-2026, which are attached as Exhibits “A” and “B” respectively, and which are incorporated by this reference; and

WHEREAS, the CDBG and HOME budgets reflect the work program for the coming year based on the City’s Action Plan for FY 2025-2026, which identifies the goals and priorities, established in the 2025-2029 Consolidated Plan; and

WHEREAS, the City Council also desires to authorize City officials, including the Director of Community Development as appropriate to conditionally commit funding and execute agreements to provide for the use of CDBG, HOME funds.

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Escondido, California, as follows:

1. That the above recitations are true.
2. The City Council approves the adoption of the FY 2025-2029 Five-Year Consolidated Plan and the FY 2025-2026 Annual Action Plan for CDBG, ESG, and HOME funds.
3. That the City Council authorizes the CDBG and HOME budgets and administration of programs for the period of July 1, 2025, through June 30, 2026 inclusive, contained in the FY 2025-2026 CDBG and HOME Budget Documents, attached as Exhibits “A” and “B” are hereby adopted.
4. That the Director of Community Development can authorize non-substantial changes to the CDBG, ESG, or HOME budgets within 25 percent, whether above or below the projected allocation; and the allocation may be proportionally dispersed to current distributions.

5. That the Community Development Director or other approved City officials are hereby authorized to execute contracts with specific providers for use of CDBG funds in the amounts set forth in Exhibit "A," provided such agreements have been approved as to form by the City Attorney, and provided such agreements are substantially in the form as that attached in Exhibit "C" which is incorporated by this reference.

6. The City Council approves the submittal of the FY 2025-2029 Five-Year Consolidated Plan and the FY 2025-2026 Annual Action Plan to HUD.

**City of Escondido, Fiscal Year 2025-2026  
CDBG Allocations  
2025 HUD Allocation: \$1,341,561**

	<b>Administration - 20% cap of allocation (\$268,312.20 max.)</b>	
116-109	CDBG Administration	\$ 268,312
	Total	\$ 268,312
	<b>Public Service - 15% cap of allocation (\$201,234.15 max.)</b>	
351259	Fair Housing	\$ 35,000
351419	Senior CARES	\$ 19,500
351693	Mobile Recreation	\$ 8,600
351676	Mama's Kitchen	\$ 10,000
351686	Project NEXT	\$ 30,000
New	Palomar Family Counseling Services	\$ 35,000
New	The Alabaster Jar Project	\$ 33,000
New	Operation HOPE	\$ 30,000
	Total	\$ 201,100
	<b>Uncapped Capital Improvement &amp; Other Neighborhood Revitalization Activities - (No max.)</b>	
351688	WeeCARE	\$ 314,000
351687	Neighborhood Cleanup	\$ 50,000
	Sidewalk Infill	\$ 204,000
New	Historic Structure Assessments	\$ 200,000
New	Urban Corps Escondido Center- Restroom Expansion	\$ 104,000
	Total	\$ 872,000
	Total CDBG Allocations	\$ 1,341,412

HOME INVESTMENT PARTNERSHIPS PROGRAM

FY 2025

SUMMARY OF HOME FUNDING CATEGORIES

FUNDING CATEGORY	AMOUNT AVAILABLE
2025 Allocation	\$590,369
TOTAL AVAILABLE FUNDS	\$590,369
10% of Allocation 10% of Program Income  City's Administrative Cost	\$59,036 \$0 \$59,036
<b><u>Mandatory</u></b> CHDO Set-Aside (15% of allocation)	\$88,555
Housing Development	\$370,777
TOTAL EXPENDITURES	\$590,369



## SUBRECIPIENT AGREEMENT

between  
CITY OF ESCONDIDO  
and  
NONPROFIT NAME  
for  
PROJECT TITLE

This SUBRECIPIENT AGREEMENT ("Agreement") is made and entered into as of the last signature date set forth below ("Effective Date") by and between the City of Escondido, a California municipal Corporation ("Grantee") and [NONPROFIT NAME/ENTITY DESIGNATION] ("Subrecipient"). (The City and Subrecipient may each individually be referred to herein as a "Party" and collectively as the "Parties.")

WHEREAS, the Grantee has applied for and received funds from the United States Government under Title I of the Housing and Community Development Act of 1974, as amended (HCD Act), Public Law 93-383; and

WHEREAS, the Grantee wishes to engage the Subrecipient to assist the Grantee in utilizing such funds.

NOW, THEREFORE, the Parties mutually agree as follows:

### I. SCOPE OF SERVICE

A. Activities. The Subrecipient shall be responsible for administering a Community Development Block Grant ("CDBG") Year [\_\_\_\_\_] program titled, [Project Title] in a manner satisfactory to the Grantee and consistent with any standards required as a condition of providing these funds. Such program shall include the activities eligible under the CDBG program that are specified in **Exhibit A**, which is attached hereto and incorporated herein by this reference ("Activities").

### B. National Objectives.

1. All activities funded with CDBG funds must meet one of the CDBG program's National Objectives: benefit low- and moderate-income persons; aid in the prevention or elimination of slums or blight; or meet community development needs having a particular urgency, as further described in 24 C.F.R. § 570.208.
2. The Subrecipient certifies that the Activities carried out under this Agreement will meet the National Objective of [\_\_\_\_\_].

C. Levels of Accomplishment – Goals and Performance Measures. The levels of accomplishment may include such measures as units rehabilitated, persons or households assisted, or meals



served, and should include periods for performance. The Subrecipient agrees to provide certain levels of program services, as set forth in Exhibit A.

- D. Staffing. Subrecipient shall be responsible for staff and time to be allocated to each of the Activities, as set forth in Exhibit A.
- E. Performance Monitoring. The Grantee will monitor the performance of the Subrecipient against the goals and performance standards stated within this Agreement. Substandard performance as determined by the Grantee shall constitute noncompliance with this Agreement. If the Subrecipient does not take action to correct such substandard performance within 30 days after being notified by the Grantee, Grantee may suspend or terminate this Agreement pursuant to the procedures described herein.

## II. TIME OF PERFORMANCE

- A. The Subrecipient's performance of the Activities shall commence on [ ] and end on [ ].
- B. The term of this Agreement shall be extended to cover any additional time period during which the Subrecipient remains in control of CDBG funds or other CDBG assets, including any program income as defined by 24 C.F.R. § 570.500 ("Program Income").

## III. BUDGET

- A. Subrecipient shall adhere to the budget specified in Exhibit B, which is attached hereto and incorporated herein by this reference ("Budget").
- B. Any indirect costs charged must be consistent with the conditions of Paragraph IX(C)(2) of this Agreement.
- C. The Grantee may require a more detailed Budget breakdown than what is contained in Exhibit B, and the Subrecipient shall provide such supplementary Budget information in a timely fashion in the form and content prescribed by the Grantee. Any changes to the Budget may only be made by written amendment signed by both the Grantee and the Subrecipient

## IV. PAYMENT

- A. The total amount to be paid by the Grantee under this Agreement shall not exceed [ ].
- B. Drawdowns for the payment of eligible expenses shall be made against line items specified in the Budget and in accordance with Subrecipient's performance of the Activities. Expenses for general administration shall also be paid against line items specified in the Budget and in accordance with Subrecipient's performance of the Activities.
- C. Payments to the Subrecipient are contingent upon the U.S. Department of Housing and Urban Development's ("HUD") delivery of payment to the Grantee.

- D. Payments to the Subrecipient may be contingent upon certification of the Subrecipient's financial management system in accordance with the standards specified in 2 C.F.R. § 200.302.

V. NOTICES

- A. All notices required by this Agreement shall be in writing and delivered to the appropriate Party via mail (postage prepaid), commercial courier, or personal delivery, or sent by e-mail.
- B. All communications and details concerning this Agreement shall be directed to the following representatives:

If to the Grantee

City of Escondido  
201 N. Broadway  
Escondido, CA 92025  
Attn: Holly Nelson  
Hnelson@escondido.org  
760-839-4518

If to the Subrecipient

[ \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_ ]

VI. GENERAL CONDITIONS

A. General Compliance.

1. The Subrecipient shall comply with the requirements of 24 C.F.R. Part 570 (HUD regulations concerning CDBG), including Subpart K of such regulations, except that (1) the Subrecipient does not assume the recipient's environmental responsibilities described in 24 C.F.R. § 570.604 and (2) the Subrecipient does not assume the recipient's responsibility for initiating the review process under the provisions of 24 C.F.R. Part 52.
2. The Subrecipient shall comply with all applicable federal, state, and local laws, regulations, and policies governing the funds provided under this Agreement.
3. The Subrecipient shall utilize funds available under this Agreement to supplement rather than supplant funds otherwise available.

- B. Independent Contractor. Nothing contained in this Agreement is intended to, or shall be construed in any manner, as creating or establishing the relationship of employer/employee between the Parties. The Subrecipient is an independent contractor and no agency or employment relationship, either express or implied, is created by the execution of this

Agreement. The performance of the Activities is an integral part of the regular business operations of the Subrecipient. The Subrecipient shall have exclusive control over all work performed by its employees and the manner in which it is performed and shall determine the method, details, and means of performing the Activities. In addition to any other indemnification required by the Subrecipient under this Agreement, the Subrecipient indemnifies Grantee for any claims, losses, costs, fees, liabilities, damages, or injuries suffered by the Grantee arising out of the Subrecipient's breach of this section.

- C. Grantee Recognition. The Subrecipient shall insure recognition of the role of the Grantee in the Subrecipient's performance of the Activities through this Agreement. Any activity, facility, or item utilized pursuant to this Agreement shall be prominently labeled as to its funding source. In addition, the Subrecipient shall include a reference to the support provided in this Agreement in all publications made possible with funds made available under this Agreement.

D. Amendment.

1. The Grantee or the Subrecipient may amend this Agreement at any time provided that such amendment makes specific reference to this Agreement; is executed in writing and signed by a duly authorized representative of each Party; and is approved by the Grantee's governing body.
2. The Grantee may, in its discretion, amend this Agreement to comply with federal, state, or local laws, regulations, guidelines, or policies, except that if any such amendment results in a change in the funding or the Activities under this Agreement, such amendment may be made only by written amendment signed by both the Grantee and the Subrecipient as otherwise required by this Agreement.

VII. INDEMNIFICATION, BONDING, INSURANCE

- A. Indemnification, Duty to Defend, and Hold Harmless. The Subrecipient (including the Subrecipient's agents, employees, and subcontractors, if any) shall hold harmless, defend, and indemnify the Grantee, its officials, officers, agents, employees, and volunteers from and against any and all claims, demands, actions, causes of action, proceedings (including but not limited to legal and administrative proceedings of any kind), suits, fines, penalties, judgments, orders, levies, costs, expenses, liabilities, losses, damages, or injuries, in law or equity, including without limitation the payment of all consequential damages and attorney's fees and other related litigation costs and expenses (collectively, "Claims"), of every nature caused by, arising out of, or in connection with the Subrecipient's (including the Subrecipient's agents, employees, and subcontractors, if any) performance of the Activities or its failure to comply with any of its obligations contained in this Agreement, except where caused by the active negligence, sole negligence, or willful misconduct of the Grantee. This provision shall survive the termination of this Agreement.
- B. Bonding. The Subrecipient shall comply with the bonding requirements of 2 C.F.R. § 200.325. The Subrecipient as a minimum shall purchase a blanket fidelity bond covering all employees in an amount equal to cash advances from the Grantee.
- C. Insurance.

1. The Subrecipient shall comply with the insurance requirements of 2 C.F.R. §§ 200.310 and 200.447.
2. The Subrecipient shall carry sufficient insurance coverage to protect contract assets from loss due to theft, fraud, and undue physical damage.
3. The Subrecipient shall procure and maintain, at its own cost, during the entire term of this Agreement, insurance against claims for injuries to persons or damages to property that may arise from or in connection with the performance of the Activities, and the results of such work, by the Subrecipient, its agents, representatives, employees, or subcontracts. Insurance coverage shall be at least as broad as the following:
  - a. *Commercial General Liability.* Insurance Services Office ("ISO") Form CG 00 01 covering Commercial General Liability on an "occurrence" basis, including products and completed operations, property damage, bodily injury, and personal & advertising injury, with limits no less than \$2,000,000 per occurrence, \$4,000,000 general aggregate.
  - b. *Automobile Liability.* ISO Form CA 00 01 covering any auto (Code 1), or if the Subrecipient has no owned autos, hired (Code 8) and non-owned autos (Code 9), with limits no less than \$1,000,000 per accident for bodily injury and property damage, unless waived by the Grantee and approved in writing by the Grantee's Risk and Safety Division.
  - c. *Workers' Compensation.* Workers' Compensation as required by the state of California, with Statutory Limits, and Employer's Liability Insurance with limits of no less than \$1,000,000 per accident for bodily injury or disease.
  - d. *Professional Liability (Errors and Omissions).* Professional Liability (Errors and Omissions) appropriate to the Subrecipient's professions, with limits no less than \$2,000,000 per occurrence or claim, \$2,000,000 aggregate.
  - e. If the Subrecipient maintains broader coverage and/or higher limits than the minimums otherwise required by this Agreement, the Grantee requires and shall be entitled to the broader coverage and/or the higher limits maintained by the Subrecipient.
4. Each insurance policy required by this Agreement must be acceptable to the Grantee's City Attorney and shall meet the following requirements:
  - a. *Acceptability of Insurers.* Insurance coverage must be provided by an insurer authorized to conduct business in the state of California with a current A.M. Best's rating of no less than A-:VII, or as approved by the Grantee.
  - b. *Additional Insured Status.* Both the Commercial General Liability and the Automobile Liability policies must name the Grantee (including its officials, officers, agents, employees, and volunteers) specifically as an additional insured under the policy on a separate endorsement page. The Commercial General Liability additional insured endorsement shall be at least as broad as ISO Form CG 20 10 11 85, or if not available, through the addition of *both* CG 20 10, CG 20 26, CG 20 33, or CG 20 38, *and* CG 20 37

- if a later edition is used. The Automobile Liability endorsement shall be at least as broad as ISO Form CA 20 01.
- c. *Primary Coverage.* The Subrecipient's insurance coverage shall be primary coverage at least as broad as ISO CG 20 01 04 13 with respect to the Grantee, its officials, officers, agents, employees, and volunteers. Any insurance or self-insurance maintained by the Grantee, its officials, officers, agents, employees, or volunteers shall be in excess of the Subrecipient's insurance and shall not contribute with it.
  - d. *Notice of Cancellation.* Each insurance policy shall provide that coverage shall not be canceled, except with prior written notice to the Grantee.
  - e. *Subcontractors.* If applicable, the Subrecipient shall require and verify that all subcontractors maintain insurance meeting all the requirements stated within this Agreement, and the Subrecipient shall ensure that the Grantee (including its officials, officers, agents, employees, and volunteers) is an additional insured of any insurance required from a subcontractor.
  - f. *Waiver of Subrogation.* The Subrecipient hereby grants to the Grantee a waiver of any right to subrogation that any insurer of the Subrecipient may acquire against the Grantee by virtue of the payment of any loss under such insurance. The Subrecipient agrees to obtain any endorsement that may be necessary to affect this waiver of subrogation, but his subsection shall apply regardless of whether or not the Grantee has received a waiver of subrogation endorsement from the insurer. Any Workers' Compensation policy required by this Agreement shall be endorsed with a waiver of subrogation in favor of the Grantee for all work performed by the Subrecipient, its agents, representatives, employees, and subcontractors.
  - g. *Self-Insurance.* The Subrecipient may, with the Grantee's prior written consent, fulfill some or all of the insurance requirements contained in this Agreement under a plan of self-insurance. The Subrecipient shall only be permitted to utilize such self-insurance if, in the opinion of the Grantee, the Subrecipient's (i) net worth and (ii) reserves for payment of claims of liability against the Subrecipient are sufficient to adequately compensate for the lack of other insurance coverage required by this Agreement. The Subrecipient's utilization of self-insurance shall not in any way limit the liabilities assumed by the Subrecipient pursuant to this Agreement.
  - h. *Self-Insured Retentions.* Self-insured retentions must be declared to and approved by this Grantee.
5. *Verification of Coverage.* At the time the Subrecipient executes this Agreement, the Subrecipient shall provide the Grantee with original Certificates of Insurance including all required amendatory endorsements (or copies of the applicable policy language effecting the insurance coverage required by this Agreement), which shall meet all requirements under this Agreement. The Grantee reserves the right to require complete, certified copies of all required insurance policies, including endorsements required by this Agreement, at any time.

6. *Special Risks or Circumstances.* The Grantee reserves the right, at any point during the term of this Agreement, to modify the insurance requirements in this Agreement, including limits, based on the nature of the risk, prior experience, insurer, coverage, or other special circumstances.
7. *No Limitation of Obligations.* The insurance requirements in this Agreement, including the types and limits of insurance coverage the Subrecipient must maintain, and any approval of such insurance by the Grantee, are not intended to and shall not in any manner limit or qualify the liabilities and obligations otherwise assumed by the Subrecipient pursuant to this Agreement, including but not limited to any provisions in this Agreement concerning indemnification.
8. Failure to comply with any of the insurance requirements in this Agreement, including but not limited to a lapse in any required insurance coverage during the term of this Agreement, shall be a material breach of this Agreement. In the event that the Subrecipient fails to comply with any such insurance requirements in this Agreement, in addition to any other remedies the Grantee may have, the Grantee may, at its sole option, (i) immediately terminate this Agreement, or (ii) order the Subrecipient to stop work under this Agreement and/or withhold any payment that becomes due to the Subrecipient until the Subrecipient demonstrates compliance with the insurance requirements in this Agreement.

#### VIII. TERMINATION

- A. Suspension or Termination. The Grantee may suspend or terminate this Agreement if the Subrecipient materially fails to comply with any terms of this Agreement, which may include (but is not limited to) the following:
  1. Failure to comply with any of the federal, state, or local laws, regulations, executive orders, HUD guidelines, policies, or directives referred to herein, or any federal, state, or local laws, regulations, executive orders, HUD guidelines, policies, or directives that may become applicable to this Agreement at any time;
  2. Failure, for any reason, of the Subrecipient to fulfill in a timely and proper manner its obligations under this Agreement, as determined by Grantee in its sole discretion;
  3. Ineffective or improper use of funds provided under this Agreement; or
  4. Submission by the Subrecipient to the Grantee a report that is incorrect or incomplete in any material respect.
- B. The Grantee shall have the right to terminate this Agreement immediately or withhold payment of invoice for failure of the Subrecipient to comply with the terms and conditions of this Agreement. If the Grantee decides to terminate this Agreement, after a full evaluation of all circumstances has been completed, the Subrecipient shall, upon written request, have the right to an appeal process. The Grantee shall attach a copy of the appeal process to any termination notice.
- C. If the Grantee finds that the Subrecipient has violated any term or condition of this Agreement, the Subrecipient shall be required to:

1. Repay all monies received from the Grantee under this Agreement; and
  2. Transfer possession of all materials and equipment purchased with grant money to the Grantee.
- D. In the case of early termination, the Grantee may make a final payment to the Subrecipient upon receipt of a Final Report and invoices covering eligible costs incurred prior to such termination. The total of all payments, including the final payment, shall not exceed the amount specified in this Agreement.
- E. Termination for Convenience. This Agreement may be terminated for convenience by either Party, in whole or in part, by setting forth the reasons for such termination, the effective date of such termination, and, in the case of partial termination, the portion to be terminated. However, if in the case of a partial termination, the Grantee determines that the remaining portion of the award will not accomplish the purpose for which the award was made, the Grantee may terminate the Agreement in its entirety. Grantee and Subrecipient agree to provide written notice to the other party within 30 days prior to the effective date of any termination for convenience. In the event that HUD withdraws any portion of the City's CDBG funds, the City shall not be obligated to reimburse the Subrecipient for any activity expense incurred and may recover reimbursed amounts already paid. The Grantee shall notify the Subrecipient if such event by HUD occurs.

## IX. ADMINISTRATIVE REQUIREMENTS

### A. Financial Management.

1. Accounting Standards. The Subrecipient shall comply with 2 C.F.R. Part 200 and shall adhere to the accounting principles and procedures required therein, including following Generally Accepted Accounting Principles (GAAP) as defined in 2 C.F.R. § 200.49. The Subrecipient shall utilize adequate internal controls and maintain necessary source documentation for all costs incurred.
2. Cost Principles. The Subrecipient shall administer its program in conformance with 2 C.F.R. Part 200, Subpart E. These principles shall be applied for all costs incurred, whether charged on a direct or indirect basis.

### B. Documentation and Record Keeping.

1. Records to Be Maintained. The Subrecipient shall maintain all records required by the regulations specified in 24 C.F.R. § 570.506 that are pertinent to the activities to be funded under this Agreement. Such records shall include but shall not be limited to:
  - a. records providing a full description of each activity undertaken;
  - b. records demonstrating that each activity undertaken meets one of the National Objectives of the CDBG program;
  - c. records required to determine the eligibility of activities;

- d. records required to document the acquisition, improvement, use, or disposition of real property acquired or improved with CDBG assistance;
  - e. records documenting compliance with the fair housing and equal opportunity components of the CDBG program;
  - f. financial records as required by 24 C.F.R. § 570.502; and
  - g. other records necessary to document compliance with Subpart K of 24 C.F.R. Part 570.
2. Retention. The Subrecipient shall retain all financial records, supporting documents, statistical records, and all other records pertinent to the Agreement for a period of four (4) years. The retention period begins on the date of the submission of the Grantee's annual performance and evaluation report to HUD in which the activities assisted under the Agreement are reported on for the final time. Notwithstanding the above, if there is litigation, claims, audits, negotiations, or other actions that involve any of the records cited and that have started before the expiration of the four-year period, then such records must be retained until completion of the actions and resolution of all issues, or the expiration of the four-year period, whichever occurs later.
3. Client Data. The Subrecipient shall maintain client data demonstrating client eligibility for services provided. Such data shall include, but shall not be limited to, client name, address, income level, or any other basis for determining eligibility, and description of service provided. Such information shall be made available to the Grantee monitors or their designees for review upon request.
4. Disclosure. The Subrecipient understands that client information collected under this Agreement is private and the use or disclosure of such information, when not directly connected with the administration of the Grantee's or Subrecipient's responsibilities under this Agreement, may be prohibited by state and federal law unless written consent is obtained from such person receiving service and, in the case of a minor, that of a responsible parent/guardian.
5. Close-outs. The Subrecipient's obligation to the Grantee shall not end until all close-out requirements are completed. Close-out requirements shall include, but are not limited to: making final payments; disposing of program assets (including the return of all unused materials, equipment, unspent cash advances, Program Income balances, and accounts receivable to the Grantee); and determining the custodianship of records. Notwithstanding the foregoing, the terms of this Agreement shall remain in effect during any period that the Subrecipient has control over CDBG funds, including program income.
6. Audits & Inspections. All Subrecipient records with respect to any matters covered by this Agreement shall be made available to the Grantee, grantor agency, and the Comptroller General of the United States, or any of their authorized representatives, at any time during normal business hours, as often as deemed necessary, to audit, examine, and make excerpts or transcripts of all relevant data. Any deficiencies noted in audit reports must be fully cleared by the Subrecipient within 30 days after receipt by the Subrecipient. Failure of the Subrecipient to comply with the audit requirements within this Agreement shall constitute



a violation of this Agreement and may result in the withholding of future payments. The Subrecipient hereby agrees to have an annual agency audit conducted in accordance with current Grantee policy concerning subrecipient audits and 2 C.F.R. Part 200, Subpart F.

7. Additional Documentation. The Subrecipient shall provide further documentation as the Grantee may request in relation to the requirements of this Agreement.

C. Reporting and Payment Procedures.

1. Program Income. The Subrecipient shall report quarterly all Program Income. The Subrecipient may use such Program Income during the term of the Agreement for the Activities and shall reduce requests for additional funds by the amount of any such Program Income balance on hand. All unexpended Program Income shall be returned to the Grantee at the end of the term of the Agreement, or as otherwise provided herein if the Agreement is terminated early. Any interest earned on cash advances from the U.S. Treasury and from funds held in a revolving fund account is not Program Income and shall be remitted promptly to the Grantee. The use of Program Income by the Subrecipient shall comply with the requirements set forth in 24 C.F.R. § 570.504.
2. Indirect Costs. If indirect costs are charged, the Subrecipient shall develop an indirect cost allocation plan for determining the Subrecipient's appropriate share of administrative costs and shall submit such plan to the Grantee for approval, in a form specified by the Grantee.
3. Payment Procedures. The Grantee shall pay to the Subrecipient funds available under this Agreement based upon information submitted by the Subrecipient and consistent with the approved Budget and Grantee policy concerning payments. With the exception of certain advances, payments shall only be made for eligible expenses actually incurred by the Subrecipient, and not to exceed actual cash requirements. Payments shall be adjusted by the Grantee in accordance with advance fund and Program Income balances available in Subrecipient accounts. In addition, the Grantee reserves the right to liquidate funds available under this Agreement for costs incurred by the Grantee on behalf of the Subrecipient.
4. Progress Reports. The Subrecipient shall submit regular progress reports to the Grantee in the form, content, and frequency required by the Grantee.

D. Procurement.

1. Compliance. The Subrecipient shall comply with current Grantee policy concerning the purchase of equipment, including but not limited to any such policies articulated in Chapter 10 of the Escondido Municipal Code, and shall maintain inventory records of all non-expendable personal property as defined by such policy as may be procured with funds provided under this Agreement. All program assets (e.g., unexpended Program Income, property, equipment) shall revert to the Grantee upon termination of this Agreement.
2. Standards. Unless specified otherwise within this Agreement, the Subrecipient shall procure all materials, property, or services in accordance with the requirements of 2 C.F.R. §§ 200.318-326.

3. Travel. The Subrecipient shall obtain written approval from the Grantee for any travel outside the metropolitan area with funds provided under this Agreement.

E. Use and Reversion of Assets.

1. The use and disposition of real property and equipment under this Agreement shall be in compliance with the requirements of 24 C.F.R. §§ 570.502-504, as applicable.
2. The Subrecipient shall transfer to the Grantee any CDBG funds on hand and any accounts receivable attributable to the use of funds under this Agreement at the time of expiration, cancellation, or termination.
3. Real property under the Subrecipient's control that was acquired or improved, in whole or in part, with funds under this Agreement in excess of \$25,000 shall be used to meet one of the CDBG National Objectives until five (5) years after expiration of this Agreement, or such longer period of time as the Grantee approves in writing. If the Subrecipient fails to use CDBG-assisted real property in a manner that meets a CDBG National Objective for the prescribed period of time, the Subrecipient shall pay the Grantee an amount equal to the current fair market value of the property less any portion of the value attributable to expenditures of non-CDBG funds for acquisition of, or improvement to, the property. Such payment shall constitute Program Income to the Grantee. The Subrecipient may retain real property acquired or improved under this Agreement after the expiration of the five-year period, or such longer period of time as the Grantee approves in writing.
4. In all cases in which equipment acquired, in whole or in part, with funds under this Agreement is sold, the proceeds shall be Program Income (prorated to reflect the extent that funds received under this Agreement were used to acquire the equipment). Equipment not needed by the Subrecipient for activities under this Agreement shall be (a) transferred to the Grantee for the CDBG program or (b) retained after compensating the Grantee, an amount equal to the current fair market value of the equipment less the percentage of non-CDBG funds used to acquire the equipment.

X. RELOCATION, REAL PROPERTY ACQUISITION, AND ONE-FOR-ONE HOUSING REPLACEMENT

- A. The Subrecipient agrees to comply with (a) the Uniform Relocation Assistance and Real Property Acquisition Policies Act of 1970, as amended, and its implementing regulations at 49 C.F.R. Part 24 and 24 C.F.R. § 570.606(b); (b) the requirements of 24 C.F.R. § 570.606(c) governing the Residential Anti-displacement and Relocation Assistance Plan under section 104(d) of the HCD Act; and (c) the requirements in 24 C.F.R. § 570.606(d) governing optional relocation policies.
- B. The Subrecipient shall provide relocation assistance to displaced persons, as defined in 24 C.F.R. § 570.606(b)(2), whom are displaced as a direct result of acquisition, rehabilitation, demolition, or conversion for a CDBG-assisted project. The Subrecipient also agrees to comply with any applicable Grantee ordinances, resolutions, and policies concerning the displacement of persons from their residences.

XI. PERSONNEL & PARTICIPANT CONDITIONS

A. Civil Rights.

1. Compliance. The Subrecipient agrees to comply with local and state civil rights laws and regulations, including but not limited to the Unruh Civil Rights Act, California Civil Code § 51, and the Fair Employment and Housing Act, California Government Code section 12900 et seq. The Subrecipient also agrees to comply with Title VI of the Civil Rights Act of 1964, as amended; Title VIII of the Civil Rights Act of 1968, as amended; Section 104(b) and Section 109 of Title I of the Housing and Community Development Act of 1974, as amended ("HCDA"); Section 504 of the Rehabilitation Act of 1973; the Americans with Disabilities Act of 1990; the Age Discrimination Act of 1975; Executive Order 11063, as amended; Executive Order 11246, as amended, and of the rules, regulations, and relevant orders of the United States Secretary of Labor.
2. Nondiscrimination. The Subrecipient agrees to comply with the non-discrimination in employment and contracting opportunities laws, regulations, and executive orders referenced in 24 C.F.R. § 570.607, as revised by Executive Order 13279. The applicable non-discrimination provisions in Section 109 of the HCDA are still applicable.
3. Land Covenants. This Agreement is subject to the requirements of Title VI of the Civil Rights Act of 1964 (P.L. 88-352) and 24 C.F.R. §§ 570.601 and 570.602. In regard to the sale, lease, or other transfer of land acquired, cleared, or improved with assistance provided under this Agreement, the Subrecipient shall cause or require a covenant running with the land to be inserted within the deed or lease for such transfer, prohibiting discrimination as herein defined, in the sale, lease, or rental, or in the use or occupancy of such land, or in any improvements erected or to be erected thereon, providing that the Grantee and the United States are beneficiaries of and entitled to enforce such covenants. The Subrecipient, in undertaking its obligation to carry out the program assisted hereunder, agrees to take such measures as are necessary to enforce such covenant, and will not itself so discriminate.
4. Section 504. The Subrecipient agrees to comply with all federal regulations issued pursuant to compliance with Section 504 of the Rehabilitation Act of 1973 (29 U.S.C. § 794), which prohibits discrimination against the individuals with disabilities or handicaps in any federally assisted program. The Grantee shall provide the Subrecipient with any guidelines necessary for compliance with that portion of the regulations in force during the term of this Agreement.
5. Executive Order 11246 (Nondiscrimination Provisions). During the performance of this Agreement, the Subrecipient agrees as follows:
  - a. The Subrecipient will not discriminate against any employee or applicant for employment because of race, color, religion, sex, sexual orientation, gender identity or expression, national origin, age, disability, or an individual's status in any group or class protected by applicable federal, state, or local laws. The Subrecipient will take affirmative action to ensure that applicants are employed, and that employees are treated during employment, without regard to their race, color, religion, sex, sexual orientation, gender identity or expression, national origin, age, disability, or an individual's status in any group or class protected by applicable federal, state, or local laws. Such action shall

- include, but not be limited to the following: employment, upgrading, demotion, or transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training, including apprenticeship. The Subrecipient agrees to post in conspicuous places, available to employees and applicants for employment, notices to be provided by the contracting officer setting forth the provisions of this nondiscrimination clause.
- b. The Subrecipient will, in all solicitations or advancements for employees placed by or on behalf of the Subrecipient, state that all qualified applicants will receive consideration for employment without regard to race, color, religion, sex, sexual orientation, gender identity or expression, national origin, age, disability, or an individual's status in any group or class protected by applicable federal, state, or local laws.
  - c. The Subrecipient will not discharge or in any other manner discriminate against any employee or applicant for employment because such employee or applicant has inquired about, discussed, or disclosed the compensation of the employee or applicant or another employee or applicant. This provision shall not apply to instances in which an employee who has access to the compensation information of other employees or applicants as a part of such employee's essential job functions discloses the compensation of such other employees or applicants to individuals who do not otherwise have access to such information, unless such disclosure is in response to a formal complaint or charge, in furtherance of an investigation, proceeding, hearing, or action, including an investigation conducted by the employer, or is consistent with the Subrecipient's legal duty to furnish information.
  - d. The Subrecipient will send to each labor union, or representative of workers with whom the Subrecipient has a collective bargaining agreement or other contract or other understanding, a notice, to be provided by the agency contracting officer, advising the labor union or worker's representative of the Subrecipient's commitments under Section 202 of Executive Order 11246, as amended, and any other commitments hereunder, and shall post copies of the notice in conspicuous places available to employees and applicants for employment.
  - e. The Subrecipient will comply with all provisions of Executive Order No. 11246 of September 24, 1965, as amended, and of the rules, regulations, and relevant orders of the United States Secretary of Labor.
  - f. The Subrecipient will furnish and cause each of its own subrecipients or subcontractors to furnish all information and reports required by Executive Order 11246, as amended; the rules, regulations, and relevant orders of the United States Secretary of Labor; and any such information or reports otherwise required hereunder, and will permit access to its books, records, and accounts by the Grantee, HUD or its agent, the United States Secretary of Labor, or other authorized federal officials for purposes of investigation to ascertain compliance with such rules, regulations, and orders, and the provisions stated herein.
  - g. In the event of the Subrecipient's noncompliance with the nondiscrimination clauses of this Agreement or with any of such rules, regulations, or orders, this Agreement may be cancelled, terminated, or suspended in whole or in part and the Subrecipient may be

declared ineligible for further Government contracts in accordance with procedures authorized in Executive Order 11246 of September 24, 1965, as amended, and such other sanctions may be imposed and remedies invoked as provide in Executive Order 11246 of September 24, 1965, as amended, or by rule, regulation, or order of the United States Secretary of Labor, or as otherwise provided by law.

- h. The Subrecipient will include the provisions of Section XI(A)(5)(a)-(h) in every subcontract or purchase order unless exempted by rules, regulations, or orders of the United States Secretary of Labor issued pursuant to Section 204 of Executive Order 11246 of September 24, 1965, as amended, so that such provisions will be binding upon each subcontractor or vendor. The Subrecipient will take such action with respect to any subcontract or purchase order as may be directed by the United States Secretary of Labor as a means of enforcing such provisions including sanctions for noncompliance. Provided, however, that in the event the Subrecipient becomes involved in, or is threatened with, litigation with a subcontractor or vendor as a result of such direction, the Subrecipient may request the United States to enter into such litigation to protect the interests of the United States.

B. Affirmative Action.

1. Approved Plan. The Subrecipient agrees that it shall be committed to carry out pursuant to the Grantee's specifications an Affirmative Action Program in keeping with the principles as provided in President's Executive Order 11246 of September 24, 1965, as amended. The Subrecipient shall submit a plan for an Affirmative Action Program for approval prior to the award of funds, consistent with the Affirmative Action Program Policy articulated in **Exhibit C**, which is attached hereto and incorporated herein by this reference.
2. Women- and Minority-Owned Businesses. The Subrecipient will use its best efforts to afford small businesses, minority business enterprises, and women's business enterprises the maximum practicable opportunity to participate in the performance of this Agreement. As used in this Agreement, the term "small business" shall mean a business that meets the criteria set forth in section 3(a) of the Small Business Act, as amended (15 U.S.C. § 632), and the terms "minority business enterprise" and "women's business enterprise" shall mean a business at least 51% owned and controlled by minority group members or women, as further defined in 15 U.S.C. § 632(n). For the purpose of this definition, "minority group members" are such groups including but not limited to African Americans, Hispanic Americans, Native Americans, Indian tribes, Asian Pacific Americans, Native Hawaiian Organizations, and other minorities. The Subrecipient may rely on written representations by a business regarding its status as a women's business enterprise or minority business enterprise in lieu of an independent investigation.
3. Prior Discrimination. The Subrecipient shall comply with 24 C.F.R. §§ 570.506, 570.602, and 24 C.F.R. Part 6, with respect to affirmative action necessary to overcome the effects of prior discrimination, if any, and such affirmative action shall be incorporated into the Subrecipient's Affirmative Action Program.

C. Employment Restrictions.

1. Prohibited Activity. The Subrecipient is prohibited from using funds provided herein or personnel employed in the administration of the program for political activities, inherently religious activities, lobbying, political patronage, and nepotism activities.
2. Labor Standards.
  - a. The Subrecipient shall comply with the requirements of the Secretary of Labor in accordance with the Davis-Bacon Act, as amended; the provisions of Contract Work Hours and Safety Standards Act (40 U.S.C. § 327 et seq.); and all other applicable federal, state, and local laws and regulations pertaining to labor standards insofar as those acts apply to the performance of this Agreement. The Subrecipient shall comply with the Copeland Anti-Kick Back Act (18 U.S.C. § 874 et seq.) and its implementing regulations of the U.S. Department of Labor at 29 C.F.R. Part 5. The Subrecipient shall maintain documentation that demonstrates compliance with hour and wage requirements of this part. Such documentation shall be made available to the Grantee for review upon request.
  - b. The Subrecipient, except with respect to the rehabilitation or construction of residential property containing fewer than eight (8) units, all contractors engaged under contracts in excess of \$2,000 for construction, renovation, or repair work financed in whole or in part with assistance provided under this Agreement, shall comply with federal requirements adopted by the Grantee pertaining to such contracts and with the applicable requirements of the regulations of the Department of Labor, under 29 C.F.R. Parts 1, 3, 5, and 7 governing the payment of wages and ratio of apprentices and trainees to journey workers; provided that, if wage rates higher than those required under the regulations are imposed by state or local law, nothing hereunder is intended to relieve the Subrecipient of its obligation, if any, to require payment of the higher wage. The Subrecipient shall cause or require to be inserted in full, in all such contracts subject to such regulations, provisions meeting the requirements of this paragraph.
  - c. Workers' Compensation and Safety. The Subrecipient shall comply with all federal and state workers' compensation and safety laws, including but not limited to the applicable provisions of Divisions 4 and 5 of the California Labor Code and all amendments thereto, and all similar and applicable state or federal acts or laws.
3. "Section 3" Clause.
  - a. Compliance.
    - (i.) Where the Subrecipient receives CDBG funds for work arising in connection with housing rehabilitation, housing construction, or other public improvements, compliance with the provisions of Section 3 of the HUD Act of 1968, 12 U.S.C. § 1701u, as amended ("Section 3"), and as implemented by the regulations set forth in 24 C.F.R. Part 75, and all applicable rules and orders issued hereunder prior to the execution of this Agreement, shall be a condition of the federal financial assistance provided under this Agreement and binding upon the Grantee, the Subrecipient, and any of the Subrecipient's subrecipients and subcontractors.

Failure to fulfill these requirements shall subject the Grantee, the Subrecipient, and any of the Subrecipient's subrecipients and subcontractors, and their successors and assigns, to those sanctions specified by the agreement through which federal assistance is provided. The Subrecipient certifies and agrees that no contractual or other disability exists that would prevent compliance with these requirements.

- (ii.) The purpose of Section 3 is to ensure that employment and other economic opportunities generated by HUD assistance or HUD-assisted projects covered by Section 3 shall, to the greatest extent feasible, be directed to low- and very low-income persons, particularly persons who are recipients of HUD assistance for housing.
- (iii.) The Subrecipient shall comply with the "Section 3" requirements referenced in this Agreement and shall include the following language in all subcontracts executed under this Agreement:

"The work to be performed under this Agreement is a project assisted under a program providing direct federal financial assistance from HUD and is subject to the requirements of Section 3 of the Housing and Urban Development Act of 1968, as amended (12 U.S.C. § 1701). Section 3 requires that, to the greatest extent feasible, opportunities for training and employment be given to low- and very-low-income residents of the project area, and that contracts for work in connection with the project be awarded to business concerns that provide economic opportunities for low- and very-low-income persons residing in the metropolitan area in which the project is located."

- (iv.) The Subrecipient shall ensure that opportunities for training and employment arising in connection with a housing rehabilitation (including reduction and abatement of lead-based paint hazards), housing construction, or other public construction project are given to low- and very-low-income persons residing within the metropolitan area in which the CDBG-funded project is located; where feasible, shall give priority to low- and very-low-income persons within the service area of the project or the neighborhood in which the project is located, and to low- and very-low-income participants in other HUD programs; and shall award contracts for work undertaken in connection with a housing rehabilitation (including reduction and abatement of lead-based paint hazards), housing construction, or other public construction project to business concerns that provide economic opportunities for low- and very-low-income persons residing within the metropolitan area in which the CDBG-funded project is located; where feasible, shall give priority to business concerns that provide economic opportunities to low- and very-low-income residents and very-low-income participants in other HUDG programs.
- (v.) The Subrecipient certifies and agrees that any vacant employment positions, including training positions, that are filled (1) after the Subrecipient is selected but before this Agreement is executed, and (2) with persons other than those to whom the regulations of 24 C.F.R. Part 75 require employment opportunities to be directed, were not filled to circumvent the Subrecipient's obligations under 24 C.F.R. Part 75.

- (vi.) The Subrecipient certifies and agrees that no contractual or other legal incapacity exists that would prevent compliance with these requirements.
- b. Notifications. The Subrecipient shall send to each labor organization or representative of workers with whom the Subrecipient has a collective bargaining agreement or other contract or understanding, if any, a notice advising such labor organization or worker's representative of its commitments under this Section 3 clause and shall post copies of the notice in conspicuous places available to employees and applicants for employment or training.
- c. Subcontracts. The Subrecipient shall include this Section 3 clause in every subcontract and shall take appropriate action pursuant to the subcontract upon a finding that the subcontractor is in violation of regulations issued by the grantor agency. The Subrecipient shall not subcontract with any entity where the Subrecipient has notice or knowledge that the entity has been found in violation of regulations under 24 C.F.R. Part 75 and shall not let any subcontract unless the entity has first provided the Subrecipient with a preliminary statement of ability to comply with the requirements of these regulations.

D. Conduct.

1. Assignability. The Subrecipient shall not assign or transfer any interest in this Agreement without the Grantee's prior written consent; provided, however, that claims for money due or to become due to the Subrecipient from the Grantee under this Agreement may be assigned to a bank, trust company, or other financial institution without such approval. Notice of any such assignment or transfer shall be furnished promptly to the Grantee.
2. Subcontracts.
  - a. Approvals. The Subrecipient shall not enter into any subcontracts with any agency or individual in the performance of this Agreement without the Grantee's prior written consent.
  - b. Monitoring. The Subrecipient shall monitor all subcontracted services on a regular basis to assure contract compliance. Results of monitoring efforts shall be summarized in written reports and supported with documented evidence of follow-up actions taken to correct areas of noncompliance.
  - c. Content. The Subrecipient shall cause all of the provisions of this Agreement in its entirety to be included in and made a part of any subcontract executed in the performance of this Agreement.
  - d. Selection Process. The Subrecipient shall undertake to ensure that all subcontracts let in the performance of this Agreement shall be awarded on a fair and open competition basis in accordance with applicable procurement requirements. Executed copies of all subcontracts shall be forwarded to the Grantee along with any documentation concerning the selection process.



3. Hatch Act. The Subrecipient agrees that no funds provided, nor personnel employed under this Agreement, shall be in any way or to any extent engaged in the conduct of political activities in violation of Chapter 15 of Title V of the U.S.C.
4. Conflict of Interest. The Subrecipient shall abide by the provisions of 24 C.F.R. § 570.611, which include (but are not limited to) the following:
  - a. The Subrecipient shall maintain a written code or standards of conduct that shall govern the performance of its officers, employees, or agents engaged in the award and administration of contracts supported by federal funds.
  - b. No employee, officer, or agent of the Subrecipient shall participate in the selection, award, or administration of a contract supported by federal funds if a conflict of interest, real or apparent, would be involved.
  - c. No covered persons who exercise or have exercised any functions or responsibilities with respect to CDBG-assisted activities, or who are in a position to participate in a decision-making process or gain inside information with regard to such activities, may obtain a financial interest in any contract, or have a financial interest in any contract, subcontract, or agreement with respect to the CDBG-assisted activity, or with respect to the proceeds from the CDBG-assisted activity, either for themselves or those with whom they have business or immediate family ties, during their tenure or for a period of one (1) year thereafter. For purposes of this paragraph, a "covered person" includes any person who is an employee, agent, consultant, officer, or elected or appointed official of the Grantee, the Subrecipient, or any designated public agency.
5. Lobbying. The Subrecipient hereby certifies that:
  - a. No federal appropriated funds have been paid or will be paid, by or on behalf of the Subrecipient, to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any federal contract, the making of any federal grant, the making of any federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any federal contract, grant, loan, or cooperative agreement;
  - b. If any funds other than federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this federal contract, grant, loan, or cooperative agreement, the Subrecipient will complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions; and
  - c. The Subrecipient will require that the certification language expressed in subparagraph (d) be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly:

- d. Lobbying Certification. This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by 31 U.S.C. § 1352. Any person who fails to file the required certification shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.
6. Copyright. If this Agreement results in the creation or production of any copyrightable work, material, or invention, the Grantee and grantor agency reserves the right to a royalty-free, non-exclusive, and irrevocable license to reproduce, publish, or otherwise use, and to authorize others to use, such work, material, or invention for governmental purposes.
7. Religious Activities. The Subrecipient agrees that funds provided under this Agreement shall not be utilized for inherently religious activities prohibited by 24 C.F.R. § 570.200(j), such as worship, religious instruction, or proselytization.

## XII. ENVIRONMENTAL CONDITIONS

- A. Air and Water. The Subrecipient agrees to comply with the following requirements insofar as they apply to the performance of this Agreement:
  1. Clean Air Act, 42 U.S.C. § 7401 et seq., as amended, and all regulations and guidelines issued thereunder;
  2. Federal Water Pollution Control Act, 33 U.S.C. § 1251 et seq., as amended, and all regulations and guidelines issued thereunder, including but not limited to the requirements within 33 U.S.C. § 1318 relating to inspection, monitoring, entry, reports, and information; and
  3. Environmental Protection Agency (EPA) regulations pursuant to 40 C.F.R. Part 50, as amended.
- B. Flood Disaster Protection. In accordance with the requirements of the Flood Disaster Protection Act of 1973 (42 U.S.C. § 4001), the Subrecipient shall ensure that for activities located in an area identified by the Federal Emergency Management Act (FEMA) as having special flood hazards, flood insurance under the National Flood Insurance Program is obtained and maintained as a condition of financial assistance for acquisition or construction purposes (including rehabilitation).
- C. Lead-Based Paint. The Subrecipient agrees that any construction or rehabilitation of residential structures with assistance provided under this Agreement shall be subject to HUD Lead-Based Paint Regulations at 24 C.F.R. § 570.608, and 24 C.F.R. Part 35, Subpart B. Such regulations pertain to all CDBG-assisted housing and require that all owners, prospective owners, and tenants of properties constructed prior to 1978 be properly notified that such properties may include lead-based paint. Such notification shall point out the hazards of lead-based paint and explain the symptoms, treatment, and precautions that should be taken when dealing with lead-based paint poisoning and the advisability and availability of blood lead level screening for children under seven. The notice should also point out that if lead-based paint is found on the property, abatement measures may be undertaken. The regulations further require that,

depending on the amount of federal funds applied to a property, paint testing, risk assessment, treatment, and/or abatement may be conducted.

- D. Historic Preservation. The Subrecipient agrees to comply with the Historic Preservation requirements set forth in the National Historic Preservation Act of 1966, 16 U.S.C. § 470, as amended, and the procedures set forth in 36 C.F.R. Part 800, insofar as they apply to the performance of this Agreement. In general, this requires concurrence from the State Historic Preservation Officer for all rehabilitation and demolition of historic properties that are 50 years old or older, or that are included on a federal, state, or local historic property list.

### XIII. MISCELLANEOUS

- A. Severability. This Agreement shall be performed and shall be enforceable to the full extent allowed by applicable law, and the illegality, invalidity, waiver, or unenforceability of any provisions of this Agreement shall not affect the legality, validity, applicability, or enforceability of the remaining provisions of this Agreement.
- B. Merger Clause. This Agreement, together with its attachments or other documents described or incorporated herein, if any, constitutes the entire agreement and understanding of the Parties concerning the subject of this Agreement and supersedes and replaces all prior negotiations, understandings, or proposed agreements, written or oral, except as otherwise provided herein. In the event of any conflict between the provisions of this Agreement and any of its attachments or related documents, if any, the provisions of this Agreement shall prevail.
- C. Governing Law. This Agreement and all rights and obligations arising out of it shall be construed in accordance with the laws of the State of California. Venue for any action arising from this Agreement shall be conducted only in the state or federal courts of San Diego County, California.
- D. Anti-Waiver Clause. None of the provisions of this Agreement shall be waived by the Grantee because of previous failure to insist upon strict performance, nor shall any provision be waived because any other provision has been waived by the Grantee, in whole or in part.
- E. Attorney's Fees and Costs. In any action to enforce the terms and conditions of this Agreement, the prevailing party shall be entitled to reasonable attorney's fees and costs.
- F. Multiple Copies of Agreements/Counterparts. This Agreement may be executed on separate counterparts, each of which shall be an original and all of which taken together shall constitute one and the same instrument. Delivery of an executed signature page of this Agreement by electronic means, including an attachment to an email, shall be effective as delivery of an executed original. An electronic signature shall be acceptable and deemed to have the same legal effect as a handwritten signature.
- G. Provisions Cumulative. The provisions in this Agreement are cumulative to, in addition to, and not in limitation of any other rights or remedies available to the Grantee.

- H. Business License. The Subrecipient shall obtain a City of Escondido Business License prior to execution of this Agreement and shall maintain such Business License throughout the term of this Agreement.
- I. Compliance with Laws, Permits, and Licenses. The Subrecipient shall keep itself informed of and comply with all applicable federal, state, and local laws, statutes, codes, ordinances, regulations, rules, and other legal requirements in effect during the term of this Agreement, including but not limited to any such laws, statutes, codes, ordinances, regulations, and other legal requirements expressly referenced in this Agreement. The Subrecipient shall obtain any and all permits, licenses, and other authorizations necessary to perform the Activities. Neither the Grantee, nor any elected or appointed boards, officers, officials, employees, or agents of the Grantee, shall be liable, at law or in equity, as a result of any failure of the Subrecipient to comply with this paragraph.
- J. Effective Date. Unless a different date is provided in this Agreement, the effective date of this Agreement shall be the latest date of execution set forth by the names of the signatories below.

IN WITNESS WHEREOF, this Agreement is executed by the Parties or their duly authorized representatives as of the Effective Date.

CITY OF ESCONDIDO

Date: \_\_\_\_\_

\_\_\_\_\_  
[\_\_\_\_\_] Director of Community Development

[SUBRECIPIENT COMPANY NAME]

Date: \_\_\_\_\_

\_\_\_\_\_  
Signature

\_\_\_\_\_  
Name & Title (please print)

APPROVED AS TO FORM:  
OFFICE OF THE CITY ATTORNEY  
MICHAEL R. MCGUINNESS, City Attorney

By: \_\_\_\_\_

THE CITY OF ESCONDIDO DOES NOT DISCRIMINATE AGAINST QUALIFIED PERSONS WITH DISABILITIES.

EXHIBIT A  
Scope of Activities

EXHIBIT B

Budget

EXHIBIT C

Affirmative Action Program Policy

## AFFIRMATIVE ACTION PLAN

SUBRECIPIENT: \_\_\_\_\_

STREET ADDRESS: \_\_\_\_\_

CITY, STATE, ZIP: \_\_\_\_\_

TELEPHONE NUMBER: \_\_\_\_\_

IRS/ID: \_\_\_\_\_

1. The Subrecipient named above is committed to a policy of Affirmative Action to ensure Equal Employment Opportunity in response to Executive Orders 10925, 11114, and 11246, as amended, and relevant requirements adopted by the City, including all provisions of the Subrecipient Agreement concurrently entered into between the Subrecipient and the City.
2. The official designated by the Subrecipient to be Equal Employment Officer is:  
\_\_\_\_\_.
3. The Subrecipient will document fully its affirmative actions, which will be at least as extensive as the following:
  - a. The Subrecipient will not discriminate against any employee or applicant for employment because of race, color, religion, sex, sexual orientation, gender identity or expression, national origin, age, disability, or an individual's status in any group or class protected by applicable federal, state, or local laws. The Subrecipient will take affirmative action to ensure that applicants are employed, and that employees are treated during employment, without regard to their race, color, religion, sex, sexual orientation, gender identity or expression, national origin, age, disability, or an individual's status in any group or class protected by applicable federal, state, or local laws. Such action shall include, but not be limited to the following: employment, upgrading, demotion, or transfer; recruitment or recruitment advertising; layoff or termination; rates of pay or other forms of compensation; and selection for training, including apprenticeship.
  - b. The Subrecipient will ensure and maintain a working environment free of harassment, intimidation, and coercion at all sites and in all facilities at which the Subrecipient's employees are assigned to work. The Subrecipient, where possible, will assign two (2) or more women to each construction project. The Subrecipient shall specifically ensure that all foremen, superintendents, and other on-site supervisory personnel are aware of, and carry out, the Subrecipient's obligation to maintain such a working environment, with specific attention to minority or female individuals working at such sites or in such facilities.



- c. The Subrecipient will establish and maintain a current list of minority and female recruitment sources and provide written notification to minority and female recruitment sources and to community organizations when the Subrecipient or its unions have employment opportunities available and maintain a record of the organizations' responses.
- d. The Subrecipient will maintain a current file on the names, addresses, and telephone numbers of each minority and female off-the-street applicant and minority organization and of what action was taken with respect to each such individual. If such individual was sent to the union hiring hall for referral and was not referred back to the Subrecipient by the union or, if referred, not employed by the Subrecipient, this shall be documented in the file with the reason therefore, along with whatever additional actions the Subrecipient may have taken.
- e. The Subrecipient will provide immediate written notification to the Director of Office of Federal Contract Compliance Programs when the union or unions with which the Subrecipient has a collective bargaining agreement has not referred to the Subrecipient a minority person or woman sent by the Subrecipient, or when the Subrecipient has other information that the union referral process has impeded the Subrecipient's efforts to meet its obligations.
- f. The Subrecipient will develop on-the-job training opportunities and/or participate in training programs for the area that expressly include minorities and women, including upgrading programs and apprenticeship and trainee programs relevant to the Subrecipient's employment needs, especially those programs funded or approved by the Department of Labor. The Subrecipient shall provide notice of these programs to the sources compiled under subsection (b) above.
- g. The Subrecipient will disseminate the Subrecipient's Equal Employment Opportunity policy by providing notice of the policy to unions and training programs and requesting their cooperation in assisting the Subrecipient in meeting its Equal Employment Opportunity obligations; by including the policy in any policy manual and collective bargaining agreement; by publicizing the policy in the company newspaper, annual report, and similar publications; by specific review of the policy with all management personnel and with all minority and female employees at least once a year; and by posting the policy on bulletin boards accessible to all employees at each location where construction work is performed.
- h. The Subrecipient will review, at least annually, the company's Equal Employment Opportunity Policy and Affirmative Action obligations with all employees having any responsibility for hiring, assignment, layoff, termination, or other employment decisions, including specific review of these items with on-site supervisory personnel including but not limited to superintendents and general foremen, prior to the initiation of construction work at any job site. A written record shall be made and maintained identifying the time and place of these meetings, persons attending, subject matter discussed, and disposition of the subject matter.

- i. The Subrecipient will disseminate the Subrecipient's Equal Employment Opportunity policy externally by including it in any advertising in the news media, specifically including minority and female news media and providing written notification to and discussing the Subrecipient's Equal Employment Opportunity policy with other Subrecipients and Contractors with whom the Subrecipient does, or anticipates doing, business.
- j. The Subrecipient will direct its recruitment efforts, both oral and written, to minority, female, and community organizations, to schools with minority and female students, and to minority and female recruitment and training organizations serving the Subrecipient's recruitment area and employment needs. Not later than one (1) month prior to the date for the acceptance of applications for apprenticeship or other training by any recruitment source, the Subrecipient shall send written notification to organizations such as the above, describing the openings, screening procedures, and tests to be used in the selection process.
- k. The Subrecipient will encourage present minority and female employees to recruit other minority persons and women and where reasonable, provide after-school, summer, and vacation employment to minority and female youth, both on the site and in other areas of a Subrecipient's workforce.
- l. The Subrecipient will validate all tests and other selection requirements where there is an obligation to do so.
- m. The Subrecipient will conduct, at least annually, an inventory and evaluation at least of all minority and female personnel for promotional opportunities and encourage these employees to seek or to prepare for, through appropriate training, such opportunities.
- n. The Subrecipient will ensure that seniority practices, job classifications, work assignments, and other personnel practices do not have a discriminatory effect by continually monitoring all personnel and employment-related activities to ensure that the Equal Employment Opportunity policy, Affirmative Action policy, and the Subrecipient's related obligations are being carried out.
- o. The Subrecipient will ensure that all facilities and company activities are non-segregated except that separate and single-user toilet and necessary changing facilities shall be provided to assure privacy between the sexes.
- p. The Subrecipient will document and maintain a record of all solicitations of offers for subcontracts from minority and female construction contractors and suppliers, including circulation of solicitations to minority and female contractor associations and other business associations.
- q. The Subrecipient will conduct a review, at least annually, of all supervisors' adherence to and performance under the Subrecipient's Equal Employment Opportunity policy and Affirmative Action obligations.

4. Subrecipients, subcontractors, and related contractors shall maintain all required records for a period of three years, or until audited, and permit access by the City to all such records.

Signed: \_\_\_\_\_  
Equal Employment Officer

Signed: \_\_\_\_\_  
Authorized Officer/Title

Print: \_\_\_\_\_

Print: \_\_\_\_\_

Dated: \_\_\_\_\_

Dated: \_\_\_\_\_

## Attachment "1"



# BUDGET ADJUSTMENT REQUEST

Department:	Development Services/HNS	<b><u>For Finance Use Only</u></b>  BA # _____  Fiscal Year _____
Department Contact:	Dulce Salazar	
City Council Meeting Date: (attach staff report)	6/25/2025	

## EXPLANATION OF REQUEST

The City will receive allocations of \$1,341,561 in CDBG and \$590,369 in HOME funds in Fiscal Year ("FY") 2025-2026. Below is a list of recommended projects for the CDBG and HOME Programs in FY 2025-26.

## BUDGET ADJUSTMENT INFORMATION

Project/Account Description	Account Number	Amount of Increase	Amount of Decrease
CDBG Administration	116-109	\$268,312.20	
Mama's Kitchen	115-109-351676	\$10,000	
Senior Cares	115-109-351419	\$19,500	
Legal Aid	115-109-351259	\$35,000	
Palomar Family Counseling	115-109-NEW	\$35,000	
Operation HOPE	115-109-NEW	30,000	
Project Next	115-109-351686	\$30,000	
Neighborhood Cleanup	115-109-351687	\$50,000	
Alabaster Jar	115-109-NEW	\$33,000	
Historic Structure Assessment	115-109-NEW	\$200,000	

Mobile Recreation	115-109-NEW	8,600	
WeeCARE	115-109-351688	\$314,000	
Sidewalk Infill	115-109-351664	\$204,000	
Urban Corp	115-109- NEW	\$104,000	
HOME Administrative	284-084	\$59,036.09	
Rental Subsidy Program	284-084-NEW	\$72,000	

### APPROVALS

DEPARTMENT HEAD	DATE	FINANCE	DATE

**City of Escondido, Fiscal Year 2025-2026**  
**Anticipated CDBG Allocations: \$1,341,561**

**Administration - 20% cap of allocation (\$268,312 max)**

**Total Administration                      \$268,312**

Mama's Kitchen Home Delivered Meal Service: Escondido (\$10,000)

Mama's Kitchen Home-Delivered Meal Service provides medically tailored meals to low-to-moderate income Escondido residents who are living with serious health conditions, including but not limited to cancer, type 2 diabetes, congestive heart failure and chronic kidney disease. The program meets the HUD national objective of benefitting low- and moderate-income (LMI) persons/households on a limited clientele basis. Funding would allow Mama's Kitchen to expand its program within the Escondido community, improving health outcomes and food security for eligible residents. This program addresses the Consolidated Plan priority of providing essential public services to vulnerable populations, including youth, families, and seniors with low to moderate incomes, and individuals with special needs and meets the HUD national objective of benefitting LMI persons/households on a limited clientele basis.

Senior Cares (\$19,500)

Senior Cares provides services for LMI senior residents in Escondido. The program operates a dedicated resource center with trained staff. Staff connect customers to essential resources such as transportation, meal programs, social services, and other support systems that promote housing stability and overall well-being. This program addresses the Consolidated Plan priority of providing essential public services to vulnerable populations, including seniors, families, youth, and individuals with special needs. It meets the HUD national objective of benefiting LMI persons/households on a limited clientele basis.

Mobile Recreation Program (\$8,600)

The Mobile Recreation Program is a summer camp initiative hosted at Grove Park that increases access to recreational opportunities in safe outdoor environments for youth living in lower socioeconomic neighborhoods of Escondido. Recreational activities include arts and crafts, games, sports, outdoor explorative experiences, and themed special events. The program addresses the Consolidated Plan priority of providing essential public services to vulnerable populations, including youth, families, and seniors with low to moderate incomes and individuals with special needs and HUD national objective of benefitting LMI persons/households.

Project Next (formerly San Marcos Promise) (\$30,000)

The Future Ready program, by Project Next, provides services to assist LMI high school students in Escondido by establishing a future center at a high school in Escondido to create drop-in services, financial counseling, skill-building, and networking opportunities for college and career readiness. The program receives referrals from schools and social workers. The requested funding would enable the program to expand services in Escondido High School. The program addresses the Consolidated Plan priority of providing essential public services to vulnerable populations, including youth, families, and seniors with low to moderate incomes and individuals with special needs and the HUD national objective of benefitting

LMI persons/households on a limited clientele basis.

Legal Aid Society of San Diego (\$35,000)

The Legal Aid Society of San Diego (LASSD) enforces fair housing rights and helps Escondido residents to maintain housing stability. The program provides the following services to Escondido residents: (1) education and outreach regarding rights and responsibilities under the Fair Housing Act and related State laws; (2) legal education, referral, advice and/or representation; (3) testing to detect fair housing discrimination from housing providers. The program meets the HUD fair housing requirement and benefits a limited clientele of LMI Escondido residents. The program addresses the Consolidated Plan priority of expanding access to supportive services to prevent and reduce homelessness, promote housing stability, and foster long-term solutions and the HUD national objective of benefitting LMI persons/households on a limited clientele basis.

Center for Community Solutions (\$35,000)

The Center for Community Solutions ("CCS") operates Hidden Valley House, a domestic violence shelter, located in Escondido that was previously funded through CDBG funds in Fiscal Year (FY) 2024-2025. For FY 2025-2026, CCS is requesting continued CDBG funding to support the lease and maintenance of the shelter. Hidden Valley House provides emergency and supportive services for approximately 45 households (120 adults and children), delivering a combined total of 3,000 nights of safe housing/shelter and supportive care. Requested funds will support utility expenses, computers, and other capital needs essential to operations. The CCS proposal for CDBG funding addresses the Consolidated Plan priority of expanding access to supportive services to prevent and reduce homelessness, promote housing stability, and foster long-term solutions and the HUD national objective of benefitting LMI persons/households on a limited clientele basis.

Voices for Children (\$10,000)

Advocacy services are provided to Escondido foster youth through individual assessment and case liaison programs. Funding will support the assignment of a Court Appointed Special Advocate (CASA) to help ensure that participating youth are placed in safe, stable homes and have access to needed resources. These funds will provide advocacy services to four transitional age youth in foster care for an entire year. This project addresses the Consolidated Plan priority of providing essential public services to vulnerable populations, including youth, families, and seniors with low to moderate incomes and individuals with special needs and HUD national objective of benefitting LMI persons.

Interfaith Community Services Inc. (\$60,000)

Provide essential public services to vulnerable populations including low-income individuals, families, and seniors in Escondido. Services will include safety net services including food, shelter, and other public needs amid escalating economic uncertainty and rising costs of living. Proposal includes to enroll low-income Escondido residents through the Inland Services Center and provide supportive service, facilitate 1,200 basic needs support, achieve a minimum of 200 successful service connections, and support 50 low-income residents to increase income and/or complete Financial Literacy Training. This project addresses the Consolidated Plan to expand access to supportive services to prevent and reduce homelessness, promote housing stability, and foster long-term solutions and HUD national objective of benefitting LMI persons/households.

Alabaster Jar Project (\$50,000)

The program provides shelter and therapeutic services for survivors of human trafficking who are experiencing or at-risk of becoming homeless. Funding will provide staffing to deliver therapeutic and

housing services for 3-5 survivors of human trafficking. The program addresses the Consolidated Plan priority of expanding access to supportive services to prevent and reduce homelessness, promote housing stability, and foster long-term solutions and the HUD national objective of benefitting LMI persons/households on a limited clientele basis.

CSA San Diego County (\$33,900)

CSA provides fair housing and landlord tenant outreach and education, counseling, and mediation of housing disputes. The proposed project will also include dissemination of literature and materials, workshops, presentations, and attending local events to reach the community and provide assistance. They also provide technical assistance to the city to develop and maintain regional resources and utilize best practices. The program aims to serve 260 unduplicated Escondido residents, with at least 208 (80%) expected to be low-to-moderate-income. The program addresses the Consolidated Plan priority of expanding access to supportive services to prevent and reduce homelessness, promote housing stability, and foster long-term solutions and the HUD national objective of benefitting LMI persons/households on a limited clientele basis.

Palomar Family Counseling Services, Inc (\$75,000)

Todos Los Niños, is a program that is a vital initiative designed to integrate evidence-based mental health interventions into early childhood education centers in Escondido. This program is entering its third year and targets low-income families to enhance children's social-emotional development and school readiness, addressing critical community needs. The project proposes to serve up to 80 children (ages 2-5), improve parenting skills of up to 20 parents, and enhance educators' skills. The program addresses the Consolidated Plan priority of providing essential public services to vulnerable populations, including youth, families, and seniors with low to moderate incomes and individuals with special needs and the HUD national objective of benefitting LMI persons/households on a limited clientele basis.

United Way of San Diego County (\$172,525)

The STEAM-to-Careers program will develop the next generation of leaders by preparing low-income, inner city high school students to become more confident, connected, and engaged in STEAM curriculum and workforce opportunities after high school. Student participation takes place during an 11-week after-school program (serving up to 110 students at Escondido High School) where students select a STEAM-connected career pathway and attend weekly sessions related to that pathway. Additionally, a select group of students will participate in a four-week paid summer career exploration program (serving up to 30 Escondido High School Students), where they learn valuable career readiness skills and dive deeper into STEAM career opportunities. The program addresses the Consolidated Plan priority of providing essential public services to vulnerable populations, including youth, families, and seniors with low to moderate incomes and individuals with special needs and the HUD national objective of benefitting LMI persons/households on a limited clientele basis.

Operations HOPE- North County Inc (\$30,000)

Steps to Independence is a trauma informed, client-centered program that provides critical support to families and single women experiencing homelessness. One hundred percent of the clients served fall below 80% of AMI. It offers a safe and stable emergency shelter, along with comprehensive services that address the immediate needs of those facing housing insecurity, while laying the foundation for long-term self-sufficiency. The program anticipates serving approximately 150 individuals annually, with more than half of the participants being children. The program addresses the Consolidated Plan priority of providing access to supportive services to prevent and reduce homelessness, promote housing stability, and foster long-term solutions and the HUD national objective of benefitting LMI persons/households on a limited



clientele basis.

**CAPITAL PROJECTS:**

**WeeCare (\$314,000)**

This program would help expand economic opportunities for approximately 39 in-home, family child care providers in Escondido, by training them on how to use essential tools to make their business operations more efficient. The program will increase child care providers' income, expand the providers' capacity to serve more children and creates 12 new jobs. The project meets the Consolidated Plan priority of providing essential public services to vulnerable populations, including youth, families, and seniors with low to moderate incomes and individuals with special needs and the HUD national objective of benefitting LMI persons/households.

**Urban Corps Escondido Recycling ADA Compliant Restroom Expansion & Remodeling Project (\$104,000)**

The Urban Corps Recycling Center in Escondido serves as the training and education venue for LMI young adults ages 18-26 to attend Urban Corps Charter School while learning job skills. In response to the Escondido community's needs to provide more career readiness programs and education opportunities to the most under-resourced populations, we plan to expand the Urban Corps work-study dual purpose program to increase the recruitment of our Corps members from 15 to 50 in FY25-26. Currently, we have only two small 8x8 single-occupancy restrooms onsite which is inadequate for our staff, Corps members and the public to use. Our project aims to expand and remodel the restrooms so that each will be 8x20 in size. The one for males will have two urinals and 2 separate stalls with toilets in them while the one for females will have three private stalls with toilets. Both will have sinks, taps, mirrors and other standard amenities installed. This project addresses the Consolidated Plan priority of promoting safe and healthy communities by improving public facilities and upgrading infrastructure and meets the HUD national objective of aid the prevention or elimination of slum or blight.

**Neighborhood Cleanup (\$50,000)**

Escondido Neighborhood Services staff arrange CDGB-funded neighborhood cleanups in order to beautify Escondido communities and improve the appearance of neighborhoods within the city. City staff coordinate 14-18 neighborhood cleanups annually throughout LMI communities in Escondido and facilitate quarterly Neighborhood Leadership Forums. These forums provide a valuable platform for residents to engage with the leaders and address community issues. The project is scheduled to start in July 2025 and end June 30, 2026. Neighborhood cleanups meet the Consolidated Plan priority of promoting safe and healthy communities by improving public facilities, upgrading infrastructure, and supporting neighborhood revitalization efforts and the HUD national objective for the elimination of slum and blight on an area basis.

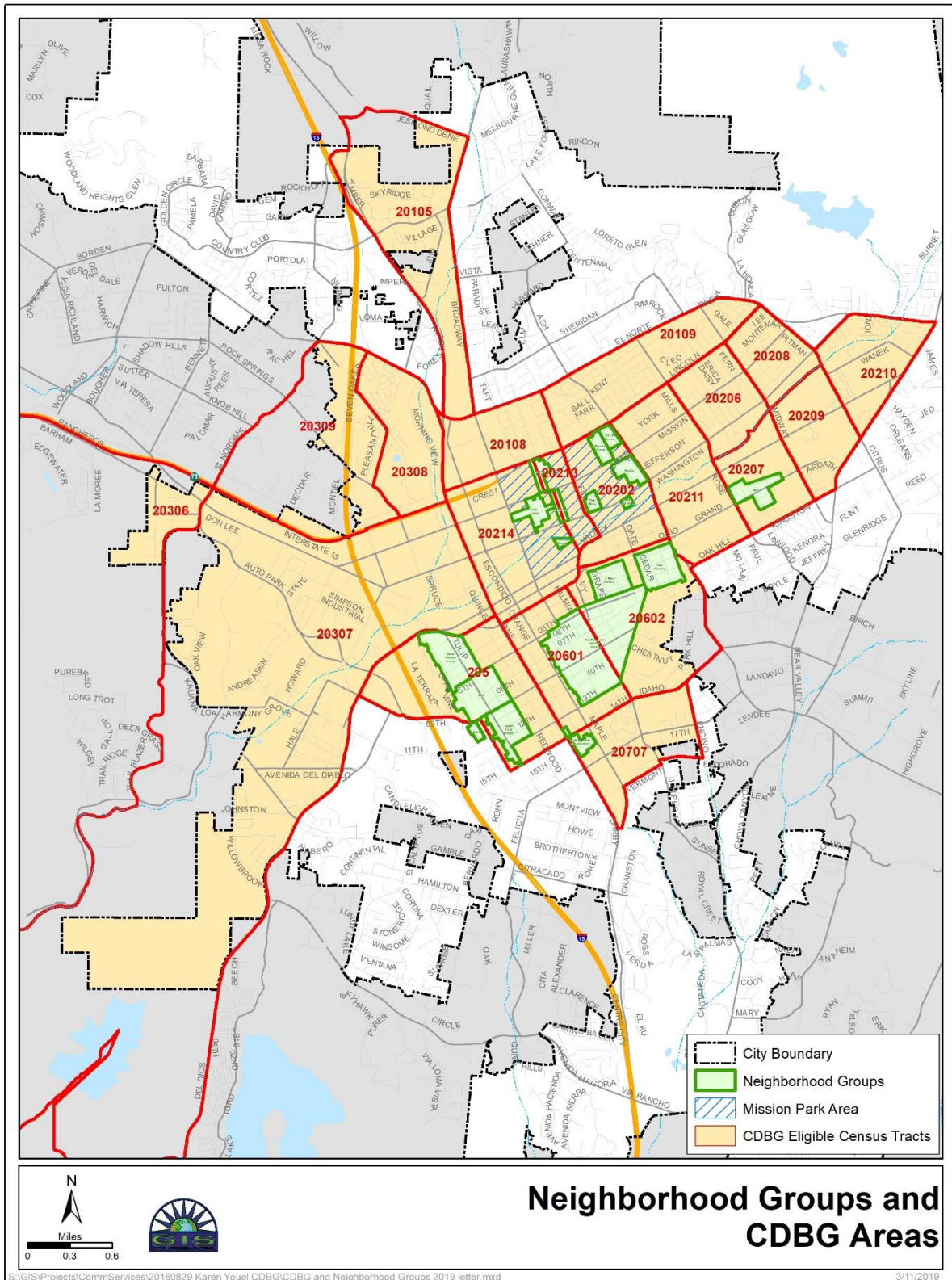
**Historic Structure Assessments (\$200,000)**

Historic and Structural Assessment Report for the Escondido History Center and Women's Club buildings. The scope of this project includes drafting and publishing an RFP for a Historic Structure Assessment Reports (HSAR); selecting a firm to complete the assessments, and developing a work plan to complete renovation/restoration of the Historic buildings in Grape Day Park as well as the Women's Club Building. This project addresses the Consolidated Plan priority of promoting safe and healthy communities by improving public facilities and upgrading infrastructure, and meets the HUD national objective of aiding the prevention or elimination of slum or blight.

Sidewalk Infill (\$204,000)

This project will provide additional funding to the existing CDBG Sidewalk Infill Project, to provide safe pedestrian travel and improve walkability in CDBG-eligible areas. This project addresses the Consolidated Plan priority of promoting safe and healthy communities by improving public facilities and upgrading infrastructure, and supporting neighborhood revitalization efforts and meets the HUD national objective of aiding the prevention or elimination of slum or blight.

## Map of CDBG Eligible Census Blocks





# STAFF REPORT

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June 25, 2025  
File Number 0110-20

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## SUBJECT

**FIRE DEPARTMENT EMS PROGRAM ANALYSIS, AMBULANCE TRANSPORTATION FEE STUDY, COMMUNITY RISK ASSESSMENT: STANDARDS OF COVERAGE STUDY**

## DEPARTMENT

Fire Department

## RECOMMENDATION

Request the City Council receive and file the Fire Department's Standards of Coverage Study as presented by AP Triton and provide direction or feedback

Staff Recommendation: Receive and File (Fire Department: John Tenger, Fire Chief)

Presenter: John Tenger, Fire Chief, Kurt Latipow, CEO, AP Triton

**ESSENTIAL SERVICE** – Yes, Fire/EMS Services

**COUNCIL PRIORITY** –Improve Public Safety

## FISCAL ANALYSIS

There is no immediate fiscal impact from receiving and filing the Standards of Coverage Study. However, future recommendations that are implemented as a result of the study may have budgetary implications, which will be brought back to Council for consideration as part of the annual budget process or separate project proposals.

## PREVIOUS ACTION

The last Standards of Coverage Study for the Escondido Fire Department was completed in 2000. Based on the findings and recommendations of that study, the City took significant steps to enhance emergency response capabilities. This included the addition of a seventh fire station to improve geographic coverage and response times, as well as the deployment of a third ambulance to address increasing demand for emergency medical services. These actions have played a key role in supporting the department's ability to meet service expectations over the past two decades.



# CITY of ESCONDIDO

## STAFF REPORT

### BACKGROUND

The Escondido Fire Department retained AP Triton to perform a comprehensive EMS Program Analysis, Ambulance Transportation Fee Study, Community Risk Assessment (“CRA”) Standards of Coverage (“SOC”) Study to assess our current deployment model, response capabilities, and community risk profile. The study incorporates national best practices for fire service delivery.

The SOC Study provides a detailed evaluation of the department’s ability to meet community expectations and operational performance objectives related to fire suppression, emergency medical services (“EMS”), and special operations.

The studies revealed the following key findings and recommendations:

#### EMS PROGRAM KEY FINDINGS

- Leadership Capacity is Overextended: EMS oversight is combined with training functions, limiting strategic focus; a dedicated EMS Division Chief is needed.
- Improved Dispatch Partnership: Contract with North Comm enhances EMD capabilities and provides opportunity for future tiered response models.

#### EMS PROGRAM KEY RECOMMENDATIONS:

- Expand EMS Administrative Support with a Division Chief
- Strategically Implement an Additional Rescue Ambulance (“RA”)
- Strategic Expansion of Ambulance Response Capacity

#### AMBULANCE TRANSPORTATION FEE STUDY KEY FINDINGS

- Fee Structure Misalignment: Current transport fees were below regional benchmarks and did not reflect true service costs.
- Rising Costs & Workforce Challenges: Wage increases and staffing shortages are putting pressure on EMS sustainability.

#### AMBULANCE TRANSPORTATION FEE STUDY RECOMMENDATIONS:

- Increase the Charges for Ambulance Transportation Services—IMPLEMENTED
- Consider Implementing a First Responder Fee (“FRF”)
- Enhance Documentation and Billing Practices



# CITY of ESCONDIDO

## STAFF REPORT

### CRA-SOC KEY FINDINGS

- Gaps in Infrastructure & Fleet: No active capital or fleet replacement plan is in place—though one was previously developed, it lacked consistent funding and was frequently used to cover general fund deficits. Fire Stations 2 and 5 require significant maintenance and modernization due to aging infrastructure and deferred capital investment.
- Staffing & Reporting Deficiencies: Insufficient administrative staffing and no formal reporting process for operational performance.
- Performance & Utilization Pressures: Turnout/travel times exceed NFPA guidelines; Engines 131, 132, and 137 have high utilization.

### CRA-SOC KEY RECOMMENDATIONS

- Implement an apparatus and light vehicle replacement program for the fire department fleet.
- Provide additional administrative staffing and oversight.
- Develop a monthly, quarterly, and annual report.
- Increase operational staffing.
- Research the location for an additional station(s).
- Develop a capital program for fire station renovations.

### ATTACHMENTS

- a) Attachment “1”—Standard of Care Study



# City of Escondido Fire Department California

# MULTI-PHASE Fire & EMS Study

May 2025



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## Acknowledgments

AP Triton wishes to extend its sincere appreciation to each of those individuals whose contributions and assistance made this project possible.

***Our sincere appreciation is extended to each of you!***

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***And thank you to each of the Firefighters, Engineers,  
Captains, Battalion Chiefs, and support staff who daily  
serve the citizens and visitors of the City of Escondido and  
the surrounding communities they serve.***

## Executive Summary

The Escondido Fire Department (EFD) is a well-established, all-hazards response agency with a proud history dating back to the 1890s. It has evolved from a volunteer organization into a modern, professionally staffed department delivering fire suppression, emergency medical services (EMS), rescue operations, fire prevention, and public education to the growing community of Escondido, California.

As of January 2024, the City of Escondido serves a population of approximately 150,000, with a projected 46% increase in service demand by 2035. The EFD operates from seven fire stations, deploying eight frontline apparatus and one command unit across three shifts. Despite its operational efficiency, the department's staffing ratio of 0.64 firefighters per 1,000 residents falls below national benchmarks, with certain apparatus and units experiencing high utilization rates that contribute to personnel fatigue and strain on service delivery.

The EFD is organized into four divisions—Fire Operations, Fire Prevention, Administration, and Training/EMS—under the leadership of the Fire Chief. From FY 2019 to FY 2023, the department's total expenditures grew from \$25.4 million to \$30.9 million, driven primarily by personnel costs, which account for 87% of the budget. Ambulance transport revenue, managed by Wittman Enterprises, has grown significantly, although the payer mix has shifted toward Medi-Cal, indicating financial pressure on EMS cost recovery.

The department's facilities are generally in good condition, though Fire Stations 2 and 5 require significant upgrades. A long-term capital improvement and maintenance plan is needed to preserve infrastructure and support operational readiness. Fleet condition is a critical concern, with eight of thirteen frontline engines and all reserve fire apparatus rated as "Poor." NFPA guidelines recommend replacement of aging units, and the development of a structured fleet replacement program is essential.

Community risk indicators—including higher-than-average rates of disability, poverty, limited English proficiency, and uninsured residents—underscore the need for accessible, equitable emergency services. Environmental risks such as wildfires, earthquakes, drought, and flooding further complicate Escondido's risk profile, requiring sustained all-hazards preparedness and mitigation efforts.

From 2019 to 2023, EFD experienced an 11% increase in total calls, including a 66% rise in fire incidents. While most areas of the city are within NFPA-recommended response times, gaps remain, particularly in turnout time and effective response force (ERF) availability during periods of high call concurrency. Station reliability also varies significantly, with some units unable to meet local demand consistently.

In conclusion, while the Escondido Fire Department provides essential, high-quality emergency services to the community, growing service demand, aging infrastructure, under-resourced apparatus, and key staffing challenges highlight the need for strategic investments. Addressing these issues through targeted capital improvements, fleet modernization, personnel expansion, and data-driven planning will ensure continued safety, resilience, and operational effectiveness in the years ahead.

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## **PHASE I: EMERGENCY MEDICAL SERVICES PROGRAM ANALYSIS**

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## EMS System Overview

The Escondido Fire Department (EFD) is an all-hazard organization that responds to all types of human-caused and naturally occurring emergencies. EFD's Emergency Medical Services (EMS) system is a vital component of the city's public safety and healthcare delivery, working alongside hospitals, law enforcement, and public health services to provide life-saving care to the community. The EMS system provides pre-hospital care and transportation to the residents and visitors of Escondido. EFD is part of the greater San Diego County EMS system, which provides emergency medical care to residents and visitors of the region.

Today, the department operates seven fire stations staffed by highly trained professionals who respond to over 14,000 calls for service annually. The EFD operates five ambulances staffed with paramedics and EMTs and responds to 9-1-1 calls for medical emergencies. The EFD also has seven fire engines and a truck equipped with advanced life support (ALS) capabilities and can provide first response and patient stabilization.

The EFD works with other fire agencies, communication centers, and hospitals to ensure the timely and coordinated delivery of EMS services. The EFD follows the medical oversight and protocols of the San Diego County EMS Office, which is the county's designated Local EMS Agency (LEMSA).

### Governance and Lines of Authority

The EFD provides EMS to the residents and visitors of Escondido, California. The EFD provides local EMS system oversight and regulation and operates under the medical oversight and coordination of the San Diego County EMS Office, which is the Local EMS Agency (LEMSA) designated by the Board of Supervisors. In addition to the LEMSAs, the North Zone Medical Directors oversee the North San Diego County agencies. The EFD is part of the San Diego County EMS system, which includes communication centers, first responders, ambulance providers, air rescue and air ambulance programs, and a network of hospitals that offer specialized services.



Local management responsibilities of the EFD's EMS system fall under the leadership of an administrative division chief, who also oversees EFD's training division and is supported by a battalion chief. In addition to the division chief, EFD employs a full-time EMS coordinator who manages the daily operations and administration of the EMS system and liaisons with other agencies and stakeholders. EFD contracts with the North Zone Medical Directors to coordinate with all North Zone agencies, including Escondido. EFD pays a base percentage fee for this service, totaling between \$18,000 and \$19,000 annually.

### **Foundational Policy Documents**

The foundational policy documents for the EFD's EMS system encompass a range of protocols and guidelines that ensure the delivery of efficient and effective emergency medical services. These documents typically include operational procedures, response strategies, training requirements, and quality assurance measures. They serve as the backbone for the department's paramedic and ambulance services, guiding the actions of EMS personnel in various emergency scenarios. Additionally, these policies are periodically reviewed to adapt to new challenges and incorporate advancements in emergency medical care.

The foundation policy documents for the EFD's EMS system are:

- The EMS Protocols specify the clinical guidelines and procedures for assessing, treating, and transporting patients by the EMS personnel.
- The EMS Policies and Procedures define the operational rules and expectations for the EMS personnel and address various aspects of the EMS system, such as safety, communication, documentation, equipment, quality improvement, etc.

These documents are reviewed and updated periodically to ensure that they reflect the best current practices and standards of care in EMS to meet the community's needs and expectations.

## EMS Budget

The EFD's EMS Operating budget is critical in ensuring high-quality emergency medical services delivery to the community. Typically, this budget encompasses all costs associated with personnel, training, equipment, and supplies necessary for maintaining readiness and responding effectively to medical emergencies. The allocation of funds is carefully planned to meet the city's growing demands, though budget constraints often limit the adoption of the latest medical technology and practice advancements. The department's commitment to fiscal responsibility and operational excellence is reflected in its strategic approach to budgeting, aiming to maximize resource efficiency while maintaining the highest standards of patient care.

Like many cities of similar size and governance, Escondido adopts an annual budget with a fiscal year running from July 1 to June 30 each year. EFD's budget is divided into several Programs such as Operations, Training, Administration, and EMS. Within the EMS program, funding, medical supplies, pharmaceutical supplies, and professional contracts account for a large portion of expenditures. Funding Programs like Public Provider-Ground Emergency Medical Transportation (PP-GEMT) bring in revenue for the city but are allocated to the City's general fund.

Since EFD owns and operates its ambulance service, it must account for rising health insurance, maintenance, fuel costs, ambulance replacement costs, and health insurance billing complexities. Finally, EFD contracts with Wittman Enterprises to facilitate its billing for ambulance services. Contracting with third-party vendors such as Wittman Enterprises is common and recommended due to the many billing complexities in the medical insurance industry. EFD pays Wittman 4.5% of net collections, which is customary with other city contracts where Wittman provides billing services.

## Service Delivery

The EFD is an all-hazard, all-risk agency renowned for its exceptional Emergency Medical Services (EMS), providing rapid and skilled response to medical emergencies within the community. Well-equipped fire engines, a truck company, and ambulances staffed with highly trained personnel ensure that critical care is available. The EMS teams work closely with local hospitals to provide seamless patient transitions from on-site care to hospital-based treatment. Continuous training and adherence to the latest protocols in emergency medicine enable the EFD to maintain high service delivery standards, reflecting their commitment to safeguarding the health and well-being for all of Escondido's residents.

The EFD responds from seven fire stations strategically located throughout the city, providing service to over 150,000 residents within approximately 48 square miles. With 36 members on duty each day, the department staffs seven ALS-equipped fire engines, one BLS-equipped truck company, five ALS-equipped ambulances, and one battalion chief. EFD provides ALS-level ground emergency medical transport (GEMT), with Mercy Air and Reach Air providing rotary wing (helicopter) air medical transport. Should the need arise, automatic aid is provided by the surrounding agencies.

### **EMS Administration and Medical Direction**

The EFD's EMS administration ensures that emergency medical services are delivered efficiently and effectively. With a dedicated team of professionals, the department oversees the coordination of medical protocols, training programs, and quality assurance processes. Medical direction is provided by experienced physicians who guide clinical practices, ensuring that the highest standards of patient care are met. They work closely with paramedics and EMTs to develop comprehensive emergency response strategies that address the community's unique needs. The collaboration between administrative leaders and medical directors is pivotal in fostering an environment of continuous improvement and excellence in pre-hospital emergency care.

### **Other System Components**

In coordination with the Escondido Police Department, EFD has nine firefighter/paramedics who support the police department as Tactical EMS (TEMS) Paramedics. TEMS paramedics are specialized healthcare professionals who render critical medical care during high-threat law enforcement operations where traditional EMS and fire services cannot safely respond. These individuals undergo rigorous training to work alongside SWAT teams, providing immediate on-site medical support during training exercises and actual deployments. Their role is vital in situations such as active shooter incidents, where they must deliver emergency medical care in hostile and unpredictable environments. Tactical Paramedics are equipped to handle various medical emergencies, from trauma injuries to life-saving interventions, often under extreme conditions that require a unique blend of medical expertise and tactical awareness. The evolution of tactical medicine has been shaped by historical military experiences and the need for rapid, effective medical response during law enforcement operations, leading to improved survival rates in situations where every second counts.

## EMS Program Financial Overview

### Escondido Fire Department Budget

The City of Escondido operates on a July 1 through June 30 Fiscal Year. Each May, the City Manager submits a proposed budget to the City Council; the City Council holds budget hearings in June and adopts the final budget prior to June 30. In addition to the annual operating budget, the City adopts a Five-Year Capital Improvement Program. Funds are appropriated for the plan's first year, with years two through five included for planning purposes. Funds are appropriated on a project basis and are carried over until expended or the project is closed.

The City's General Fund supports the EFD's operations. Actual revenues and expenses, grouped by major category, for Fiscal Year (FY) 2019 through FY 2023 are shown in the following figure.

**Figure 1: Escondido Fire Department Actual Revenue and Expenses (FY 2019–FY 2023)**

Revenue/Expenses	2019 Actual	2020 Actual	2021 Actual	2022 Actual	2023 Actual
Plan Check/Permits	\$330,447	\$385,038	\$421,381	\$483,144	\$302,614
Fire Fees (Rincon)	2,228,659	2,248,224	2,199,249	2,449,082	2,573,360
GEMT/QAF	335,061	194,615	362,770	(87,606)	401,108
Ambulance Fees	6,052,181	6,685,927	6,175,945	6,312,556	7,936,455
Mutual Aid/Other	1,055,327	431,853	1,235,245	1,069,300	653,622
<b>TOTAL REVENUE:</b>	<b>\$10,001,675</b>	<b>\$9,945,657</b>	<b>\$10,394,590</b>	<b>\$10,226,476</b>	<b>\$11,867,159</b>
Salaries & Wages	10,697,733	11,135,343	11,583,681	11,921,237	12,652,486
Benefits	6,942,093	7,746,858	8,515,345	9,165,428	9,732,463
Overtime	4,491,730	3,758,185	4,214,300	4,916,020	4,583,629
<b>Total Salaries &amp; Benefits:</b>	<b>\$22,131,556</b>	<b>\$22,640,386</b>	<b>\$24,314,326</b>	<b>\$26,002,685</b>	<b>\$26,968,578</b>
Equipment & Supplies	931,337	711,821	787,021	891,802	1,197,744
Services	570,996	581,763	583,871	647,928	1,271,360
Utilities	234,537	242,713	253,721	293,010	400,447
<b>Total Maintenance &amp; Ops</b>	<b>\$1,736,870</b>	<b>\$1,536,297</b>	<b>\$1,624,613</b>	<b>\$1,832,740</b>	<b>\$2,869,551</b>
<b>Capital Outlay</b>	<b>\$31,870</b>	<b>\$93,744</b>	—	<b>\$34,402</b>	<b>\$115,954</b>
<b>Internal Services</b>	<b>\$2,318,765</b>	<b>\$2,300,930</b>	<b>\$1,848,320</b>	<b>\$2,378,570</b>	<b>\$3,322,130</b>
<b>Allocations Out</b>	<b>(\$745,780)</b>	<b>(\$853,734)</b>	<b>(\$1,648,101)</b>	<b>(\$857,000)</b>	<b>(\$2,362,632)</b>
<b>TOTAL EXPENSES:</b>	<b>\$25,473,381</b>	<b>\$25,717,623</b>	<b>\$26,139,158</b>	<b>\$29,391,397</b>	<b>\$30,913,581</b>

Ambulance fees are EFD's largest source of revenue, totaling nearly \$8 million in FY 2023. EFD's contract with the Rincon Fire District also generated over \$2.5 million in revenue in FY 2023. Total revenues for EFD were over \$11.8 million in FY 2023, an increase of 18% from FY 2019.

Personnel costs (under \$27 million) account for 87% of all EFD expenses. Other significant costs include maintenance and operations (\$2.8 million in FY 2023) and internal services charges, including fleet, technology, and insurance (\$3.3 million in FY 2023). Total actual expenses have increased from \$25.4 million in FY 2019 to \$30.9 million in FY 2023, an increase of 21%.

## Emergency Medical Services Budget

The following Figure 2, displays actual revenue and expenses for EFD's Emergency Medical Services (EMS) Program from FY 2019 through FY 2023. While actual revenues were derived directly from reports provided by EFD, most expenses are not tracked at the division or program level. This required AP Triton to develop and apply various allocation methodologies to build a comprehensive EMS budget with input from EFD.

EMS personnel costs were derived from the annual budget reports supplied by EFD and EFD's annual Ground Emergency Medical Transportation (GEMT) Program's cost reports. These sources provided the number of FTEs involved in providing EMS for the EFD and the costs of salaries and benefits associated with each. Constant staffing/overtime costs for each year were calculated by multiplying the total constant staffing amount by the EMS Firefighter/Paramedics ratio to the total number of constant staffing positions.

Maintenance and Operations costs, such as equipment, supplies, and contractual services, are recorded at the program level and derived directly from EFD's reports.

Internal services costs include fleet, telecommunications, radio communications, network and systems administration, and insurance, which are recorded at the departmental level. Therefore, the following allocation methodologies were used: Fleet costs were calculated by identifying the cost of each EMS vehicle from department-wide reports that showed the cost of maintenance, fuel, repairs, and other services provided to all EFD vehicles; Telecommunications, Network & Systems Administration, and Insurance costs were all applied based on the proportion of EMS FTEs to total EFD FTEs; and Radio Communications charges were applied based on the proportion of EMS vehicles to total EFD vehicles.

**Figure 2: Emergency Medical Services Budget (FY 2019–FY 2023)**

Revenue/Expenses	2019 Actual	2020 Actual	2021 Actual	2022 Actual	2023 Actual
Ambulance Fees	\$6,052,181	\$6,685,927	\$6,175,945	\$6,312,556	\$7,936,455
GEMT/QAF	335,061	194,615	362,770	(87,606)	401,108
<b>TOTAL REVENUE:</b>	<b>\$6,387,242</b>	<b>\$6,880,542</b>	<b>\$6,538,715</b>	<b>\$6,224,932</b>	<b>\$8,337,564</b>
Salaries & Wages	3,878,702	3,851,416	4,313,887	4,502,138	4,712,350
Benefits	1,525,681	1,624,121	1,854,339	1,759,264	1,882,654
Overtime	2,168,017	1,806,870	2,166,716	2,347,063	2,020,636
<b>Other Pay</b>	<b>295,053</b>	<b>266,143</b>	<b>269,458</b>	<b>269,458</b>	<b>286,515</b>
<b>Total Personnel Costs:</b>	<b>\$7,867,453</b>	<b>\$7,548,550</b>	<b>\$8,604,400</b>	<b>\$8,877,923</b>	<b>\$8,902,155</b>
<b>Total Maintenance and Operations</b>	<b>\$646,903</b>	<b>\$686,641</b>	<b>\$766,716</b>	<b>\$816,648</b>	<b>\$1,308,950</b>
<b>Internal Services</b>	<b>\$410,328</b>	<b>\$393,226</b>	<b>\$409,796</b>	<b>\$461,274</b>	<b>\$615,865</b>
<b>TOTAL EXPENSES:</b>	<b>\$8,924,684</b>	<b>\$8,628,417</b>	<b>\$9,780,912</b>	<b>\$10,155,845</b>	<b>\$10,826,970</b>

EMS revenue is comprised of ambulance transport fees and GEMT/GEMT Quality Assurance Fees (QAF) and totaled over \$8.3 million in FY 2023, an increase of \$2 million (30%) since FY 2019.

Personnel costs account for approximately 82% of the EMS budget and total \$8.9 million in FY 2023. Maintenance and Operations costs were \$1.3 million in FY 2023; major cost drivers were EMS Supplies (\$335,903) and GEMT/Intergovernmental Transfer (IGT) costs (\$817,706).

**EMS Fees**

EMS fees were analyzed and updated as part of the *Ambulance Transportation Fee Study* conducted by AP Triton. This comprehensive analysis evaluated the department's fee structure in relation to service costs, regional benchmarks, and cost recovery objectives. As a result of the study, updated fee recommendations were implemented to better reflect the true cost of service delivery. For further details, please refer to the *Ambulance Transportation Fee Study* (2025).

**Billing and Collections**

Wittman Enterprises (Wittman) has a contract agreement with EFD to provide medical billing and collection services for ambulance transport and related services. Under the agreement, Wittman provides the following billing services, prepares all invoices; gathers insurance information from the patient; prepares invoices and electronically conveys them to Medicare and Medi-Cal fiscal intermediaries; bills all secondary and coinsurance billing; bills private insurance, supplemental insurance, and Workers' Compensation according to specific requirements—Wittman contacts patients with claims aging over 45 days for payment arrangements over the telephone. Follow-up continues until payment in full is received or the City dismisses the account to an outside collection agency. Wittman coordinates the receipt of payments and deposits monies daily into the City of Escondido's bank account and provides detailed electronic notifications. Additionally, Wittman performs month-end closing procedures that result in monthly financial reports.

Under the contract agreement, EFD pays Wittman 4.5% of net collections for transports, not exceeding \$275,000 annually.



### Annual EMS Billing Summary

EFD and Wittman provided annual billing information on a calendar year basis. Figure 3, below, shows this information from 2019 through 2023.

**Figure 3: Annual EMS Billing Summary**

	2019	2020	2021	2022	2023
Charges	\$21,159,066	\$18,854,609	\$20,521,416	\$21,124,393	\$21,787,061
Write Downs	12,870,999	11,868,699	12,717,997	13,176,927	10,492,296
Net Charges	8,288,067	6,986,910	7,803,419	7,947,466	11,294,765
Payments	6,181,093	5,890,702	6,172,409	5,968,699	8,050,235
Refunds	58,404	49,731	125,269	76,284	34,243
<b>Net Payments</b>	<b>\$6,122,689</b>	<b>\$5,840,971</b>	<b>\$6,047,140</b>	<b>\$5,892,415</b>	<b>\$8,015,992</b>
Bad Debt Write-Off	1,740,389	1,472,582	1,450,027	1,205,424	2,689,552
Adjustments	(43,515)	(53,980)	(84,131)	(144,095)	(97,778)
New Balance A/R	3,566,820	3,185,197	3,407,317	4,112,850	4,604,293

From 2019 to 2023, total charges increased from \$21,159,066 to \$21,787,061. After a significant reduction in 2020, charges began to increase steadily. Net payments represent the ambulance transport revenue EFD received after write-downs and refunds. This amount has also steadily increased. In 2019, net payments were \$6,122,689, and \$8,015,992 in 2023, an increase of 30%. At the end of the calendar year 2023, the accounts receivable amount was just over \$4.6 million.

### Payer Mix

The payer mix includes four primary entities that account for most of the transport reimbursement. These payers are Medicare, Medi-Cal, private commercial insurance, and private pay.

Medicare is the primary healthcare coverage for individuals over 65. Medi-Cal, a component of the federal Medicaid program, provides coverage for specific qualified individuals and families, primarily those with incomes at or below 138% of the national poverty level. Commercial insurance is most commonly associated with employer-provided benefits but may also be purchased independently. Finally, private pay refers to individuals who do not have insurance coverage.

The payer mix for EFD from 2019 through 2023 is shown in the following figure, derived from information provided by Wittman and EFD.

**Figure 4: Payer Mix Percentages for EFD (2019–2023)**

<b>Payer</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>
Medicare	53%	52%	51%	55%	54%
Medi-Cal	27%	29%	30%	26%	26%
Commercial Insurance	13%	12%	12%	10%	10%
Private Pay	7%	7%	7%	9%	10%
<b>Totals</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>

## EMS Program Management Components

### Management Overview

Effective EMS program management is crucial for fire departments, and the EFD is no exception. It involves a comprehensive approach that includes several key components: coordination of EMS functional areas, public access, Automated External Defibrillator (AED) programs, inter-agency EMS collaboration, and continuous training and education for personnel. An administrative Division Chief and EMS Program Coordinator oversee these components, ensuring that paramedic and ambulance services are delivered as efficiently and effectively as the department is able. This coordination is essential for maintaining high standards of emergency medical care and successfully integrating EMS services within the broader emergency response framework of San Diego County. This includes communication centers, first responders, and a network of hospitals providing specialized care. The EFD's commitment to excellence in EMS program management is reflected in its detailed record-keeping and administration practices, including pre-hospital run sheets, controlled substance inventory, and employee immunization records.

The Emergency Medical Services (EMS) Division has administrative and operational responsibility for designing and delivering all EMS system activities, including certifying all uniformed personnel. In addition to operational oversight, the Division is responsible for training and certifying all personnel and ensuring services are delivered per adopted standards.

The EMS Division Chief and EMS Coordinator assist with EMS administrative duties. EFD is an approved continuing medical education (CME) provider and schedules monthly CME training in accordance with local laws and state statutes.

### Mission and Vision Statements

EFD has adopted the following mission statement:

"The mission of the Escondido Fire Department is to serve the public and to safeguard the community from the impact of fire, medical, and environmental emergencies through education, emergency services, and enforcement."

EFD's vision encompasses a proactive approach to fire prevention and response, ensuring that the safety and well-being of Escondido's residents are paramount. The EFD strives to deliver professional and courteous service that exceeds the expectations of those it serves through its apparatus, facilities, and highly trained and dedicated personnel.

The Emergency Medical Service Authority of California (EMSA) mission statement is: "EMSA is responsible for the equitable coordination, administration, and integration of the statewide emergency medical services system to reduce suffering and save lives throughout California."

EMSA's vision is: "EMSA envisions an equitable, effective, and innovative emergency medical services system throughout California that delivers optimal patient-centered care."

The mission statement of the County of San Diego EMS Office (LEMSA) is: "Provide coordinated, sustainable, and equitable fire protection and emergency medical services to save lives, protect property, and promote the highest quality of living."<sup>1</sup>

The LEMSAs Vision Statement is: "San Diego County will have the finest system of fire protection and emergency medical care through regional leadership, collaboration, and innovation."

Essentially, the Mission, Vision, and Values outlined earlier in this report by EFD are in harmony with those of the local EMSA and the State EMSA, all of which aim to deliver professional and timely services to their respective communities.

### Planning and Goals

The Escondido Fire Department has embarked on a deep dive into every aspect of their organization. They have committed to analyzing their EMS Operations (this report), Community Risk Assessment (CRA), and Standards of Cover (SOC). The last SOC completed in 2002 lacks current information that is crucial to ensure the organization is equipped and prepared for current conditions. Additionally, this will be the first year they provide a Strategic Plan document to serve as a roadmap to future goals and objectives.

EFD sets goals by division, outlining target dates, lead personnel or groups, and status updates. These goals provide clear guidance and details, and are monitored and updated monthly. In EMS, for example, goals include purchasing narcotics tracking software and replacing keypads on narcotics safes.

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<sup>1</sup>

<https://www.sandiegocounty.gov/content/dam/sdc/ems/plans/CoSD%20EMS%20Office%20Strategic%20Plan%202023-2027.pdf>.

EFD has identified the following critical issues:

- **First critical issue:** Budget/Finance
- **Second critical issue:** Employee Health and Wellness
- **Third critical issue:** Staffing levels
- **Fourth critical issue:** Infrastructure
- **Fifth critical issue:** Succession planning

### **Records Management**

Comprehensive documentation of activities is critical to ensuring the safe, effective, and efficient delivery of emergency services. Quality data is required to ensure sound management decisions and support the department's effective and efficient operation. In addition, proper recordkeeping is essential to ensure compliance with legal, regulatory, and industry best practices.

EFD utilizes the ImageTrend records management system (RMS) to document EMS incident response data. Multiple computers are available in the fire stations; each apparatus is assigned a tablet and can access the RMS for documentation.

A specific city government process is in place for all public records requests. Documents may be accessed and viewed via the city's online services website.

### **Document Control & Security**

EMS agency facilities, equipment, and medications represent a significant investment of public tax dollars and require proper security. Properly securing an organization's records is also critical for compliance with legal and regulatory mandates.

Fire station security depends on each station's location. Fire and EMS units co-located at agency fire stations are secured by keypad combination locks. Administrative staff offices have lockable doors, which are utilized along with computer locking methods required by City IT policy.

Fleet operations apparatus is secured inside fire stations except for take-home vehicles assigned to administrative officers, which use typical key locks. Hard copy files, personnel files, and confidential medical information are secured in locked offices. City IT employees back up electronic computer files.

## EMS Program Staffing & Personnel

The following section outlines the EFD's current staffing levels and their relevance to EMS delivery. Any staffing recommendations based on this review will be in the Recommendations section of this report.

The size and structure of a fire department's staff depend on their specific needs. These must directly correlate to the community's needs and funding capacity, and a structure that works for one department may not necessarily work for another. EFD's staffing is critical to delivering safe and efficient services as an all-hazard emergency response department.

Several national organizations recommend standards to address staffing issues. The *Occupational Safety & Health Administration (OSHA) Respiratory Protection Standard* and *National Fire Protection Association (NFPA) Standard 1710* are frequently cited as authoritative documents. The *Center for Public Safety Excellence (CPSE)* publishes benchmarks on the number of personnel recommended on the emergency scene for various risk levels. The staffing and personnel needs depend heavily on the type of system, call volume, and overall needs of the department and community.

Organizations must commit to consistency, fairness, safety, and growth opportunities. These values will be the foundation of the overall organizational culture. As organizations grow, there are always challenges. Leadership and staff will face ambiguity, an environment of change, and the need for collaboration. Creating a positive culture is an opportunity to build a long-term sustainable organization.

One essential component of a healthy organization is balancing administration, support staff, and operational resources. This EMS Study and Analysis will review the current ratio for each part of the organization and provide recommendations for a combined staffing model. Staffing considerations could improve service delivery. This process will evaluate various organizational charts and provide a framework for future staffing.

## Administrative Support Staffing

The following figures illustrate the non-uniformed and uniformed administrative support staffing. All these positions were funded as of FY 2023–24.

**Figure 5: Non-Uniformed Administrative Support Staffing**

Position Title	FTE	Hours Worked/Week	Work Schedule
Administrative Assistant	1	30 hours	3/4 time
Office Manager	1	40 hours	Full-time
Administrative Coordinator	1	40 hours	Full-time
Permit Technician	1	40 hours	Full-time
<b>Total:</b>	<b>4</b>		

**Figure 6: Uniformed Administrative & Support Staff**

Position Title	FTE	Hours Worked/Week	Work Schedule
Fire Chief	1	40 hours	Full-time
Deputy Chief	1	40 hours	Full-time
Division Chief	1	40 hours	Full-time
Fire Inspectors	5	40 hours	Full-time
Department Specialists	2	20 hours	Part-time
EMS Program Coordinator	1	40 hours	Full-time
<b>Total:</b>	<b>10</b>		

## Operational Staffing Levels

Organizational success is based on a safe working environment, equitable treatment, the opportunity for input, and recognition of the workforce's commitment and sacrifice.

Organizational priorities should correlate to the community. This section overviews EFD's current staffing configuration, particularly in delivering EMS.

The operational staff is typically the face of any fire service organization due to its increased interaction with the citizens they serve. This group is involved with nearly every facet of the organization's operations.

For EFD, this includes fire suppression, emergency medical response, technical rescue, vehicle equipment extrication, fire investigations, fire safety inspections, public education, burn permits, building plan reviews, and hazardous materials response.

The following figure summarizes EFD's budgeted operations staff positions. This includes full-time and part-time employees who are primarily assigned to provide emergency services at the operational level.

**Figure 7: Uniformed Operational Staff**

Position Title	FTE
Division Chief (Counted in Uniformed Administrative)	1
Battalion Chief	3
Captains	24
Engineer/Apparatus Operators	24
Firefighter/Paramedics	42
EMS Single-Role Paramedic/EMT	15
<b>Total:</b>	<b>108</b>

### Emergency Communications Center

Until April 2024, EFD managed its own emergency communications center before contracting the service to the North County Dispatch Joint Powers Agreement (North Comm). North Comm is responsible for providing administrative oversight to the Emergency Communications Center (ECC). North Comm handles all 911 calls and dispatches fire and medical units to Escondido and several surrounding San Diego County agencies. North Comm dispatchers undergo extensive emergency medical dispatcher (EMD) training through the International Academy of Emergency Dispatchers (IAED). Being EMD certified is a value-added service where dispatchers can coach 911 callers to initiate life-saving measures until fire-based EMS resources and personnel arrive and take over patient care.



## Staff Scheduling Methodology

Staff scheduling refers to creating a schedule for employees to work, including determining the days and times each employee will work and their tasks and duties. There are several different staff scheduling methodologies that organizations can use, including:

- Fixed schedule
- Rotating schedule
- Flexible schedule
- On-call scheduling
- Part-time scheduling

The current staff scheduling uses fixed shifts when dealing with fire and EMS resources. EFD staffs seven fire stations, housing seven engine companies, one truck company, and five rescue ambulances. Each fire station has one fire engine, and the truck company is located at Station 1. The department has several apparatuses that are cross staffed (CS). For example, some stations house a patrol unit, a brush unit, or a Type 3 OES unit; in this case, the staff at that station CS the apparatus.

EFD staffs seven fire stations 24 hours daily, every day of the year, with a minimum of one Battalion Chief, eight Captains, eight Engineers, 14 Firefighters/paramedics, and five non-safety EMTs. With minimum staffing, EFD provides at least three members per fire engine, four members on the truck company, which is equipped and staffed to provide ALS care with firefighter/paramedics, and one firefighter/paramedic and one non-safety EMT on each of the five rescue ambulances. EFD utilizes a three-shift system, A-Shift, B-Shift, and C-Shift; the shifts work what is referred to as a 4, 4, and 6 schedule on a 24-day FLSA cycle. Shifts begin at 8:00 a.m. and end at 8:00 a.m. the following day.

Many departments nationwide are dealing with increased call volumes with similar staffing.

*In November 2021, the Fire Chief of Wausau County, Wisconsin, Bob Bartek, went in front of city officials to ring the alarm bells. "The public needs to be aware of the weaknesses inside the Wausau Fire Department," he said. In 2020, the department received 6,318 calls, compared to 2,138 in 1970. But over that same period, the department gained only two staff.*

*Fire companies across the country are in similar situations: Workloads are increasing but staff and funding are not. From Wisconsin to San Diego to Virginia, there are not enough firefighters. This leaves communities vulnerable to fires and other kinds of emergencies. Fire departments have come to serve as crucial EMS first responders. According to the Federal Emergency Management Agency (FEMA), cross-trained firefighters make up 38 percent of EMS first responders in the U.S.*

*The U.S. Forest Service – which is responsible for managing wildfires on federal lands, which comprise about 8.5% of the total land area of the U.S. – is also warning of dangerously low numbers of firefighters in their ranks. This is deeply worrying. Climate change has turned “fire season” into “fire years,” said Forest Service Chief Randy Moore in a testimony to the House in the fall. Last year, California had its worst fire season in recorded history. More firefighters are needed not just to contain the fires but to undertake preventative measures like trimming undergrowth that can mitigate the severity of the blazes once they start.<sup>2</sup>*

No matter which staffing or scheduling methodology an organization uses, it is essential to consider factors such as the organization's needs, employee preferences, increasing call volumes, and legal or regulatory requirements when creating schedules. It is also encouraged to reevaluate the programs routinely to adapt to industry changes and meet the community's needs. Peak-hour staffing would be an example of adapting to the community's conditions.

### **Development & Mentorship**

As stated previously, the personnel are an organization's greatest asset. A comprehensive training program is a significant factor in ensuring the delivery of safe and effective emergency services. Firefighters, officers, and EMS providers must acquire and maintain appropriate initial training, ongoing training, and continuing medical education (CME) to effectively meet their mission.

Well-trained personnel contribute directly to improved emergency incident outcomes and community services. Without necessary training, personnel and citizens could be exposed to preventable dangers, and the fire department could be liable.

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<sup>2</sup> [www.fireandemsfund.com/fire-departments-face-staffing-shortages/](http://www.fireandemsfund.com/fire-departments-face-staffing-shortages/).

Setting up the department for future success means investing in the development and training of the individual. EFD currently uses Vector Solutions (formerly Target Solutions) for online training and completes in-person training daily. Probationary firefighters must be basic fire academy graduates, and then EFD facilitates their internal academy once hired. Probationary firefighters are evaluated daily with routine testing throughout probation. EFD requires skill performance evaluations at all ranks and schedules daily exercises, quarterly multi-company drills, and semi-annual night drills. EFD company and chief officers must complete the 80-hour Blue Card command training, annual refresher training, and simulation lab. EFD recognized that succession planning is crucial for the organization's ongoing success, as it facilitates engineer and captain academies to prepare future leaders.

In addition to the annual Blue Card refresher training and as an all-hazard department, EFD achieves at least 160 training hours annually. This training covers several topics and specialties, including, but not limited to, incident command, personnel accountability, formal Standard Operating Guidelines (SOG), training safety, special rescue, hazardous materials, wildland firefighting, vehicle extrication, defensive driving, small tools use, and care, radio communications to name a few. According to information gathered from the department, most training for the department is conducted and evaluated at the company level by the company officer.

Keeping current on the newest medical policies and procedures is essential. EMS training follows a minimum standard of 48 hours biannually for paramedics and 24 hours for all EMTs. Various speakers, including fire personnel, video trainers, and EMS educators, perform this training. Currently, the company officer tracks all company-level training daily on Vector Solutions, and the individual tracks all personnel training, mostly dealing with EMS education.

### **Firefighter/EMS Staff Distribution**

The EFD utilizes firefighters for both suppression and EMS rescue functions. The size and complexity of a city can present unique challenges, and Escondido has addressed these by strategically allocating its resources. The department operates seven fire stations, seven engine companies, one truck company, and five rescue ambulances, with additional resources cross-staffed as needed.

The current deployment model prioritizes rapid response by the most qualified personnel. This approach ensures that highly trained responders arrive quickly at the scene, providing seamless patient care, particularly as EFD operates its own ambulances.

**First Battalion**

The Battalion Chiefs oversee all seven fire stations. EFD is equipped with seven engine companies, one truck company, and five rescue ambulances. Additionally, the following fire apparatus are cross-staffed:

- One patrol unit
- Three brush units
- One Type III OES unit

The following figure illustrates the distribution of these resources.

Figure 8: Battalion 1 Staffing Model

Unit	BC	Captain	Engineer	Firefighter/ Paramedic	Non-Safety EMT
Battalion Chief	3				
<b>Station 1</b>					
Engine		3	3	3	
Truck		3	3	6	
Rescue Ambulance				1	1
<b>Station 2</b>					
Engine		3	3	3	
Rescue Ambulance				1	1
Patrol (CS)					
<b>Station 3</b>					
Engine		3	3	3	
Rescue Ambulance				1	1
Brush (CS)					
<b>Station 4</b>					
Engine		3	3	3	
Brush (CS)					
<b>Station 5</b>					
Engine		3	3	3	
Rescue Ambulance				1	1
Brush (CS)					
<b>Station 6</b>					
Engine		3	3	3	
Type 3 OES (CS)					
<b>Station 7</b>					
Engine		3	3	3	
Rescue Ambulance				1	1
Reserve Engine					

## EMS System Support Programs

EFD's EMS Division provides crucial support and logistical services to ensure an efficient and effective emergency medical response.

### Ambulance Deployment and Resource Allocation

The EMS Division coordinates the deployment of ambulances strategically across the city. This involves:

- **Monitoring Call Volume:** Tracking the frequency and nature of emergency medical calls to allocate resources effectively.
- **Ambulance Availability:** Ensuring that ambulances are available and strategically positioned to minimize response times.
- **Resource Allocation:** Managing the distribution of ambulances based on real-time demand.

### Supply Chain Management

The logistics team oversees the supply chain of durable medical equipment, medications, and consumables. This includes:

- **Inventory Control:** Regularly assess stock levels and replenish supplies as needed.
- **Vendor Coordination:** Collaborating with suppliers to maintain a steady flow of essential items.
- **Quality Assurance:** Ensuring that medical supplies meet safety and quality standards.

### Vehicle Maintenance and Readiness

Ambulances must be in optimal condition to respond swiftly. The logistics team handles or directs others to perform:

- **Routine Maintenance:** Scheduling regular checks, oil changes, and repairs.
- **Emergency Repairs:** Addressing unexpected vehicle issues promptly.
- **Equipment Functionality:** Verifying that medical equipment inside ambulances is functional.

## Communication Infrastructure

Effective communication is vital during emergencies. The logistics section manages:

- **Radio Systems:** Ensuring reliable communication between EMS personnel and dispatch.
- **Mobile Data Terminals:** Maintaining data connectivity for real-time updates.
- **Comm Backup Systems:** Having redundant communication channels in case of failures.

## Facility Logistics

The EMS Division operates from various facilities. Logistics handles the following facility duties:

- **Facility Maintenance:** Keeping EMS stations operational and safe.
- **Equipment Storage:** Organizing storage for medical gear, uniforms, and administrative supplies.
- **Security Measures:** Implementing security protocols for EMS facilities.

Remember that these logistical efforts are essential for seamless emergency medical services, allowing the EFD to serve the community effectively.

## Medical Control and Oversight

The County EMS Agency (LEMSA) provides medical directions for paramedics and EMTs in most California counties. The EMS Director for Escondido is covered by the North Zone Medical Directors of the San Diego County LEMSAs, with medical direction provided by Dr. Christian Sloan and Dr. Gary Vilke, respectfully. The Medical Directors collaborate with all Medical Directors in San Diego County and are paid through a participating agreement with other fire departments in the North Zone. At the time of this study, EFD's participation amount is \$18,340 annually. This practice is common with other departments in California. It offers enhanced EMS support and provides services for Escondido's medical personnel.

### Off-Line Medical Control

Off-line medical control occurs when paramedics function within the parameters of standing protocols or orders developed by the EMS Authority and administered by the San Diego County EMSA Medical Director. Standing orders enable EMS providers to initiate immediate patient care without contacting their base station.<sup>3</sup> In Escondido, all patients who require an Advanced Life Support (ALS) escort to the emergency room require base contact to determine a destination. Basic Life Support (BLS) transports by EMTs may contact receiving centers directly for destinations.

Off-line medical control can also involve refining and developing quality improvement programs and other innovative aspects to improve an EMS delivery system.

### Online Medical Control/Base Stations

Online medical control is provided to prehospital providers via voice communication from qualified base station hospital personnel (MICN or Base Physician). Patient information is communicated to the receiving hospital to notify the facility of a pending patient's arrival. EFD's primary online medical control site is located at Palomar Hospital which is a level 1 trauma center. Although Palomar Hospital is the main point of contact in the field, other bases, such as Sharp Memorial Hospital, might be used for a pediatric patient transported to Rady Children's Hospital. In addition, UC San Diego Hillcrest Hospital is a Level 1 Trauma Center, stroke and ST Elevation Myocardial Infarction (STEMI) receiving facility, and the Base Hospital.

Online medical control has evolved over the last 30 years. In the early days of paramedicine in California, there was constant communication between field personnel and the base hospitals that served them. Over the last 10–15 years, constant communication has been reduced through several "Standing Order" changes.<sup>4</sup> These protocols are updated yearly and trained by all Escondido paramedics, enabling EMS personnel to provide critical patient care and contact the base station for transportation to the appropriate hospital. Base station notification is essential to prepare the receiving hospital for trauma, STEMI, or stroke patients. After notification to the receiving hospital, patients can be directly admitted with a diagnosed STEMI or developing stroke.

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<sup>3</sup> [https://ems.acgov.org/ems-assets/docs/Documents-Forms/LEMSA%20Role%20and%20Responsibilities%202018%20White%20Paper%20\(002\).pdf](https://ems.acgov.org/ems-assets/docs/Documents-Forms/LEMSA%20Role%20and%20Responsibilities%202018%20White%20Paper%20(002).pdf).

<sup>4</sup> [https://www.sandiegocounty.gov/content/dam/sdc/ems/Policies\\_Protocols/2023/2023-2024%20Protocol%20Changelog.pdf](https://www.sandiegocounty.gov/content/dam/sdc/ems/Policies_Protocols/2023/2023-2024%20Protocol%20Changelog.pdf).



### Quality Assurance/Quality Improvement

The EMS Quality Improvement (QI) Cadre, which wholly consists of line personnel performing these additional duties which may include overtime compensation, regularly facilitates EMS quality improvement at Escondido and reviews the field providers' electronic patient-care records (ePCR). These "chart reviews" aim to ensure protocol compliance and evaluate time on the scene, transport times, hospital turnaround times, etc. This peer-driven cadre comprises chiefs, captains, and paramedics. This group establishes goals and performance based on the findings in their QI review. The team meets monthly and meets with clinical emergency department staff as needed. The QI/QA process is typically completed on a percentage of calls basis. For instance, a patient with a disposition Against Medical Advice (AMA) tends to be one of the more difficult calls emergency workers will respond to. An AMA patient is one whom the Paramedics recommend be seen at the emergency room, but they refuse. The EFD QI Cadre reviews these calls at a 25% rate.

The Committee provides written feedback to EMS providers, asking the provider to examine specific areas of deficiencies (with suggested improvements) and providing commentary feedback if the call was well managed. Participation in these feedback sessions earns Continuing Medical Education (CME) credits.

The EMS QI Committee reviews the ePCR narratives to ensure the content is factual and provides an accurate picture of patient care and management. The committee also reviews all documentation regarding treatment and transport refusals to ensure the patient is competent and conscious and has signed the document appropriately. Quarterly reports are completed for the county, and surveys are sent out to a percentage of patients who have been transported.

### System Integrity & Credentialing

Escondido budgets for 93 Firefighter Paramedics and 15 full-time single-role paramedics. . The city also employs five to ten part-time EMTs, which can fluctuate as the EMTs are hired in full-time to paramedic roles. The city allows single-role EMTs to be eligible for promotion to paramedic and then to firefighter when they complete an approved Paramedic and Fire Academy training program. Each PM/EMT is responsible for their own licenses and County accreditation. The EMS Coordinator updates the licensure records and advises supervisors when expiration dates are close.

## Public Education

EFD actively engages in public education to enhance community safety and preparedness. Here are some of their initiatives:

### 1. Community Emergency Response Team (CERT) Training:

- The department offers CERT training to residents.
- Participants learn to respond effectively during emergencies, ensuring their safety, families, and neighborhoods.
- CERT training covers topics such as disaster preparedness, basic medical aid, fire safety, and light search and rescue.<sup>5</sup>

### 2. Spanish-Language Disaster Preparedness Classes:

- The city hosts disaster preparedness classes in Spanish.
- These classes equip Spanish-speaking residents with essential knowledge of handling disasters and emergencies.
- The goal is to empower individuals to protect themselves and their loved ones during a crisis.<sup>6</sup>

### 3. Fire and Life Safety Information:

- The Fire Prevention Division provides educational materials on fire safety.
- They educate the public about fire prevention, smoke alarms, escape plans, and safe practices at home and in public spaces.

### 4. Public CPR Training:

- A cadre of Firefighters participate in the "Love Your Heart" program, teaching at public CPR events.

### 5. Public Information Campaigns:

- Escondido Fire disseminates information through various channels, including social media, community events, and workshops.
- Topics include fire safety, emergency preparedness, and health and safety practices.

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<sup>5</sup> Escondido Fire announces the... - Escondido Fire Department | Facebook.

<sup>6</sup> Home - Escondido Fire Department.

## Community Health Programs

### Introduction to Mobile Integrated Healthcare (MIH)

Mobile Integrated Healthcare (MIH) is an alternative approach for handling low-acuity calls. It is on the leading edge of fire-based EMS and should be considered the future of emergency medical services (EMS). Rising call volumes require utilizing alternative treatment modes and transport options. Using MIH programs, firefighters and other responders are equipped with additional training and medical equipment to better treat and, therefore, possibly defer the rising number of low-acuity calls that have plagued numerous systems nationwide.

AP Triton will discuss four avenues with viable solutions for integrating mobile healthcare into a community in California and, specifically, the City of Escondido. Fire departments nationwide are experiencing a drastic increase in response to patients experiencing homelessness and psychiatric (behavioral) emergencies. Although these call types are not explicitly considered when developing an MIH program, there are potential options that can assist in addressing this growing problem. Current California law requires the LEMSA to first offer the provision of any of these services to a local government public safety agency.

Although many variations of provider-led responses are currently being used, the following four programs in California and surrounding states have proven successful options:

- Community Paramedicine
- Advanced Practice Provider Care Units
- Responder-led Telemedicine
- Behavioral Health Response Units

Each of these programs has unique qualities that can serve the residents of Escondido in different ways while maintaining excellent patient care, flexibility, and sustainability. These programs are also not exclusive, and many departments in California have adopted multiple programs to address the needs of diverse populations. Other departments in San Diego are currently participating in these programs, including the very successful program in the City of San Diego.<sup>7</sup> The following briefly describes each model and provides an example of current departments with working programs.

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<sup>7</sup> [https://www.sandiegocounty.gov/content/sdc/ems/Community\\_Paramedicine.html](https://www.sandiegocounty.gov/content/sdc/ems/Community_Paramedicine.html).

**Community Paramedicine**

A Community Paramedicine (CP) program would free up emergency response units to be available for higher acuity calls while addressing the community's needs. CP programs should be considered the next step in delivering cost-effective, efficient, patient-centered care.

The concept trains Paramedics working in the field to safely treat and care for patients with non-acute illnesses or injuries. It requires them to develop strategies for getting the patient to the most appropriate receiving center for their condition (e.g., Urgent Care Facility, Behavioral Health evaluation facility, etc.).

**Advanced Practice Provider Care Unit**

Advanced Practice Provider (APP) Care Units are a viable and successful alternative in several California fire departments, including Anaheim, Beverly Hills, and Los Angeles City. These programs combine Advanced Practice Providers (Nurse Practitioners or Physician Assistants) with first responders to low acuity medical aids to "treat and release" or "treat and refer" the patients.

A significant difference between an APP unit and a Community Paramedic unit is the ability to make physician-level decisions in the field, such as writing prescriptions, referring to other physicians, referring to alternate destinations, and completing follow-up visits when necessary. An APP could respond to a low acuity injury, suture the patient, prescribe antibiotics, leave the patient with care instructions, and make a follow-up appointment to remove the sutures in five days.

**First Responder Telemedicine**

First Responder-led Telemedicine is a newer option that became popular in multiple agencies during the COVID-19 pandemic. Under specific guidelines, after the initial assessment, the patient could have a Telemedicine appointment with a medical practitioner in an emergency dispatch center or be contracted as an on-call service. With the nation adapting to virtual meetings (Zoom, Teams, and other video conferencing mediums), talking to a medical professional on an iPad or similar device does not seem as foreign as it would have been three years ago.

## Behavioral Health Response Unit

Behavioral Health units are being used in multiple areas in California and surrounding states. Most units are associated with Police departments and used to curb the over-use of police resources for psychiatric and homeless calls. There are many variations of this model, including the CAHOOTS (Crisis Assistance Helping Out on The Streets) model being used in Eugene, Oregon:

*"CAHOOTS provides support for EPD personnel by taking on many social services type calls for service, including crisis counseling. CAHOOTS personnel often provide initial contact and transport for people who are intoxicated, mentally ill, or disoriented, as well as transport for necessary non-emergency medical care."*<sup>8</sup>

Other models have various connections to public and private organizations in the local areas they serve, such as P.E.R.T (Psychiatric Emergency Response Team), used in Orange and LA Counties, and Be Well, a private organization working with cities to deploy mental health professionals to deal with the overwhelming number of psychiatric emergencies encountered by police and fire units.

## Training & Continuing Education

### General Training

All EFD Firefighters are certified or licensed as Paramedics. The EMS Coordinator along with assistance from neighboring agencies to include a Battalion Chief and the EMS cadre provides continuing education utilizing feedback from skills in the field, patient care records, and an approved curriculum provided by the San Diego EMS Agency.

EFD has an educational CME audit with San Diego County EMS for a four-year renewal period, and training is monitored for compliance. The Department maintains a database of EMS recertification dates and compliance for its qualified employees. EFD documents CME contact hours through its QA/QI process and utilizes the online EMS CME programs, pre-pandemic skills evaluations, and in-person training classes.

EMS-related calls constitute 79% of the EFD's emergency responses. The Division Chief of Training/EMS manages the Training Division.

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<sup>8</sup> <https://www.eugene-or.gov/4508/CAHOOTS>.

### Program Goals and Objectives

The Division Chief leads the EMS training section. The department has qualified internal and external instructors who help keep the department's EMTs and Paramedics trained in the latest EMS standards. The department offers a minimum of 24 hours per year for continuing education.

### Training Administration

The overall department budget is roughly \$32,000,000, of which \$40,000 is estimated for the training budget. Additional funds are available through the Urban Area Security Initiative (UASI), approximately \$30,000 annually. The training staff trains approximately 120 firefighters annually. This equates to 35,000 hours total, broken down into over 26,000 hours in fire training and 2,700 hours related to EMS training. An additional 5,000 plus hours are spent on other training.



### Support and Training Records

Like many other departments, EFD utilizes Vector Solutions for fire and EMS training. This platform allows for a central repository for all training and tracking of continuing education for EMS.

## EMS & Ambulance Transport

### Ambulance Service Overview

EFD has provided administrative and operational oversight of ambulance transportation for many years and retains its Health and Safety Code—HSC §1797.201 rights. Health and Safety Code 1797.201 is a significant statute in the state of California that outlines the rights and responsibilities of fire departments and other agencies providing prehospital emergency medical services (EMS). According to this code, if a city or fire district provided EMS ambulance transport as of June 1, 1980, they shall continue at that service level until they enter into a written agreement with the County regarding these services. The code ensures that EMS is continued at no less than the existing level until an agreement is reached. Moreover, they retained the administration of EMS by cities and fire districts that were providing such services. However, the level of EMS may be reduced if deemed necessary by the city council after a public hearing. This code section is crucial for maintaining the continuity and quality of emergency medical services, as it protects the interests of local agencies that have historically provided these services.

The Public Provider Ground Emergency Medical Transportation (PP-GEMT) program is a significant initiative developed in response to Assembly Bill (AB) 1705, enacted to enhance the reimbursements for ground emergency medical transport provided by eligible public entities not contracted with the government. This program is designed to apply an add-on increase to the base fee schedule rate for emergency medical transport services, thereby ensuring that public providers can recover a more significant portion of the costs associated with delivering these critical services. The PP-GEMT program is vital as it addresses the financial gap between the cost of providing emergency medical transportation and the reimbursements received, which often do not cover the full price. By offering an add-on increase, the program aims to support the sustainability of emergency medical services provided by public entities such as state, city, county, or tribal organizations. The program's implementation reflects a broader commitment to improving the infrastructure of emergency medical services, which are essential for public health and safety.

The PP-GEMT program is a testament to the ongoing efforts to ensure that emergency medical providers have the necessary resources to continue delivering high-quality care to the community, especially in times of dire need. It underscores the value placed on these services and the providers who dedicate themselves to this vital work. The program's structure and the financial support it provides are crucial for the continued operation and enhancement of emergency medical transportation services, which form the backbone of immediate medical care and response systems. The PP-GEMT program is not just a financial mechanism but a recognition of the indispensable role that public providers play in the healthcare system, particularly in emergency medical scenarios. It is a step towards acknowledging and addressing these providers' economic challenges, ensuring they can maintain and improve upon the essential services they offer to the public. Overall, the PP-GEMT program represents a thoughtful approach to healthcare funding that considers the actual costs of emergency medical services and seeks to bridge the gap between those costs and the funding typically available to public providers.

Operationally, EFD staffs five ambulances 24 hours a day, 365 days a year, with one non-safety paramedic or EMT and one safety firefighter/paramedic. The rescue ambulances respond to all medical aid calls, including traffic accidents and fire incidents, as medical support and staff to mitigate emergencies. On medical aids, once it is determined that a patient requires ground transportation to the hospital, the non-safety paramedic or EMT and firefighter/paramedic transport them to a local area hospital equipped and staffed to take over patient care. The rescue ambulance returns to service after a patient is transferred to a higher level of care (registered nurse or physician). If a patient's status is critical and requires additional personnel to assist, a firefighter/paramedic from another crew may join the ambulance crew to assist in patient treatment while transporting to a local area hospital.

Patient documentation is crucial in detailing the patient's status, treatment, and medication administration. EFD documentation is done by a third-party vendor, ImageTrend, using an electronic pad device like an iPad. All third-party vendors must be NEMSIS 3.5 compliant and can electronically transfer patient records to other ambulances, fire department units, and hospitals. EFD has identified staff members who review these electronic patient care reports (ePCRs) and provide crew feedback to ensure they comply with quality assurance best practices.



### 911 Call Routing, Screening, and EMD

North Comm JPA is a Primary Safety Answering Point (PSAP), which means the initial 911 call is received in the North Comm Center and transferred to the appropriate agency for police, fire, or medical. Beginning on April 29, 2024, North Communications Center began providing dispatch services for the EFD using the call identifier of North Comm. Established in July 1984, North Comm provides dispatch services to:

- Rancho Santa Fe Fire Protection District
- North County Fire Protection District
- Carlsbad
- Encinitas
- Oceanside
- San Marcos
- Solana Beach
- Vista
- Escondido

North Comm provides fire and EMD services to most city fire departments in North San Diego County. Services include answering 911 emergency calls, providing EMD instructions, managing the Computer Aided Dispatch (CAD) system that includes call information to field units and technical support.

Upon initiating a 911 call, North Comm determines if a response is needed and dispatches fire/EMS agencies 24/7, 365 days a year.

EMD and Medical Priority Dispatching System (MPDS) play a crucial role in the pre-hospital care of patients. It involves the coordination of resources and the appropriate allocation of emergency medical services (EMS) to patients in need. EMD is the initial point of contact between patients needing emergency medical assistance and the EMS system. The EMD process involves receiving emergency calls, assessing the nature and severity, and dispatching the appropriate resources to the scene. As emergency units are en route, North Comm uses the ProQA software to guide dispatchers through post-dispatch and pre-arrival instructions to the caller to begin treating the patient.

EMD's speed and accuracy can significantly impact the outcome of a medical emergency, making it a critical component of the EMS system.

EMD begins the lifesaving process by providing pre-arrival instructions to the caller, converting the caller into a first responder. The International Academy of Emergency Dispatch defines response determinants in non-linear response levels based on capability (BLS vs. ALS), single vs. multiple resources, and response priorities based on the general acuity of the patient and the resources needed.<sup>9</sup>

North Comm dispatchers are trained and certified by the IAED. With a membership exceeding 70,000 emergency dispatchers across 50 countries, IAED emphasizes a science-based, standardized approach to handling emergency calls, ensuring a consistent and effective response. They offer comprehensive training, certification, and education programs, fostering a community of well-prepared professionals ready to tackle the challenges of emergency dispatch.

### **Medical Priority Dispatch System**

EMD and MPDS play a crucial role in patient pre-hospital care. This involves coordinating resources and appropriately allocating emergency medical services (EMS) to patients in need.

The IAED defines response determinants as non-linear response levels based on capability (BLS vs. ALS), single vs. multiple resources, and response priorities based on the patient's general acuity and resources needed.<sup>10</sup>

Response levels, on the other hand, are categorized based on information obtained during the call screening process. The six levels (Omega, Alpha, Bravo, Charlie, Delta, and Echo) are commonly called the MPDS categories. Although North Comm provides MPDS to many contract cities, it is not used when dispatching Escondido Fire units as they do not deploy BLS ambulances. In essence, being that Escondido sends ALS units on every call, the determinant codes are limited in determining if a unit will respond Code 2 (no lights and siren) or Code 3 (with lights and siren). The following figure illustrates the determinant codes specific to MPDS.

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<sup>9</sup> Monterey County EMS System Policy.

<sup>10</sup> Monterey County EMS System Policy.

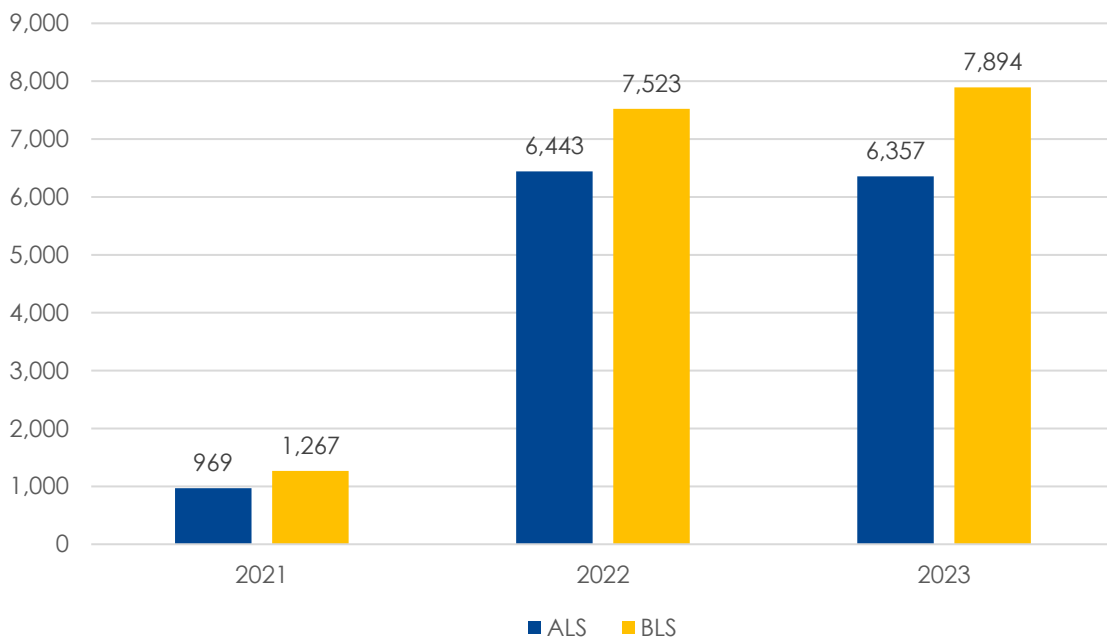
Figure 9: Current Approved MPDS Determinant Codes

Response Level	Capability	Clinically Indicated Response Resource(s) and Priorities		Rationale
		First Responder	Ambulance	
ECHO	ALS	Red Lights & Siren	Red Lights & Siren	<ul style="list-style-type: none"> <li>Information exists that death is eminent</li> <li>Closest any First Response and ALS Ambulance</li> <li>Immediate lights and siren response needed</li> <li>Multiple resources necessary</li> <li>Rapid ALS transport almost certain</li> </ul>
DELTA	ALS	Red Lights & Siren	Red Lights & Siren	<ul style="list-style-type: none"> <li>Closest First Response and ALS Ambulance</li> <li>Immediate lights and siren response needed</li> <li>Multiple resources necessary</li> <li>ALS transport likely</li> </ul>
CHARLIE Urban	ALS	Optional Response- No Red Lights & Siren	Red Lights and Siren	<ul style="list-style-type: none"> <li>ALS Ambulance / First response for extended ETA</li> <li>Multiple resources not necessary</li> <li>ALS or BLS transport likely</li> </ul>
CHARLIE Rural	ALS	Red Lights and Siren	Red Lights and Siren	
BRAVO Urban	BLS or ALS	Optional Response- No Red Lights & Siren	Red Lights and Siren	<ul style="list-style-type: none"> <li>BLS or ALS Ambulance / First Response for extended ETA</li> <li>Rapid BLS evaluation indicated</li> </ul>
BRAVO Rural	BLS or ALS	Red Lights & Siren	No Red Lights & Siren	
ALPHA	Closest BLS or ALS	Optional Response- No Red Lights & Siren	No Red Lights & Siren	<ul style="list-style-type: none"> <li>BLS or ALS Ambulance / First Response not needed</li> <li>Multiple resources not necessary</li> <li>Transport less likely</li> </ul>
OMEGA	Referral or BLS	Not indicated	No Red Lights & Siren	<ul style="list-style-type: none"> <li>Ambulance transport not indicated and referral to specialty service appropriate</li> </ul>

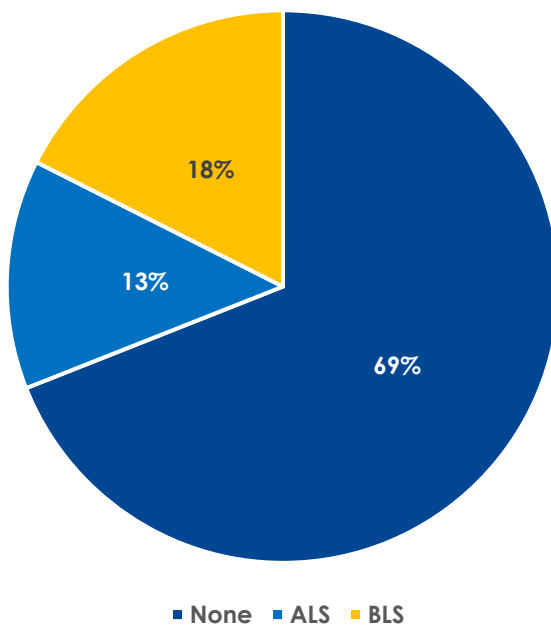
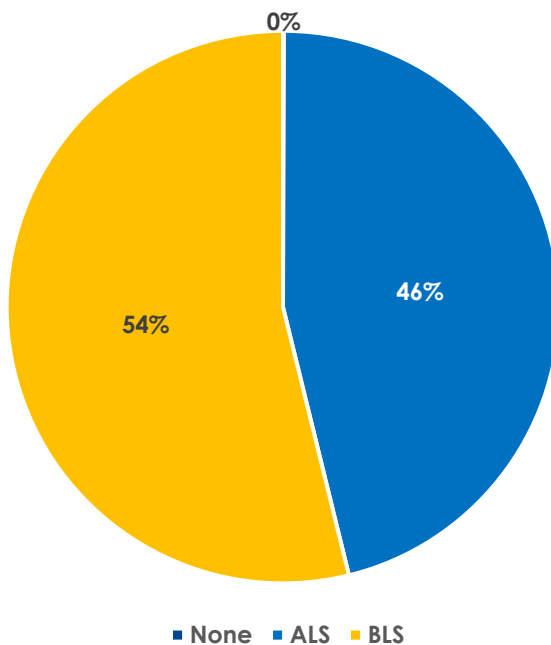
Due to EFD staffing paramedics on every fire apparatus and rescue ambulance, every Escondido citizen is provided early ALS treatment that is seamless throughout the call. To that end, as an additional layer of flexibility, with the rescue ambulances staffed with a firefighter/paramedic and a paramedic or EMT, the firefighter/paramedic will accompany the patient in the ambulance while communicating with the base station hospital (Palomar). If the patient only requires BLS treatment and intervention, the EMT will accompany the patient in the ambulance while communicating with the receiving hospital. If a patient is in critical status, EFD can add a paramedic to assist in transporting the patient to the hospital. In this scenario, a fire engine staffed with a paramedic will experience a longer out-of-service time due to staffing.

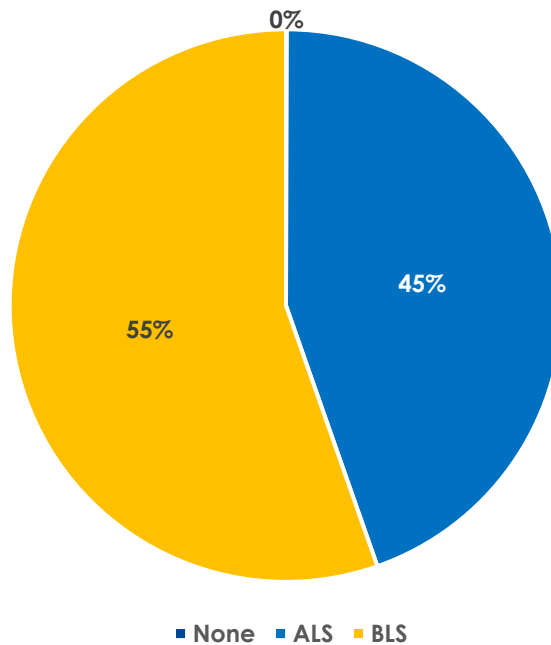
Since EFD provides ALS on all rescue ambulances, the following figure illustrates the ratio of ALS and BLS ambulance transports. This data was pulled from ePCR documentation.

**Figure 10: ALS vs. BLS Ambulance Transports (2021–2023)**



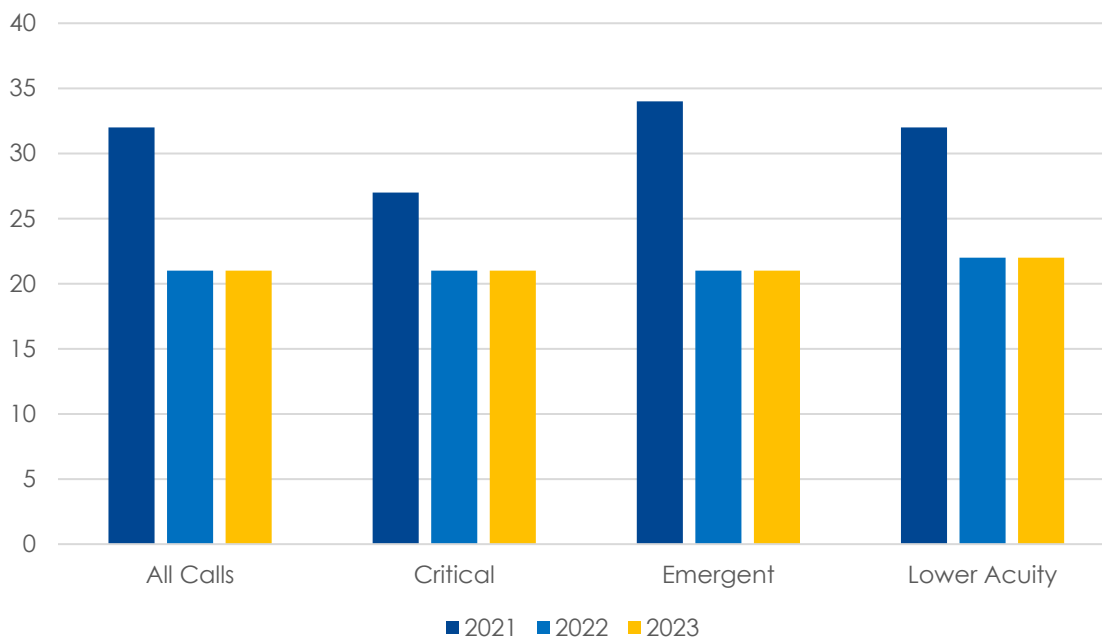
The following figures illustrate ALS versus BLS Transports individually for the years 2021, 2022, and 2023. The percentages of ALS versus BLS transports are consistent with statewide agencies' statistics. An anomaly was noted in 2021, likely due to the pandemic.

**Figure 11: ALS vs. BLS Transports (2021)****Figure 12: ALS vs. BLS Transports (2022)**

**Figure 13: ALS vs. BLS Transports (2023)**

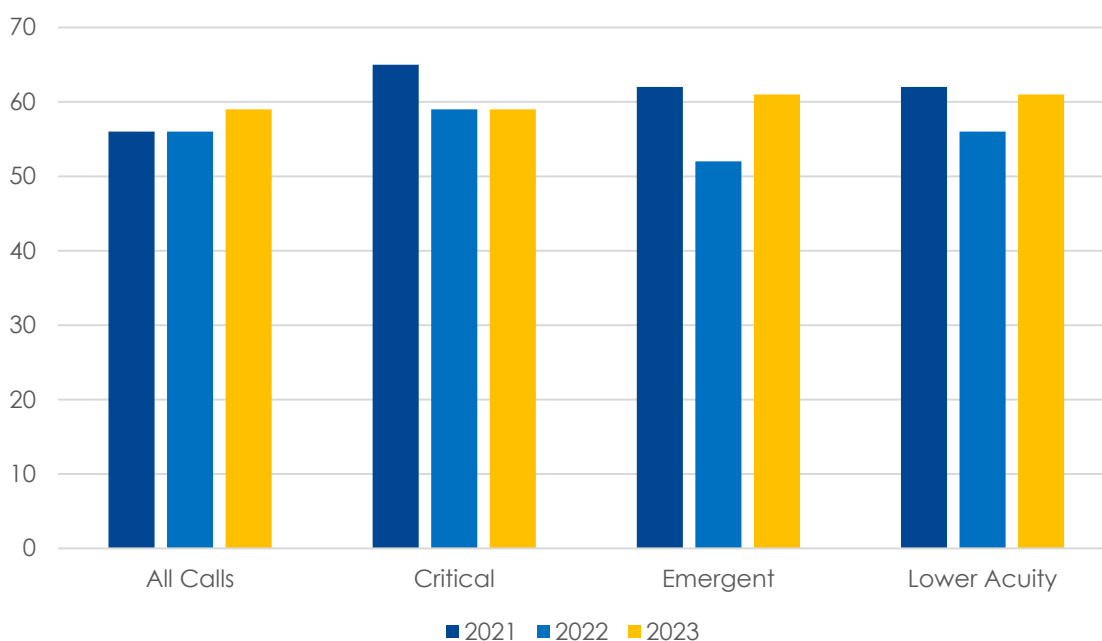
Patient outcome data is usually tracked by the receiving hospitals and not routinely shared with fire and rescue agencies unless requested on a case-by-case basis. EFD is surrounded by several hospitals, which positively affect ambulance transport times by minimizing out-of-service times. The following figure illustrates patient transport performance by initial dispatch acuity at the 90<sup>th</sup> percentile.

**Figure 14: Transport Performance by Initial Dispatch Patient Acuity—  
90th Percentile (2021–2023)**



The following figure illustrates ambulance turnaround performance by initial dispatch patient acuity at the 90<sup>th</sup> percentile.

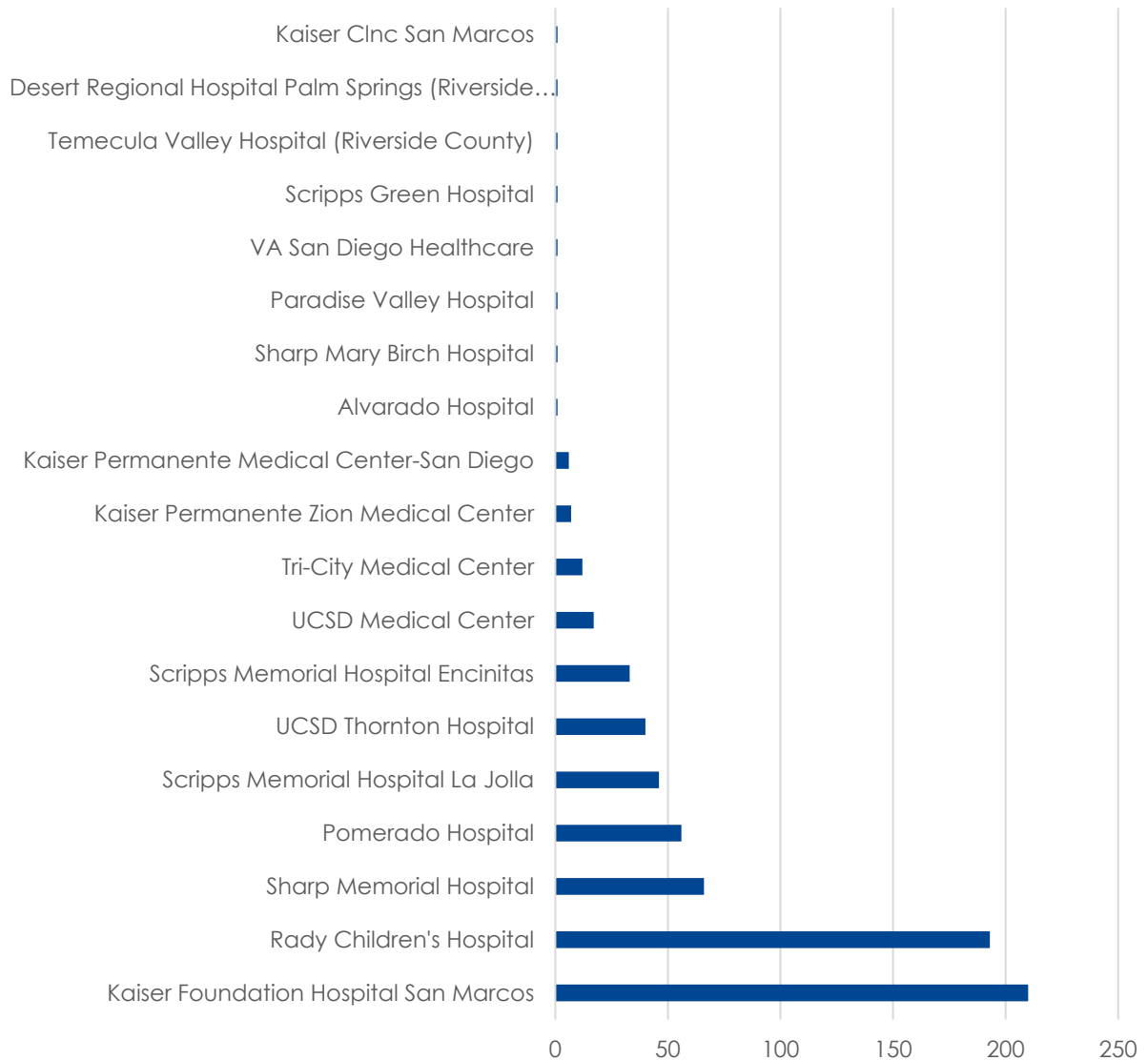
**Figure 15: Turnaround Performance by Initial Dispatch Patient Acuity—  
90th Percentile (2021–2023)**



EFD does not provide interfacility transports; therefore, this section is not covered.

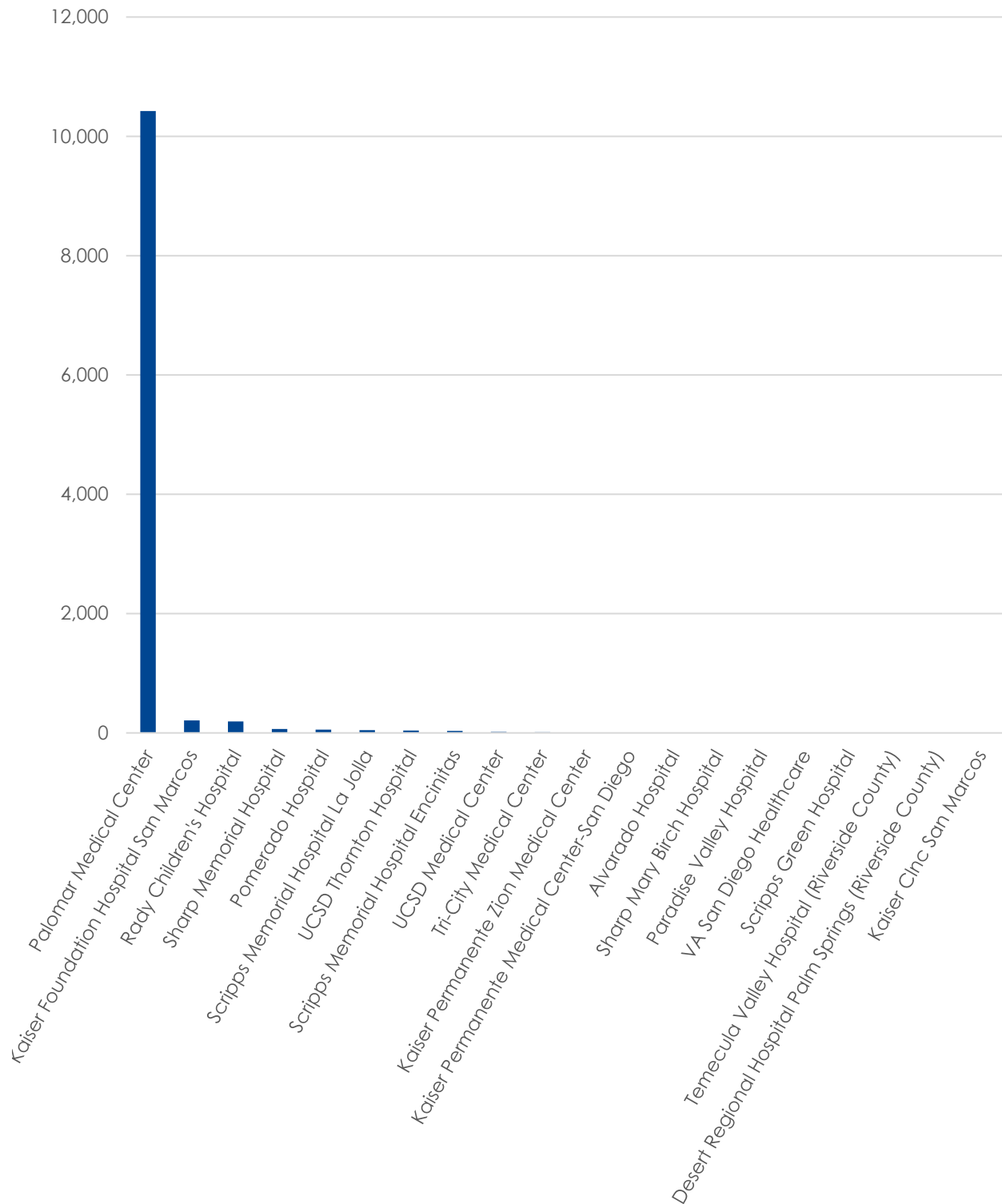
EFD is surrounded by several hospitals that are designated as paramedic receiving centers or specialty centers, such as trauma centers or burn units. The following figure illustrates the local receiving centers and the frequency of transport to each hospital.

**Figure 16: Paramedic Receiving Centers and Frequency**



The following figure illustrates the receiving centers and frequency in another form to highlight Palomar Medical Center's activity.



**Figure 17: Paramedic Receiving Center Destination Frequency (2023)**

## EMS Service Delivery & Performance

This section will give the EFD a general understanding of relevant response information for the EMS program. It is developed to assist the department with identifying its recent performance and creating a baseline performance expectation. EFD, county, community, and other political leaders can then use this information to understand how their decisions, policies, and outside pressures affect performance.

### Research Information

The information within this section was developed from various sources provided by EFD. Detailed information was provided between January 1, 2019, and December 31, 2023, from the Records Management System (RMS). In addition, the Emergency Communications Department (ECD) provided comprehensive total incident volumes from the Computer Aided Dispatch System (CAD) between January 1, 2019, and December 31, 2023, to identify long-term trends. CAD data was used to evaluate performance, and RMS data was used to analyze patient transport and hospital turnaround times.

### Statistics Discussion

This analysis is designed to quantify and analyze available information. Mathematical and technological methodologies must be used judiciously to evaluate something as complex as an emergency incident response. Unfortunately, there are instances of incorrect evaluations leading to severe consequences. However, the agency should use it as a starting place as it seeks to improve performance.

### Statistical Tools

This section was created using various statistical analytical tools. The fundamental tools were categorization, percentile, and regression analysis. These tools help paint a picture of historical performance and make some inferences that may help leaders identify positive and negative performance trends.

### 90<sup>th</sup> Percentile

The time performance measures for this report use the 90th percentile. While discussing the mathematics behind this measure is outside the scope of this report, it is helpful to understand why it is utilized.

The emergency response industry has adopted this measure, which is the most common reason for using it. If a fire agency wishes to judge its performance against standards or other agencies, it must use the 90<sup>th</sup> percentile. For example, the NFPA utilizes the 90<sup>th</sup> percentile measure in most of its standards. In addition, the Commission on Fire Accreditation International requires reporting performance measures at the 90<sup>th</sup> percentile.

### Data Discussion

Detailed data were provided from EFD's primary incident reporting software (RMS) and the CAD system. As described previously, these different database tables were used for differing purposes. AP Triton used proven data engineering techniques to analyze the data sets.

### Data Error Handling

Data collection within the various data sets has the potential for significant errors. Although there can be many reasons for incorrect information, these errors are typically a combination of human input and collection errors. Various methods exist to manage these errors, including statistical exclusion, real-time exclusion, formula manipulation, and logic testing.

For EFD, some information in the data fields was error-prone. Therefore, much of the data requires statistical intervention and limitations. The specific rules of a performance indicator will be defined within that portion of the performance evaluation. The formula applied excluded some data. For example, the time segment math utilized a logic tree to eliminate harmful and null sets.

### EMS Service Demand

The City of Escondido experiences unique challenges and demands regarding Emergency Medical Services (EMS). The need for EMS services in Escondido is influenced by various factors, including the city's urban nature, aging population, and the prevalence of agricultural activities. The City's heavily populated areas can result in longer response times, making it crucial for the EMS system to be well-equipped and efficiently organized.

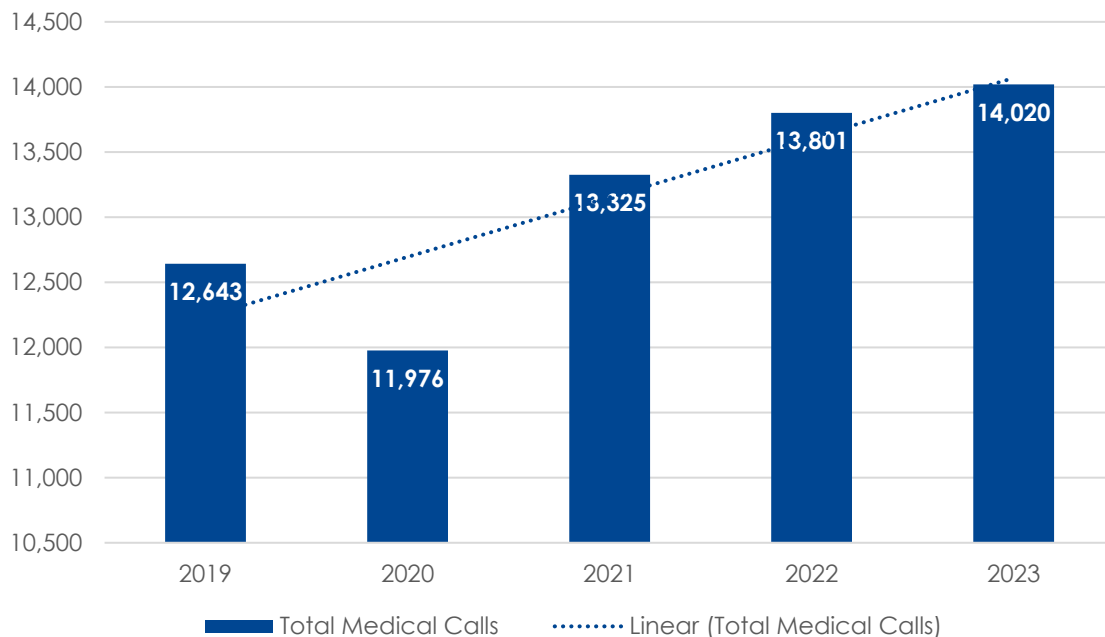
Additionally, the aging demographic in the City of Escondido may contribute to an increased need for medical assistance, as older individuals often require more frequent medical attention. The agricultural activities in the region also pose potential risks, with accidents and injuries occurring on farms, further emphasizing the need for a robust and responsive EMS service.

Despite the challenges, the demand for EMS services in Escondido also underscores the importance of community engagement and preparedness. The City's residents, local authorities, and healthcare providers play a pivotal role in ensuring the effectiveness of the EMS system. Education and outreach programs can help raise awareness about emergency services, promote preventive measures, and empower the community to respond effectively in times of need.

Collaborative efforts between emergency responders, healthcare institutions, and the community are essential for meeting the unique demands of the City of Escondido, ultimately contributing to a safer and healthier environment for its residents.

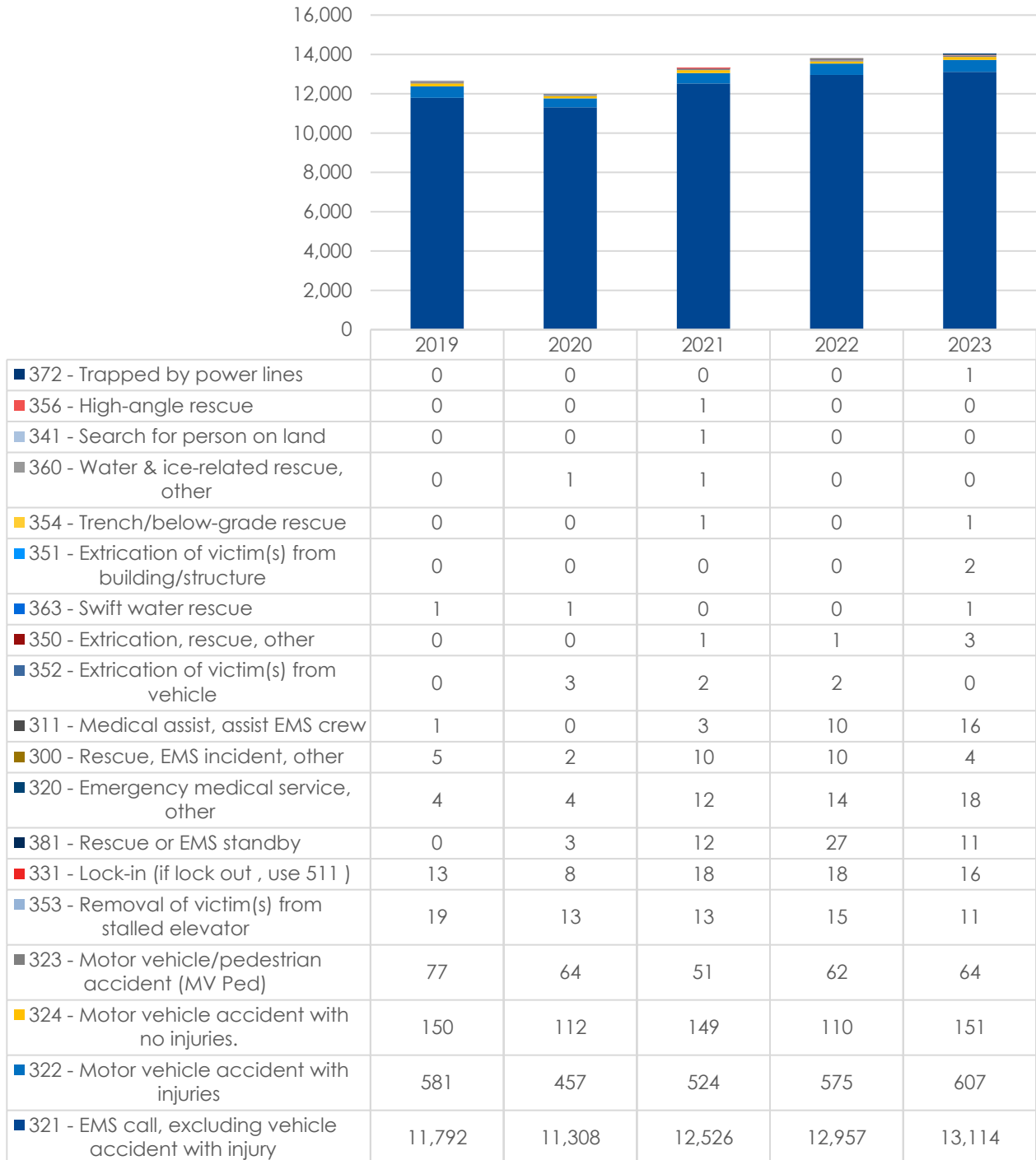
The following figures show the workload from 2019–2023, a five-year study period. EMS responses in the study area increased by about 11% from 2019 to 2023. However, service demand tended to decrease in most communities during 2020 as a likely result of the COVID-19 pandemic. The following figure displays the historical demand for service in the EFD service area.

**Figure 18: EMS Service Demand (2019–2023)**



The following figure shows that "Code 321 – EMS Call Excluding Vehicle Accident with Injury" makes up the majority of the EMS call responses. In 2019, Code 321 calls were 93% of the call volume. In 2020, it increased to 94% and stayed there for 2021 and 2022. In 2023, it dropped slightly to 93.5%.

**Figure 19: EMS Call Volume by Code & Description (2019–2023)**

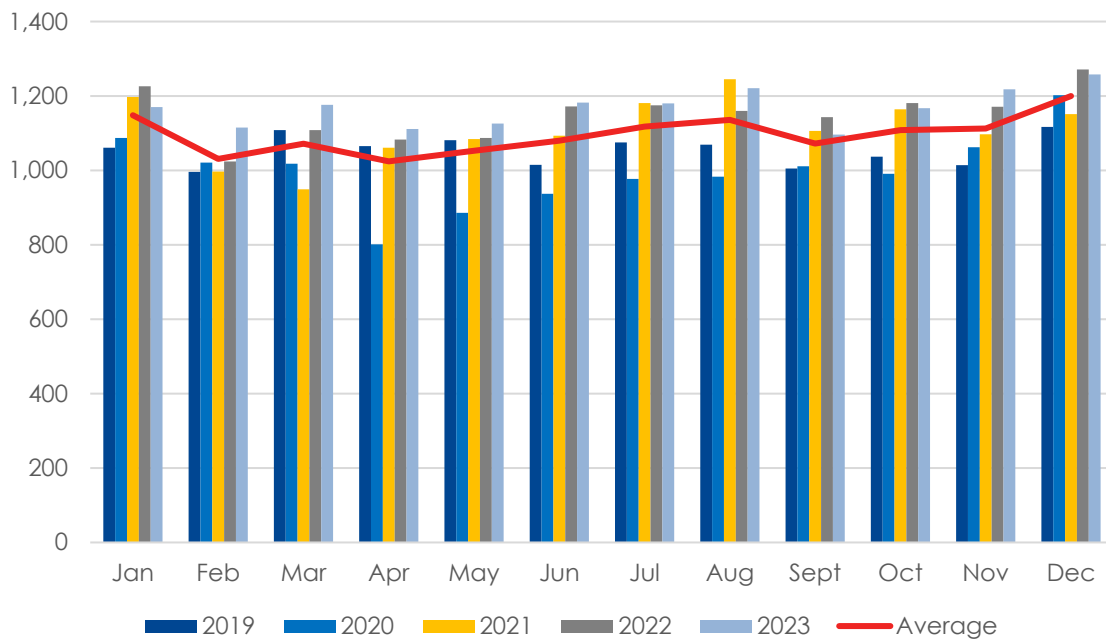


### Temporal Variation

Demand for services can occur in cyclical patterns. A temporal variation of incidents reveals when the most significant service demand occurs. The following figures show how activity and demand change based on various time measurements for EFD. The analysis was based on 2019 through 2023 data provided by EFD. The results are based on the total number of calls per year.

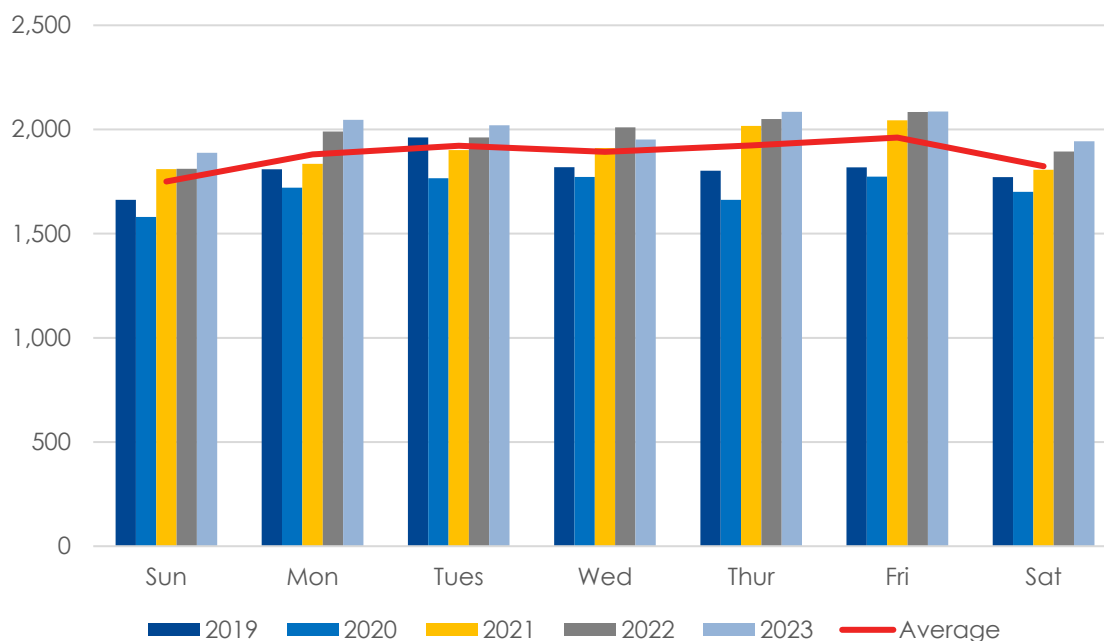
The following figure illustrates the monthly service demand for EFD during the 5-year study period.

**Figure 20: EMS Service Demand by Month (2019–2023)**



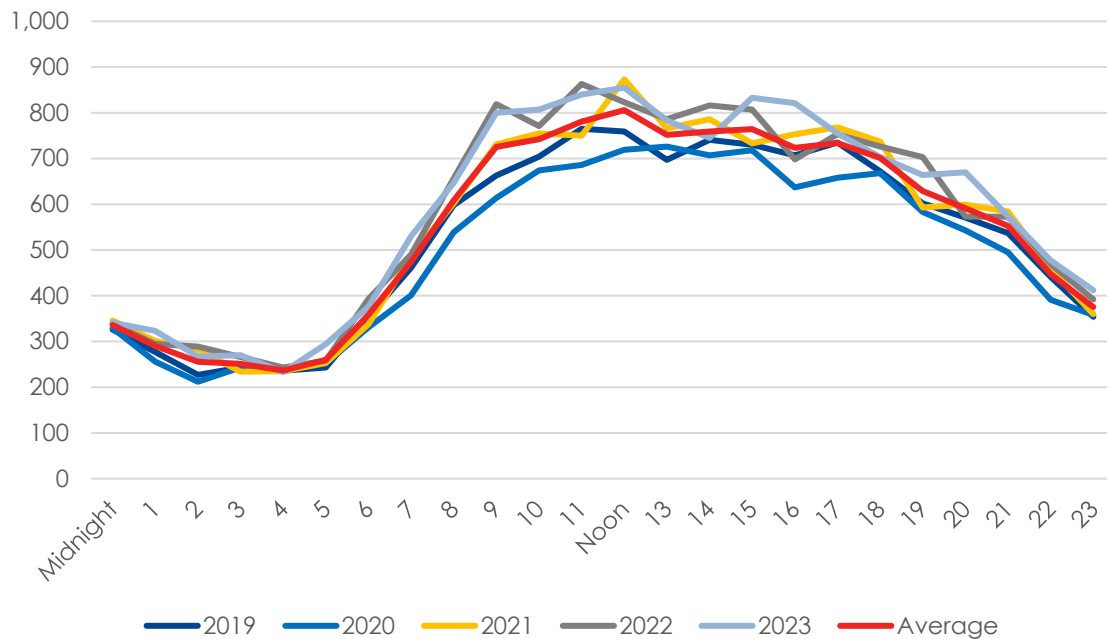
Average service demand remains relatively consistent throughout the year, with only a 1.3% variation. The lowest volume of service demand is in February and April, with averages of 7.8% and 7.8%, respectively. Peak service demands of 9.1% are seen in December, so there may be a need for seasonal up-staffing.

The next figure shows the service demand by day of the week from 2019 through 2023. Typically, service demand decreases on weekends as more activity occurs during the workweek based on an increase in the transient population tied to the labor force, depending on the area studied. However, service demand remained relatively consistent on Sundays and Saturdays at 13.3% and 13.9%, respectively, with only about a ½ percent difference.

**Figure 21: EMS Service Demand by Day of Week (2019–2023)**

On average, Fridays were the busiest day for EFD, accounting for 14.9% of service demand, while Sundays were the slowest with 13.3%. The average for the days of the week remained relatively consistent, with a difference of only 1.6%. This pattern allows training and other required duties to be scheduled anytime during the week.

The following figure illustrates the service demand by hour of the day from 2019 through 2023. The pattern shows a specific increase in service demand in the middle of the day with peak periods between 11:00 a.m. and 3:00 p.m.

**Figure 22: EMS Service Demand by Hour of Day (2019–2023)**

Like many communities, service demand is highest between 0900 and 1900 (9 am–6 pm). On average, service demand peaked at 1200 (12 p.m.) and was lowest at 0400 (4 am).

Focusing on future service demand, the following figure captures the busiest consecutive periods. This information can be used to identify periods for increased staffing or placing additional ambulances in service. The period between 10:00 a.m. and 8:00 p.m. appears to be an opportunity for future service delivery.

**Figure 23: Busiest Consecutive Service Delivery Periods**

Periods	8-Hour	10-Hour	12-Hour
Hours	1000–1800	0900–1900	0800–2000
<b>Percent of Total:</b>	<b>46%</b>	<b>57%</b>	<b>66%</b>

Charting the temporal demands for service by both day and time is valuable. The following is a figure that compares the average demand for each day and each hour to one another to show the relative values as depicted by color. The darker greens show lower demand, and the highest is shown as the darker reds.



**Figure 24: EMS Service Demand by Day & Hour (2019–2023)**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
00 (Midnight)	3.4%	2.6%	2.2%	2.2%	2.4%	2.3%	2.8%
100	2.9%	2.1%	2.1%	2.0%	1.9%	1.9%	2.7%
200	2.4%	1.9%	1.7%	1.8%	1.8%	1.9%	2.2%
300	2.3%	1.9%	1.7%	1.9%	1.7%	1.6%	2.3%
400	1.9%	1.7%	1.7%	1.6%	1.8%	1.8%	2.1%
500	2.1%	1.8%	2.2%	1.7%	1.9%	2.0%	2.0%
600	2.6%	2.6%	3.1%	3.1%	2.5%	2.6%	2.5%
700	3.2%	3.7%	4.0%	3.6%	3.8%	3.8%	3.1%
800	4.3%	4.7%	4.8%	4.8%	5.0%	4.3%	4.3%
900	5.1%	5.8%	6.0%	5.8%	5.8%	5.2%	4.9%
1000	5.2%	5.8%	5.6%	6.1%	6.0%	5.4%	5.5%
1100	5.2%	6.0%	6.2%	6.5%	5.9%	6.1%	5.5%
1200 (Noon)	5.8%	6.6%	6.6%	6.0%	6.1%	5.9%	5.8%
1300	5.6%	5.9%	5.3%	5.9%	6.2%	5.7%	5.4%
1400	5.3%	5.9%	5.9%	6.1%	5.8%	5.9%	5.6%
1500	5.2%	5.4%	6.1%	6.3%	5.6%	6.3%	5.6%
1600	5.1%	5.5%	5.3%	5.5%	5.4%	6.1%	5.5%
1700	5.9%	5.8%	5.7%	5.7%	5.5%	5.5%	4.9%
1800	5.3%	5.4%	5.2%	4.7%	5.5%	5.7%	5.6%
1900	5.4%	4.5%	4.5%	4.7%	4.8%	4.6%	5.1%
2000	4.6%	4.3%	4.2%	4.1%	4.8%	4.8%	4.7%
2100	4.7%	4.1%	4.1%	3.8%	4.1%	4.2%	4.5%
2200	3.6%	3.4%	3.1%	3.6%	2.9%	3.5%	3.9%
2300	3.1%	2.7%	2.8%	2.4%	2.7%	3.0%	3.4%

As noted, 1200 hours (noon) coincided with the highest average daily demand in the service demand by hour of the day; the additional analysis in the preceding figure depicts that the demand during the 1100- and 1200-hour periods is highest on Mondays and Tuesdays relative to the other days and times.

## Spatial Analysis

In addition to the temporal analysis, AP Triton examined the geographic distribution of EMS service demand, resource distribution, and population distribution throughout each jurisdiction.

### Geographic Service Demand

A call density analysis is helpful when reviewing the best location for ambulance placement and evaluating where the prevention programs may have the most impact.

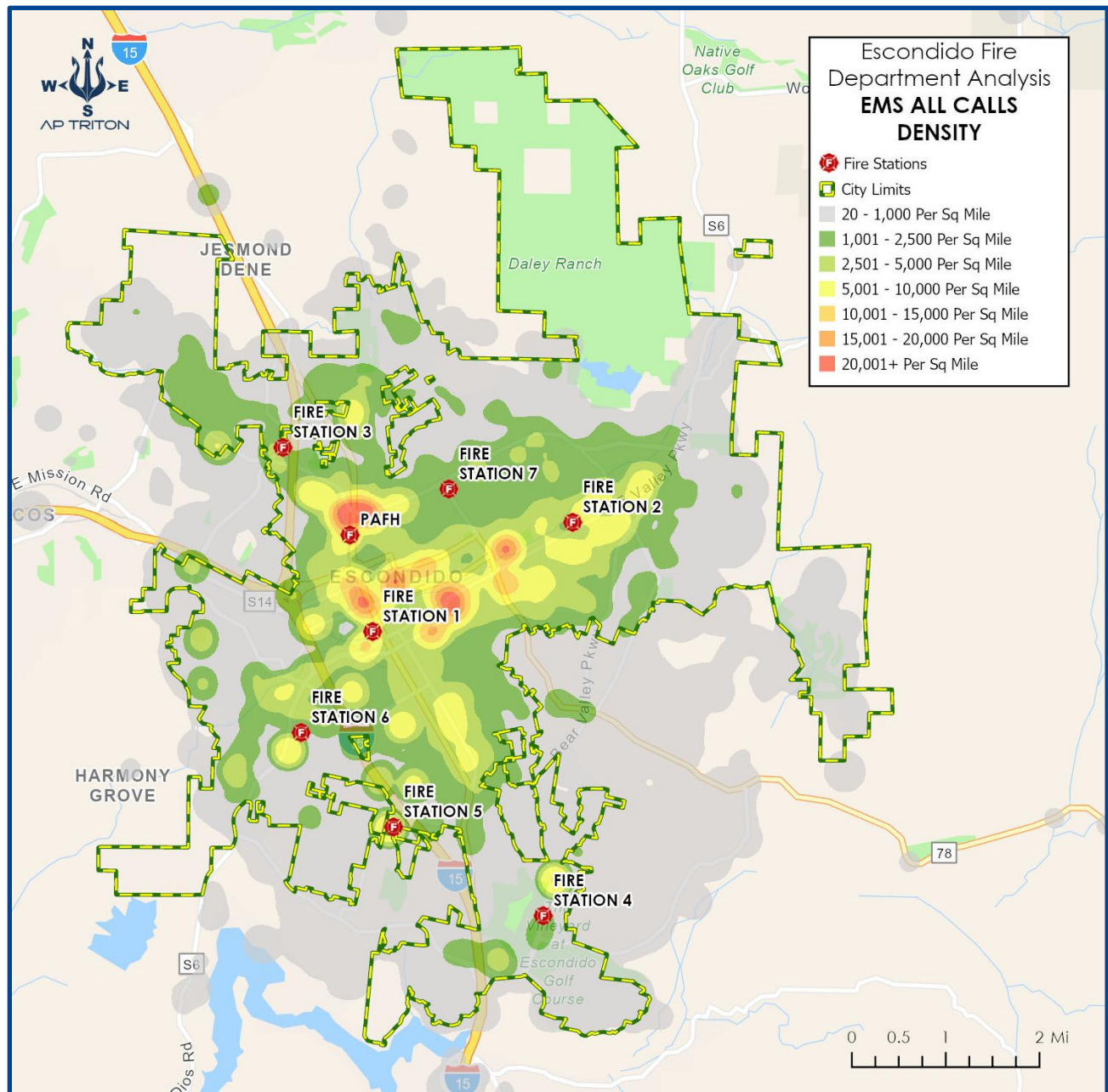
Agencies will typically respond to some locations much more frequently than others. This is true for EFD. For example, community service facilities account for many single-location responses. Responses are most often recorded at senior and assisted living facilities.

**Figure 25: Frequent EMS Service Demand Locations (2019–2023)**

Rank	Address	Occupancy Type	Count
1	715 BROADWAY	Senior Living	950
2	1325 LAS VILLAS	Assisted Living	736
3	1255 BROADWAY	Senior Living	727
4	500 VALLEY	Senior Living	715
5	3012 BEAR VALLEY	Senior Living	650
6	1351 WASHINGTON	Senior Living	634
7	225 E 2ND AVE	Medical Facility	622
8	930 MONTICELLO	Senior Living	602
9	550 WASHINGTON	Community Services	578
10	1261 WASHINGTON	Senior Living	569

It is not surprising to see the volume of calls in the types of facilities and occupancies listed above. This is especially true since they are typically high EMS demand facilities. In addition, evaluating the EMS call density further shows the service demand created by these occupancies. The following figure shows the breakdown of total EMS call density and shows the “hot spots” of EMS incidents.

The various colors correspond to the differing number of incidents per square mile. The relationship between station locations and the higher intensity of service demand is visible on this map.

**Figure 26: Total EMS Service Demand Density (2019–2023)**

Because of the size and changing demographic and geographic conditions throughout the response area, it is unsurprising to see the primary density within populated corridors. Service demand is distributed widely throughout the city with a higher incident density near busier intersections. As can be expected, areas of high incident density are typically linked to areas of higher population counts and higher daytime “work” populations.

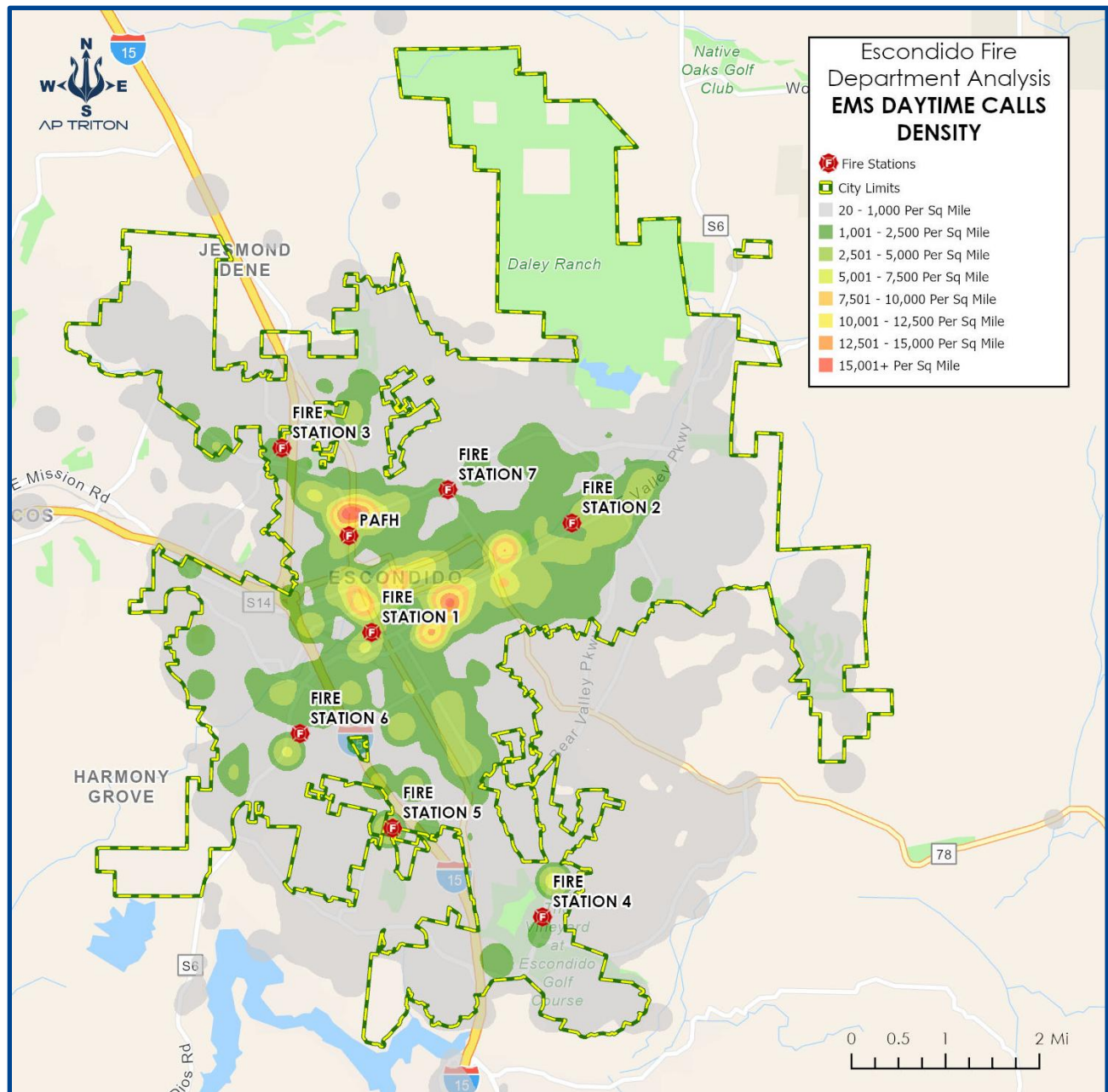
EFD has five Rescue Ambulance units. The following figure shows the specific call volume per ambulance and the station they are housed at. In 2023, Rescue Ambulance 131 at Station 1 experienced the highest number of calls, averaging 9.61 calls per day, and as the density maps highlight, Station 1 is near hot spots of historical service demand.

**Figure 27: EMS Incidents Per Ambulance (2023)**

Unit	Total Calls	Average/Day
RA131 – Station 1	3,509	9.61
RA137 – Station 7	3,122	8.55
RA132 – Station 2	2,777	7.61
RA135 – Station 5	2,330	6.38
RA133 – Station 3	2,230	6.11

The following figures show the density of EMS service demand during the daytime (0800–1759) and nighttime (1800–0759).

Figure 28: Daytime EMS Density (2019–2023)

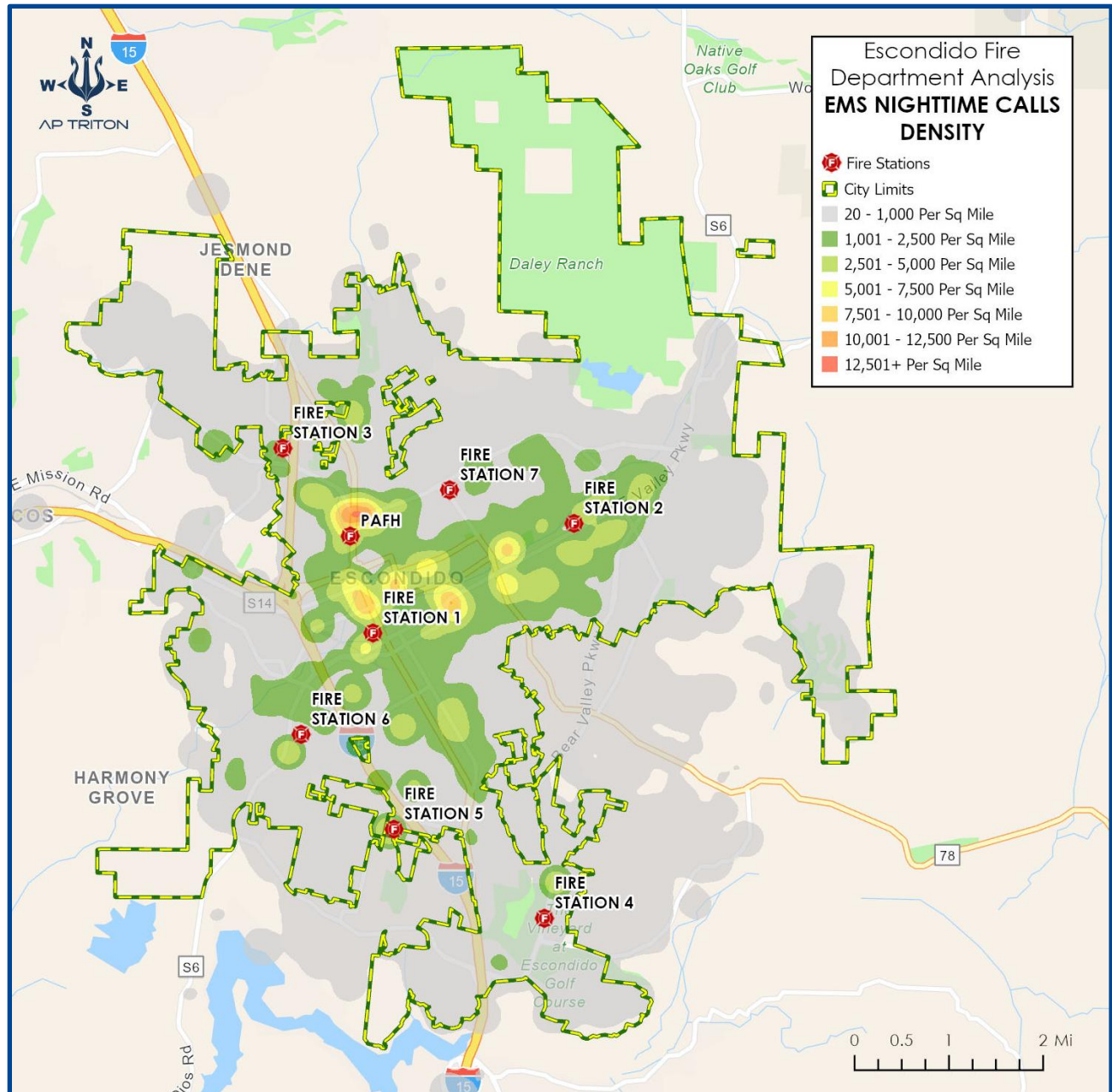


Daytime service demand is distributed widely throughout the central part of the city with a higher incident density in the southern half of the City of Escondido. As expected, areas of high incident density are typically linked to areas of higher population counts and daytime “work” populations.



The following figure is the incident density for EMS incidents at night within the study period. This indicates a strong correlation between the EMS incidents and the total call volume. While this may give a general idea of where to focus medical prevention efforts,

**Figure 29: Nighttime EMS Density (2019–2023)**



The following figures show the yearly count of EMS incidents EFD responded to and their respective response areas.

**Figure 30: EMS Incidents by Response Area (2019–2023)**

Fire Department	2019	2020	2021	2022	2023	Overall
City of Poway	0	0	0	0	1	1
City of San Marcos	31	35	62	39	53	220
Deer Springs FPD	23	23	39	37	37	159
Elfin Forest FPD	1	1	0	3	6	11
Escondido	11,986	11,299	12,535	12,981	13,218	62,019
Poway FPD	0	0	0	0	0	0
Ramona	0	1	0	0	0	1
Rancho Santa Fe	3	9	2	0	2	16
Rincon	511	524	592	646	610	2,883
San Diego	24	26	38	52	30	170
San Marcos FPD	19	17	14	9	11	70
San Pasqual FPD	0	0	1	0	0	1
Valley Center FPD	10	4	0	3	3	20
Outside Response Area	35	37	42	31	50	195
<b>Grand Total</b>	<b>12,643</b>	<b>11,976</b>	<b>13,325</b>	<b>13,801</b>	<b>14,021</b>	<b>65,766</b>

### Reliability Study

This section provides an overview of unit utilization. It shows three types of analyses: unit utilization based on call volume, concurrent requests for services, and unit hour utilization.

### Unit Workload Analysis

Units that are very busy or already out when a second call occurs can increase response times from available remote units. The following figures show the number of calls for each response unit in 2019 through 2023.

**Figure 31: Unit Hour Utilization (2019–2023)**

Unit	2019	2020	2021	2022	2023	Overall
6615	—	—	—	7	3	10
8334	—	—	4	9	8	21
AD1381	—	—	—	—	1	1
B131	293	234	225	220	238	1,210
BR133	4	7	11	8	6	36
BR134	4	3	2	1	1	11
BR135	—	—	—	5	3	8
E131	3,685	3,511	3,739	3,636	3,879	18,450
E131R	1	—	—	1	—	2
E132	2,784	2,703	3,003	3,124	3,098	14,712
E133	1,869	1,651	1,830	2,049	2,092	9,491
E134	983	936	990	1,114	1,080	5,103
E135	1,456	1,256	1,388	1,521	1,538	7,159
E136	1,400	1,238	1,495	1,572	1,632	7,337
E137	2,903	2,880	3,356	3,486	3,279	15,904
E137R	—	30	—	—	—	30
P1351	4	7	25	14	3	53
P1352	4	11	13	15	6	49
P1353	6	11	16	14	15	62
P1354	15	15	15	16	5	66
P1355	12	18	—	3	9	42
P1357	—	—	1	—	—	1
PT131	—	—	—	12	8	20
RA131	—	3,107	3,306	3,408	3,509	13,330
RA132	2,504	2,370	2,592	2,813	2,777	13,056
RA133	2,119	1,841	2,020	2,140	2,230	10,350
RA135	2,134	1,936	2,334	2,316	2,330	11,050
RA137	2,759	30	503	3,210	3,122	9,624
T131	712	424	457	438	390	2,421
U131	12	—	14	2	—	28



The busiest units can be identified from the previous figure. Engine 131 and Engine 137 are the most active fire suppression units and may require periodic move-ups from other stations to maintain adequate coverage. Rescue Ambulance 131 and Rescue Ambulance 132 are the busiest EMS transport units, responding to approximately 20% more calls than the other rescue ambulances.

### Concurrent Incidents

Assessing EMS resource reliability includes analyzing the frequency of simultaneous incidents within the same timeframe. The following figure illustrates the number of instances where one or more units were assigned to medical calls concurrently.

The data indicates that 2023 experienced the highest frequency of overlapping medical incidents, with 78% of dispatched medical calls coinciding with another medical call. This trend can extend response times, particularly when multiple incidents occur within the same station response zone.

The following figure presents the number and percentage of concurrent medical calls for each year in the study period.

**Figure 32: EMS Calls Unit Concurrency Percentages (2019–2023)**

Incidents in Progress	2019	2020	2021	2022	2023
Single Incident	26%	31%	24%	27%	22%
Two Incidents	28%	28%	25%	25%	25%
Three Incidents	20%	19%	20%	19%	20%
Four Incidents	13%	11%	13%	13%	14%
Five Incidents	7%	6%	8%	8%	9%
More than Five Incidents	6%	5%	10%	8%	10%
<b>Total EMS Concurrent Calls:</b>	<b>9,351</b>	<b>8,283</b>	<b>10,146</b>	<b>10,071</b>	<b>10,953</b>
<b>Total EMS Calls Count:</b>	<b>12,643</b>	<b>11,976</b>	<b>13,325</b>	<b>13,801</b>	<b>14,020</b>

### Unit Hour Utilization

Unit Hour Utilization (UHU) is a key metric used to assess apparatus response engagement and workload. It measures the total duration an ambulance is committed to incidents, from dispatch to the time it becomes available for the next response.

UHU is calculated by dividing the total time a unit is engaged in incidents over a year by the total annual operational hours. Expressed as a percentage, UHU indicates the proportion of time a unit is unavailable for new incidents due to existing commitments. A higher UHU suggests greater utilization, which may impact unit availability and response capacity for additional incidents.

The following figure presents the UHU for EFD rescue ambulances from 2019 to 2023, showing each unit's percentage of total annual hours committed to incidents alongside its average time per call. Notably, RA131, RA132, and RA137 demonstrate the highest UHU values, exceeding 30%, reflecting their significant engagement in emergency responses.

**Figure 33: Ambulance Unit Hour Utilization (2019–2023)**

Primary Unit	2019	2020	2021	2022	2023	Average
RA131	—	31.5%	38.6%	36.6%	40.1%	<b>36.7%</b>
RA132	29.6%	27.6%	33.2%	32.0%	34.9%	<b>31.5%</b>
RA133	22.9%	18.9%	24.6%	26.0%	27.7%	<b>24.0%</b>
RA135	25.4%	21.6%	27.2%	24.0%	29.1%	<b>25.5%</b>
RA137	30.9%	0.3%	6.4%	34.2%	37.0%	<b>21.8%</b>
<b>OVERALL</b>	<b>27.2%</b>	<b>20.0%</b>	<b>26.0%</b>	<b>30.6%</b>	<b>33.8%</b>	<b>27.9%</b>

In 2019, EFD's rescue ambulances had an average Unit-Hour Utilization (UHU) of 27.2%. By 2023, this figure had risen to 33.8%, representing a 25% increase over the study period. In comparison, neighboring agencies of a similar scale report an average ambulance UHU of 20%. If this exponential growth continues, projections indicate that UHU could exceed 40% in the coming years, further straining EMS resources.

#### **Benchmarking Against Industry Metrics**

Formal performance benchmarks for UHU are scarce; however, in May 2016, the Henrico County Division of Fire (VA) published an analysis of its EMS workload, establishing a commitment factor scale for unit sustainability and operational efficiency.

The following figure summarizes these commitment factors:

**Figure 34: Commitment Factors as Developed by Henrico County (VA) (2016)**

Factor	Assessment	Impact on NFPA 1710 Standards
16%–24%	Ideal Commitment Range	Personnel can maintain training requirements and physical fitness, and response time benchmarks are consistently achieved. Units remain available for service more than 75% of the day.
25%	System Stress	Unit sustainability remains stable, and first-due units respond to their assigned community 75% of the time. Response benchmarks are rarely missed.
26%–29%	Evaluation Range	The community experiences delayed incident responses. With nearly 30% of the day spent unavailable, neighboring responders must frequently provide coverage, impacting response time goals.
30%	"Line in the Sand"—Not Sustainable	Immediate relief is necessary. The likelihood of timely emergency response drops below 70%, leading to increased personnel fatigue, burnout, and risk of errors. Training and fitness requirements are often not met.

**The current workload of EFD's rescue ambulances exceeds sustainable levels based on these industry guidelines.** With UHU levels surpassing the 30% commitment threshold, there is a high risk of response delays, operational fatigue, and burnout among personnel.

To address these concerns, leadership should consider adding an additional ambulance to distribute the workload more evenly and ensure adequate service coverage for the community.

### Response Performance

An emergency services delivery system's most publicly visible component is response performance. Policymakers and citizens want to understand how quickly they can expect emergency services to arrive. AP Triton recommends that the City adopt national standards or develop specific benchmarks for response performance based on local conditions. Setting response standards based on averages is generally a poor indicator of performance, as it can be skewed by outliers. Most organizations measure performance at the 90th percentile, in alignment with NFPA standards. To support informed decision-making regarding response performance, jurisdictions must record and report the various components of their response performance data.

In analyzing response performance, AP Triton utilized percentile measurements, aligning with industry best practices established by the Center for Public Safety Excellence (CPSE) in their Standard of Cover document and the National Fire Protection Association (NFPA) 1710: Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Career Fire Departments.

The term "average" (mean) is a widely recognized statistical measure. However, its application in performance standards can be problematic, as it may fail to accurately represent the entire dataset, particularly in smaller data sets, where a single outlier can significantly affect the result.

The "median" provides an alternative approach to performance analysis by identifying the middle value of a dataset, thereby minimizing the influence of extreme values.

Percentile measurements offer a more accurate and robust performance metric, as they indicate the level of performance achieved by most of the dataset. The 90th percentile, for example, means that 90% of response times are at or below a given threshold, with only the slowest 10% exceeding it. This facilitates a direct comparison with established performance objectives and helps determine whether response targets are being met.

As this analysis of performance progresses, it is important to recognize that each component of response performance is evaluated independently, rather than cumulatively, with the percentile calculated within each distinct dataset.

### Response Time Continuum

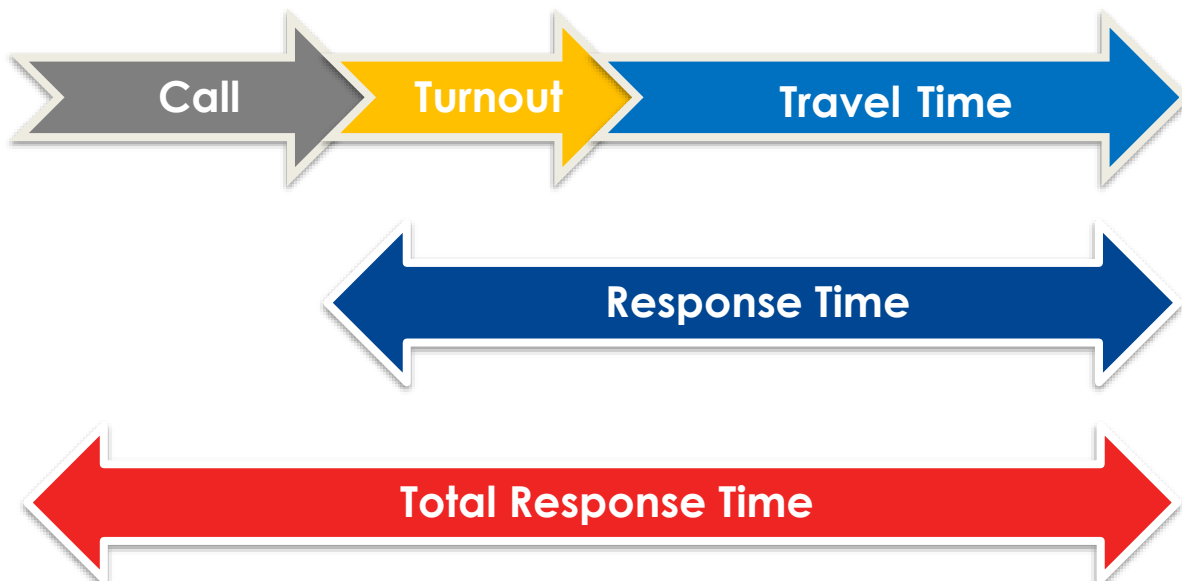
The response time continuum spans from the moment a caller dials 9-1-1 to the arrival of emergency assistance and includes several key components:

- **Call Processing Time:** The time interval from the receipt of the alarm at the Primary Public Safety Answering Point (PSAP) until the transmittal of the response information—via voice or electronic means—to emergency response facilities and emergency response units (ERUs) in the field.
- **Turnout Time:** The time interval beginning when the emergency response facility and ERUs are notified via audible alarm, visual annunciation, or both and ending when the unit starts travel to the incident.
- **Travel Time:** The time interval beginning when a unit is en route to an emergency incident and ending upon arrival at the scene.

- **Response Time:** A combination of turnout time and travel time, this is the most commonly used measure of fire department response performance.
- **Total Response Time:** According to NFPA 1710, Total Response Time is defined as the time interval from the receipt of the alarm at the dispatch center to the moment the first emergency response unit initiates action or intervenes to control the incident.

For the purposes of this report, Total Response Time will be measured from the moment the dispatch center receives the alarm to the moment the first emergency response unit initiates an action or intervention to control the incident.

**Figure 35: Response Time Continuum**



### NFPA 1710 Standards for EMS Responses

The National Fire Protection Association (NFPA) 1710 establishes performance benchmarks for emergency medical services (EMS) response times. The following figure outlines the response time standards measured at the 90th percentile:

**Figure 36: NFPA 1710 Standards for EMS Responses**

Response Interval	NFPA 1710
Call Processing	1 minute or less at 90%
Turnout Time	1 minute or less at 90%
Travel Time (1 <sup>st</sup> Arriving Unit)	4 minutes or less at 90%
Travel Time (2 <sup>nd</sup> Arriving Unit at fire suppression incident)	6 minutes or less at 90%
Travel Time for full first alarm other than high-rise	8 minutes or less at 90%
Travel Time for full first alarm for a high-rise	10.1 minutes or less at 90%

### Incident Data Issues

The Escondido Fire Department (EFD) provided call records extracted from its Computer-Aided Dispatch (CAD) system. Each record included timestamps for key response intervals, including date, hour, minutes, and seconds.

However, some records were excluded from the percentile calculations due to missing timestamps in essential fields. This may have occurred due to:

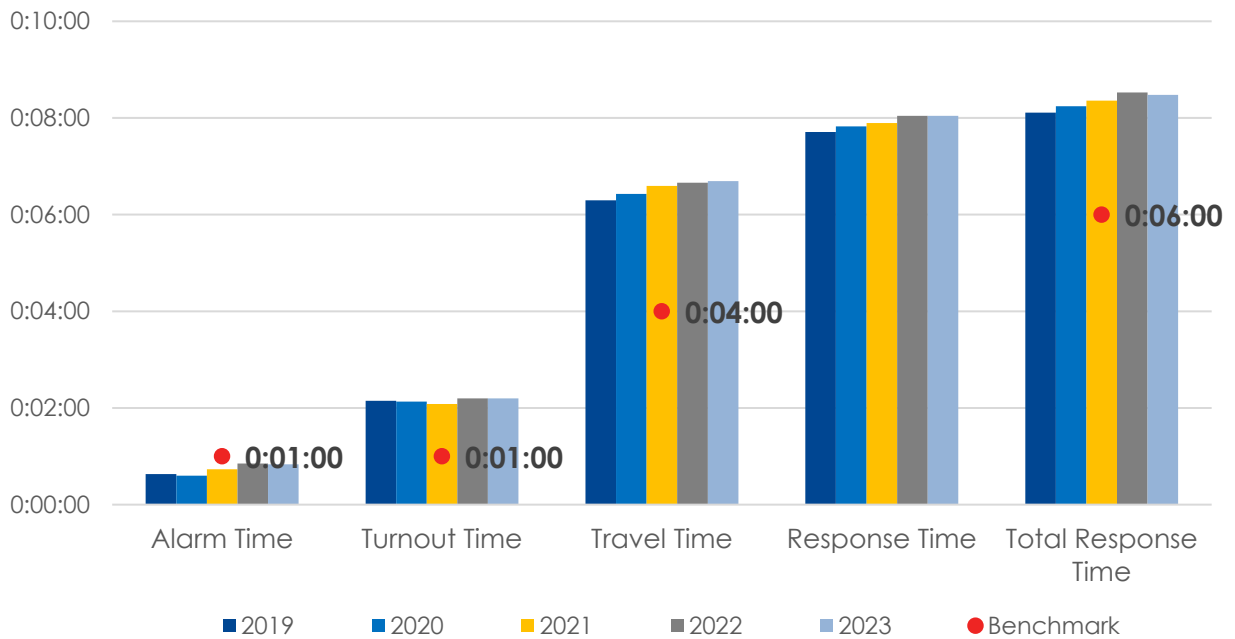
- Canceled en route calls, where the unit was dispatched but later stood down.
- Incomplete timestamp data, where a time entry was not properly captured.

The following figures illustrate EFD's overall response performance for all EMS incidents from 2019 through 2023.

**Figure 37: EFD EMS Calls Response Performance 90th Percentile (2019–2023)**

Call Processing	Turnout Time	Travel Time	Response Time	Total Response Time
00:43 Seconds	02:09 Minutes	06:33 Minutes	07:56 Minutes	08:22 Minutes

**Figure 38: EMS Incidents Response Performance—90th Percentile (2019–2023)**



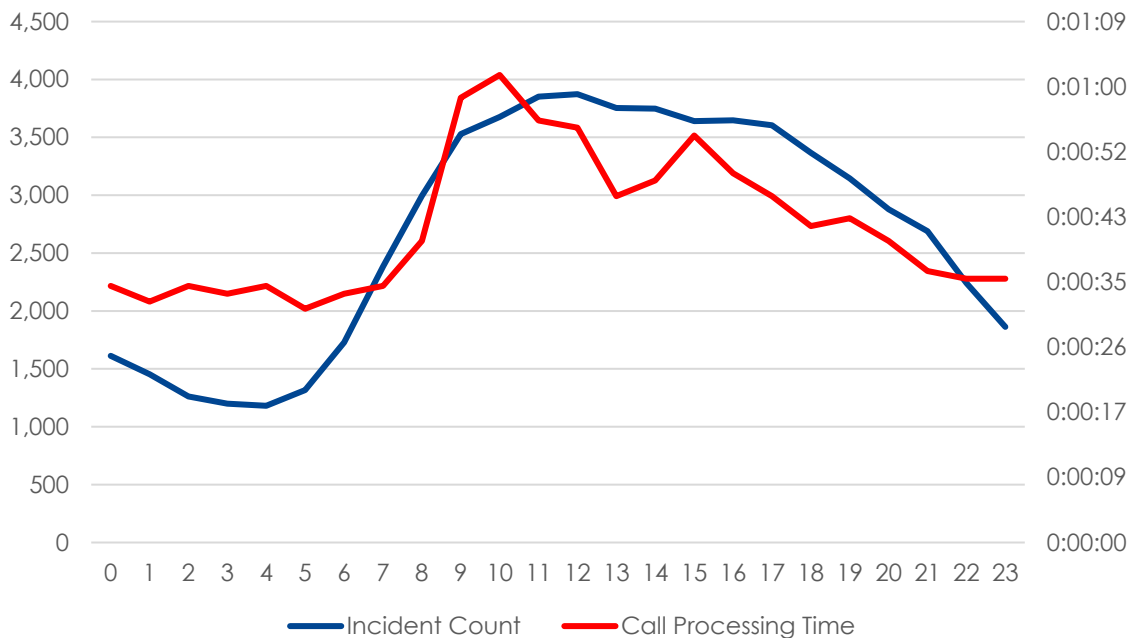
The 90th percentile response times for turnout, travel, response, and total response time consistently exceed NFPA standards across all measured years. The following five figures break down the above performance measurements by time of the day and number of incidents.

## Call Processing

The call processing phase consists of two measurable performance metrics. The first, ring time, represents the interval from when the phone begins ringing at the dispatch center until it is answered. Since the majority of emergency incidents are reported via telephone to 911 centers, ring time serves as an indicator of staffing adequacy. Extended ring times may suggest that call takers are overwhelmed, potentially delaying the processing of subsequent emergency calls. NFPA Standard 1221 recommends that 911 calls be answered within 15 seconds at least 90% of the time and within 20 seconds at least 95% of the time. However, this metric is not typically recorded in modern Computer-Aided Dispatch programs, and as a result, data for this component was not available for analysis.

The second metric, call processing time, measures the interval from when a call is answered to the moment response information is transmitted to emergency response units. The following figure presents an analysis of EFD's call processing times from 2019 to 2023.

**Figure 39: EFD Call Processing Time Analysis (2019–2023)**



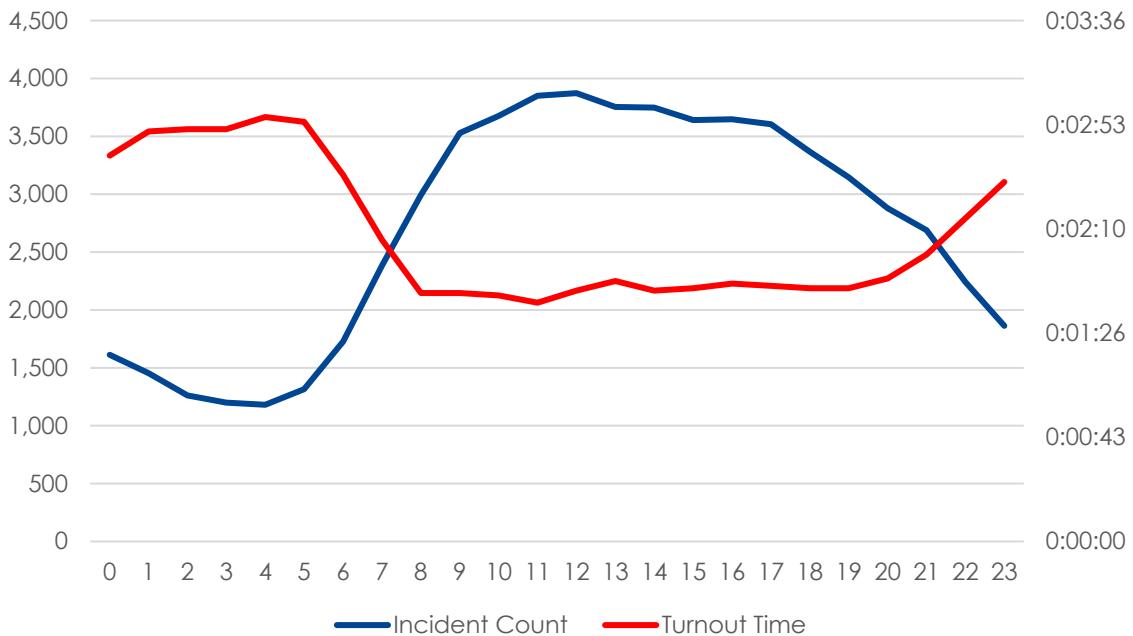


### Turnout Time

The turnout time phase is fully within EFD's control and begins when the dispatch center notifies personnel of an emergency. It ends when responders and apparatus begin moving toward the incident location. During this interval, personnel must don appropriate protective equipment, assemble on the response vehicle, and initiate travel.

Efficient training programs and well-designed fire stations play a crucial role in minimizing turnout time. Proper station layout, optimized gear placement, and consistent training on rapid mobilization procedures can significantly reduce delays and improve overall response performance.

**Figure 40: EFD Turnout Time Analysis (2019–2023)**

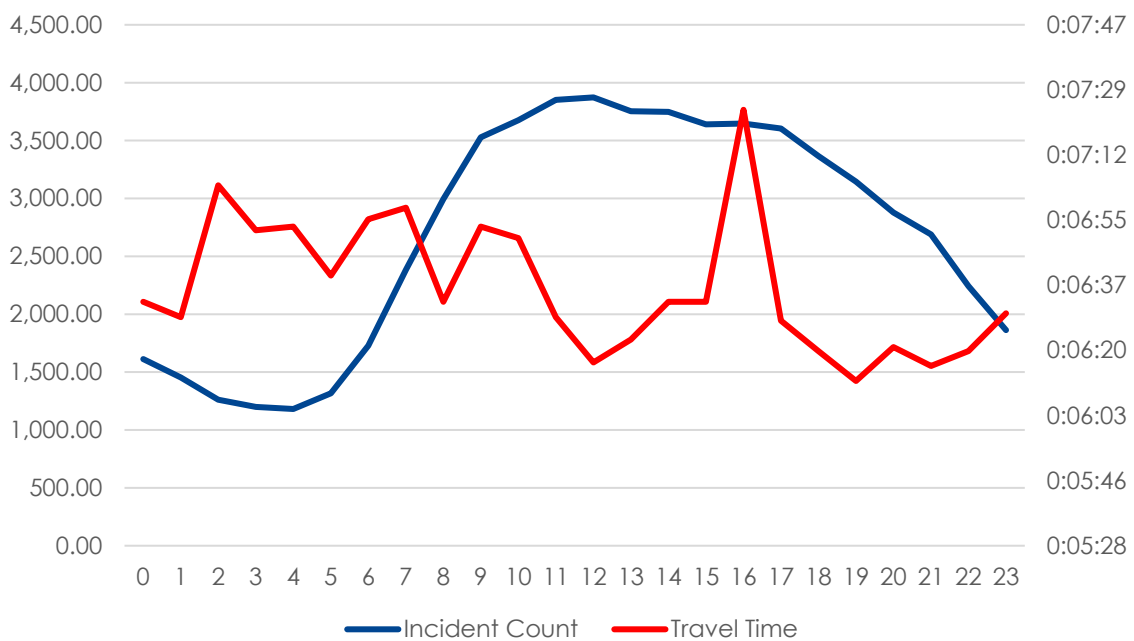


### Distribution & Initial Arrival Unit Travel Time

Travel time is often the longest phase of the response continuum. The distance between the fire station and the emergency location is the primary factor influencing this phase. However, additional elements such as road connectivity, traffic congestion, driver training, geography, and environmental conditions can also impact travel time.

This phase begins when the response unit initiates movement toward the incident location and ends when personnel and apparatus arrive on scene. NFPA 1710 establishes a performance goal of 4 minutes for the first arriving unit at an emergency.

**Figure 41: EFD Travel Time Analysis (2019–2023)**



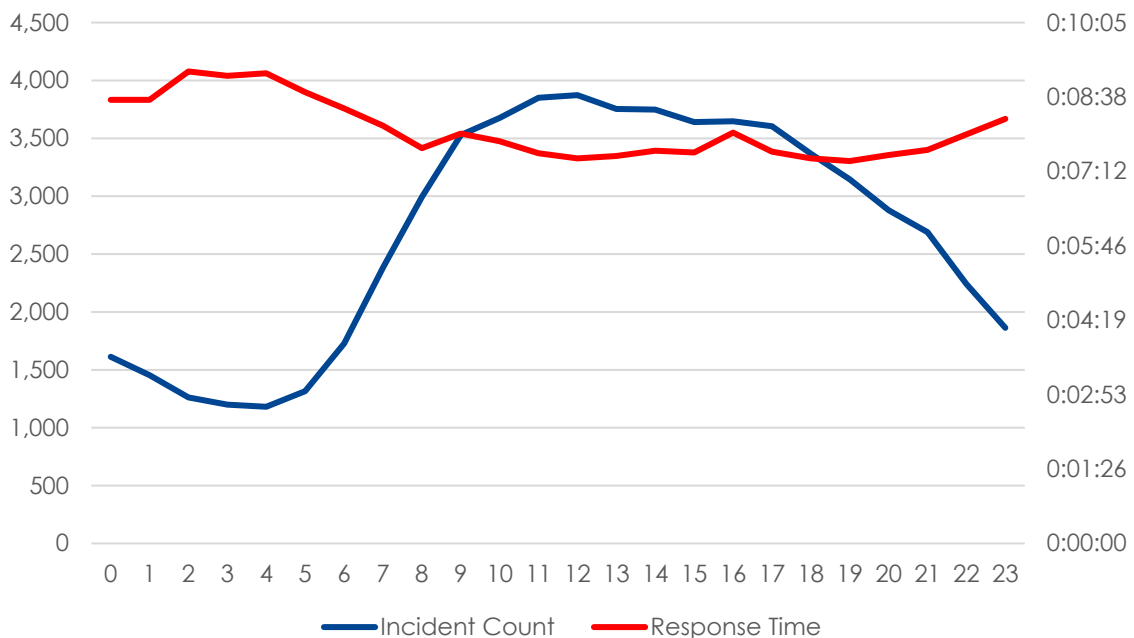
As illustrated in the previous figure, EFD's 90th percentile travel time performance averages 6 minutes, 37 seconds, exceeding the NFPA 1710 benchmark. Given the current station distribution and call volume, the only viable solution to improve travel performance is to increase the number of rescue ambulance units to reduce response gaps and improve coverage.

### First Arriving Unit Response Time

Response time is the period between the moment the dispatch center notifies response personnel of an emergency and the arrival of the first fire department unit at the incident scene. This phase encompasses both turnout time and travel time, making it one of the most critical measures of emergency response effectiveness.

According to NFPA 1710, the established performance goal for response time varies depending on the nature of the incident. For fire and special operations incidents, the target is to arrive within 5 minutes, 20 seconds, 90% of the time. For all other priority incidents, the standard is set at 5 minutes, 90% of the time.

**Figure 42: EFD Response Time Analysis (2019–2023)**

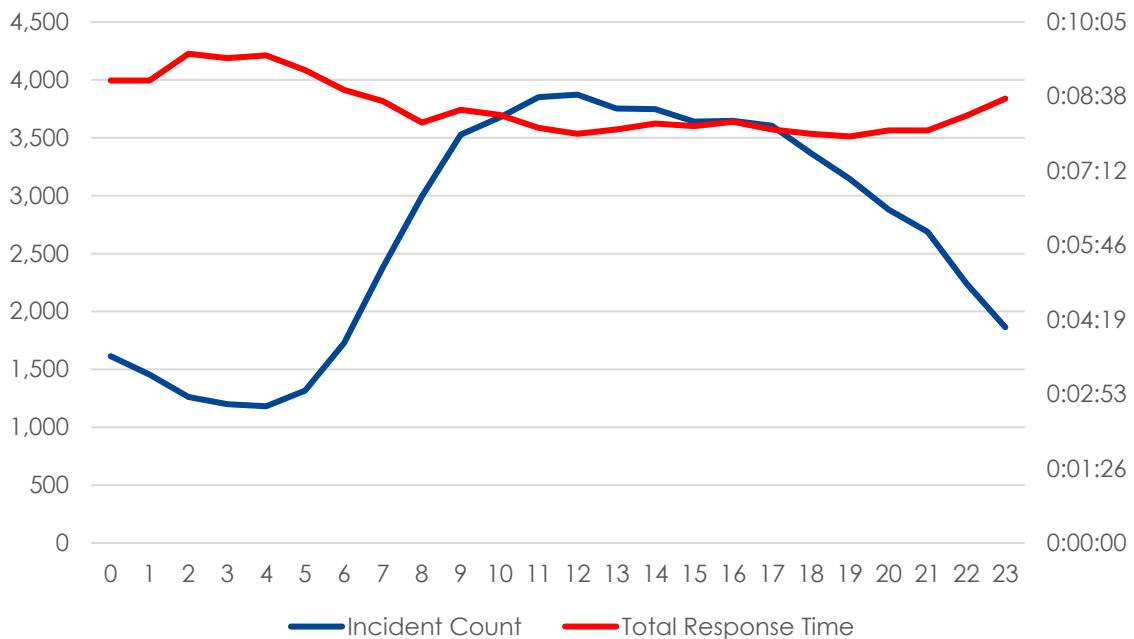


## Total Response Time

From the customer's perspective, response time begins the moment an emergency occurs. Their first interaction with emergency services happens when they call for help, typically by dialing 911. The received-to-arrival time phase encompasses the entire response process, including call processing, turnout, and travel times.

According to NFPA 1710, when these individual phases are combined, the total response time for all priority incidents should be within 6 minutes, 90% of the time.

**Figure 43: EFD Total Response Time Analysis (2019–2023)**



## Population Growth Projections & Future EMS Service Demand

### Note on Population Data Sources

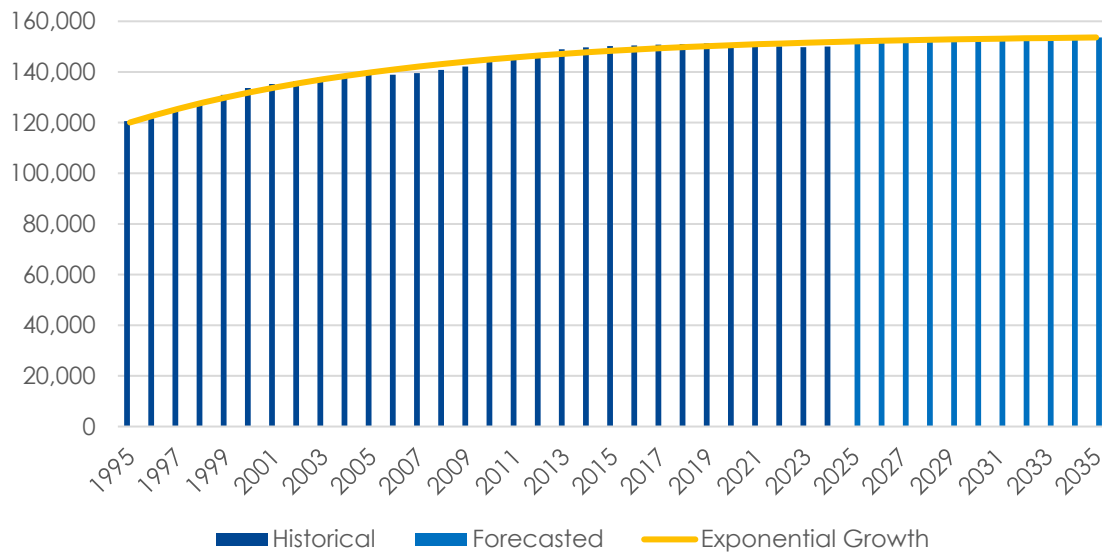
While this report uses U.S. Census Bureau and California Department of Finance estimates for historical population data and applies an exponential growth model to forecast population through 2035, the San Diego Association of Governments (SANDAG) also provides projections for the City of Escondido. A comparison of our forecast and SANDAG's projection shows close alignment over the next decade, with both sources indicating modest population growth. For example, SANDAG projects a 2035 population of 153,726, while this analysis forecasts 153,623—an inconsequential difference of less than 0.1%. The purpose of the population forecast in this report is to inform fire service planning and service demand modeling, rather than to guide land use or housing policy. Both forecasts reinforce the need to plan for increasing service demand, even amid modest population growth.

According to the U.S. Census Bureau and the State of California Department of Finance, the City of Escondido had an estimated population of 150,002 as of January 1, 2024. Over the five-year study period (2019–2023), Escondido experienced a slight population decline of approximately 1,309 residents, representing a 0.8% decrease.

Annual population estimates for January 1, 2022, and January 1, 2023, showed back-to-back declines of 0.54% and 0.17%, respectively. The COVID-19 pandemic and its socioeconomic impacts on residents were likely contributing factors to this temporary population loss. However, as of January 1, 2024, Escondido recorded a 0.14% increase, aligning with California's overall trend of slight population growth in 2024.

To ensure an accurate long-term projection of future EMS service demand, historical population data spanning 30 years (1995–2024) was analyzed. This approach allowed for a balanced forecast model that accounts for recent declines without distorting long-term growth trends. After evaluating multiple forecasting methodologies, the Exponential Growth Model proved to be the best fit for Escondido's unique population fluctuations.

Exponential growth occurs when a population expands by a consistent percentage or factor over equal time intervals. The following figure presents a ten-year population projection, derived from historical data and past growth patterns, offering insights into future EMS service demands as Escondido's population evolves.

**Figure 44: EFD Population Projections (2025–2035)**

Based on the above analysis, Escondido Fire Department (EFD) could experience a 2.4% population increase over the next 10 years, equating to approximately 3,621 additional residents. However, natural changes (births and deaths) and migration trends could influence this projection.

### Service Demand Projections

To forecast future service demand, AP Triton utilized population projections within the city. Historically, population size has been a strong indicator of emergency service demand, as EMS call volume typically correlates with population density and demographics.

Service demand projections assume that future demographic characteristics will remain consistent with current trends. To estimate future needs, the current service demand per 1,000 residents was calculated by dividing the annual number of responses by the population (in thousands).

The following figure presents service demand projections based on Escondido's estimated 2035 population of 153,623 residents, providing insights into anticipated EMS response needs over the next decade.

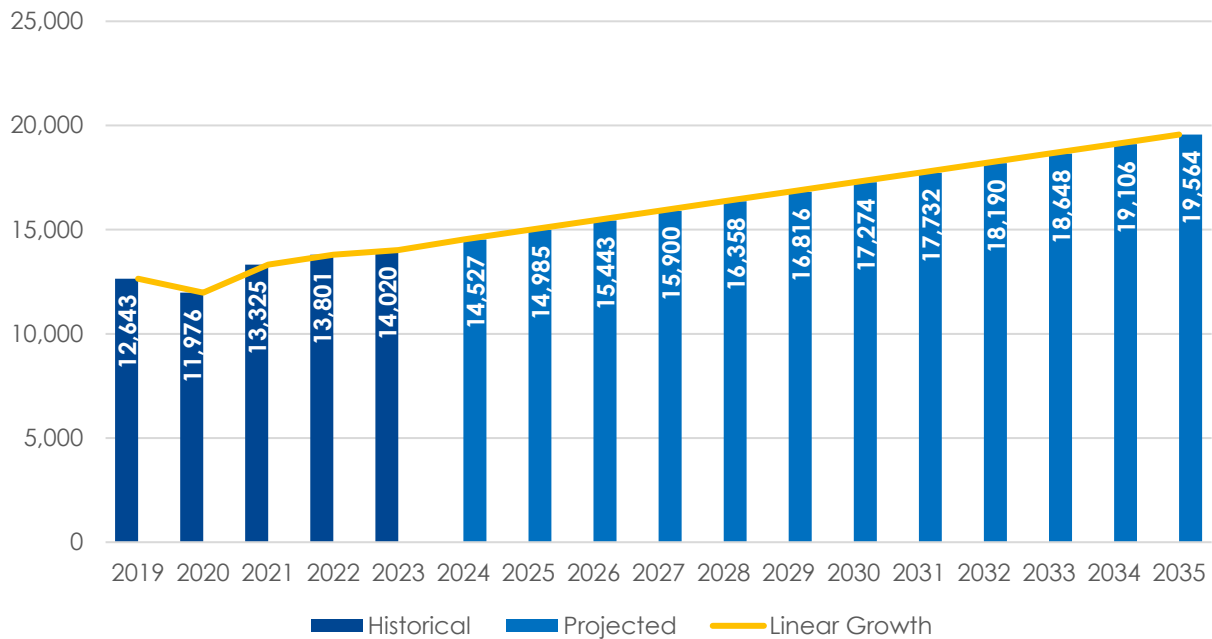
**Figure 45: Minimum Projected Service Demand (2035)**

NFIRS Incident Type	2023	Calls/1,000 Population	Projected Call Volume 2035
300—Rescue, EMS incident, other	4	0.03	4
311—Medical assist, assist EMS crew	16	0.11	16
320—Emergency medical service, other	18	0.12	18
321—EMS call, excluding vehicle accident with injury	13,114	87.43	13,431
322—Motor vehicle accident with injuries	607	4.05	622
323—Motor vehicle/pedestrian accident (MV Ped)	64	0.43	66
324—Motor vehicle accident with no injuries.	151	1.01	155
331—Lock-in (if lock out, use 511)	16	0.11	16
350—Extrication, rescue, other	3	0.02	3
351—Extrication of victim(s) from building/structure	2	0.01	2
353—Removal of victim(s) from stalled elevator	11	0.07	11
354—Trench/below-grade rescue	1	0.01	1
363—Swift water rescue	1	0.01	1
372—Trapped by power lines	1	0.01	1
381—Rescue or EMS standby	11	0.07	11
<b>Totals:</b>	<b>14,020</b>	<b>93.47</b>	<b>14,358</b>

Figure 45 illustrates a slight increase in projected EMS call volume per 1,000 residents, driven by forecasted population growth. However, historical trends indicate that service demand has increased despite a slight population decline during the study period (2019–2023).

If projections are based solely on the rate of service demand growth observed from 2019 to 2023, EFD could experience a 40% increase in EMS service demand over the next decade. This would result in a forecasted annual call volume of 19,564 medical calls by 2035, as shown in Figure 46.

Factors beyond population growth, such as an aging population, increased healthcare needs, and evolving community dynamics, may contribute to higher EMS demand, requiring strategic resource planning to maintain service efficiency and response performance.

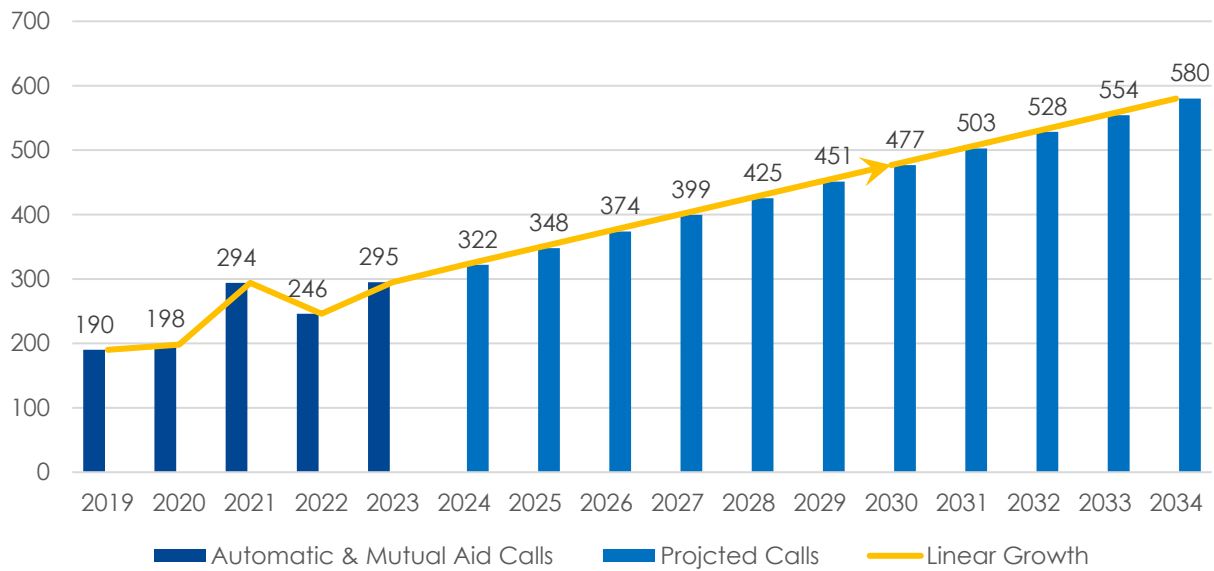
**Figure 46: Forecasted Service Demand (2024–2035)**

This forecast is based strictly on historical service demand trends, past performance, and a linear projection model extending 10 years into the future. While EFD's current fire station distribution is sufficient to accommodate future population growth, the overall service demand volume projection suggests that additional ambulances and personnel may be required to maintain effective response times and service levels as demand increases.

#### Mutual & Automatic Aid Projections

In 2023, Escondido relied on automatic and mutual aid agencies for 295 medical calls. When these mutual and automatic aid responses are factored into the projected call volume, the forecasted service demand growth increases to 36%, as illustrated in the following figure.



**Figure 47: Automatic & Mutual Aid Medical Calls Growth (2019–2034)**

Transport action only occurred in a small number of these automatic and mutual aid calls.

**Figure 48: Automatic & Mutual Aid Transport Calls (2019–2023)**

	2019	2020	2021	2022	2023	Total
Transport Calls	6	5	1	0	0	12

## EMS Program Findings & Observations

The EMS program is a critical component of the Escondido Fire Department's public safety mission, ensuring the health and well-being of the community. As part of our comprehensive analysis, we conducted an in-depth evaluation of EMS operations, service delivery, and system performance. This review aimed to identify both strengths and areas for improvement to support future strategic planning and decision-making.

Our findings and observations are based on a thorough assessment of various data sources, including:

- Response time performance
- Resource allocation
- Stakeholder feedback

Additionally, EFD's EMS operations were benchmarked against industry standards and best practices, providing a comparative perspective on system efficiency and effectiveness.

This section outlines key findings, observations, and recommendations to enhance the EMS program's effectiveness and long-term sustainability. By addressing identified gaps and leveraging existing strengths, EFD can continue providing high-quality EMS services to the community.

### Key Findings & Observations

- **EMS Leadership & Oversight:** A Division Chief oversees EMS and the training division, with support from a Suppression Battalion Chief and an EMS Coordinator. Since EMS comprises the majority of emergency responses, the oversight workload could be delegated to a single full-time position or supported by additional staff. EFD would benefit from hiring a Division Chief to focus on strategic planning for EMS and have the EMS Coordinator to continue managing medical education (CME) and ensuring participation in a comprehensive quality improvement (QI) program.
- **Certifying Entity Status:** EFD is a certifying entity, allowing it to certify paramedics in-house. To maintain this status, EFD adheres to strict state and local EMS guidelines, ensuring that all paramedics meet or exceed established training and certification requirements.

- **EMS Policy & Documentation:** EFD's EMS foundation policy documents are comprehensive and reviewed occasionally to ensure their relevance and accuracy in alignment with evolving EMS protocols.
- **Specialized Tactical EMS Capabilities:** In collaboration with the Escondido Police Department, EFD has nine firefighters/paramedics trained as tactical paramedics. These personnel provide critical medical care during high-threat law enforcement operations, enhancing public safety response capabilities.
- **Emergency Communications System:** EFD recently contracted with the North County Dispatch Joint Powers Agreement (North Comm) for emergency communications center services. This partnership enhances emergency medical dispatch (EMD) services and provides opportunities for future tiered response models or alternative deployment strategies.
- **Health & Safety Code §1797.201 Rights:** EFD retains its administrative rights under HSC §1797.201, allowing it to control all EMS service delivery, including ground emergency medical transportation services. This authority is crucial for maintaining local EMS oversight, including response models and staffing decisions.
- **Advanced Life Support (ALS) Availability:** EFD staffs paramedics on every fire apparatus and rescue ambulance, ensuring that all Escondido residents receive early ALS intervention during EMS incidents. This model provides seamless, high-quality care and maximizes life-saving treatment capabilities throughout the city.

These findings and observations serve as a foundation for future EMS system improvements, ensuring that EFD remains well-positioned to address growing service demands while maintaining high standards of patient care and operational efficiency.

## EMS Program Recommendations

The following recommendations are grounded in a comprehensive analysis of the data provided, the expertise of AP Triton's team in developing optimal solutions, and strict adherence to applicable national standards and best practices.

### EMS Program Short- and Mid-Term Strategies Overview

AP Triton developed recommendations for improving EMS service delivery and system efficiency prior to implementing the short- and mid-term strategies in areas such as:

#### EMS Program Management & Organization

- The EFD should work with the City of Escondido's Human Resources Department to begin the development of a scope of work and associated Knowledge, Skills, and Abilities (KSAs) to hire an EMS Division Chief for additional EMS program management which would include but is not limited to assisting with the overall CQI, continuing education and advanced training programs

#### EMS Staffing & Personnel Deployment

- The EFD should begin a recruitment process for a 24-hour additional ambulance for the community to reduce any auto and mutual aid requests from adjacent jurisdictions, and capture missed revenues from unavailable current EFD transport resources.
- The EFD should begin procurement for an additional ambulance, gurney, and associated durable medical equipment and supplies to be implemented into service once funding has been secured and additional non-sworn personnel can be hired.

#### EMS Service Delivery Methods

The EFD should use technology to monitor trends, response time analysis, and growth projections for its EMS transport program closely. Software products, such as those from FirstWatch, are readily available and can be interfaced with the current communications center. Based on a review of recent procurements in similar agencies, EFD could expect to pay approximately \$150,000 for implementation and \$30,000 for each subsequent year of support and maintenance.

## EMS Program Long-Term Strategies Overview

AP Triton developed comprehensive long-range strategies for resource deployment aimed at enhancing the EFD's EMS program to meet and exceed identified performance objectives and targets. The recommendations are structured to address key areas of improvement, including administration, staffing, and oversight while aligning with industry best practices:

### Administration, Policies, Processes, and Deployment Model

- EFD should routinely evaluate administrative policies and processes every two years to ensure alignment with evolving healthcare delivery systems and reimbursement models.
- EFD should utilize a data analytics platform like FirstWatch to provide annual updates on call volume growth, response time management, and overall system performance. This data should guide future deployment model enhancements to meet community needs effectively.

### Operational Staffing and Supervision

- EFD should address critical gaps in field staffing, supervision, and span of control by adding one EMS Division Chief to allow the EMS Coordinator to provide additional staffing.
- Staff an additional Rescue ambulance to improve operational capacity and clinical care.

### Oversight and Administration of the EMS Program

- EFD should add an EMS Division Chief to strengthen its ability to meet regulatory requirements, oversee training, manage clinical education programs, and provide strategic planning the EMS program. This role would ensure compliance with continuing medical education mandates and address key administrative gaps.

### Identification of Unfulfilled Critical and Important Functions

- EFD should identify vital functions and tasks currently unmet due to staffing limitations.

These recommendations focus on enhancing the EFD's EMS program by adopting industry best practices, improving resource allocation, and fostering a more efficient, compliant, and effective service delivery system.

## Detailed EMS Program Recommendations

### EMS Recommendation I-1: Expand EMS Administrative Support with a Division Chief

**Description:** EFD's EMS system is managed by a Division Chief (EMS & Training) with support from an EMS Coordinator and a suppression Battalion Chief. Given that 82% of EFD's call volume involves EMS, leadership is overburdened with operational, administrative, and compliance responsibilities.

To alleviate this burden, EFD should consider splitting the current Division Chief into two positions. One for EMS and another for Training. This approach would:

- Reduce administrative strain on the current organizational structure of a Division Chief and Battalion Chief, allowing them to focus on strategic planning and high-level EMS system improvements.
- Enhance training and compliance oversight without committing to a full-time position.

#### Outcomes:

- **Increased leadership capacity:** EMS leadership can dedicate more time to strategic initiatives.
- **Enhanced training and compliance:** Dedicated personnel for EMS training, quality assurance, and system improvements.

**Estimated Cost:** The annual cost for an EMS Division Chief is approximately \$255,187 annually.

#### Outcomes:

- A new Division Chief overseeing the program will allow the EMS Coordinator to complete the following:
  - Improved patient care: Ensures continuous monitoring, feedback, and refinement of EMS operations.
  - Enhanced compliance and infection control: A dedicated officer ensures EFD meets Cal/OSHA and public health standards.
  - Stronger partnerships with healthcare agencies: Improved coordination with hospitals, the Medical Director, and public health entities.

**EMS Recommendation I-2: Strategically Implement an Additional Rescue Ambulance (RA)**

**Description:** AP Triton has identified a growing demand for EMS transport services. To address increasing system pressure and optimize resource availability, the City may wish to consider the strategic addition of a transport-capable ambulance unit. This unit could be phased in as the demand increases. At this time, the additional unit should be deployed as an Advanced Life Support (ALS) resource to fit within the current deployment model. In the future, as demand continues to increase, the City may consider the introduction of Basic Life Support (BLS) units, depending on operational and staffing capacity, call acuity patterns, and dispatch capabilities.

Data supports the need for additional transport capacity to reduce out-of-service time for Ambulance units, improve system resilience, and ensure readiness for high-acuity incidents.

**Outcomes:**

- **Improved ALS Ambulance Availability:** Lowers Unit Hour Utilization, improving unit availability and employee workload, which can improve employee health and wellbeing.
- **Enhanced System Capacity:** Expands transport capabilities to meet rising EMS demand (11% increase over five years).
- **Operational Flexibility:** Phased-in approach allows for scalable deployment based on needs.
- **Increased Revenue Retention:** Reduces dependence on mutual/automatic aid, allowing for greater cost recovery through in-house billing.
- **Enhanced Service Reliability:** Provides a consistent staffed ambulance to meet peak demand periods.

**Estimated Cost:** The following figure outlines the annual costs for a daily 24-hour rescue ambulance. Estimated costs are provided for ALS.

**Figure 49: Estimated Annual Costs for 24-hour Ambulance (ALS)**

Item	Cost for 24-Hour ALS Unit
Staffing	750,760
Equipment and Supplies	109,600
Operating Costs	93,700
<b>Total Costs</b>	<b>\$954,060</b>

Staffing costs assume a Firefighter Paramedic and Single-Function Paramedic plus benefits and constant staffing overtime, as detailed in Figure 58: Ambulance Staffing Costs.

Equipment and supplies include cardiac monitors, CPR devices, gurneys, and medical supplies, which are detailed in Figure 59: Equipment & Supply Costs. Ambulance operating costs include vehicle costs, insurance, fuel, maintenance costs, and data connections. These costs are detailed in Figure 60: Ambulance Operating Costs.

The following figure outlines a rescue ambulance's estimated one-time purchase and start-up costs.

**Figure 50: Estimated Ambulance One-Time Costs**

Item	One-Time Cost
Ambulance	\$400,000
Cardiac Monitor	60,000
Gurney	28,000
Ambulance Set-up	15,000
CPR Device	25,000
Data Tablet	3,000
<b>Total Costs</b>	<b>\$531,000</b>



**EMS Recommendation I-3: Strategic Expansion of Ambulance Response Capacity**

**Description:** EFD's current ambulance utilization levels indicate a growing strain on available resources. Unit Hour Utilization (UHU) analysis shows that RA131, RA132, and RA137 consistently experience the highest UHU levels, with RA131 exceeding 40% and RA132 and RA137 projected to surpass 40% in the coming years. Sustained UHU levels above this threshold are not operationally sustainable and may lead to staff fatigue, increased response times, and reduced system reliability.

To address rising call volumes and improve response efficiency, EFD should implement an additional ambulance unit, bringing the total to six units in service. Strategic placement of this unit requires analyzing travel times from current stations and identifying clusters of longer travel time calls to ensure optimal deployment.

Analysis of 2023 EMS call data reveals that:

- Station 3 (69.9%) and Station 5 (61.4%) have the highest percentage of calls requiring 5 minutes or more of travel time.
- Heat maps of travel times indicate large clusters of extended response calls around Station 1, fire department headquarters (PAFH), and north of Station 5.
- Only 18.5% of the EFD service area is currently reachable within 4 minutes, and total city coverage with five ambulances is 77% within 12 minutes.

Deploying an ambulance would provide significant relief to all stations, reducing response times and increasing overall system efficiency. With the addition of a sixth ambulance:

- 4-minute response coverage would improve from 18.5% to 20.8% of the city.
- 5-minute and 6-minute response areas would expand, improving service delivery, particularly in the southern part of the city.

**Outcomes:**

- **Improved Response Times:** Reduces overall travel times, particularly for high-demand areas.
- **Reduced Strain on Existing Units:** Alleviates high UHU levels for RA131, RA132, and RA137, preventing resource depletion.
- **Enhanced Service Coverage:** Expands reach of timely EMS response, particularly for areas experiencing 5-plus-minute delays.
- **Increased Operational Sustainability:** Mitigates staff fatigue, improves system reliability, and maintains emergency readiness.

**Estimated Cost:** The estimated costs for implementing a 24-hour ALS ambulance are outlined in Figure 49, and additional one-time purchases and setup costs are included in Figure 50.

**Supporting Analytics—EMS Recommendation I-3**

The following figure shows the percentage of calls for each station with their travel times for 2023. It is a goal to reach the call location in 4 minutes, 90% of the time; therefore, everything 4 minutes or less is grouped when examining the travel times. After this, it is broken into 1-minute increments until 8 minutes are reached. Anything over 8 minutes was grouped due to the low incident count of calls with exceptionally long travel times. Next, only those calls within the EFD service area were included. Anything outside the area was excluded from this analysis.

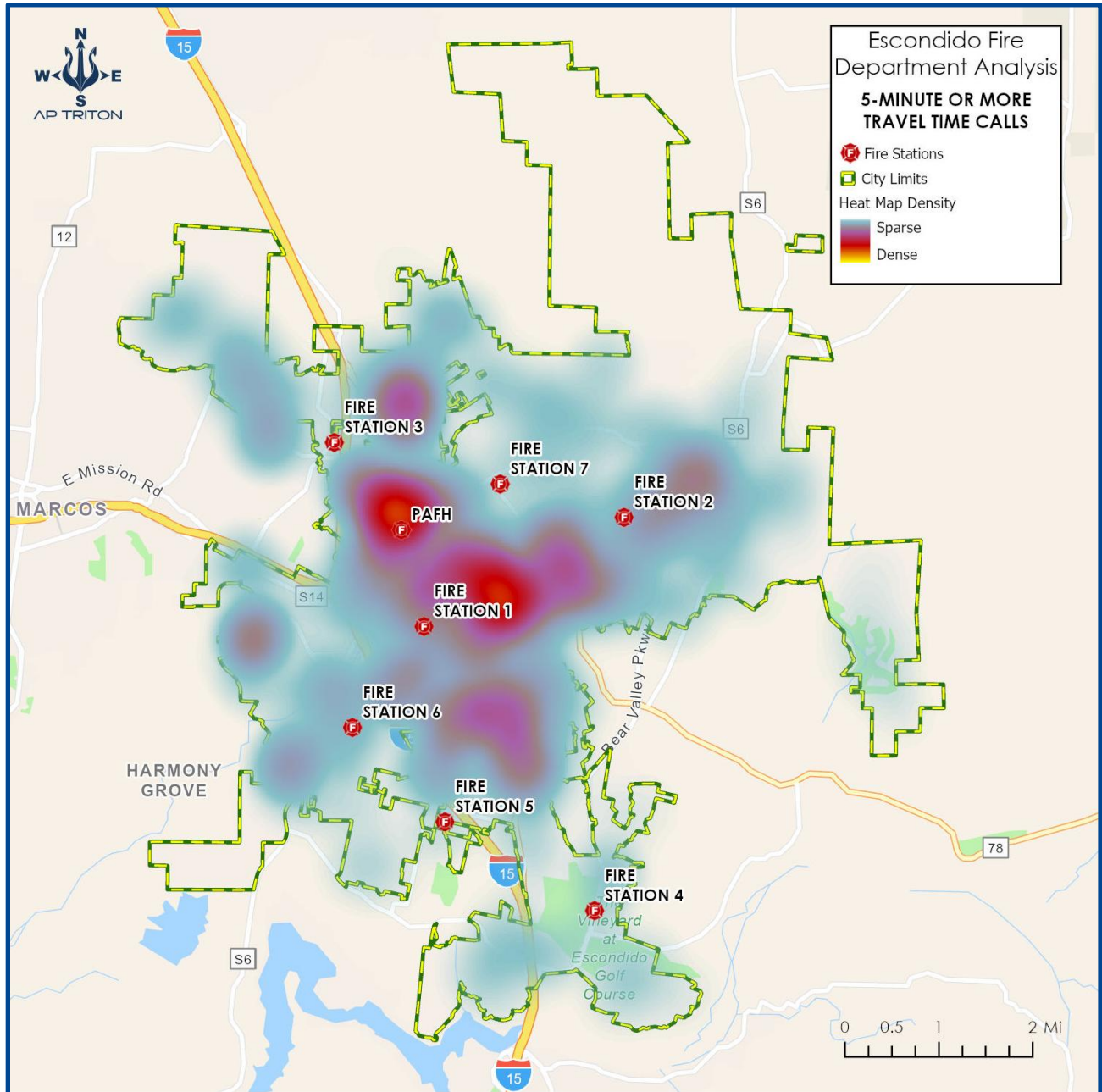
**Figure 51: EMS Calls Travel Times Percentages (2023)**

Incidents in Progress	Station 1	Station 2	Station 3	Station 5	Station 7
4 Minutes	51.5%	51.8%	30.1%	38.6%	49.0%
5 Minutes	25.3%	22.7%	30.8%	24.9%	25.2%
6 Minutes	14.1%	12.1%	20.1%	18.9%	14.6%
7 Minutes	4.7%	5.3%	8.6%	9.8%	5.5%
8+ Minutes	3.4%	7.7%	9.9%	7.1%	5.0%
Unable to calculate	1%	0.4%	0.5%	0.7%	0.7%
<b>Total EMS Calls:</b>	<b>3,067</b>	<b>2,381</b>	<b>1,669</b>	<b>1,178</b>	<b>2,873</b>

Station 3 and Station 5 have the highest percentage of calls with 5 minutes or more travel times, with 69.9% cumulative and 61.4% cumulative, respectively.

A heat map of calls with 5 minutes or more travel time, detailed in the following figure, shows the greatest density of calls with longer travel times.

**Figure 52: 5-Minute or More Travel Time Calls (2023)**

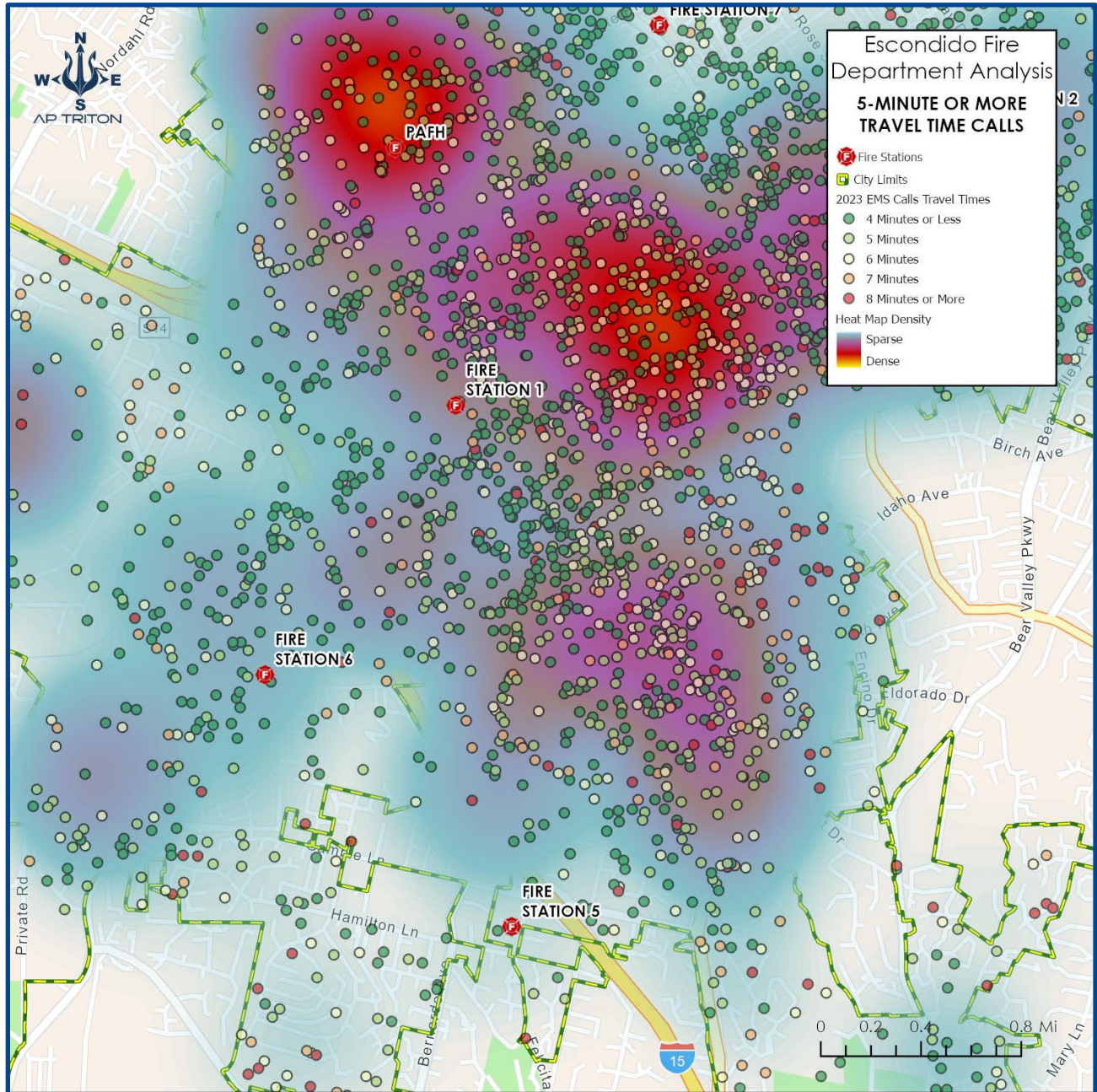


The map displays large clusters of longer travel times around Station 1 and fire department headquarters (PAFH) and north of Station 5.



A closer examination of the hot spots with an overlay of calls categorized by the call travel times shows many calls in the 7-minute and 8-minute categorization in the following figure.

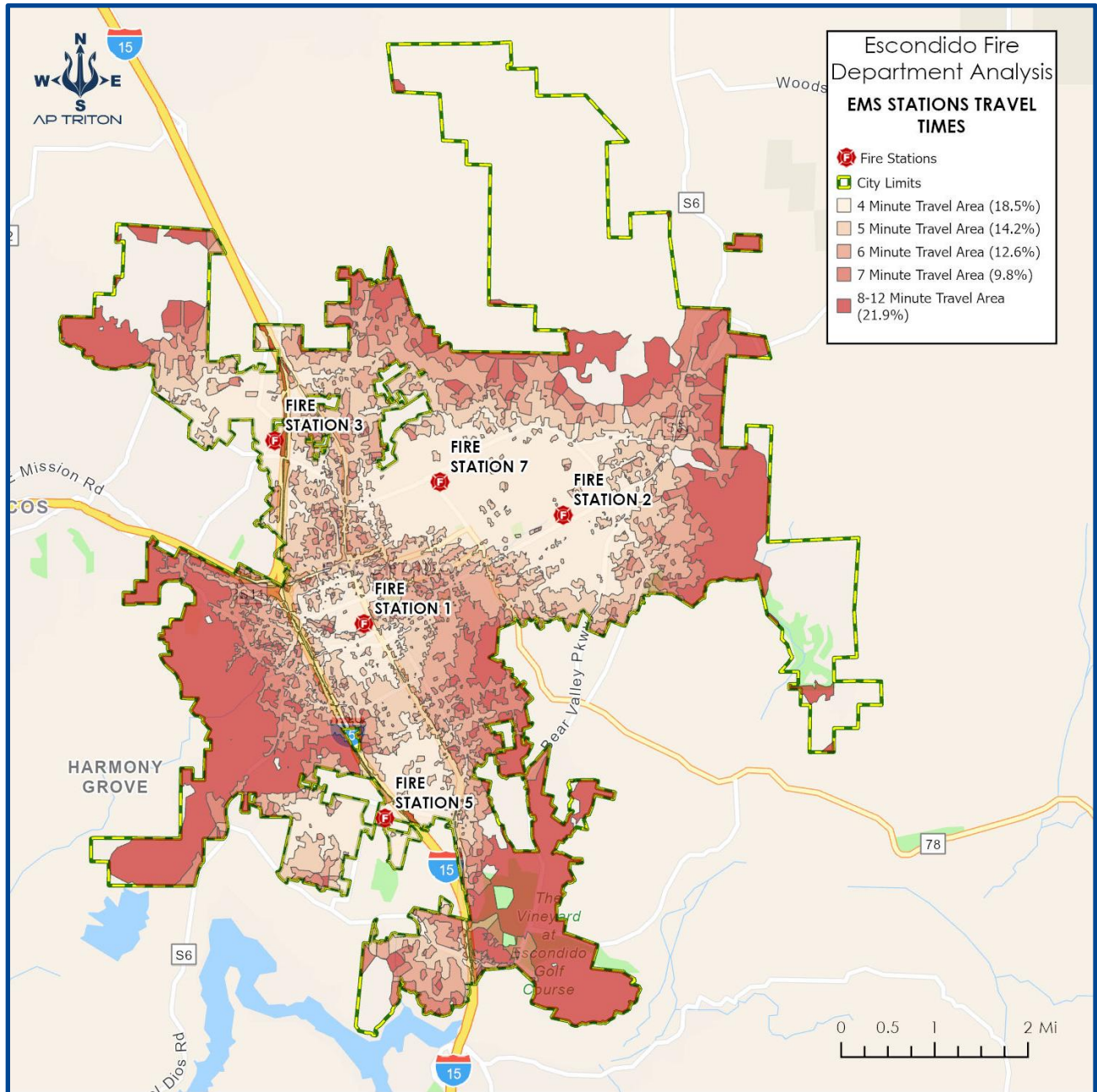
**Figure 53: 5-Minute or More Travel Time Calls—Zoom In (2023)**



A closer examination of the hot spots with an overlay of calls by travel times shows many calls in the 7-minute and 8-minute categorizations. Adding a rescue ambulance reduces overall travel times, particularly for high-demand areas.

With the five fire stations having an ambulance, only 18.5% of the EFD service area is reachable in 4 minutes. However, as detailed in the following figure, the total coverage of the city with five ambulances is 77% within 12 minutes.

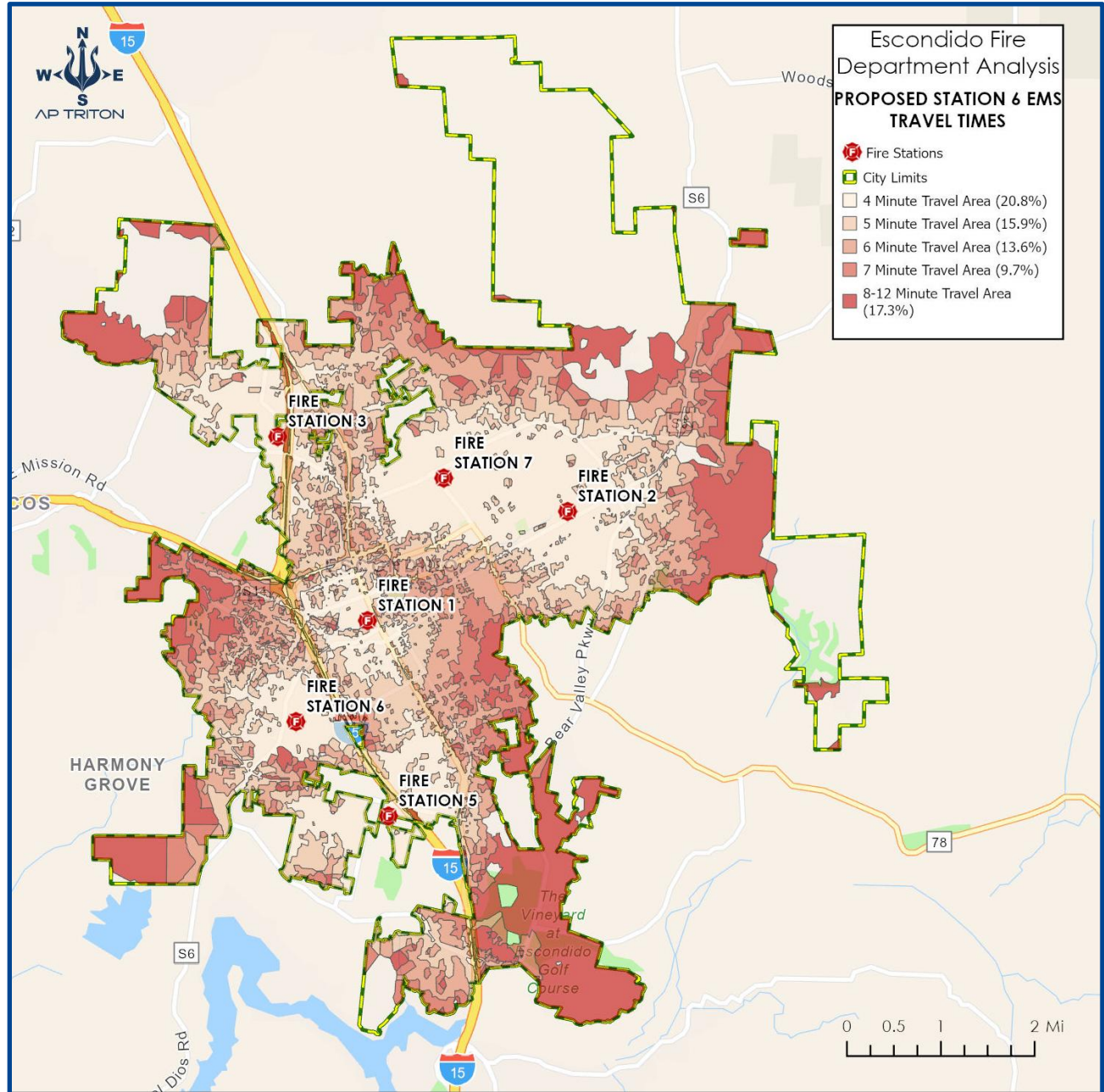
**Figure 54: EMS Stations Travel Time Areas**





AP Triton acknowledges that while Station 6 may not be able to house an ambulance, deploying an ambulance in the Station 6 area is advantageous. The following map displays the travel times with six fire stations having an ambulance, which increases the EFD service area that is reachable in 4 minutes to 20.8%. The 5-minute and 6-minute travel areas also increase. This further increases emergency ambulance general coverage in the southern part of the city.

**Figure 55: Proposed Station 6 EMS Travel Times**



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## **PHASE II: AMBULANCE TRANSPORTATION FEE STUDY**

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## Ambulance Transportation Services Overview

The EFD's ambulance transportation services, in our assessment, stand as a paragon of medical response, delivering an exemplary blend of effectiveness, efficiency, and strict adherence to standards. With a steadfast commitment to excellence, the department ensures rapid response times, which is a critical factor in patient outcomes. The department's dedication to high standards is evident in its rigorous training programs and investment in basic equipment to provide these services. This dedication not only meets but often exceeds the stringent requirements set by healthcare and emergency service regulators. The Escondido Fire Department's ambulance services are a testament to their unwavering commitment to the community, providing a service and a lifeline to those in need. However, this study will outline the organization's struggles with maintaining critical EMS services with rising call volumes, limited additional City fiscal support and the need for new state of the art equipment to meet ever increasing service demands. The Escondido Fire Department's ambulance services are more than a mere transport mechanism; they are vital to the City's emergency response system, ensuring that every call for help is answered with speed, competence, and care.

In California, the staffing models for ambulance services are diverse and adapted to the unique demands of each community. The state has seen a variety of approaches, including the traditional fire-based EMS systems, which often employ 24-hour shifts to ensure reliable response times. Additionally, there is a move towards more flexible models, such as the tiered deployment, where Advanced Life Support (ALS) and Basic Life Support (BLS) units are deployed according to the severity of the call. Some agencies have adopted this model in response to the EMS workforce shortage and the need to maintain patient care without sacrificing service quality.

The economic and operational challenges faced by EMS agencies have led to significant changes in staffing configurations. For instance, some agencies have transitioned from dual to single paramedic deployment (like EFD), allowing for more cost-effective resource use while still providing necessary care. Moreover, alternate response units for low-acuity calls have been integrated to optimize resource allocation.

The financial aspect of these staffing models is also critical. With overall costs increasing across all categories and projected similar cost increases for the coming years, agencies are adapting their staffing models to balance budget constraints with the need for effective emergency response. The rise in wage costs has significantly influenced these changes.

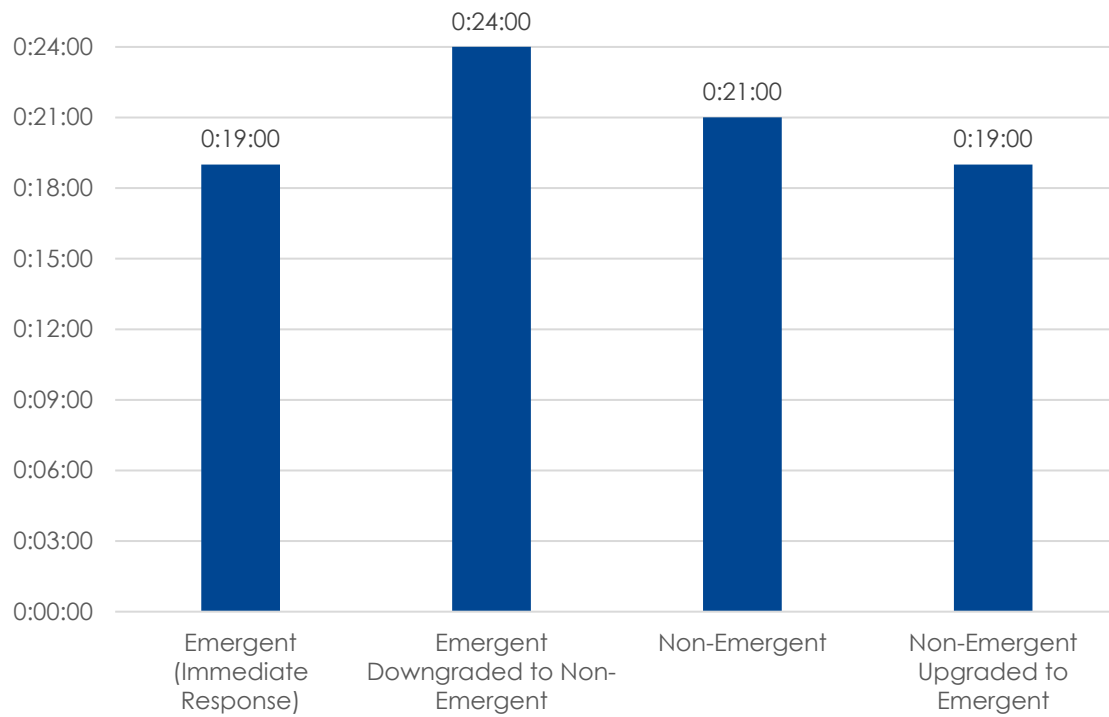


The staffing models for ambulance services in California are evolving in response to economic pressures, workforce challenges, and the overarching goal of providing timely and quality patient care. Agencies are exploring and implementing various configurations, from traditional models to innovative approaches, to navigate the complexities of EMS service delivery in the state. These adaptations are crucial for the resilience and effectiveness of emergency medical services in California. EFD, however, reports a robust local hiring process for both new EMTs and Paramedics with a built-in career path to Firefighter/Paramedic and is a leader in modern recruitment efforts among their peer agencies.

EFD's ambulance staffing model includes one dual-role Firefighter/Paramedic and one non-safety EMT or one non-safety Paramedic. Each fire apparatus, engine, truck, and ambulance staff at least one paramedic daily. The efficiency of deployable resources is found in the fact that an ALS provider (paramedic) arrives as early as the first fire unit on the scene. As mentioned, there is no panacea when it comes to ambulance staffing models. To that end, agency administrators evaluate the data to determine what ambulance model is efficient and effective in deploying fire-based EMS resources with the goal of early ALS medical intervention by ensuring resources are strategically located throughout the city and quick transport times to local area hospitals. Since Escondido is a full-service City surrounded by progressive communities, many nearby hospitals can be found, thus strengthening the efficiency and effectiveness of EFD's ambulance transportation service and overall EMS response and delivery. The following figures illustrate ambulance response times and transport times to area hospitals.

**Figure 56: Ambulance Response Times Percentages (2023)**

Response Times	RA131	RA132	RA133	RA135	RA137
4 Minutes or less	21.4%	28%	10.7%	16%	21.8%
5 Minutes	18.3%	21.3%	14.2%	12.2%	19.7%
6 Minutes	19.8%	17.1%	20.5%	15.3%	20.2%
7 Minutes	15%	10.7%	17.9%	15.1%	13.8%
8 Minutes or more	25.5%	22.9%	36.7%	41.4%	24.5%
<b>Total Calls:</b>	<b>3,509</b>	<b>2,777</b>	<b>2,230</b>	<b>2,330</b>	<b>3,122</b>

**Figure 57: Ambulance Transportation Times—90<sup>th</sup> Percentile (2023)**

Based on the data analysis of this study, EFD ambulances averaged in 2023, a transport time of 19 minutes from arrival on scene to arrival at a hospital facility with a patient.

## Ambulance Transportation Services Cost Analysis

### Personnel Cost Analysis

Most EMS delivery systems are similar when it comes to personnel costs. Employee costs, including salaries and benefits, are the most significant contributing factor to any system's costs. A change in hourly or yearly compensation for EMTs and Paramedics who typically staff EMS systems can drastically affect the overall cost recovery available to the system.

Understanding the costs associated with staffing is very straightforward, but each system's staffing requirements are unique. Typically, a 24-hour ambulance requires six full-time personnel working a regular fire department schedule. A 12-hour ambulance system requires eight full-time employees to have the same coverage. The personnel costs below are based on Escondido's current staffing configuration of one safety Firefighter/Paramedic and one non-safety EMT or non-safety Paramedic on each of their five ambulances that operate 24 hours a day.

Based on Escondido's current staffing model and personnel costs provided by the City (FY 23 Budget), it costs an estimated \$3,753,800 to staff the five ambulances annually. The following figure outlines these costs. This equates to \$750,760 per ambulance each year.

**Figure 58: Ambulance Staffing Costs**

Position	Salaries and Benefits	Constant Staffing Overtime	Total Personnel Costs
Firefighter/Paramedics (safety)	\$2,143,023	\$753,822	\$2,896,845
EMT/Paramedics (non-safety)	\$796,255	\$60,700	\$856,955
<b>Totals</b>	<b>\$2,939,278</b>	<b>\$814,522</b>	<b>\$3,753,800</b>

### Equipment and Supplies Cost Analysis

Equipment and supply costs can vary based on a system's dynamics and call volume. Some basic costs are typical in the industry for an EMS system, specifically an ambulance transport system. The most significant costs, not including vehicles, are primarily with cardiac monitors, CPR devices, gurneys, and ALS and BLS supplies. The following figure gives an example of these costs from other similar systems in California. These costs are estimates only and can vary depending on the area, contracts, call volumes, and manufacturers. Where appropriate, these costs are depreciated over a five-year period.

**Figure 59: Equipment & Supply Costs**

Item	Estimated Cost per Ambulance per Year	Total Costs
Cardiac Monitors	\$8,000	\$40,000
CPR Devices	\$3,000	\$15,000
Gurney	\$5,600	\$28,000
Medical Supplies	\$87,600	

**Vehicle Cost Assessment**

Vehicle costs depend on the manufacturer, type, extras, and contracts. Escondido is encouraged to work with their finance department to secure the best price for these higher-cost vehicles. In estimating the life span of ambulances, AP Triton typically uses five years of service for a frontline unit. After five years of frontline service, the unit can be placed in reserve based on overall unit conditions. EFD is encouraged to work closely with their City yard to determine a realistic lifespan/replacement plan for each unit. The following figure displays some basic cost estimates for ambulance operating costs as estimates only. The costs have depreciated over a five-year span where appropriate and are estimates of similar systems in California.

**Figure 60: Ambulance Operating Costs**

Item	Estimated Cost per Ambulance per Year	Total Costs
Ambulance Vehicle Costs	\$50,000	\$250,000
Ambulance Insurance	\$2,500	\$12,500
Fuel/Maint./Mech./Licensure	\$40,000	\$200,000
Data Connections	\$1,200	\$6,000

## Technology and Support Services Evaluation

Technology has been responsible for some of the most significant changes in EMS over the last decade. Introducing new technology in Cardiac monitoring, Automatic Chest Compression Devices (ACCDs), and Electronic Patient Care Reports (ePCR) are just a few of the most significant changes in recent years. With the introduction of Artificial Intelligence, these systems could see additional changes over the next few years. Technology costs are charged department-wide, not directly to the EMS program. Therefore, technology costs were allocated using the following methodologies: Telecommunications and Network & Systems Administration costs were applied based on the proportion of EMS FTEs to total EFD FTEs. Radio Communications charges were applied based on the proportion of EMS vehicles to total EFD vehicles.

Support costs include a professional services agreement for a Medical Director, a full-time EMS Program Coordinator, and 0.50 FTE of a Fire Division Chief. Together, these positions and independent contractors provide medical direction, quality assurance, and management oversight of EFD's EMS Program.

Dispatch Services were provided by Escondido Police and Fire Dispatch. Though the City of Escondido did not directly charge EFD for these services, the proportionate share of costs equated to \$866,629 for the Fire Department in FY 2023. In future years, North County Dispatch Joint Powers Authority (North Comm) will provide fire and EMS dispatch services to EFD at an annual cost of approximately \$1.2 million. If approximately 78% of all calls are medical in nature, annual dispatch costs attributed to the EMS Program, going forward, will be approximately \$936,000.

For billing services, EFD contracts with Wittman Enterprises. Current contracted costs are 4.5% of net collections, not to exceed \$275,000 per year.

The following figure outlines EFD's technology and support services costs.

**Figure 61: Technology and Support Services Costs**

Item/Position	Estimated Cost Year
Telecommunications	\$15,015
Network & Systems Administration	52,135
Radio Communications	40,146
Medical Director (Contractor)	20,800
EMS Program Coordinator	97,651
Division Chief (0.50 FTE)	129,238
Dispatch Contract	1,200,000
Billing Contract (Wittman)	275,000
<b>Total Technology and Support Costs</b>	<b>\$1,829,985</b>

### Liability Cost Analysis

There are many potential liabilities associated with the provision of EMS. One such liability is the potential for employee injuries and illnesses while carrying out EMS-related duties. Workers' Compensation costs of approximately \$262,474 are included in the personnel costs outlined in Figure 58. Additionally, due to the nature of EMS, there is a large potential for lawsuits arising from allegations of negligence, insufficient/improper training, or deficiencies in patient care. For these reasons, EMS training and quality assurance programs are critical to reducing liability. The allocated annual costs for both general liability and property insurance are \$139,876.

**Figure 62: Liability Costs**

Item/Position	Estimated Cost per Year
General Liability and Property Insurance	139,876
<b>Total Liability Costs</b>	<b>\$139,876</b>

## Total Cost Summary

The following figure summarizes all the previously discussed costs to provide annual estimates of the EFD's ambulance transportation system.

**Figure 63: Total Annual Ambulance Transportation Costs**

Cost Category	Total Annual Cost
Ambulance Staffing	\$3,753,800
Equipment and Supplies	521,000
Ambulance Operating Costs	468,500
Technology and Support	1,729,985
Liability Costs	139,876
<b>Total EFD Ambulance Transportation Costs</b>	<b>\$6,613,161</b>

## Ambulance Fee Study Considerations

### Fee Structure Methodologies

As noted previously in this report, EFD's EMS Program operates at an annual cost of \$10,826,970. In addition to the expenses listed in Figure 63, total EMS Program costs include the costs to staff each engine and truck with one Firefighter/Paramedic daily. This does not include fire suppression costs, which, if allocated to the EMS Program based on call volume and time on task, would equate to significant additional costs. This section explores the revenue side of EFD's EMS Program, with special attention to billing and collections, the current payer mix, and overall system valuation. EFD has not adjusted its Ambulance Transport Fees since 2016 and has asked AP Triton to make recommendations for these fees.

### Current Cost Recovery Policies

EFD does not have written cost recovery policies regarding ambulance billing. These services are contracted to Wittman Enterprises (Wittman). In discussions with EFD's Wittman representative, the following information was obtained relative to the billing and collections process:

- Disputes regarding ambulance bills are directed to Wittman, who then forwards it to EFD for review and resolution.
- Wittman LLC will consider economic hardships. If granted, the amount due is not reduced or written off; rather, a payment plan is established.
- Regarding collections, after all avenues for billing are exhausted, Wittman sends the account back to EFD for collection. This is done through the City's collections contractor.



## Fee Amounts

### Demographics of the Healthcare Payer Mix

The sustainability of the healthcare system is dependent upon the payer mix within any given geographic location. More specifically, for the Emergency Transportation System, the payer mix, and the number of transports will determine the sustainability of the overall healthcare system. Understanding how the payer mix impacts reimbursements will allow for the determination of the system's value. With the payer demographics determined, an estimate of reimbursement can be made. There are four primary cost centers for reimbursement of medical charges by responding agencies: Medicare, Medicaid (Medi-Cal in California), commercial insurance, and private pay (self-pay or uninsured). Each demographic component will have a different percentage of participants, and the number of system users from each component will determine the potential reimbursement that can be realized. For instance, if a system had a heavy concentration of people with commercial insurance, the projected cost recovery would be higher than without insurance. A breakdown for each major payer is further detailed below:

- **Medicare:** The primary health care coverage for persons over 65.
- **Medicaid (Medi-Cal in California):** A component of the federal Medicaid program that is provided for qualified individuals and families (primarily low-income at 138% of the national poverty level).
- **Commercial Insurance:** It is Commonly associated with benefits provided by employers to their employees but may also be purchased independently.
- **Private Pay:** Generally, it applies to those without insurance or who elect to self-pay for services.

Numerous subcategories used for reimbursement, such as workers' compensation, liability, and auto insurance, are within these categories, which will not be discussed in this report but are typically included in Commercial or Medicare rates for reimbursement.

### Medicare

Medicare typically makes up the most significant portion of a system's payer mix because it covers everyone over 65 by federal law. In Escondido, Medicare holds the top spot, with 54% of the transported patients having some form of Medicare. There is a cap on what can be billed for Medicare patients, and currently, that cap is \$652.00, which Medicare usually pays 80%, or a total of \$521.60. An additional co-pay usually can be collected at about a 30% rate from the patient or via supplemental insurance. This means that if a system average charge for service is \$2,000, Medicare will pay \$521.60 (plus mileage), and the patient will have a small co-pay of about \$130.00. If the system were to charge \$5,000, the payments and co-pays for the patient would be the same, so most rate increases by the EFD would not affect this payer mix.

### Medi-Cal

Medicaid or Medi-Cal in California is the insurance designed for those who live under the federal poverty line or with significant disabilities. Some elderly people can have Medicare and Medicaid insurance, called Medi-Medis. Like Medicare, there is a cap on what Medicaid will pay regardless of what is charged; that amount currently is about \$118.00. Fortunately, additional federal enhancements are offered, bringing the reimbursement to over \$1,100 for public ambulance transport entities. This program will be discussed later in this section. Medi-Cal is the second most significant portion of the patients transported in Escondido, with a percentage of 26%.

### Commercial Insurance

This payer mix category comprises those with medical insurance through employment, private purchase, or other means. Commercial insurance typically does not dispute the fees for ambulance transportation and first response. For this reason, reimbursement is estimated at 80%. Commercial insurance pays a usual and customary payment based on what is charged. For instance, Escondido has an average ALS transport charge of \$1,800 which most commercial insurance will pay at least 80% or \$1,440. If the City were to raise its rates by 5%, it would see an estimated \$138,450 in additional cost recovery annually.

### Private Pay

This payer mix category comprises those who do not meet the threshold needed to receive Medi-Cal or who have failed to apply and do not have commercial insurance. Because this group includes a wide population range, it will consist of those with minimal income and well above-average income levels. In the past, the most common demographic was those employed by smaller companies that did not provide insurance to their workers or those who were self-employed. As a result, this payer mix comprises those who can afford the total ambulance transportation costs and first responder fees and those who cannot afford to pay any part of the fee. Within those parameters are those who can afford to make payments and agreements to take a settlement for a partial amount.

Because this group comprises such economic diversity as a combined group, it is typical to see an aggregate reimbursement rate of 5% of the complete collection for this payer mix. However, with the implementation of the ACA and Covered California, this demographic is continuing to transition to the insured category. The impact on the overall collection rate is still unknown as many of the plans through Covered California have higher deductibles.

The following figure shows EFD's estimated payer mix and transport volumes, utilizing 2023 information provided by Wittman.

**Figure 64: Calculated Transports and Payer Mix**

Cost Center	Percent of Transports	Number of Transports
Medicare/Medicare HMO	54%	5,983
Medi-Cal/Medi-Cal HMO	26%	2,881
Commercial Insurance	10%	1,108
Private-Pay	10%	1,108
<b>Total</b>	<b>100%</b>	<b>11,080</b>

## Collections Processes

Numerous factors impact the value of an EMS system. The monetary value of the system essentially refers to how much revenue can be recognized from the given number of transports in the system. There are no special or secret methods for collecting payment from an EMS system. A fixed amount of money is available to all providers regardless of their public or private status; this is often called the cap. There is some disparity in the revenue collected amongst various providers because of two main areas: billing and collections. Some agencies are better at procuring monies in these areas than other agencies. Often, an agency bases its success on its collection rate. However, this is an inaccurate method for evaluating success since collection rates are just one aspect of the successful management of a system. Key factors affecting the success of billing and collections are the billing policy, collections policy, transport rates, documentation accuracy, billing contractor's level of effort, number of transports, and the payer mix.

The value of Escondido's system will be based on several items the EFD controls and a few items they do not. The City can control and manage the following items dealing with system valuation:

- Billing Policy
- Collection Rate
- Transport Rates
- Documentation
- Billing Collector's Level of Effort

The City does not have control over the following items that make up the total value of the system:

- Number of Transports
- Payer Mix

AP Triton has considered all seven items when determining the system's total valuation. A question commonly asked is, "Can the system's value be changed or increased?" The answer to this question is yes. Maximizing the efforts EFD can control can significantly increase the cost recovery available in the system. For example, if EFD elects to increase the average transport charge in the system, it could translate into additional annual cost recovery. With an estimated 10% in commercial insurance transports, the system in Escondido is heavily affected by the increase or decrease in average charges.

### Billing Policy

Establishing a billing policy is one of the primary steps a provider needs to accomplish to get the most monetary value from the system. When a service is provided, there is an assumption that there will be a charge. Numerous factors will determine what is included in the patient billing policy—the more aggressive the billing policy, the more potential to collect. There are, however, areas with a fixed rate attached, which will create a fixed cap on the maximum potential collections available within the system. There will also be a set number of calls for service in each period; therefore, adding additional ambulances to the system does not equate to being able to respond to more calls or transport more patients. The expectation is that all the patients who request to be transported or whose medical condition requires it will be transported. There will be fluctuations in the call volume, but significant or seasonal changes in call volume are predictable. Based on the last four years of transport data from American Medical Response (AMR) nationwide, there is an expectation that there will likely be an annual increase in calls for service. This trend is also expected to play out in the City of Escondido. Reimbursement for some services based on the number of calls is relatively established and forecastable. It should be noted that an increase in call volume does not reflect a direct correlation to the rise in revenue. The billing policy areas determining payment are collection policy, transport policy, documentation accuracy, billing contractor level of effort, and understanding of Escondido's payer mix.

### Collection Policy

The collection policy is the most significant aspect of the collection process, affecting the revenue stream. Federal regulations that control billing require that every patient receive a bill for services rendered to prevent what is known as "cherry-picking," where only specific groups of patients are billed. How aggressive a company is with collecting those bills is a matter of business philosophy. Most private ambulance companies and hospitals have aggressive collection policies, while many public ambulance providers have less aggressive policies. The reason for this disparity is simple: private ambulance companies are in the business of generating revenue or profit. Sending patients to collections or placing them on a rigorous payment plan is the standard operating procedure for these companies. Conversely, political considerations and public relations concerns must be addressed in the public sector because most patients will also be taxpayers. A simple formula to consider is this: once the collection effort reaches a point where the return in either money or political consequences is less than the monetary gain, the collection process should cease.

### Transport Rate

Determining the transport rate is a critical factor for any provider. This is the rate charged to every patient regardless of insurance status or ability to pay, and it is a standard billing practice required in the industry.

The percentage of transport to total responses also directly impacts the transport revenue receivable. Fewer transports result in less revenue, and with the current overcrowded healthcare system, constantly transporting the patient is not the most prudent thing to do. As a public provider, Escondido does not have a profit margin to maintain like a private company, but it must maintain a sustainable system.

For illustrative purposes only, the non-transport of a single patient daily can cost a city hundreds of thousands of dollars. For example, if two ambulances in the system facilitate one non-transport for various reasons each shift, this equates to 730 non-transports per year. Using Medicare rates without a co-pay (estimated at \$522) results in over \$380,000 annually in lost income. There will always be a percentage of calls that will not result in transport—this is to be expected and can be projected as a percentage of the overall call volume.

Transport cost recovery is a large part of managing an efficient and cost-effective system but is not typically part of an organization's core values. The revenue accumulated by transport should be secondary to the responder's sound judgment and trained expertise. The pressures of "wanting" or "not wanting" transport based on anything other than health needs can create public distrust if organizational transparency is questioned.

Many items can be charged for emergency transport to the hospital. These items and procedures are handled differently depending on the payer involved. For instance, the following figure shows a list of items that are estimated as allowable charges by Medicare and Medi-Cal which are reimbursable when billed.

**Figure 65: Medicare and Medi-Cal Allowable Charges**

Item	Medicare Allowable	Medi-Cal Allowable
ALS Rate	\$581.26*	\$1,158.10
BLS Rate	\$489.48*	\$1,158.10
Mileage	\$8.71	\$3.19
Oxygen	\$0	\$8.89
EKG	\$0	\$14.46
Night Charge	\$0	\$8.89

\*This amount adds additional fees charged for mileage.

Although only a portion of what is billed by EFD is an allowable charge, due to insurance negotiated rates, this should not prevent EFD from increasing its charges or expanding the things it charges to improve sustainability. The permissible charges by Medicare and Medi-Cal only tell a portion of the story. Commercial Insurance is critical in most systems when creating a sustainable transport model. The percentage of commercial insurance transport in EFD's EMS system is an estimated 10%, and increasing the average charge in the system could bring the City increased cost recovery without impacting elderly or low-income residents.

### Documentation

Documentation using ePCR system also significantly affects a provider's collection rate. Unfortunately, many transport agencies do not prioritize training on proper documentation as forcefully as needed to record patient assessment activities and the treatment paramedics provide accurately.

Appropriate documentation also captures the correct reimbursement rate and supplies used for billing. Reimbursement, mainly through Medicare and Medi-Cal, is based upon the patient's needs and is not reimbursed because a patient desires transport to the hospital. In other words, too many calls that should have been billed for and paid at an ALS rate are often reimbursed at the much lower BLS rate. Accurate documentation can, and usually does, result in a substantial increase in revenue where ALS service is already being provided. To illustrate, if only one ePCR per day was adequately documented and otherwise denied due to improper documentation by Wittman, the provider could realize \$150,000 to \$300,000 of additional revenue annually. While this may be a relatively small increase compared to the overall revenue collected, this amount alone would cover the cost of at least one full-time paramedic. With the introduction of the electronic patient care report, billing companies can have instant access to patient records, and billing can be streamlined in ways that were not possible 10 years ago. One of the challenges of contracting for first responders and ambulance services is the difficulty in overseeing both when it comes to documentation. Escondido must rely heavily on its billing agency's feedback to ensure the correct documentation is done. AP Triton has identified several things commonly missing in field documentation from other agencies in the State. Although this does not necessarily translate into missing revenue, it can delay reimbursement, sometimes by months.

- Missing patient signatures.
- Medical necessity for ambulance transport.
- Transport mileage.
- Use of billable items or procedures.

With an ePCR, paramedics complete and upload patient reports into the system while still in the field. This seamless and timely process enables third-party billers or provider's staff to access billing information immediately. Given the importance of documentation, Escondido must utilize and refine its documentation compliance program as the service model is updated and modernized. AP Triton strongly advises the City to consider the importance of creating a full-time or part-time RN position to oversee the administrative responsibilities for all EMS billing activities, including:

- ePCR quality assurance reviews.
- Ensure compliance with billing policies.
- Public Provider-Ground Emergency Transport (PP-GEMT) program.



Additional information on this recommendation to add a full-time or part-time RN position can be found in the EMS Program study recommendations.

### **Billing Contractor's Level of Effort**

Ambulance billing contractors are crucial in the revenue cycle management of EMS providers and local governments. Defining and understanding the effort expected from these contractors is essential to ensure efficient and effective ambulance billing processes.

Ambulance billing contractors should provide a comprehensive range of services related to ambulance billing, including data entry, claim submission, insurance verification, coding, claim follow-up, and appeals. Claims should be processed promptly and accurately to insurance providers, including all necessary information and documentation to facilitate efficient processing. Regular quality assurance checks and audits should be conducted to ensure accuracy. Contractors should maintain open and effective communication channels with the EMS provider and local government, respond to inquiries, and promptly address concerns.

Public providers use two standard billing methods for EMS or First Responder Fees. The first is to use a third-party billing company that manages billing on behalf of the provider. The second is to complete billing with "in-house" personnel at the City. Each of their ability to collect depends on several factors—the most significant being the billing policy outlined above. A relaxed or vague billing and collection policy will result in less revenue collection. Should a city contract with a third-party billing company, the expense should be included in the direct costs of the services.

Most third-party billing companies base their fees on a percentage of the monies they collect; however, some may charge based on a fixed rate for each bill submitted. Should a provider have a billing and collection policy or procedure that allows a reduced amount to be collected, the third-party billing agency may negotiate to charge a higher percentage rate to cover its profit margin. Escondido contracts with Wittman Enterprises, LLC, with a percentage-based system. At a 4.5% charge for billing, Escondido pays approximately \$275,000 per year in fees to Wittman.

A fixed and finite amount of money is available in the EMS system, and many variables influence a provider's ability to collect revenue. Establishing policies, training personnel, and closely monitoring the ambulance delivery system will pay forward in collecting revenue. The advertised percentage of collections by billing companies is irrelevant because it does not address all the facets of successful billing.

The effort expected from an ambulance billing contractor is critical to the success of Fire and EMS providers and local governments in managing their finances effectively. A thorough policy should outline the scope of services, timeliness, accuracy, and other factors contributing to a successful billing process. A strong partnership between the contractor and the local government EMS provider is vital to achieving the best possible outcomes in ambulance billing.

### Current EMS Fees

Service charges are factored into the current EFD rates, as shown in the following figure. To attain an average patient charge, AP Triton uses half the oxygen charge and an average transport mileage of five miles for each transport to calculate these figures.

**Figure 66: Current EFD Average Transport Billing**

Fee Description	Fee Amount
Base Rate—ALS	\$1,668.00
Base Rate—BLS	\$1,668.00
Oxygen at 50%	\$40.00
Mileage at 5 miles/Transport	\$92.50
<b>Total Average Charge per ALS Transport:</b>	<b>\$1,800.50</b>
<b>Total Average Charge per BLS Transport:</b>	<b>\$1,800.50</b>

### Value of the Current System

The following figure outlines the value of EFD's ambulance transportation, factoring in the current fee structure and amounts that are collectible for each cost center.

**Figure 67: EFD System Value with Current Fees**

Cost Center	% of Calls	Gross Billing	Adjustments	Net Collections
Medicare/Medi-care HMO	54%	\$10,772,752	(\$7,786,441)	\$2,986,311
Medi-Cal/Medi-Cal HMO	26%	5,186,880	(1,850,626)	3,336,254
Commercial Insurance	10%	1,994,954	(398,991)	1,595,963
Private Pay	10%	1,994,954	(1,895,206)	99,748
Totals	100%	19,949,540	(11,931,264)	8,018,276
Medicare Co-Pay				234,063
(PP-GEMT Payments)				<b>(1,192,421)</b>
<b>Total System Valuation</b>				<b>\$7,059,918</b>

The total system valuation of \$7,059,918 in the preceding figure includes a very conservative 30% collection on Medicare co-pays in an annual amount of \$234,063. This valuation also includes the greater reimbursement from federal programs unavailable to private ambulance service providers, through the Public Provider Ground Emergency Medical Transportation Program Intergovernmental Transfer (PP-GEMT/IGT) Program as well as the costs associated with program participation.

### Fee Survey

As part of this study, AP Triton conducted an informal fee study of Fire/EMS agencies in San Diego County. The following figure compares the average current County transport rates with EFD, in terms of ALS, BLS, oxygen, and mileage charges. In addition to the agencies in the figure, Vista, Coronado, and Poway were also surveyed. However, since their fees were well outside the average on the low end (Vista and Coronado) and the high end (Poway), their information was not included in this analysis.

**Figure 68: Survey of Ambulance Transport Fees in San Diego County**

Fire/EMS Agency	ALS Base Charge	BLS Base Charge	Oxygen	Mileage
EFD	\$1,668	\$1,668	\$80	\$18.50
San Diego City	2,945	2,380	135	43
Chula Vista	2,800	2,800	105	42
Oceanside	2,310	1,860	50	38
Carlsbad	2,600	2,600	121	41
El Cajon	2,894	1,478	(not available)	52
San Marcos	2,306	1,846	73	34
<b>Average Rate Charge Differences (Excluding EFD)</b>	<b>2,642</b>	<b>2,161</b>	<b>97</b>	<b>42</b>

As indicated in the previous figure, EFD's fees are significantly lower than those of neighboring agencies. EFD's current ALS fees of \$1,668 are \$974 below the average of \$2,642, while EFD's BLS fees, also at \$1,668, are \$493 below the average of \$2,161. EFD's rates charged for oxygen are \$17 lower than average, and current mileage is significantly lower, by \$23 per mile.

As noted in the EMS Overview section of this report, EFD's total annual EMS Program costs are \$10,826,970, while net Program revenue is \$7,059,918.<sup>11</sup> AP Triton recommends that EFD increase their ambulance transport fees, specifically transport fees for base charges for ALS and BLS, oxygen, and mileage charges to better cover their costs.

### Five-Year Revenue Projections

The following figure provides estimates of an immediate 10% increase to the base rate for ambulance transport. AP Triton also recommends that EFD increase their mileage charges from \$18.50 to \$40.00 per mile and oxygen use charges from \$80 to \$100 per transport. Additionally, annual adjustments to the fees should be based on the USCPIMC Index, which reflects the year-over-year change in the healthcare component of the U.S. Consumer Price Index (currently estimated at 4%). As noted previously in the report, the average transport billing amount includes the base rate, 50% of oxygen costs, and an average mileage of five miles per transport. Because commercial insurance only comprises 10% of EFD's payer mix, the impact of the fee increase is not great. However, the recommendations noted above would bring EFD's ambulance transport fees closer to the average of surrounding fire agencies in San Diego and would help to improve cost recovery for the EMS Program. This figure does not account for the addition of EKG fees and Night Charges, which are discussed in the next section as additional revenue recommendations.

As noted in the following figure, with fee increases based on the above recommendations, the estimated value of the system could increase by approximately \$513,000 by 2028.

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<sup>11</sup> These costs are significantly higher than those outlined in Figure 63, as they include direct and allocated costs associated with Firefighter/Paramedics who staff fire suppression apparatus and are also part of the EMS delivery system.

**Figure 69: Estimated Five-Year System Value (2024–2028)**

Year	Average ALS/BLS Transport Billing	Estimated System Value	Annual Increase in System Value
<b>2024 (Current)</b>	\$1,800.50	\$7,059,918	
<b>2025</b>	\$2,084.80	\$7,327,672	\$267,754
<b>2026</b>	\$2,168.19	\$7,406,211	\$78,539
<b>2027</b>	\$2,254.92	\$7,487,891	\$81,680
<b>2028</b>	\$2,345.12	\$7,572,838	84,947

Additionally, AP Triton recommends that EFD consider implementing both an EKG fee and a Night Charge. The EKG fee would be assessed on all ambulance transports in which personnel assess patients using an EKG. EKG fees of surveyed California cities ranged from \$20 to \$130, with an average of \$56.19. An EKG fee of \$55 is recommended. A Night Charge would be assessed on all calls between the hours of 7:00 p.m. and 7:00 a.m. Night Charges assessed by California agencies range from \$30 to \$130, with a state-wide average of \$80.77, and a San Diego area average of \$68.49. A \$70 Night Charge is recommended.

The EKG and Night Charge could either be added to the base transportation rate or charged as separate fees. There are advantages and disadvantages to each of these options. First, if these fees are added to the base rate, then Medi-Cal will not provide reimbursement, since their reimbursement rate is capped at \$1,158.10 per transport. This would reduce the impact of the fees by over \$31,000. However, if the fees are charged separately, there is the possibility that commercial insurance providers would not pay the fees, potentially reducing a portion of the nearly \$53,000 that could be realized from this payer. The figure below displays the potential amount that could be recovered by the addition of an EKG fee and a Night Charge if billed separately.

**Figure 70: Estimated Revenues with addition of Night and EKG Charges**

Cost Center	EKG Charge(\$55)	Night Charge (\$70)	Combined Revenue
Medicare/Medi-care HMO	\$0	\$0	\$0
Medi-Cal/Medi-Cal HMO	18,740	12,806	31,546
Commercial Insurance	21,956	31,024	52,980
Private Pay	1,372	1,939	3,311
<b>Totals</b>	<b>\$42,068</b>	<b>\$45,769</b>	<b>\$87,837</b>

As shown in the previous figure, an annual amount of \$87,837 could be realized through the implementation of an EKG fee and a Night Charge. The EKG fee of \$55 would be assessed on ALS calls in which an EKG was used, estimated to be approximately 45% of all transports. While Medicare does not reimburse for this fee, Medicaid (Medi-Cal) reimburses in the amount of \$14.46 per transport. Commercial Insurance revenue estimates are based on a collections rate of 80% and Private Pay amounts are based on a collections rate of 10%.

A Night Charge of \$70 would be assessed on all ambulance transports between the hours of 8:00 p.m. and 8:00 a.m., estimated to be 50% of all calls. Like the EKG fee, Medicare does not reimburse for a Night Charge, though Medi-Cal reimburses at the rate of \$8.89 per transport. Commercial Insurance and Private Pay revenue estimates are based on the same collections rates that are noted above (80% for Commercial Insurance and 10% for Private Pay). It is recommended that these fees be adjusted annually by the USCPIMC.

The following figure also provides a five-year estimate of the system value. These revenue amounts include the same 10% increase to the base rate, mileage, and oxygen in 2025. However, these numbers differ from the above five-year estimate because they factor the amounts of the EKG fee and Night Charge into the base rate. Additionally, this figure includes separate columns for ALS and BLS fees, since the EKG fee is added to the ALS base rate but not the BLS rate. As noted above, none of the \$31,546 in Medi-Cal revenue will be realized. However, commercial insurance providers may be more likely to pay for a higher bundled base rate and may deny the charges if billed separately.

**Figure 71: 5 Year Revenue Projections with new Charges Structure Implemented**

Year	Average ALS Transport Billing	Average BLS Transport Billing	Estimated System Value	Annual Increase in System Value
<b>2024 (Current)</b>	\$1,800.50	\$1,800.50	\$7,059,918	
<b>2025</b>	\$2,174.80	\$2,119.80	\$7,383,945	\$324,027
<b>2026</b>	\$2,261.79	\$2,204.59	\$7,464,734	\$80,789
<b>2027</b>	\$2,352.26	\$2,292.78	\$7,548,755	\$84,021
<b>2028</b>	\$2,446.35	\$2,384.49	\$7,636,137	\$87,382

## Key Findings

- **Exemplary Ambulance Transportation Services:** Given budgetary constraints, EFD demonstrates a high level of effectiveness and efficiency in its ambulance transportation services, with a commitment to rapid response times and rigorous training, leading to positive patient outcomes and strong community trust.
- **Diverse Staffing Models:** California's EMS agencies, including EFD, have adopted various staffing models, such as the dual-role Firefighter/Paramedic and non-safety EMT configuration used by EFD, to balance resource efficiency with high-quality patient care amidst economic and workforce challenges.
- **Cost Pressures on EMS Services:** Rising personnel costs, particularly due to wage increases, and the challenges of recruitment and retention in the EMS workforce are driving agencies like EFD to adapt their staffing and operational models to ensure sustainable service delivery.
- **Financial Analysis of Ambulance Services:** EFD's current ambulance staffing model costs an estimated \$3,753,800 annually, with additional costs for equipment, supplies, vehicle operations, technology, support services, and liability, bringing the total annual cost to approximately \$10.8 million.
- **Impact of Medicare and Medi-Cal:** The majority of EFD's ambulance transports are covered by Medicare and Medi-Cal, which have fixed reimbursement caps, significantly impact the revenue recovery potential and necessitate careful consideration in fee structuring.
- **Under-Collection of Fees:** EFD's current ambulance transport fees are significantly lower than those of neighboring agencies, resulting in a system valuation that falls short of covering the full costs of the EMS Program. Increasing fees could enhance cost recovery.
- **Technology and Support Costs:** The adoption of advanced technologies, such as electronic patient care reports (ePCR) and AI-driven systems, along with essential support services, represents a significant but necessary investment for maintaining high standards in EMS delivery.
- **Billing and Collections Efficiency:** The efficiency of EFD's billing and collections processes is crucial to maximizing revenue, with potential improvements in documentation accuracy and billing practices identified as opportunities for increased cost recovery.

## Strategies & Recommendations

### Ambulance Services Options & Strategies

In this section, AP Triton provides recommended options and strategies for updating and/or implementing ambulance service fees. These recommendations are designed to enhance the financial sustainability of ambulance services while ensuring alignment with local needs, regulatory requirements, and best practices. By carefully considering each option, AP Triton aims to provide actionable strategies that can be effectively integrated into the broader emergency medical services framework.

#### Recommendation II-1: Increase the Charges for Ambulance Transportation Services

**Description:** AP Triton recommends that EFD consider a rate increase in the overall charges for ambulance transportation services. Current patient charges are significantly lower than those in surrounding communities, across San Diego County, and below the statewide average. The proposed changes include:

- An immediate increase to \$2,700.00 in both the base ALS and BLS rates, effective January 1, 2025.
- An increase in mileage charges to \$40.00 per mile.
- An increase in oxygen charges to \$100.00 per transport.
- Implementation of automatic annual increases based on the USCPIMC.
- Implementation of a \$55 EKG Charge per transport.
- Implementation of a \$70 Night Charge per transport.

Consideration of the historical payer mix, which limits the impact of rate increases primarily to commercial insurance, historically accounting for 10% of the payer mix.

**Outcome:** The proposed rate adjustments will improve cost recovery and align EFD's ambulance transport fees with regional standards and increase revenues as estimated and outlined in Figure 71.

**Estimated Cost:** No direct cost is associated with implementing these rate increases. However, potential revenue gains are detailed in Figure 71.



## Additional Cost Recovery Opportunities & Strategies

In this section, AP Triton provides additional cost recovery opportunities available to the EFD. By exploring diverse avenues for financial optimization, AP Triton suggests strategies aimed at maximizing revenue potential without compromising service quality. These strategies are customized to align with the department's goals and operational realities, ensuring a sustainable and effective approach to cost recovery.

### Recommendation II-2: Consider Implementing a First Responder Fee (FRF)

**Description:** AP Triton recommends EFD consider implementing a First Responder Fee to recover costs for EMS, rescue, and extrication services provided outside of ambulance transport situations. The FRF should reflect the actual costs of providing these services, including dispatch, personnel, apparatus, equipment, and supplies. An initial estimate suggests a \$400 FRF, consistent with fees charged by other California fire agencies. Additionally, AP Triton recommends that EFD consider implementing an FRF Fee Waiver Policy, based on ability to pay, that outlines how and when the FRF should be waived.

**Outcome:** The implementation of a \$400 FRF could generate an estimated gross revenue of \$5,245,600 based on 2023 EMS incidents, with a conservative collection rate of 10% because neither Medi-Cal nor Medicare will reimburse for this charge, and many private payers will also not pay, leaving commercial insurance as the main payer for this reimbursement leading to a net revenue of approximately \$524,560. The following figure outlines potential annual revenue from the implementation of a FRF.

**Figure 72: Proposed Annual FRF Revenue**

2023 EMS Incidents	Gross Revenue	Revenue (Assuming 10% Collection Rate)
13,114	\$5,245,600	\$524,560

**Estimated Cost:** The cost of implementing an FRF will involve initial setup and calculation of the fee structure, which AP Triton could assist with in the future. Revenue from the FRF is estimated to generate \$524,560 annually based on a 10% collection rate.

### Recommendation II-3: Consider Implementing a Vehicle Accident Response Fee (VAF)

**Description:** AP Triton recommends EFD consider implementing a Vehicle Accident Response Fee (VAF). This fee, which many California fire agencies charge, is assessed to vehicle operators who are responsible for traffic collisions on the city's streets and highways. Vehicle accidents require a significant response from fire agencies, who provide services such as clearing the roads of debris, vehicle parts, and hazardous materials, such as motor oil and other fluids. The VAF would cover a portion of response costs associated with these services.

Like the FRF, the calculation of a VAF is beyond the scope of this study, but AP Triton could assist in this calculation in the future. To provide a general estimate of the potential revenue to be gained by implementing such a fee, a \$400 fee is assumed, which is within the range of those charged by other fire agencies in California.

**Outcome:** The implementation of a \$400 VAF could generate an estimated gross revenue of \$303,200 based on 2023 motor vehicle accidents, with a 70% collection rate leading to a net revenue of approximately \$212,240. The following figure outlines the potential annual revenue from implementing a VAF cost recovery program.

**Figure 73: Proposed Annual VAF Program Revenue**

2023 Motor Vehicle Accidents	Gross Revenue	Revenue (Assuming 70% Collection Rate)
758	\$303,200	\$212,240

**Estimated Cost:** The cost of implementing a VAF will involve initial setup and fee calculation, which AP Triton could assist with in the future. Revenue from the VAF is estimated to generate \$212,240 annually based on a 70% collection rate.

## Other Recommendations

### Recommendation II-4: Enhance Documentation and Billing Practices

**Description:** Accurate and thorough documentation is critical for maximizing revenue, especially in systems reliant on Medicare and Medi-Cal. AP Triton recommends strengthening documentation training for EMS personnel and establishing a dedicated team to oversee documentation quality and billing compliance.

**Outcome:** Improved documentation and billing practices will lead to faster reimbursement, maximization of allowable charges, and reduced delays in revenue collection.

**Estimated Cost:** Costs may include training expenses and potential staffing costs for a dedicated documentation and billing compliance team.

### Recommendation II-5: Optimize Staffing Models

**Description:** With rising personnel costs and recruitment challenges, AP Triton recommends regularly reviewing and optimizing staffing configurations. This may include exploring flexible or tiered deployment models and further integrating technology to relieve strain on high-cost ALS resources.

**Outcome:** Optimized staffing models will help control costs while maintaining service quality, ensuring efficient use of resources.

**Estimated Cost:** Costs may involve staffing analysis and potential investments in technology or alternate response units.

### Recommendation II-6: Leverage Technology for Efficiency Gains

**Description:** Investments in technology, such as ePCR and AI-driven systems, are crucial for maintaining high standards of service. AP Triton recommends continuing to invest in and expand the use of advanced technologies that enhance service delivery and streamline operations.

**Outcome:** Enhanced service delivery and operational efficiency through the integration of advanced technologies.

**Estimated Cost:** Costs will depend on the specific technologies adopted and may include purchase, implementation, and training expenses.

**Recommendation II-7: Reevaluate and Adjust Fee Structure Regularly**

**Description:** AP Triton recommends establishing a mechanism for regular review and adjustment of ambulance service fees based on the U.S. Health Care Inflation Rate (USHCIR) Index. This ensures fees remain adequate and competitive, securing long-term financial sustainability.

**Outcome:** Regular fee adjustments will help maintain financial stability and ensure the continued provision of high-quality services.

**Estimated Cost:** Costs associated with regular fee reviews, potentially offset by increased revenue from adjusted fees.

**Recommendation II-8: Strengthen Cost Recovery Policies**

**Description:** AP Triton recommends developing and implementing comprehensive cost recovery policies geared toward maximizing cost recovery.

**Outcome:** Improved financial health and operational sustainability.

**Estimated Cost:** Costs may include policy development, training, and quality assurance program expenses.

**Recommendation II-9: Collaborate on Vehicle and Equipment Procurement**

**Description:** Vehicle and equipment costs are significant, and effective procurement strategies can lead to substantial savings. AP Triton recommends collaborating with the City's finance and procurement departments and considering cooperative purchasing agreements or partnerships with neighboring agencies.

**Outcome:** Significant cost savings through effective procurement strategies and partnerships.

**Estimated Cost:** Potential cost savings, with minimal additional expenses related to procurement coordination.

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## **PHASE III: COMMUNITY RISK ASSESSMENT-STANDARDS OF COVER**

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## Community Overview

### City of Escondido

The City of Escondido is in a valley in the coastal mountains of Southern California, in San Diego County. Located in northeast San Diego County, Escondido is 13 miles inland from the coast, 30 miles northeast of downtown San Diego, and 100 miles south of Los Angeles. Escondido means "hidden" or "hidden valley" in Spanish. This city offers a rich history, a unique blend of natural beauty, cultural diversity, and a vibrant community. The city has unique characteristics, including history, avocado and citrus groves, beautiful natural landscapes, two lakes, and local attractions such as the California Center for the Arts, a sculpture garden at Kit Carson Park, satellite Mingei International Museum, the History Center, San Diego Children's Discovery Museum, and the nearby San Diego Zoo Safari Park. Throughout the year, Escondido has numerous events, festivals, and concerts for its citizens and visitors.

Native Americans originally inhabited the Escondido area approximately 4,000 years ago. The Spanish established the first permanent settlement in the late 18<sup>th</sup> century to the early 19<sup>th</sup> century. Escondido became part of the Rancho Rincon del Diablo land grant in 1843. In 1850, California became a state, increasing the number of settlers in Southern California. A group of Los Angeles and San Diego investors purchased the grant in 1883 and sold it to the Escondido Company a year later. In 1886, the Escondido Land and Town Company acquired the land grant and developed plans for the valley. The valley was subdivided into small farms and a town site. Escondido was officially incorporated as a city on October 8, 1888.

Escondido experienced slow but steady growth throughout the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. The California Southern Railroad contributed to the city's growth and development, making it easier to transport people and goods. Agriculture has become a significant part of the local economy. The city was known for producing avocados, citrus fruits, and grapes. While agriculture was important, the city has diversified its economy. Escondido has various industries, including healthcare, manufacturing, and technology. Infrastructure improvements and the construction of Interstate 15 helped Escondido grow rapidly as a suburban community. The estimated population from the California Department of Finance in 2023 was 149,799, and the median household income in 2022 is \$77,554.

The City of Escondido is a full-service general law city governed by a five-member city council. The mayor and the city treasurer are elected at large. The city has been divided into four districts, which shall be used for all regular elections of council members, the recall of any council member elected, the appointment of any new council member to fill a vacancy in the office of a member of the Council, and for any special election to fill a vacancy in the office of a member of the Council. The term of office for each council member is four years with staggered terms. The mayor is the presiding officer of the city council, and the city is a successor agency to the Community Development Commission, Mobile Home Rent Review Board, and Escondido Joint Powers Financing Authority.

### San Diego County

San Diego County covers 4,207 square miles of land with diverse urban and rural communities, from coastal beachfront to mountains and deserts. The county's western portion features a coastline along the Pacific Ocean, and the county's eastern side transitions to rolling hills, valleys, mountains, and deserts. It borders Orange and Riverside County to the north, Mexico to the South, Imperial County to the East, and the Pacific Ocean to the West. San Diego County is the fifth most populated county in the United States and the second most populated county in California.<sup>12</sup>

The climate in San Diego County is Mediterranean, characterized by mild, wet winters and warm, dry summers. San Diego County has a diverse topography, leading to various microclimates. Coastal areas have milder temperatures, while inland valleys and mountainous regions can be hotter or cooler depending on the location. This county is prone to wildfires, especially during the summer months. According to the 2020 United States Census Bureau, the population in San Diego County was 3,298,634, the median household income was \$96,974, and the poverty rate was 10.7%.

### Population and Demographics

Population and demographics can influence the type of services provided in a community. The size and density of the population, at-risk population, social conditions, high-risk areas, and housing types can impact the service delivery provided by the Escondido Fire Department (EFD).

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<sup>12</sup> The Journal of San Diego History, 1963.

The population of the City of Escondido can directly affect the service its fire department delivers. The California Department of Finance data shows the city's population was 143,911 in 2010, increased to 151,803 in 2020, and decreased to 149,799 in 2023. The city's population also fluctuates due to commuters and visitors. The population has steadily grown, driven by suburban expansion and regional economic opportunities.<sup>13</sup>

The City of Escondido is known for diversity based on the population's demographics. The ethnic composition includes a mix of Hispanic or Latino residents, White (non-Hispanic) residents, Asian residents, and African American residents, among others. Hispanic or Latino residents constitute a significant portion of the population. Like many cities in California, Escondido has a diverse age distribution. It has a mix of young families, working professionals, and retirees. The median age in Escondido is around the mid-30s, but this can vary across different neighborhoods and communities.

The economy in the City of Escondido is diverse. Industries such as healthcare, education, manufacturing, retail, and hospitality play significant roles. The city has a mix of small businesses and larger corporations contributing to its economic landscape. This vibrant and diverse community has a growing population and a range of cultural, educational, and economic opportunities.

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<sup>13</sup> Note on Population Data Sources: While this report uses U.S. Census Bureau and California Department of Finance estimates for historical population data and applies an exponential growth model to forecast population through 2035, the San Diego Association of Governments (SANDAG) also provides projections for the City of Escondido. A comparison of our forecast and SANDAG's projection shows close alignment over the next decade, with both sources indicating modest population growth. For example, SANDAG projects a 2035 population of 153,726, while this analysis forecasts 153,623—an inconsequential difference of less than 0.1%. The purpose of the population forecast in this report is to inform fire service planning and service demand modeling, rather than to guide land use or housing policy. Both forecasts reinforce the need to plan for increasing service demand, even amid modest population growth.

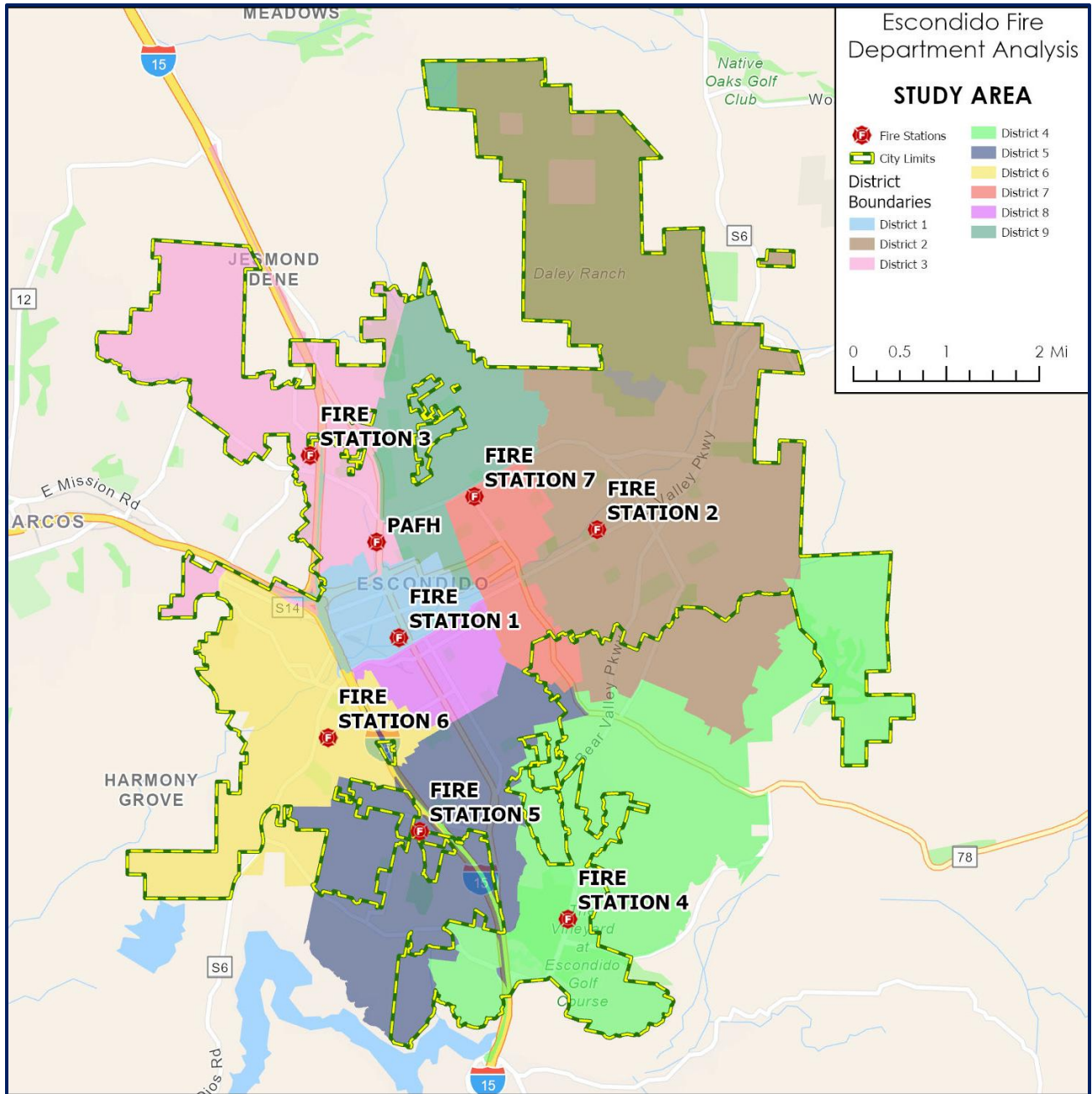


## Department Overview

### History of the Escondido Fire Department

The EFD has a long history of serving the community with duty, courage, honor, and pride. During the 1890s, volunteers protected the City of Escondido using a hand-drawn cart and garden hose to extinguish fires. In 1905, a Volunteer Fire Company was formed, and officers were elected. Escondido purchased its first fire truck in 1914, a Federal Chemical Wagon parked in a garage at the southwest corner of Ohio Avenue and Broadway. In 1924, the volunteer organization was organized into the EFD. The EFD transitioned from a volunteer to a paid fire department in 1930. Throughout the 20th century, the City of Escondido experienced significant population and urban development growth. In 1984, the Rincon Fire Protection District entered into a fire service agreement with the City of Escondido to provide services in the Escondido Valley. Additional fire stations were built and strategically placed to ensure effective response times to accommodate the city's growth. The EFD expanded its capabilities and infrastructure, incorporating advancements in firefighting and technology. The following figure displays the EFD's service area map.

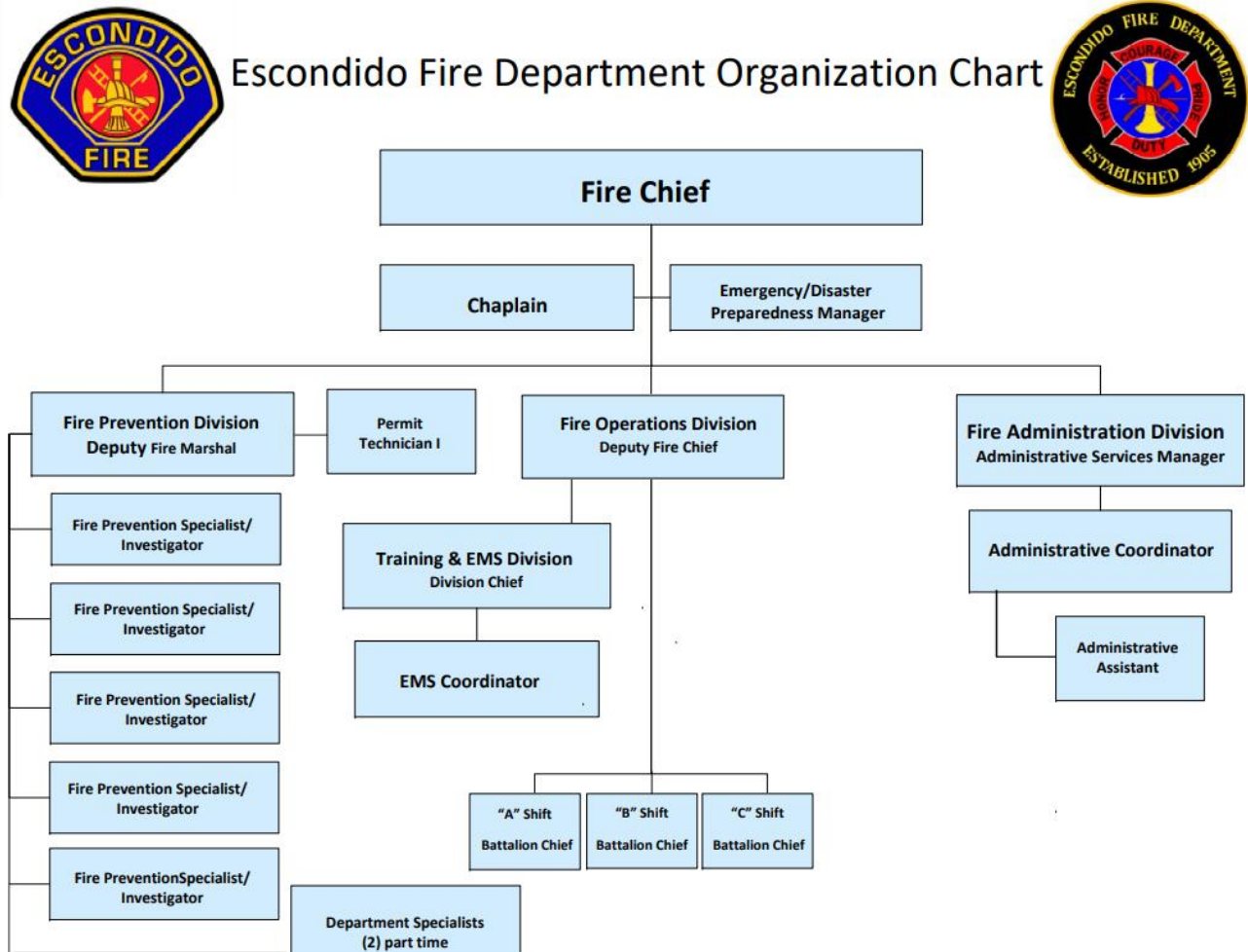
Figure 74: Escondido Fire Department Service Area Map



### Fire Department Organizational Structure

The EFD is led by the fire chief, who manages the leadership of four divisions: Fire Prevention, Fire Operations, Fire Administration, and Training/Emergency Medical Services. The fire chief also oversees Emergency/Disaster Preparedness. The following figure shows the EFD's current organizational structure.

Figure 75: Escondido Fire Department Organization Chart (2025)



As shown in the preceding organizational chart, the deputy fire marshal manages the Fire Prevention Division, which has five fire prevention specialists/investigators, a permit technician, and two department specialists assigned to it. The Fire Operations Division is managed by a deputy fire chief, who manages a division chief and three battalion chiefs. The administrative services manager oversees the Fire Administration Division, which has an administrative coordinator and one administrative assistant. The Emergency Disaster Preparedness Manager is responsible for issues related to emergency management.

### **Staffing and Personnel**

The success of any fire department in fulfilling its obligations and mission hinges upon its ability to actively recruit, manage, and retain sufficient personnel. Maintaining appropriate levels of operational, administrative, and supervisory personnel and effectively allocating resources is paramount to the success of any agency.

The fire service categorizes roles within a department into two groups: administrative and operational. Both groups require adequate resources to accomplish their respective tasks, which enables the department to function optimally. Achieving a balance between administrative and operational areas when allocating resources may be challenging, but it is necessary to ensure adequate staffing levels.

Clear, consistent policies and procedures should be established to manage personnel effectively. This provides the framework for employees to understand their roles, responsibilities, professional development, and growth within the organization.

The staffing levels and deployment of personnel must align with the organization's specific needs and mission. Additional factors such as organizational structure, size, and legal requirements determine the policies and procedures. This section provides an overview of the Escondido Fire Department's staffing structure.

### **Administrative and Support Staffing**

Administrative and support roles have many tasks, often extending to organizational planning, asset management, program evaluation, and overall direction. These functions are typical for staff members in administrative and support positions. Some agencies operate as departments within larger organizations, sharing support responsibilities with other city departments or government agencies.

The fire chief is the department's executive administrator and reports to the city manager. The following positions operate under the fire chief's leadership: the deputy fire marshal, deputy fire chief, administrative service manager, emergency disaster preparedness manager, and chaplain. This structure adheres to established best practices, with the fire chief overseeing five subordinates. Two non-sworn employees are responsible for providing administrative and support services for the EFD. Administrative staff operate during regular business hours—8:00 a.m. until 5:00 p.m., Monday through Friday.

### **Administrative Support**

The EFD operates with non-sworn administrative support and receives support from the city's Human Resources department. Non-sworn personnel assist in developing and managing the budget, accountability of department assets, general office and clerical support, record management, and prevention support. The city's human resources staff provides application and recruitment processing, promotional testing, health, safety, and counseling services, maintains records and reports, and handles disciplinary processes.

### **Fire Prevention**

The EFD Prevention Division provides public education and awareness, vegetation management, plan reviews and checks, permits, comprehensive inspections, fire code enforcement, and fire origins and causes investigations. The deputy fire marshal oversees the division, with five prevention specialists/investigators, a Permit Tech, and two department specialists.

### **Operations Staffing**

Operations personnel are tasked with fulfilling emergency response objectives and also handle additional duties to support the mission. The deputy fire chief oversees the Training and Emergency Medical Services and Field Operations. The Training and Emergency Medical Services Division has a division chief and an emergency medical services coordinator. The Field Operations Division has three battalion chiefs, 24 fire captains, 24 fire engineers, 42 firefighters/paramedics, and 15 non-safety emergency medical technicians, staffing three shifts.

### Staff Allocation

The EFD has an operational staffing level of 0.64 firefighters per 1,000 population served. Comparing the Escondido Fire Department's staffing levels against the most recent data from the National Fire Protection's report states that most or all career firefighters per 1,000 population range from 1.54 to 1.81.<sup>14</sup> This places the staffing levels for Escondido well below the average.

### Firefighter Staff Allocation

Determining optimal operational staffing levels for a fire department is a complex endeavor. Leaders are tasked with assessing potential risks their crews encounter and gauging the acceptable risk threshold within the community. The Escondido Fire Department's operational personnel are distributed evenly across the three shifts, except for the training and emergency medical services division chief, who works on an administrative schedule. Every day, operations personnel staff eight apparatus and one command vehicle out of seven fire stations. Five additional apparatus are cross-staffed based on the incident type and need, specifically during red flag conditions. Each engine has a minimum staffing level of a captain, an engineer, and a firefighter/paramedic. The truck has a minimum staffing level of a captain, an engineer, and two firefighter/paramedics. In the EFD, captains and engineers also have paramedic licenses. The minimum staffing for the ambulances is a firefighter/paramedic and a non-safety emergency medical technician or non-safety paramedic. The EFD's units provide advanced life support, except for the command vehicle. The on-duty battalion chief operates the command vehicle. The deputy fire chief and the training and emergency medical services division chief can respond to incidents for additional incident support.

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<sup>14</sup> NFPA, U.S. Fire Department Profile 2020 (September 2022).

### Staff Scheduling Methodology

The EFD operates out of seven fire stations, ensuring continuous coverage 24 hours a day, 365 days a year. The minimum staffing requirement includes one battalion chief, eight captains, eight engineers, 14 firefighter/paramedics, and five non-safety emergency medical technicians or non-safety paramedics. Each station is equipped with units for fire suppression, mitigating all-hazard incidents, and providing advanced life support. Five of the seven stations have ambulances that transport patients to medical facilities. The EFD participates in mutual and automatic aid with neighboring agencies to reinforce emergency response capabilities when needed. There are three shifts to ensure consistent coverage: A-Shift, B-Shift, and C-Shift. The shift begins at 8:00 a.m. and ends at the same time 24 hours later. The shift works four days for 24 hours, every other day, then four consecutive days off. The shift works four days for 24 hours every other day, then has six consecutive days off.

The following figure provides the staffing allocation for EFD.

**Figure 76: EFD Staffing Allocations**

Position Title	Number of Positions
<b>Administration</b>	
Fire Chief	1
Emergency/Disaster Preparedness Manager	1
Volunteer Chaplain	1
Administrative Services Manager	1
Administrative Coordinator	1
$\frac{3}{4}$ Administrative Assistant	1
<b>Operations</b>	
Deputy Fire Chief	1
Training & EMS Division Chief	1
EMS Coordinator	1
Battalion Chief	3
Captains	24
Engineers	24
Firefighter/Paramedic	42
EMS Single-Role Paramedics	15
<b>Fire Prevention</b>	
Deputy Fire Marshal	1
Fire Prevention Specialists/Investigator	5
Fire Permit Technician	1
Department Specialists - Part Time	2



## Financial Review

### Escondido Fire Department Budget

The City of Escondido operates on a fiscal year from July 1 through June 30. Each May, the City Manager submits a proposed budget to the City Council; the City Council holds budget hearings in June and adopts the final budget before June 30. In addition to the annual operating budget, the City adopts a Five-Year Capital Improvement Program. Funds are appropriated for the plan's first year, with years two through five included for planning purposes. Funds are appropriated on a project basis and are carried over until expended or the project is closed.

The City's General Fund supports the EFD's operations. Actual revenues and expenses, grouped by major category for Fiscal Year (FY) 2019 through FY 2023, are shown in the following figure.

**Figure 77: Escondido Fire Department Actual Revenue and Expenses (FY 2019–FY 2023)**

Revenue/Expenses	2019 Actual	2020 Actual	2021 Actual	2022 Actual	2023 Actual
Plan Check/Permits	\$330,447	\$385,038	\$421,381	\$483,144	\$302,614
Fire Fees (Rincon)	2,228,659	2,248,224	2,199,249	2,449,082	2,573,360
GEMT/QAF	335,061	194,615	362,770	(87,606)	401,108
Ambulance Fees	6,052,181	6,685,927	6,175,945	6,312,556	7,936,455
Mutual Aid/Other	1,055,327	431,853	1,235,245	1,069,300	653,622
<b>TOTAL REVENUE:</b>	<b>\$10,001,675</b>	<b>\$9,945,657</b>	<b>\$10,394,590</b>	<b>\$10,226,476</b>	<b>\$11,867,159</b>
Salaries & Wages	10,697,733	11,135,343	11,583,681	11,921,237	12,652,486
Benefits	6,942,093	7,746,858	8,515,345	9,165,428	9,732,463
Overtime	4,491,730	3,758,185	4,214,300	4,916,020	4,583,629
<b>Total Salaries &amp; Benefits:</b>	<b>\$22,131,556</b>	<b>\$22,640,386</b>	<b>\$24,313,326</b>	<b>\$26,002,685</b>	<b>\$26,968,578</b>
Equipment & Supplies	931,337	711,821	787,021	891,802	1,197,744
Services	570,996	581,763	583,871	647,928	1,271,360
Utilities	234,537	242,713	253,721	293,010	400,447
<b>Total Maintenance and Operations</b>	<b>\$1,736,870</b>	<b>\$1,536,297</b>	<b>\$1,624,613</b>	<b>\$1,832,740</b>	<b>\$2,869,551</b>
<b>Capital Outlay</b>	<b>\$31,870</b>	<b>\$93,744</b>	<b>—</b>	<b>\$34,402</b>	<b>\$115,954</b>
<b>Internal Services</b>	<b>\$2,318,765</b>	<b>\$2,300,930</b>	<b>\$1,848,320</b>	<b>\$2,378,570</b>	<b>\$3,322,130</b>
<b>Allocations Out</b>	<b>(\$745,780)</b>	<b>(\$853,734)</b>	<b>(\$1,648,101)</b>	<b>(\$857,000)</b>	<b>(\$2,362,632)</b>
<b>TOTAL EXPENSES:</b>	<b>\$25,473,381</b>	<b>\$25,717,623</b>	<b>\$26,139,158</b>	<b>\$29,391,397</b>	<b>\$30,913,581</b>

Ambulance fees are EFD's largest source of revenue, totaling nearly \$8 million in FY 2023. EFD's contract with the Rincon Fire District also generated over \$2.5 million in revenue in FY 2023. Total revenues for EFD were over \$11.8 in FY 2023, an increase of 18% from FY 2019.

Personnel costs (just under \$27 million) account for 87% of all EFD expenses. Other significant costs include maintenance and operations (\$2.8 million in FY 2023) and internal services charges, including fleet, technology, and insurance (\$3.3 million in FY 2023). Total expenses have increased from \$25.4 million in FY 2019 to \$30.9 million in FY 2023, an increase of 21%.

### Billing and Collections

Wittman Enterprises (Wittman) has a contract agreement with EFD to provide medical billing and collection services for ambulance transport and related services. Under the agreement, Wittman provides the following services: prepares all invoices; gathers insurance information from the patient; prepares invoices and electronically conveys to Medicare and Medi-Cal fiscal intermediaries; bills all secondary and coinsurance billing; bills private, supplemental, and secondary insurance; and Workers' Compensation according to specific requirements. Wittman also contacts patients with claims aging over 45 days for payment arrangements over the telephone. Follow-up continues until payment in full is received or the account is dismissed by the City and sent to an outside collection agency. Wittman coordinates the receipt of payments and deposits monies daily into the City of Escondido's bank account and provides detailed electronic notification. Additionally, Wittman performs month-end closing procedures that result in monthly financial reports.

Under the contract agreement, EFD pays Wittman 4.5% of net collections for transports. This amount shall not exceed \$275,000 per year.

### Annual EMS Billing Summary

EFD and Wittman provided annual billing information on a calendar year basis. The following figure shows this information from 2019 through 2023.

**Figure 78: Annual EMS Billing Summary**

	2019	2020	2021	2022	2023
Charges	\$21,159,066	\$18,854,609	\$20,521,416	\$21,124,393	\$21,787,061
Write Downs	12,870,999	11,868,699	12,717,997	13,176,927	10,492,296
<b>Net Charges</b>	<b>8,288,067</b>	<b>6,986,910</b>	<b>7,803,419</b>	<b>7,947,466</b>	<b>11,294,765</b>
Payments	6,181,093	5,890,702	6,172,409	5,968,699	8,050,235
Refunds	58,404	49,731	125,269	76,284	34,243
<b>Net Payments</b>	<b>\$6,122,689</b>	<b>\$5,840,971</b>	<b>\$6,047,140</b>	<b>\$5,892,415</b>	<b>\$8,015,992</b>
Bad Debt Write-Offs	1,740,389	1,472,582	1,450,027	1,205,424	2,689,552
Adjustments	(43,515)	(53,980)	(84,131)	(144,095)	(97,778)
<b>New Balance A/R</b>	<b>3,566,820</b>	<b>3,185,197</b>	<b>3,407,317</b>	<b>4,112,850</b>	<b>4,604,293</b>

From 2019 to 2023, total charges increased from \$21,159,066 to \$21,787,061. After a significant reduction in 2020, charges began to increase steadily. Net payments represent the amount of ambulance transport revenue EFD received after write-downs and refunds. This amount has also steadily increased. In 2019, net payments were \$6,122,689, and \$8,015,992 in 2023, an increase of 30%. At the end of the calendar year 2023, the accounts receivable amount was just over \$4.6 million.

### Payer Mix

The payer mix includes four primary entities for most of the transport reimbursement. These payers are Medicare, Medi-Cal, private commercial insurance, and private pay, which is the term generally applied to those without insurance. Medicare is the primary health care coverage for persons over 65. Medi-Cal is a component of the federal Medicaid program and is provided for specific qualified individuals and families (primarily low-income at 138% of the national poverty level). Commercial insurance is most commonly associated with benefits provided by employers to their employees but may also be purchased independently. Finally, private pay is the term generally applied to those without insurance. The following figure shows the payer mix for EFD from 2019 through 2023 and is derived from information provided by Wittman and EFD.

**Figure 79: Payer Mix for EFD (2019 through 2023)**

Payer	2019	2020	2021	2022	2023
Medicare	28.80%	28.97%	31.93%	36.40%	28.21%
Medi-Cal	23.22%	21.10%	16.78%	17.65%	42.20%
Commercial Insurance	38.31%	38.67%	41.73%	35.89%	23.42%
Private Pay	9.62%	11.26%	9.56%	10.06%	6.17%
Other	0.05%	—	—	—	—
<b>Totals</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>	<b>100.00%</b>

The payer mix changed significantly during the five years from 2019 through 2023. Most notably, Medi-Cal comprised 23.22% of the payer mix in 2019 and increased to 42.20% in 2023. This increase was accompanied by a reduction in the percentage of commercial insurance payers, from 38.31% to 23.42% during the same period.

## Capital Facilities & Equipment

### Capital Facilities and Apparatus

Capital facilities and apparatus are essential for a fire department's mission. Regardless of how many firefighters and their competency, the EFD cannot effectively perform emergency duties without the proper capital resources for operations personnel. The key capital resources for emergency operations are facilities and apparatus. This section of the report evaluates EFD fire stations and apparatus.

### Fire Station Features

Fire stations are crucial for a fire department to deliver emergency services to communities. Their strategic location plays a significant role in response times. This can be the difference in saving a life from a cardiac arrest or confining a structure fire to one room instead of losing the entire structure. Fire stations must be designed to adequately accommodate personnel, equipment, and apparatus while meeting the needs of the organization and community. Fire station activities should be thoroughly evaluated to ensure the facility is appropriately sized and functional. Key functions to consider include:

- Kitchen facilities, appliances, and storage
- Residential living spaces and sleeping quarters for on-duty personnel (inclusive of all genders)
- Bathrooms and showers (inclusive of all genders)
- Areas for training and classrooms
- A fitness area for firefighters
- Spaces for housing and cleaning apparatus and equipment, including areas for decontamination and biohazard disposal
- Administrative and management offices, computer stations, and office facilities
- Public meeting space

In gathering information from the EFD, AP Triton asked the fire department to rate the condition of its fire stations using the following figure's criteria. The results will be seen in the subsequent figures.

**Figure 80: Fire Station Rating Criteria**

<b>Excellent</b>	Like new condition. No visible structural defects. The facility is clean and well-maintained. Interior layout is conducive to function with no unnecessary impediments to the apparatus bays or offices. No significant defect history. Building design and construction match the building's purposes. Age is typically less than 10 years.
<b>Good</b>	The exterior has a good appearance with minor or no defects. Clean lines, good workflow design, and only minor wear of the building interior. Roof and apparatus apron are in good working order, absent any significant full-thickness cracks or crumbling of apron surface or visible roof patches or leaks. Building design and construction match the building's purposes. Age is typically less than 20 years.
<b>Fair</b>	The building appears to be structurally sound with weathered appearance and minor to moderate non-structural defects. The interior condition shows normal wear and tear but flows effectively to the apparatus bay or offices. Mechanical systems are in working order. Building design and construction may not match the building's purposes well. Showing increasing age-related maintenance, but with no critical defects. Age is typically 30 years or more.
<b>Poor</b>	The building appears to be cosmetically weathered and worn with potential structural defects, although not imminently dangerous or unsafe. Large, multiple full-thickness cracks and crumbling of concrete on apron may exist. The roof has evidence of leaking and/or multiple repairs. The interior is poorly maintained or showing signs of advanced deterioration with moderate to significant non-structural defects. Problematic age-related maintenance and/or major defects are evident. May not be well suited to its intended purpose. Age is typically greater than 40 years.

Figure 81: Fire Station 1




Station Name/Number:	Fire Station 1									
Address/Physical Location:	310 N. Quince St., Escondido, CA 92025									
	<b>General Description:</b> Fire Station 1 is located on Quince Street, near downtown Escondido. This station is a regional training facility with a classroom, a four-story burn tower, a roof prop, a vehicle fire prop, and a confined space training prop. The EFD's museum is also located at Fire Station 1. The space and design are sufficient for current and future modern firefighting operations.									
Structure										
Date of Original Construction	10/2009									
General Condition	Good									
Seismic Protection	To Code									
Auxiliary Power	Yes/Diesel Generator									
ADA Compliant	1 <sup>st</sup> Floor									
Number of Apparatus Bays	Drive-Throughs	3	Back-Ins	7	Total Bays:	10				
Total Square Footage	28,340									
Facilities Available										
Sleeping Quarters	Bedrooms	19	Beds	19	Dorm Beds	19				
Maximum Staffing Capability	19	(Total number of staff that can be housed at the station)								
Bathroom/Shower Facilities	Yes									
Gender Segregation	Bathrooms	16	Showers	13	Bedrooms	19				
Exercise/Workout Facilities	Yes									
Kitchen Facilities	Yes									
Individual Lockers Assigned	Yes									
Training/Meeting Rooms	Yes									
Washer/Dryer/Extractor	Yes, to all									
Safety & Security										
Station Sprinklered	Yes									
Smoke & CO Detection	Yes (Monitored Fire Alarm System)									
Decon. & Biological Disposal	Yes									
Security System	No									
Apparatus Exhaust System	Yes/Plymovent System									

Figure 82: Fire Station 2

<b>Station Name/Number:</b>	Escondido Fire Station 2						
<b>Address/Physical Location:</b>	421 North Midway Dr., Escondido, CA 92027						
	<b>General Description:</b> Fire Station 2 is located on North Midway Drive. The response area is the eastern portion of the city. The station is not ADA-compliant and does not have gender segregation. It is in poor condition and will need some improvements.						
<b>Structure</b>							
Date of Original Construction	1993						
General Condition	Poor						
Seismic Protection	To code						
Auxiliary Power	Yes/Diesel Generator						
ADA Compliant	No						
Number of Apparatus Bays	Drive-Throughs	4	Back-Ins	3	Total Bays:	7	
Total Square Footage	10,140						
<b>Facilities Available</b>							
Sleeping Quarters	Bedrooms	5	Beds	10	Dorm Beds	10	
Maximum Staffing Capability	10	(Total number of staff that can be housed at the station)					
Bathroom/Shower Facilities	Yes						
Gender Segregation	Bathrooms	4	Showers	4	Bedrooms	5	
Exercise/Workout Facilities	Yes, Primarily in one of the Back-In App. Bays						
Kitchen Facilities	Yes						
Individual Lockers Assigned	Yes						
Training/Meeting Rooms	No						
Washer/Dryer/Extractor	Yes						
<b>Safety &amp; Security</b>							
Station Sprinklered	No						
Smoke & CO Detection	Yes						
Decon. & Biological Disposal	Yes						
Security System	No						
Apparatus Exhaust System	Yes/Plymovent System						



**Figure 83: Fire Station 3**

<b>Station Name/Number:</b>	Escondido Fire Station 3						
<b>Address/Physical Location:</b>	1808 N. Nutmeg St, Escondido, CA 92026						
	<b>General Description:</b> Fire Station 3 is located on N. Nutmeg Street in the northwestern portion of the city. Its space and design are sufficient to support modern firefighting operations.						
<b>Structure</b>							
Date of Original Construction	7/2008						
General Condition	Good						
Seismic Protection	To code						
Auxiliary Power	Yes/Diesel Generator						
ADA Compliant	Yes						
Number of Apparatus Bays	Drive-Throughs	3	Back-Ins		Total Bays:	3	
Total Square Footage	8,950						
<b>Facilities Available</b>							
Sleeping Quarters	Bedrooms	7	Beds	7	Dorm Beds	7	
Maximum Staffing Capability	7	(Total number of staff that can be housed at the station)					
Bathroom/Shower Facilities	Yes						
Gender Segregation	Bathrooms	6	Showers	5	Bedrooms	7	
Exercise/Workout Facilities	Yes						
Kitchen Facilities	Yes						
Individual Lockers Assigned	Yes						
Training/Meeting Rooms	No						
Washer/Dryer/Extractor	Yes, to all						
<b>Safety &amp; Security</b>							
Station Sprinklered	Yes						
Smoke & CO Detection	Yes/Monitored Alarm						
Decon. & Biological Disposal	Yes						
Security System	No						
Apparatus Exhaust System	Yes/Plymovent System						

**Figure 84: Fire Station 4**


Station Name/Number:	Escondido Fire Station 4									
Address/Physical Location:	3301 Bear Valley Pkwy, Escondido, CA 92025									
	<b>General Description:</b> Fire Station 4 is located on Bear Valley Parkway. The response area is the southern portion of the city. This station is ADA-compliant and gender capable. Its space and design are sufficient to support modern firefighting operations.									
Structure										
Date of Original Construction	11/2012									
General Condition	Good									
Seismic Protection	To code									
Auxiliary Power	Yes/Diesel Generator									
ADA Compliant	Yes									
Number of Apparatus Bays	Drive-Throughs	3	Back-Ins		Total Bays:	3				
Total Square Footage	5,700									
Facilities Available										
Sleeping Quarters	Bedrooms	5	Beds	5	Dorm Beds	5				
Maximum Staffing Capability	5	(Total number of staff that can be housed at the station)								
Bathroom/Shower Facilities	Yes									
Gender Segregation	Bathrooms	3	Showers	3	Bedrooms	5				
Exercise/Workout Facilities	Yes									
Kitchen Facilities	Yes									
Individual Lockers Assigned	Yes									
Training/Meeting Rooms	No									
Washer/Dryer/Extractor	Yes, to all									
Safety & Security										
Station Sprinklered	Yes									
Smoke & CO Detection	Yes/Monitored alarm system									
Decon. & Biological Disposal	Yes									
Security System	No									
Apparatus Exhaust System	Yes/Plymovent									

Figure 85: Fire Station 5


<b>Station Name/Number:</b>	Escondido Fire Station 5				
<b>Address/Physical Location:</b>	2319 Felicita Rd., Escondido, CA 92029				
	<b>General Description:</b> Fire Station 5 is located on Felicita Road in the southwest response area. It is in fair condition and will need some improvements because of its age.				
<b>Structure</b>					
Date of Original Construction	12/1999				
General Condition	Fair				
Seismic Protection	To code				
Auxiliary Power	Yes/Diesel generator				
ADA Compliant	Yes				
Number of Apparatus Bays	Drive-Throughs	3	Back-Ins		Total Bays: 3
Total Square Footage	7,560				
<b>Facilities Available</b>					
Sleeping Quarters	Bedrooms	7	Beds	7	Dorm Beds 7
Maximum Staffing Capability	7	(Total number of staff that can be housed at the station)			
Bathroom/Shower Facilities	Yes				
Gender Segregation	Bathrooms	2	Showers	3	Bedrooms 7
Exercise/Workout Facilities	Yes				
Kitchen Facilities	Yes				
Individual Lockers Assigned	Yes				
Training/Meeting Rooms	No				
Washer/Dryer/Extractor	Yes, to all				
<b>Safety &amp; Security</b>					
Station Sprinklered	No				
Smoke & CO Detection	Yes				
Decon. & Biological Disposal	Yes				
Security System	No				
Apparatus Exhaust System	Yes/Plymovent System				

Figure 86: Fire Station 6



<b>Station Name/Number:</b>	Escondido Fire Station 6				
<b>Address/Physical Location:</b>	1735 Del Dios Rd., Escondido, CA 92029				
	<b>General Description:</b> Fire Station 6 is located on Del Dios Road. Its response area is the western portion of the city. Although this station was only built to house four personnel, it has enough bays to store additional apparatus. This may be a staffing issue if additional resources and personnel must be housed in the city's western portion.				
<b>Structure</b>					
Date of Original Construction	10/2008				
General Condition	Good				
Seismic Protection	To code				
Auxiliary Power	Yes/Diesel generator				
ADA Compliant	Yes				
Number of Apparatus Bays	Drive-Throughs	3	Back-Ins		Total Bays: 3
Total Square Footage	7,360				
<b>Facilities Available</b>					
Sleeping Quarters	Bedrooms	4	Beds	4	Dorm Beds
Maximum Staffing Capability	4	(Total number of staff that can be housed at the station)			
Bathroom/Shower Facilities	Yes				
Gender Segregation	Bathrooms	4	Showers	4	Bedrooms
Exercise/Workout Facilities	Yes				
Kitchen Facilities	Yes				
Individual Lockers Assigned	Yes				
Training/Meeting Rooms	No				
Washer/Dryer/Extractor	Yes, to all				
<b>Safety &amp; Security</b>					
Station Sprinklered	Yes				
Smoke & CO Detection	Yes/Monitored alarm system				
Decon. & Biological Disposal	Yes				
Security System	No				
Apparatus Exhaust System	Yes/Plymovent System				

Figure 87: Fire Station 7

<b>Station Name/Number:</b>	Escondido Fire Station 7				
<b>Address/Physical Location:</b>	1220 North Ash St., Escondido, CA 92027				
	<b>General Description:</b> Fire Station 7 is on North Ash Street and serves the northeast portion of the city. It is in good condition, has ADA access, and is gender capable. The space and design are sufficient to support modern firefighting operations.				
<b>Structure</b>					
Date of Original Construction	09/2008				
General Condition	Good				
Seismic Protection	To code				
Auxiliary Power	Yes/Diesel generator				
ADA Compliant	Yes				
Number of Apparatus Bays	Drive-Throughs	3	Back-Ins		Total Bays: 3
Total Square Footage	8,950				
<b>Facilities Available</b>					
Sleeping Quarters	Bedrooms	7	Beds	7	Dorm Beds 7
Maximum Staffing Capability	7	(Total number of staff that can be housed at the station)			
Bathroom/Shower Facilities	Yes				
Gender Segregation	Bathrooms	6	Showers	5	Bedrooms 7
Exercise/Workout Facilities	Yes				
Kitchen Facilities	Yes				
Individual Lockers Assigned	Yes				
Training/Meeting Rooms	No				
Washer/Dryer/Extractor	Yes, to all				
<b>Safety &amp; Security</b>					
Station Sprinklered	Yes				
Smoke & CO Detection	Yes/Monitored alarm system				
Decon & Biological Disposal	Yes				
Security System	No				
Apparatus Exhaust System	Yes/Plymovent System				

### Fire Stations Discussion

Only one of EFD's fire stations was rated as "Poor" condition. Another fire station was rated as "Fair" condition, while the remaining five were rated in "Good" condition. The ages of the fire stations range from 12 to 31 years. The following figure summarizes the features of EFD's fire stations.

**Figure 88: Summary of EFD's Fire Stations**

Fire Station	Square Footage	Apparatus Bays	Staffing Capacity	General Condition	Station Age
Station 1	28,340	10	19	Good	15 years
Station 2	10,140	7	10	Poor	31 years
Station 3	8,950	3	7	Good	16 years
Station 4	5,700	3	5	Good	12 years
Station 5	7,560	3	7	Fair	25 years
Station 6	7,360	3	4	Good	16 years
Station 7	8,950	3	7	Good	16 years

The fire stations were evaluated based on the National Fire Protection Association's 1500 Standard on Fire Department Occupational Safety, Health, and Wellness Program and information provided by the EFD. A walk-through inspection of each facility was completed in early October 2024.

#### Fire Station 1

Fire Station 1 was built in 2009 and meets modern fire service needs. It provides separate spaces for turnout gear, individual showers, individual rooms, a gym, a training classroom, separate offices, and living spaces. EFD's training center is located at Fire Station 1. The training center has multiple props, a tower, and sufficient space for most training evolutions. A classroom with audiovisual equipment and other specialized training props is also available.

**Fire Station 2**

Fire Station 2 was built in 1993 and requires some updates to meet modern fire service health and safety standards. Personal protective equipment (PPE) is stored inside the station, and crews must carry PPE through the living areas to a storage room. PPE storage areas are typically connected to the apparatus bay to avoid contaminating the living quarters. The workout area may not fully meet the crew's needs, and some equipment has been moved into the apparatus bay for reserve apparatus. The dorms, bathrooms, and locker rooms are open and do not provide gender privacy. However, there is a restroom with a shower available downstairs. Additionally, this station is not compliant with the Americans with Disabilities Act (ADA).

**Fire Station 3**

Fire Station 3 was built in 2008 and meets modern fire service needs. It provides separate spaces for turnout gear, individual showers, individual rooms, a gym, separate offices, and living spaces. The fire station does not have training or meeting rooms.

**Fire Station 4**

Fire Station 4 was remodeled in 2012 and meets modern fire service needs. It provides separate spaces for turnout gear, individual showers, individual rooms, a gym, separate offices, and living spaces. The fire station does not have training or meeting rooms. Some workout equipment has been moved into the apparatus bay, and the workout area may not fully meet the crew's needs.

**Fire Station 5**

Fire Station 5 was built in 1999 and requires some updates to meet modern fire service needs. The station provides individual rooms for personnel, but the bathrooms and locker rooms are open. A sliding partition door can be used to block off a portion of the bathroom and locker room.

**Fire Station 6**

Fire Station 6 was built in 2008 and meets modern fire service needs. It provides separate spaces for turnout gear, individual showers, individual rooms, a gym, separate offices, and living spaces. The fire station does not have training or meeting rooms, and there is no room for personnel to place an additional unit in service.



### Fire Station 7

Fire Station 7 was built in 2008 and meets modern fire service needs. It provides separate spaces for turnout gear, individual showers, individual rooms, a gym, separate offices, and living spaces. The fire station does not have training or meeting rooms.

### Facility Replacement and Improvements

Most of EFD's fire stations are in good condition and meet the needs of modern fire services. As the firefighting environment has evolved, so have the technology, equipment, and safety systems required to meet new demands. Older buildings often lack the space or engineered systems to accommodate these updated requirements. While all buildings require routine maintenance, fire stations need even more attention due to their continuous occupancy. Despite an active maintenance program, evidence shows that Fire Stations 2 and 5 will require maintenance and remodeling. Overall, the stations were clean and organized, suggesting that the crews take pride in maintaining their fire stations and facilities.

In 2008 and 2009, the EFD successfully replaced several older fire stations by constructing new ones. Fire Stations 2 and 5 are now the oldest and need upgrades. It is essential to have a maintenance schedule or capital improvement plan to address the necessary improvements for these two stations and maintain the others. Regular maintenance and the scheduled replacement of specialized equipment are critical to keeping the stations in good condition. Planning for updates and repairs to systems such as heating and air conditioning (HVAC), generators, roofs, driveways, parking areas, security gates, painting, carpet replacement, and small appliances can help control costs and extend the service life of the buildings. Additionally, establishing a facility replacement and maintenance plan allows the EFD to manage the ongoing needs of each station more efficiently.

### Capital Apparatus & Equipment

Fire departments rely on their ability to safely transport personnel and equipment to the scene of an emergency incident. Fire apparatus, ambulances, command units, and other emergency response vehicles must be reliable enough to transport firefighters and equipment quickly and safely to the incident scene. Additionally, these vehicles must be properly equipped and fully functional to ensure the delivery of emergency services is not compromised. The equipment must be appropriate, serviceable, dependable, and ready to function when needed.



As part of this study, AP Triton requested that the EFD provide a complete inventory of its fleet (including suppression apparatus, ambulances, command and support vehicles, specialty units, etc.). For each vehicle listed, the EFD was asked to rate its condition using the criteria described in the following figure, which will be shown in the subsequent apparatus inventory figures.

**Figure 89: Vehicle Condition Criteria**

Evaluation Components	Points Assignment Criteria	
<b>Age:</b>	One point for every year of chronological age, based on in-service date.	
<b>Miles/Hours:</b>	One point for every 10,000 miles or 1,000 hours	
<b>Service:</b>	1, 3, or 5 points are assigned based on service type (e.g., a pumper would be given a 5 since it is classified as severe duty service).	
<b>Condition:</b>	This category considers body condition, rust, interior condition, accident history, anticipated repairs, etc. The better the condition, the lower the assignment of points.	
<b>Reliability:</b>	Points are assigned as 1, 3, or 5, depending on the frequency a vehicle is in for repair (e.g., a 5 would be assigned to a vehicle in the shop two or more times per month on average, while a 1 would be assigned to a vehicle in the shop on average of once every three months or less.	
Point Ranges	Condition Rating	Condition Description
Under 18 points	Condition I	Excellent
18–22 points	Condition II	Good
23–27 points	Condition III	Fair (consider replacement)
28 points or higher	Condition IV	Poor (immediate replacement)

As requested, the EFD completed an evaluation of its apparatus and vehicles. The following figure is a detailed list of the frontline fire suppression apparatus and their condition.

**Figure 90: EFD Frontline Fire Apparatus**

Apparatus	Type	Manufacturer	Year	Condition	Features
E131	Engine	Pierce	2013	Poor	1,500 GPM/500 Gal.
E132	Engine	Pierce	2006	Poor	1,500 GPM/500 Gal
E133	Engine	Pierce	2006	Poor	1,500 GPM/500 Gal
E134	Engine	Pierce	2009	Poor	1,500 GPM/500 Gal
E135	Engine	Pierce	2006	Poor	1,500 GPM/500 Gal
E136	Engine	KME	2003	Poor	1,500 GPM/500 Gal
E137	Engine	Pierce	2013	Poor	1,500 GPM/500 Gal
T131	Truck	Sutphen	2014	Good	100 Ft Aerial Ladder
PT131	Engine	Ford	2016	Excellent	100 GPM/300 Gal
BR133	Engine	KME	2013	Good	750 GPM/500 Gal
BR134	Engine	International	1992	Poor	300 GPM/600 Gal
BR135	Engine	International	2008	Good	750 GPM/500 Gal
OES 6615	Engine	Ford	2020	Excellent	100 GPM/300 Gal
OES 8334	Engine	HME	2014	Good	500 GPM/500 Gal

The EFD maintained 13 frontline engines and one 100-foot aerial ladder truck when this study was conducted. Two frontline engines were in "Excellent" condition, three were in "Good" condition, and eight were in "Poor" condition, while the aerial ladder truck was in "Good" condition. Frontline apparatus classified as "Fair" or "Poor" condition should be considered for replacement. The EFD's frontline engines range in age from 11 to 32 years, with an average age of 21.5 years. The frontline aerial ladder truck is 14 years old. The EFD has recently taken delivery of three new engines.

In addition to the frontline fire apparatus, the EFD maintains three reserve engines and a reserve truck. These apparatuses are placed into service when the frontline apparatus is out of service. The following figure is a detailed list of the reserve fire apparatus and their condition.

**Figure 91: EFD Reserve Fire Apparatus**

Apparatus	Type	Manufacturer	Year	Condition	Features
E131R	Engine	KME	1999	Poor	1500 GPM/500 GAL
E132R	Engine	KME	2003	Poor	1500 GPM/500 GAL
E137R	Engine	KME	1999	Poor	1500 GPM/500 GAL
T131R	Truck	Sutphen	1998	Poor	100-Ft Aerial Ladder

All the reserve fire apparatus are listed as being in poor condition. While reserve apparatuses are not permanently assigned as frontline units, they may be used as replacement engines for extended periods or to increase staffing when surge capacity is needed. Keeping apparatus in poor condition, even in reserve status, is not recommended by NFPA 1900: Standard for Aircraft Rescue and Firefighting Vehicles, Automotive Fire Apparatus, Wildland Fire Apparatus, and Automotive Ambulances. Fire apparatus classified as "Fair" or "Poor" condition should be considered for replacement.

As a fire department providing advanced and basic life support transport, the EFD maintains a fleet of ambulances. Ambulances have a much higher usage rate, lower life expectancy, and higher failure rates compared to other vehicles. The EFD maintains five frontline and four reserve ambulances.

Paramedic rescue ambulances are equipped with advanced life support and basic life support equipment to provide emergency medical care. The EFD has five paramedic rescue ambulances deployed at Fire Stations 1, 2, 3, 5, and 7. Each paramedic rescue ambulance has at least one firefighter/paramedic and one non-safety emergency medical technician. The chart in the following figure lists the frontline and reserve ambulances and their condition.

**Figure 92: EFD Ambulance Fleet**

Ambulance	Manufacturer	Year	Condition	Location
RA131	Ford	2015	Fair	Station 1
RA132	Medix	2019	Good	Station 2
RA133	Medix	2018	Good	Station 3
RA135	Ford	2012	Poor	Station 5
RA137	Medix	2019	Good	Station 7
RA131R	Ford	2016	Poor	Station 1
RA132R	Ford	2013	Poor	Station 2
RA134R	Ford	2012	Poor	Station 4
RA136R	Ford	2012	Poor	Station 6

The condition of the five frontline ambulances ranges from good to poor. Three are in "Good" condition, one is in "Fair" condition, and one is in "Poor" condition. All four reserve ambulances are in "Poor" condition. The EFD's ambulances range in age from 5 to 22 years, with an average age of 13 years. Ambulances classified as "Fair" or "Poor" condition should be considered for replacement.

The remainder of the EFD's fleet is designated to support response and prevention efforts or is utilized by command and chief officers. The following figure provides a list of EFD's vehicles and their conditions.

**Figure 93: EFD Command & Support Vehicles**

Assignment	Type	Make/Model	Year	Condition	Location
1301	SUV	Chevrolet Tahoe	2015	Fair	Headquarters
1302	SUV	Chevrolet Tahoe	2011	Fair	Headquarters
1303	PU	Chevrolet 1500	2023	Excellent	Headquarters
B131	PU	Ford F250	2017	Excellent	Station 1
B131R	PU	Ford F250	2015	Excellent	Station 1
P1351	SUV	Ford Explorer	2018	Excellent	Headquarters
P1352	SUV	Ford Explorer	2018	Excellent	Headquarters
P1353	SUV	Ford Explorer	2018	Excellent	Headquarters
P1354	SUV	Ford Explorer	2018	Excellent	Headquarters
P1355	SUV	Ford Explorer	2017	Excellent	Headquarters
P1356	SUV	Ford Explorer	2016	Excellent	Headquarters
P1357	SUV	Ford Escape	2021	Excellent	Headquarters
AD1382	SUV	Ford Escape	2021	Excellent	Headquarters

Most of the EFD's command and support vehicles are in "Excellent" condition. Two vehicles are in "Fair" condition and should be considered for replacement.

### **Apparatus Maintenance & Replacement Planning**

No piece of mechanical equipment or vehicle can be expected to last indefinitely. Every vehicle or equipment will eventually require service, repairs, and replacement. Repairs tend to become more frequent and complex as apparatus and vehicles age. Due to the critical role of fire apparatus in the community, maintenance becomes more urgent and costly and requires specialized skills. Parts may become more difficult to obtain, and downtime for repairs and maintenance typically increases.

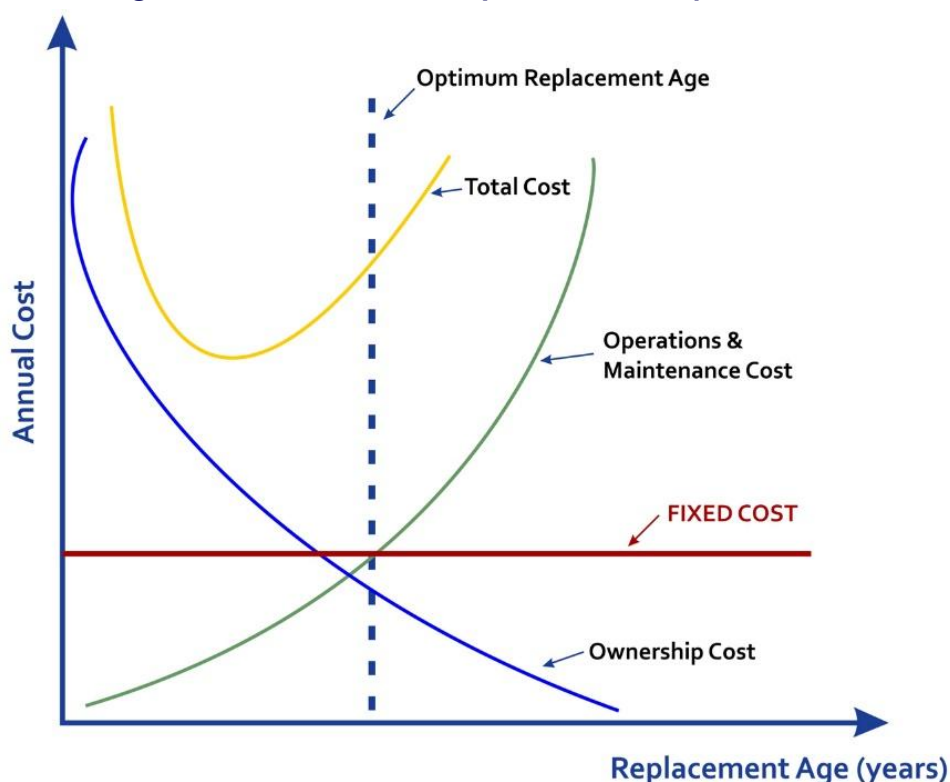
Fire apparatus are unique, heavy-duty vehicles, typically equipped with large engines, heavy-duty suspensions, and specialized components. Ambulances are outfitted with medical equipment and are larger and heavier than standard pickup trucks. Utility and command vehicles also need special attention due to their additional electronic systems.

Since fire protection, emergency medical services, and other emergency responses are essential to the community, minimizing downtime is a key reason for replacing apparatus.

Because fire apparatus and ambulances are expensive, most fire departments and cities develop replacement plans. To facilitate such planning, fire departments often use the accepted practice of establishing a life cycle for each apparatus, resulting in an anticipated replacement date for each vehicle.

Apparatus and vehicles have distinct life cycle phases. The first is when the apparatus or vehicle reaches the end of its serviceability, which can be predicted based on vehicle type, call volume, age, and maintenance needs. The second is when the apparatus or vehicle exceeds its technical lifespan. The final consideration in the lifecycle is the economic viability of the vehicle. NFPA 1910, *Standard for the Inspection, Maintenance, Refurbishment, Testing, and Retirement on In-Service Emergency Vehicles and Marine Firefighting Vessels (2024)*, recommends that vehicles over 15 years old, even if still in good working order, be placed into reserve status and no longer used as frontline apparatus. Furthermore, NFPA 1910 advises replacing apparatus once they exceed 25 years of age to meet current technological standards.

A well-managed fleet program must continuously evaluate vehicles and apparatus and plan for replacement before they become less economically viable than a new purchase. Fleet management software and other programs can assist with this process. There is no replacement fund for apparatus or light vehicles. The following figure graphically represents the economic theory of Vehicle Replacement.

**Figure 94: Economic Theory of Vehicle Replacement**

Reducing the replacement cycle allows the fire department to replace the apparatus at optimal savings. Fire and city officials who assume that deferring replacement purchases is a good tactic for balancing the budget need to understand the potential outcomes of such decisions. If an organization does not regularly replace apparatus and vehicles in a timely manner, any savings from delaying replacements can quickly be offset by increasing maintenance and repair costs.

Establishing a life cycle for planning purposes, such as budgeting for replacement, and using a maintenance and performance review to determine the replacement date may be more effective. This approach can help achieve greater cost-effectiveness when possible.

### Capital Medical Equipment

The EFD maintains an inventory of medical equipment. The department has 15 Zoll X series cardiac defibrillator monitors, 14 Ferno Pro 28Z chair cot gurneys, 1 Ferno bariatric gurney, 5 Life Assist automatic CPR compression devices, and 1 Megacode Kelly EMS manikin. The Zoll monitors, and Ferno gurneys were purchased in 2022. The EFD purchased the Philips monitors in 2014. The Life Assist devices were purchased in 2019, and the Megacode Kelly EMS manikin was purchased in 2009. These capital items are not on a replacement schedule but are replaced through the annual operating budget as needed.



## Description & Review of Services Provided

The Escondido Fire Department is an all-risk public safety agency built on a history of providing service to the community. This agency provides fire suppression, emergency medical services, ambulance transport, fire prevention, fire inspections, code enforcement, plan reviews, public education, and fire and arson investigations. In 2019, the Insurance Services Office assigned the Escondido Fire Department a Public Protection Classification grade of Class 2 (2/2X). EFD has a Fire Service Agreement with the Rincon Fire Protection District to provide fire protection and EMS to approximately 4,250 people in the district.

The Escondido Fire Department operates out of seven fire stations, covering 47.8 square miles and serving a population of 149,799 in the City of Escondido. The seven fire stations are staffed 24 hours a day, seven days a week, with 36 sworn personnel daily. The daily staffing consists of full-time battalion chiefs, captains, engineers, firefighters/paramedics, and emergency medical technicians. In addition to the 111 full-time sworn personnel, there are five non-sworn personnel, ten part-time personnel, and 18 volunteers. The front-line apparatus is housed at the fire stations and includes Type 1, Type 3, and Type 6 engines, an aerial ladder truck, ambulances, and an Office of Emergency Services Type 3 and Type 6 engine.

**Figure 95: Apparatus and Staffing by Station**

Station	Apparatus	Staffing
<b>Station 1</b>	Engine 131	3
	Truck 131	4
	Rescue/Ambulance 131	2
	Battalion 1	1
<b>Station 2</b>	Engine 132	3
	Rescue/ambulance 132	2
<b>Station 3</b>	Engine 133	3
	Rescue/ambulance 133	2
<b>Station 4</b>	Engine 134	3
<b>Station 5</b>	Engine 135	3
	Rescue/ambulance 135	2
<b>Station 6</b>	Engine 136	3
<b>Station 7</b>	Engine 137	3
	Rescue/ambulance 137	2
<b>Total</b>		<b>36</b>

The North County Dispatch Joint Powers Authority, or North Comm, dispatches the Escondido Fire Department. North Comm answers 911 calls, provides emergency medical dispatch instructions, and monitors and assigns units to incidents through computer-aided dispatch. The computer-aided dispatch system utilizes the automatic vehicle locator feature to dispatch the closest and most appropriate unit to an incident. The dispatch center follows the National Emergency Number Association and National Fire Protection Association 1221 standards.

The Escondido Fire Department participates in mutual and automatic aid with its surrounding fire departments. They provide and receive resources when necessary to assist with local incidents. The Escondido Fire Department has mutual and automatic aid agreements with the Carlsbad, Encinitas, Oceanside, Pala, Rancho Santa Fe, San Marcos, Pala, San Pasqual, Valley Center, and Vista Fire Departments. The department has an automatic aid agreement with the North County Fire Department. The Del Mar, Pauma, Rincon, and Solana Beach Fire Departments have mutual aid agreements with the Escondido Fire Department. The Escondido Fire Department also participates in the California Statewide Fire and Rescue Mutual Aid System. The statewide system provides a plan for mutual aid resources coordinated by the California Office of Emergency Services.

### **Emergency Medical Services**

The Escondido Fire Department provides emergency medical services to citizens and visitors. Trained and equipped fire department personnel provide patients with advanced and basic life support and transport them to an appropriate hospital. Each of the seven fire engines and five ambulances that operate in the city provides advanced life support with paramedics. All fire department safety personnel are paramedics.

### **Fire Suppression**

The Escondido Fire Department provides fire suppression to minimize the loss of life and property due to a fire. Personnel are trained, properly equipped, and deployed on various apparatus for fire suppression. Fire department resources are sent to stop the escalation of a fire, rescue victims, and provide safety for first responders and the public. The Escondido Fire Department provides structural and wildland fire protection from seven fire stations with Type 1, Type 3, and Type 6 engines, one aerial ladder truck, five ambulances, and one battalion chief.

### **HazMat Responses**

The Escondido Fire Department responds to hazardous materials incidents at the operations level. The sworn personnel are trained at the Hazardous Materials First Responder Operations level to recognize a hazardous materials emergency, isolate the incident, make notifications, and perform basic decontamination operations. The Escondido Fire Department contracts with the County of San Diego and San Diego Fire-Rescue Department for their hazardous materials team. The hazardous materials teams provide hazardous materials technicians and specialists to mitigate incidents.

## Technical Rescues

The Escondido Fire Department provides technical rescue, including confined space, high angle, swift water, and trench collapse. Personnel are trained to stabilize the incident and extricate the victim(s) from a situation or location without causing further harm to them. All personnel on engines and the aerial ladder truck are trained at the awareness level and can make entry for a confined space rescue. Engines carry a complement of tools and equipment to start high-angle rescue operations. The aerial ladder truck carries more advanced tools and equipment for high-angle rescue operations. Engines and the aerial ladder truck can handle swift water rescues. All engines are equipped with throw bags, and the engines stationed near flood control channels carry advanced swift water rescue equipment. The aerial ladder truck cross-staffs a technical rescue trailer, and all engines can make an entry for a trench rescue.

## Vehicle Extrication

The Escondido Fire Department responds to traffic accidents to find victims who are trapped in the vehicle and require extrication. Personnel are trained to stabilize the vehicle and extricate the victim(s). The aerial ladder truck carries hydraulic and battery-powered extrication equipment to remove the victims from the entanglement.

## Critical Tasking Analysis

Critical task analysis involves examining a complex job into components and identifying the skills and competencies of each component. This analysis is performed for each risk classification and category level, enabling the department to determine the necessary capabilities to mitigate incidents. Staffing levels, collaboration, organization, coordination, training, and equipment determine capability. The effective response force represents the minimum number of personnel required to perform all essential tasks for incident mitigation. Emergency incidents are dynamic and often unpredictable. Various factors dictate the actions needed to protect lives, minimize property damage, and protect the environment.

## Fire Incidents

### Low-Risk Fire Incidents

These incidents are considered lower risk and minor in scope and intensity. It requires a single fire apparatus and crew to manage fires involving passenger vehicles, fences, trash or dumpsters, downed power lines, residential or commercial alarm investigations, or an odor investigation. The following figure identifies the critical task required to mitigate the incident, the Effective Response Force, and the resources assigned for this incident type.

**Figure 96: Critical Task Analysis—Low Fire Risk**

Task Description	Personnel Needed
Command	1
Safety	—
Size-Up (360°)	—
Engineer (driver or pump operator)	1
Fire Attack	1
<b>Effective Response Force:</b>	<b>3</b>

**Figure 97: Alarm Assignments—Low Fire Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Engine/Pumper	1	3					
Ladder/Aerial							
Battalion Chief							
<b>Totals:</b>	<b>1</b>	<b>3</b>					<b>Totals</b>
<b>Staff Available:</b>		<b>3</b>					<b>3</b>
<b>Staff Needed:</b>							<b>3</b>
<b>Deficiency:</b>							<b>0</b>

### Moderate Risk Fire Incidents

These incidents are a first-alarm-response-needed to manage a moderate fire risk incident. These incidents include smoke in a building, small outside building fires, commercial vehicle fires, a single-family residence, a lightning strike to a building, an automatic fire alarm at a high-risk occupancy, or a hazardous materials pipeline fire. The following figure identifies the critical task required to mitigate the incident, the Effective Response Force, and the resources assigned for this incident type.

**Figure 98: Critical Task Analysis—Moderate Fire Risk**

Task Description	Personnel Needed
Command	1
Safety	1
Size up (360°)	1
Driver/Engine or Pump Operator	1
Fire Attack	3
Search and Rescue	—
Ventilation/Utilities	4
Back-up Line	3
Rapid Intervention Team	3
EMS Unit—ALS	1
<b>Effective Response Force:</b>	<b>18</b>

**Figure 99: Alarm Assignments—Moderate Fire Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Engine/Pumper	4	12					
Ladder/Aerial	1	4					
Rescue	1	1					
Battalion Chief	1	1					
EMS							
<b>Totals:</b>	<b>7</b>	<b>18</b>					<b>Totals</b>
<b>Staff Available:</b>		<b>18</b>					<b>18</b>
<b>Staff Needed:</b>							<b>18</b>
<b>Deficiency:</b>							<b>0</b>

### High Risk Fire Incidents

These incidents are a second-alarm-response-needed to manage a high fire risk incident. These incidents include smoke in a high-life hazard property (school, skilled nursing, etc.), a single-family residence with injured or trapped victims, a multi-family residential building, or a moderate-sized commercial/industrial occupancy. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 100: Critical Task Analysis—High Fire Risk**

Task Description	Personnel Needed
Command/Support	2
Safety	—
Size up (360°)	1
Driver/Engine or Pump Operator	1
Water Supply	1
Standpipe/Sprinkler Control	—
Fire Attack	6
Search & Rescue	—
Ventilation/Utilities	7
Back-up Line	3
Rapid Intervention Team	—
EMS Unit—ALS	2
<b>Effective Response Force:</b>	<b>23</b>

**Figure 101: Alarm Assignments—High Fire Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid	
	Units	Staff	Units	Staff	Units	Staff
Engine/Pumper	4	12				
Ladder/Aerial	1	4	1	3		
Rescue	2	2				
Battalion Chief	1	1	1	1		
EMS						
<b>Totals:</b>	<b>8</b>	<b>19</b>				
<b>Staff Available:</b>		<b>19</b>		<b>4</b>		
<b>Staff Needed:</b>						<b>23</b>
<b>Deficiency:</b>						<b>0</b>

### Maximum Risk Fire Incidents

A third-alarm response is needed to manage a maximum fire risk incident. These incidents include a hospital, assisted living facility, fire in an apartment building, high-rise building fire, a large commercial or industrial occupancy, hazardous materials railcar, or storage occupancy. Incident assignments will include additional command staff, recalling off-duty personnel, and automatic and mutual aid.

**Figure 102: Critical Task Analysis—Maximum Fire Risk**

Task Description	Personnel Needed
Command/Support	2
Safety	1
Size up (360°)	1
Driver/Engine or Pump Operator	1
Water Supply	1
Standpipe/Sprinkler Control	3
Fire Attack	6
Search & Rescue	5
Ventilation/Utilities	7
Back-up Line	6
Rapid Intervention Team (Two Teams)	6
EMS Unit—ALS	2
<b>Effective Response Force:</b>	<b>41</b>

**Figure 103: Alarm Assignments—Maximum Fire Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
Engine/Pumper	7	21	2	6			
Ladder/Aerial	2	7	1	3			
Rescue	2	2					
Battalion Chief	2	2					
EMS							
<b>Totals:</b>	<b>13</b>	<b>32</b>	<b>3</b>	<b>9</b>			<b>Totals</b>
<b>Staff Available:</b>		<b>32</b>		<b>9</b>			<b>41</b>
<b>Staff Needed:</b>							<b>41</b>
<b>Deficiency:</b>							<b>0</b>



## EMS Incidents

### Low-Risk EMS Incident

A single EMS unit can manage a low-risk EMS incident involving an assessment of a single patient with a critical injury or illness, non-life-threatening medical call, lift assist, or standby.

**Figure 104: Critical Task Analysis—Low EMS Risk**

Task Description	Personnel Needed
Command	1
Safety	1
Documentation	1
Family/Bystander Liaison	1
Basic Life Support Treatment	1 or 0
Advanced Life Support Treatment	1 or 0
<b>Effective Response Force:</b>	<b>5</b>

**Figure 105: Alarm Assignments—Low Fire EMS Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit	1	5					
<b>Totals:</b>	<b>1</b>	<b>5</b>					<b>Totals</b>
<b>Staff Available:</b>		<b>5</b>					<b>5</b>
<b>Staff Needed:</b>							<b>5</b>
<b>Deficiency:</b>							<b>0</b>

**Moderate Risk EMS Incident**

A two-unit response is required to control or mitigate a moderate-risk EMS incident. It involves assessing and treating one or two patients with critical injuries or illnesses or a motor vehicle crash with 1–2 patients. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 106: Critical Task Analysis—Moderate EMS Risk**

Task Description	Personnel Needed
Command	1
Safety	1
Size up (360°)	1
Family/Bystander Liaison	1
Basic Life Support Treatment	2
Advanced Life Support Treatment	2
Extrication/Hazard Mitigation	4
<b>Effective Response Force:</b>	<b>12</b>

**Figure 107: Alarm Assignments—Moderate EMS Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit	3	6					
Fire Unit	2	6					
<b>Totals:</b>	<b>5</b>	<b>12</b>					<b>Totals</b>
<b>Staff Available:</b>		<b>12</b>					<b>12</b>
<b>Staff Needed:</b>							<b>12</b>
<b>Deficiency:</b>							<b>0</b>

### High-Risk EMS Incident

A multiple-unit response is required to control or mitigate a high-risk EMS incident. It involves 3–8 patients with injuries ranging from minor to critical. Patient care will involve triage, BLS, ALS treatment, and coordinated transport of patients. The following figure identifies the critical task required to mitigate the incident, the Effective Response Force, and the resources assigned for this incident type.

**Figure 108: Critical Task Analysis—High EMS Risk**

Task Description	Personnel Needed
Command/Support	1
Safety	1
Size up (360°)	1
Triage Group	2
Basic Life Support Treatment	3
Advanced Life Support Treatment	2
Transport Group	10
<b>Effective Response Force:</b>	<b>20</b>

**Figure 109: Alarm Assignments—High EMS Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit	5	10					
Fire Unit	3	10					
<b>Totals:</b>	<b>8</b>	<b>20</b>					<b>Totals</b>
<b>Staff Available:</b>		<b>20</b>					<b>20</b>
<b>Staff Needed:</b>							<b>20</b>
<b>Deficiency:</b>							<b>0</b>

### Maximum Risk EMS Incident

A multiple-unit response is required to control or mitigate a maximum-risk EMS incident. It involves more than nine patients with injuries ranging from minor to critical. Patient care will involve triage, BLS, ALS treatment, and coordinated transport of patients. If this is an active shooter incident, the response may require units for a casualty collection area to treat patients not in the hot zone. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 110: Critical Task Analysis—Maximum EMS Risk**

Task Description	Personnel Needed
Command	1
Safety	1
Operations	1
Triage Group	3
Basic Life Support Treatment	3
Advanced Life Support Treatment	3
Evacuation Group	3
Transport Group	10
Staging	1
Other Private Sector Liaison	—
<b>Effective Response Force:</b>	<b>26</b>

**Figure 111: Alarm Assignments—Maximum EMS Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit	5	10					
Fire Unit	4	16					
<b>Totals:</b>	<b>9</b>	<b>26</b>					<b>Totals</b>
<b>Staff Available:</b>		<b>26</b>					<b>26</b>
<b>Staff Needed:</b>							<b>26</b>
<b>Deficiency:</b>							<b>0</b>

## Wildland Incidents

### Low-Risk Wildland Incident

A single fire unit can manage a low-risk wildland firefighting incident involving a fire minor in scope, structures not threatened, and when Red Flag conditions do not exist. These include low-risk wildland or grass fires, an outside smoke investigation, illegal or controlled burns, or small vegetation fires. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 112: Critical Task Analysis—Low Wildland Risk**

Task Description	Personnel Needed
Command	1
Safety	1
Size-Up (360°)	1
Engineer (driver or pump operator)	1
Fire Attack	6
<b>Effective Response Force:</b>	<b>10</b>

**Figure 113: Alarm Assignments—Low Wildland Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit							
Fire Unit	4	10					
<b>Totals:</b>	<b>4</b>	<b>10</b>					<b>Totals</b>
<b>Staff Available:</b>		<b>10</b>					<b>10</b>
<b>Staff Needed:</b>							<b>10</b>
<b>Deficiency:</b>							<b>0</b>

**Moderate-Risk Wildland Incident**

Multiple units are needed to manage a moderate-risk wildland firefighting incident involving a significant fire in brush, a brush pile at a chipping site, grass, or cultivated vegetation. Red Flag conditions do not exist, and structures may or may not be threatened. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 114: Critical Task Analysis—Moderate Wildland Risk**

Task Description	Personnel Needed
Command	1
Safety	1
Recon Group	—
Driver/Engine or Pump Operator	1
Flank Divisions	3
Water Supply	1
Structure Protection	3
Staging	3
<b>Effective Response Force:</b>	<b>13</b>

**Figure 115: Alarm Assignments—Moderate Wildland Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit							
Fire Unit	5	13					
<b>Totals:</b>	<b>5</b>	<b>13</b>					<b>Totals</b>
<b>Staff Available:</b>		<b>13</b>					<b>13</b>
<b>Staff Needed:</b>							<b>13</b>
<b>Deficiency:</b>							<b>0</b>

### High-Risk Wildland Incident

Multiple units or alarms are needed to manage a high-risk wildland firefighting incident. The level is associated with Red Flag warnings with structures that may or may not be threatened. This fire involves a significant wildfire in the brush, grasses, cultivated vegetation, or woodland areas. Additional alarm assignment, command staff, recall of off-duty personnel, and mutual aid assistance may require the operations to extend beyond the identified critical tasks. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 116: Critical Task Analysis—High Wildland Risk**

Task Description	Personnel Needed
Command	3
Safety	2
Recon Group	6
Lookout	3
Driver/Engine or Pump Operator	2
Flank Divisions	18
Water Supply	2
Holding	12
Structure Protection	6
Staging	1
<b>Effective Response Force:</b>	<b>55</b>

**Figure 117: Alarm Assignments—High Wildland Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit							
Fire Unit	8	25	5	15	5	15	
<b>Totals:</b>	<b>8</b>	<b>25</b>	<b>5</b>	<b>15</b>	<b>5</b>	<b>15</b>	<b>Totals</b>
<b>Staff Available:</b>		<b>25</b>		<b>15</b>		<b>15</b>	<b>55</b>
<b>Staff Needed:</b>							<b>55</b>
<b>Deficiency:</b>							<b>0</b>

## Technical Rescue Incidents

### Low-Risk Technical Rescue Incident

A single fire unit can manage a low-risk technical rescue incident involving any minor rescues, such as a child locked in a vehicle, elevator entrapment, or minor mechanical entrapment. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 118: Critical Task Analysis—Low Technical Rescue Risk**

Task Description	Personnel Needed
Command	1
Safety	1
Basic Life Support Treatment	1
Extrication/Hazard Mitigation	4
<b>Effective Response Force:</b>	<b>7</b>

**Figure 119: Alarm Assignments—Low Technical Rescue Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit							
Fire Unit	2	7					
<b>Totals:</b>	<b>2</b>	<b>7</b>					<b>Totals</b>
<b>Staff Available:</b>		<b>7</b>					<b>7</b>
<b>Staff Needed:</b>							<b>7</b>
<b>Deficiency:</b>							<b>0</b>



### Moderate Risk Technical Rescue Incident

A two-unit response is required to control or mitigate a moderate technical rescue risk incident. Support is not usually required from a technical rescue team. This type of incident involves a motor vehicle crash that requires patient extrication, removal of a patient entangled in machinery or other equipment, or a person trapped by downed power lines. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 120: Critical Task Analysis—Moderate Technical Rescue Risk**

Task Description	Personnel Needed
Command	1
Safety	1
Size Up (360°)	1
Pump Operations/Decon	—
HazMat Group Supervisor	—
Hazard Mitigation	4
Other (2 in 2 out)	—
Other (Protection line)	—
Other (BLS & ALS Treatment)	2
<b>Effective Response Force:</b>	<b>9</b>

**Figure 121: Alarm Assignments—Moderate Technical Rescue Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit	1	2					
Fire Unit	2	7					
<b>Totals:</b>	<b>3</b>	<b>9</b>					<b>Totals</b>
<b>Staff Available:</b>		<b>9</b>					<b>9</b>
<b>Staff Needed:</b>							<b>9</b>
<b>Deficiency:</b>							<b>0</b>

### High-Risk Technical Rescue Incident

A multiple-unit response is required to control or mitigate a high-risk technical rescue incident. This type of incident may involve full-scale technical rescue operations ranging from structural collapse to swift water rescues. It may involve multiple motor vehicles that require extrication, commercial passenger carriers, or a vehicle impacting a building. Support is needed, usually required from a technical rescue team. This incident may require multiple alarms. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 122: Critical Task Analysis—High Technical Rescue Risk**

Task Description	Personnel Needed
Command/Support	1
Safety	1
Size Up (360°)	1
Operations	1
Rescue Teams	7
Rescue Support Group	6
Basic Life Support Treatment	—
Advanced Life Support Treatment	4
<b>Effective Response Force:</b>	<b>21</b>

**Figure 123: Alarm Assignments—High Technical Rescue Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid	
	Units	Staff	Units	Staff	Units	Staff
EMS Unit	2	4				
Fire Unit	5	13				
Rescue	1	4				
<b>Totals:</b>	<b>8</b>	<b>21</b>				
<b>Staff Available:</b>		<b>21</b>				
<b>Staff Needed:</b>						<b>21</b>
<b>Deficiency:</b>						<b>0</b>

### Maximum-Risk Technical Rescue Incident

A multiple-unit response is required to control or mitigate a maximum-risk technical rescue incident. Support is required from a specialized technical rescue team and may have multiple operations locations. This type of incident will involve full-scale technical rescue operations such as victims endangered or trapped by structural collapse, swift water, or earth cave-ins. This incident will require multiple alarms and may expand beyond the identified critical tasking. Recall of off-duty personnel or assistance from auto or mutual aid may occur during a disaster or when additional alarms and command staff are needed. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 124: Critical Task Analysis—Maximum Technical Rescue Risk**

Task Description	Personnel Needed
Command/Support	3
Safety	2
Size Up (360°)	2
Operations	2
Entry team leader and teams	12
Rescue Support Group	12
Basic Life Support Treatment	0
Advanced Life Support Treatment	10
Staging	18
Other: Rehab	4
<b>Effective Response Force:</b>	<b>65</b>

**Figure 125: Alarm Assignments—Maximum Technical Rescue Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit	5	10	5	10			
Fire Unit	7	20	3	15			
Rescue	1	4	2	6			
<b>Totals:</b>	<b>13</b>	<b>34</b>	<b>10</b>	<b>31</b>			<b>Totals</b>
<b>Staff Available:</b>		<b>34</b>		<b>31</b>			<b>65</b>
<b>Staff Needed:</b>							<b>65</b>
<b>Deficiency:</b>							<b>0</b>

## HazMat Incidents

### Low-Risk Hazardous Materials Incident

A single fire unit can manage a low-risk hazardous materials (HazMat) incident involving carbon monoxide alarms and other unknown HazMat investigations without symptomatic victims, less than 20 gallons of fuel, natural gas meter incidents, downed power lines, equipment/electrical problems, attempted burning, or automatic alarms that may originate from a hazardous material. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 126: Critical Task Analysis—Low HazMat Risk**

Task Description	Personnel Needed
Command	1
Safety	1
Size-Up (360°)	1
Hazard Mitigation	—
<b>Effective Response Force:</b>	<b>3</b>

**Figure 127: Alarm Assignments—Low HazMat Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit							
Fire Unit	1	3					
<b>Totals:</b>	<b>1</b>	<b>3</b>					<b>Totals</b>
<b>Staff Available:</b>		<b>3</b>					<b>3</b>
<b>Staff Needed:</b>							<b>3</b>
<b>Deficiency:</b>							<b>0</b>

### Moderate-Risk Hazardous Material Incident

A two-unit response is required to control or mitigate a moderate-risk hazardous materials incident. Direct support is not usually required from a hazardous materials team. This type of incident involves a carbon monoxide alarm with symptomatic patients, a fuel spill of 20–55 gallons, or a gas or petroleum products pipeline break not threatening any exposures. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 128: Critical Task Analysis—Moderate HazMat Risk**

Task Description	Personnel Needed
Command	1
Safety	1
Size up (360°)	1
Pump Operations/Decontamination	1
HazMat Group Supervisor	1
Other: Hazard Mitigation	9
<b>Effective Response Force:</b>	<b>14</b>

**Figure 129: Alarm Assignments—Moderate HazMat Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit	1	2					
Fire Unit	3	7			1	5	
<b>Totals:</b>	<b>4</b>	<b>9</b>			<b>1</b>	<b>5</b>	<b>Totals</b>
<b>Staff Available:</b>		<b>9</b>				<b>5</b>	<b>14</b>
<b>Staff Needed:</b>							<b>14</b>
<b>Deficiency:</b>							<b>0</b>

### High-Risk Hazardous Materials Incident

A multiple-unit response with a HazMat team is required to control or mitigate a high-risk hazardous materials incident. Support is needed for a Level 2 HazMat incident that involves establishing operational zones (hot/warm/cold) and assigning multiple support divisions and groups. This response includes a release with 3–8 victims, gas leaks in a structure, HazMat alarm releases with victims, flammable gas or liquid pipeline breaks with exposures, fuel spills greater than 55 gallons, fuel spills in underground drainage or sewer systems, transportation or industrial chemical releases, or radiological incidents. Additional alarm assistance may be required to expand operations past the identified critical tasks. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 130: Critical Task Analysis—High HazMat Risk**

Task Description	Personnel Needed
Command/Support	2
Safety	2
Size Up (360°)	2
Operations	1
Entry Team Officer and Team	5
Back-up Entry Team	3
HazMat Support Group	3
Decon Group	6
Medical Group	4
<b>Effective Response Force:</b>	<b>28</b>

**Figure 131: Alarm Assignments—High HazMat Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit	2	4					
Fire Unit	4	10	1	5	1	5	
Other: Rescue	1	4					
<b>Totals:</b>	<b>7</b>	<b>18</b>	<b>1</b>	<b>5</b>	<b>1</b>	<b>5</b>	<b>Totals</b>
<b>Staff Available:</b>		<b>18</b>		<b>5</b>		<b>5</b>	<b>28</b>
<b>Staff Needed:</b>							<b>28</b>
<b>Deficiency:</b>							<b>0</b>

### Maximum Hazardous Material Rescue Incident

A multiple-unit response is required to control or mitigate a maximum-risk hazardous materials incident. Support is required from an on-duty HazMat team and their specialized equipment. This type of incident will involve establishing operational zones (hot/warm/cold) and assigning multiple support divisions and groups. Examples include nine or more contaminated or exposed victims, a large storage tank failure, HazMat railcar failure, or a weapon of mass destruction incident. This incident will require multiple alarms and may expand beyond the identified critical tasking. Recall of off-duty personnel or assistance from auto or mutual aid may occur during a disaster or when additional alarms and command staff are needed. The following figure identifies the required critical tasking to mitigate the incident, the Effective Response Force, and the assigned resources for this incident type.

**Figure 132: Critical Task Analysis—Maximum HazMat Risk**

Task Description	Personnel Needed
Command/Support	5
Safety	5
Size Up (360°)	5
Operations	3
Entry Team Officer and Team	9
Back-up Entry Team	9
HazMat Support Group	10
Decon Group	9
Medical Group	10
Staging	10
<b>Effective Response Force:</b>	<b>75</b>

**Figure 133: Alarm Assignments—Maximum HazMat Risk Incident**

Unit Description	Escondido Fire Department		Auto Aid		Mutual Aid		
	Units	Staff	Units	Staff	Units	Staff	
EMS Unit	5	10	5	10	5	10	
Fire Unit	5	15	5	15	5	15	
Rescue							
<b>Totals:</b>	<b>10</b>	<b>25</b>	<b>10</b>	<b>25</b>	<b>10</b>	<b>25</b>	<b>Totals</b>
<b>Staff Available:</b>		<b>25</b>		<b>25</b>		<b>25</b>	<b>75</b>
<b>Staff Needed:</b>							<b>75</b>
<b>Deficiency:</b>							<b>0</b>

## Community Characteristics

### Demographics

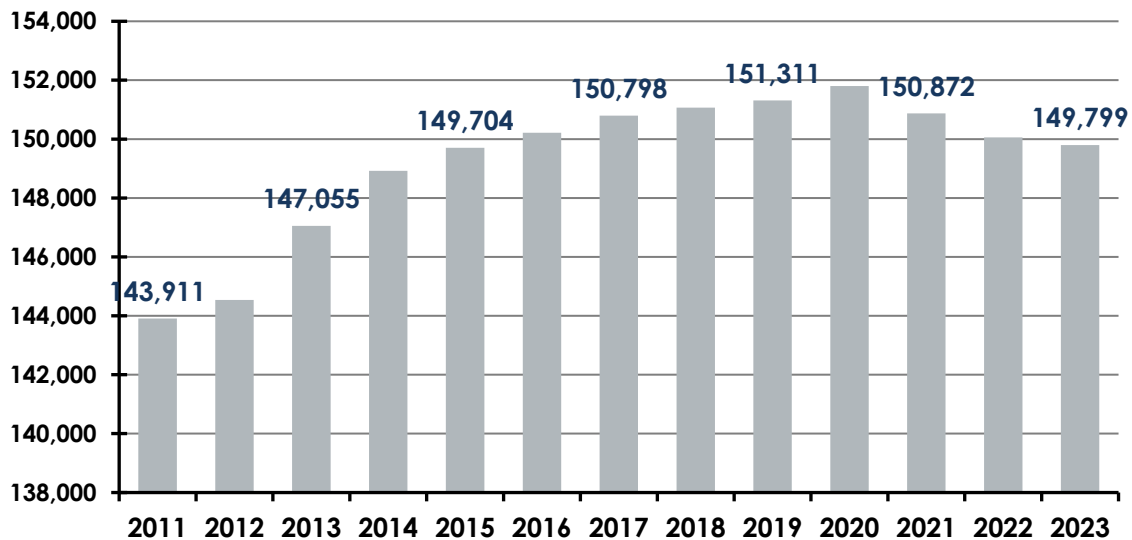
#### Population

Population and demographics can influence the type of services provided in a community. Social conditions such as poverty, the locations of high-risk areas, and housing types can impact the service delivery provided by EFD.

The City's population can directly affect the service delivered by EFD. Data from the California Department of Finance show a population of 143,911 in 2011, increasing to 149,799 in 2023, a growth rate of 4.1%. The highest population occurred in 2020 at 151,803, slowly decreasing to 149,799 in 2023.

This decreasing population trend follows the state, which has seen its numbers decline by more than half a million people since 2021.<sup>15</sup> The following figure shows the population estimates from 2011 to 2023 from the California Department of Finance.<sup>16</sup>

**Figure 134: Population Estimates (2011–2023)**



<sup>15</sup> California's population keeps shrinking, <https://ktla.com/news/california/californias-population-keeps-shrinking>.

<sup>16</sup> California Department of Finance Website, <https://dof.ca.gov/Forecasting/Demographics/Estimates/>.



### At-Risk Populations

At-risk populations can place additional workloads on an organization, thus increasing service demands. The National Fire Data Center has identified them as groups at a higher risk of being injured or killed in a fire.<sup>17</sup>

- Children under 5 years of age
- Adults over 55 years of age
- Adults over 85 are at the highest risk
- Gender

Data from 2022 U.S. Census American Community Survey five-year estimates identified several groups in these categories that are more likely to need emergency services, specifically EMS, than other populations.<sup>18</sup>

### Age

A person's age in a high-risk population directly relates to an increase in unintentional injuries and death or injury from a fire. Older adults are 2.6 times more likely to die in a fire than the overall United States population. These age risks increase service demand, specifically for older adults needing additional medical care.<sup>19</sup>

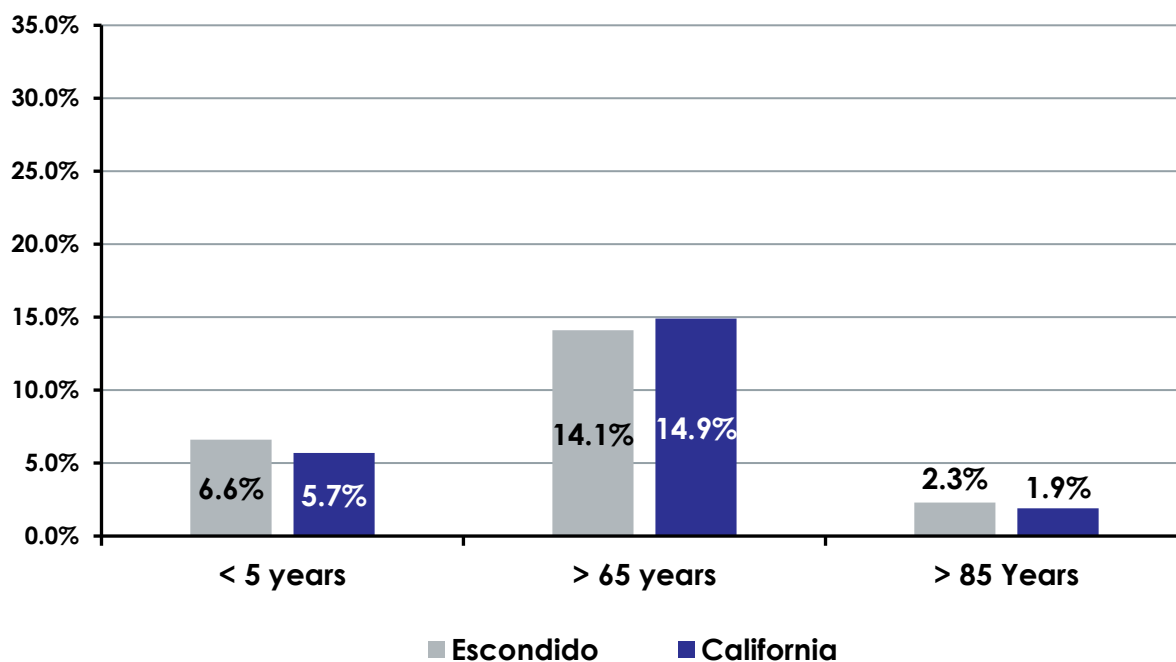
Children under the age of five are at more risk because of their inability to care for themselves and their need for additional assistance during an emergency. Recent trend data (2018) from the U.S. Fire Administration indicates that this age group's relative risk of dying in a fire has dropped 30% in the last ten years and is credited to increased fire prevention and education. The percentage of children under five in Escondido is 6.6%, compared to the state at 5.7%. Adults over 65 are 14.1%, less than the state at 14.9%. Those 85 and older are 2.3%, higher than the state at 1.9%. The following figure shows the percentage of children under five years, 65 years and older, and those aged 85 and older.

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<sup>17</sup> United States Fire Administration, National Fire Data Center, Fire Risk in 2019.

<sup>18</sup> U.S. Census Bureau.

<sup>19</sup> U.S. Fire Administration website.

**Figure 135: Age Risks**

### Gender

According to the U.S. Census Bureau, 49% of the population is male. However, between 2015 and 2019, males accounted for 57% of fire deaths and 55% of fire-related injuries, making them 1.3 times more likely to die of an injury than females. Fire department reports indicate that 12% of males involved in fire incidents were impaired by alcohol, compared to 6% of females. Additionally, 20% of females with disabilities died in home fires, whereas the rate for males was 16%. Middle-aged males had a higher incidence of deaths from intentionally set fires, while females aged 75 and older were more likely to be injured in cooking fires than their male counterparts.<sup>20</sup> The following figure shows gender percentages by age.

<sup>20</sup> National Fire Protection Association, Home Fire Victims by Age and Gender, December 2021.

**Figure 136: Gender Percentages by Age**

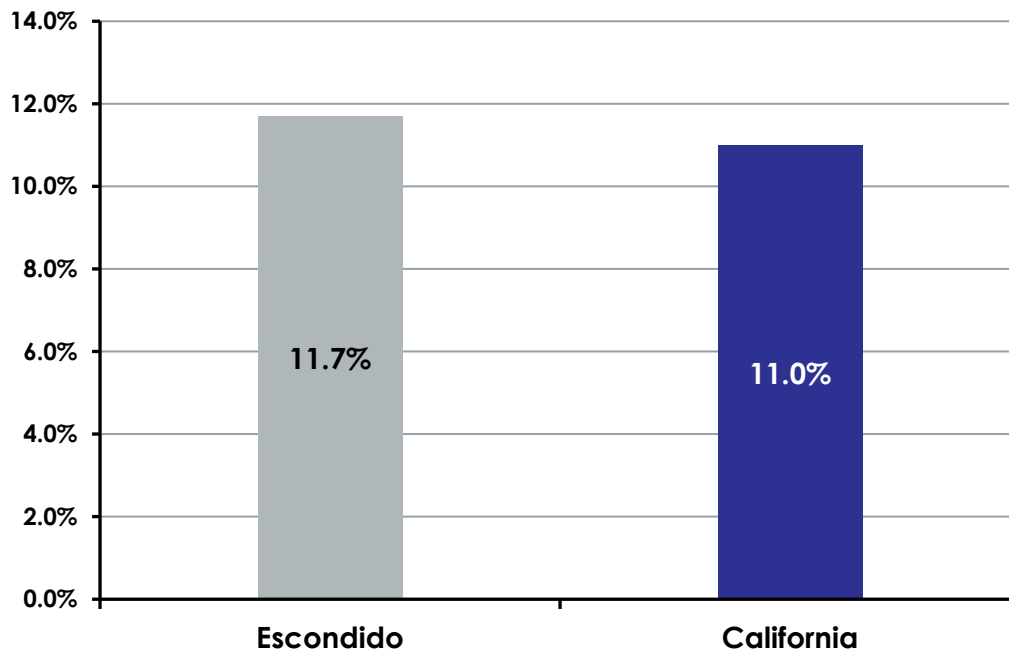
Age Groups	Male	Female
Under 5 years	7.2%	5.9%
5 to 9 years	5.8%	6.8%
10 to 14 years	6.7%	6.1%
15 to 19 years	6.3%	5.6%
20 to 24 years	7.1%	6.7%
25 to 29 years	8.7%	7.3%
30 to 34 years	7.6%	7.6%
35 to 39 years	7.4%	7.5%
40 to 44 years	6.8%	5.5%
45 to 49 years	5.6%	6.7%
50 to 54 years	6.1%	6.0%
55 to 59 years	6.7%	6.7%
60 to 64 years	5.7%	5.8%
65 to 69 years	4.0%	5.4%
70 to 74 years	3.4%	3.1%
75 to 79 years	2.1%	2.5%
80 to 84 years	1.2%	1.9%
85 years and over	1.8%	2.8%

## Additional Demographics

### Disabilities

The residential population with disabilities is 11.7% in Escondido compared to the state at 11%. This population group may be unable to self-evacuate from a building during an emergency or need additional medical services because of their disability. This may create additional demand for medical services, specifically as they age. The following figure depicts the percentage of households with a disability.

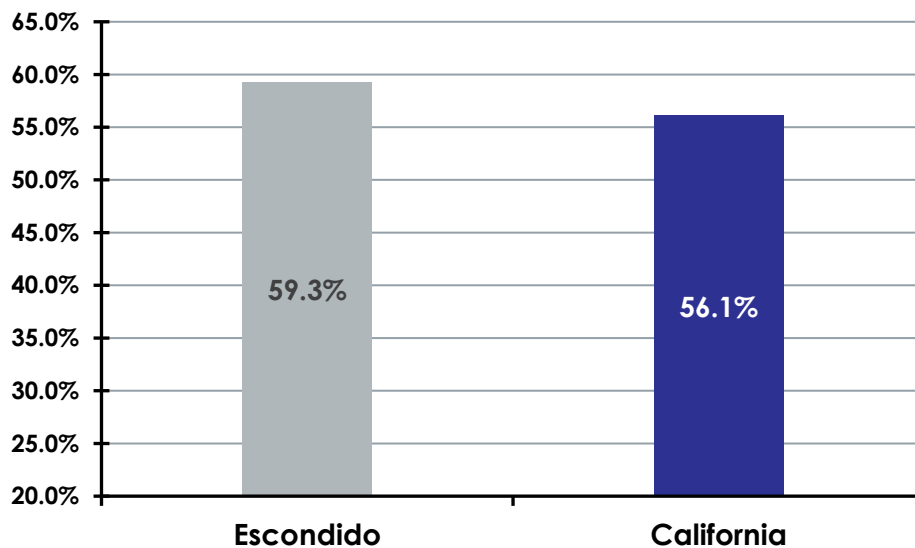
**Figure 137: Population with a Disability**



### Language Barriers

EFD may encounter someone who needs another type of communication. The number of people over five speaking a language other than English in Escondido is approximately 59.3%, which is higher than the state at 56.1%. This population may not understand smoke alarm technology designed to provide early warning during a fire, increasing the risk of injuries or death in their home. The following figure provides the percentage of people with a language barrier.

**Figure 138: Language Barriers**

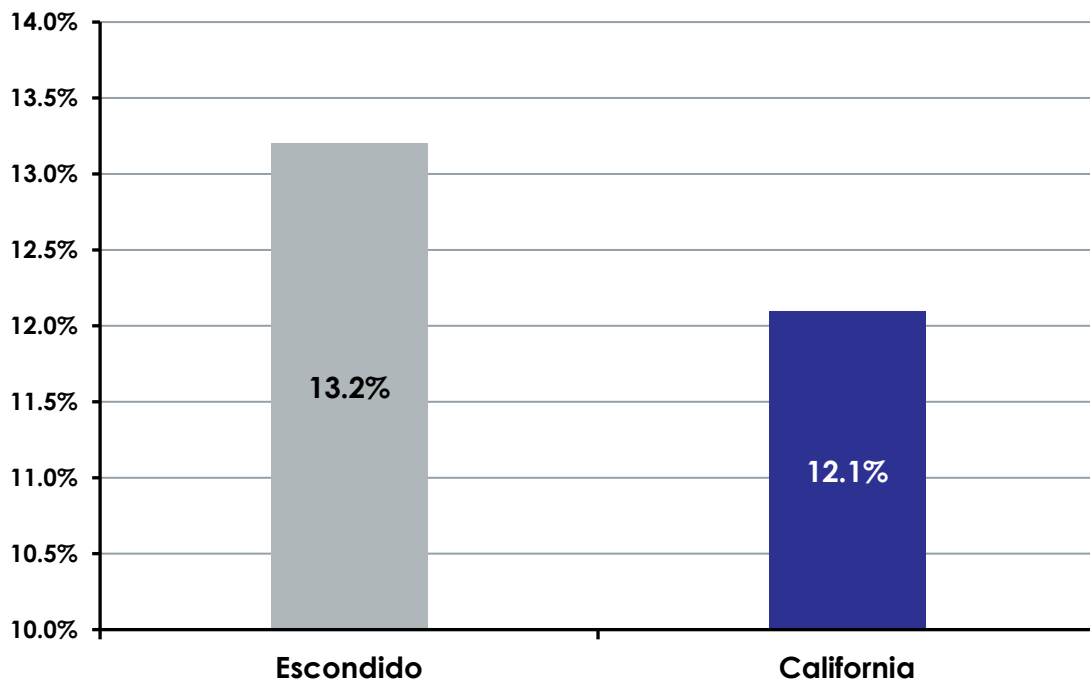


### Poverty & Income

Low wages or income create challenges in a community that can lead to poverty. Meeting a person's basic needs can reduce the increased risk of fires or medical incidents. People living below the poverty level are considered at the highest risk when combined with other factors such as education levels, disabilities, or inability to work. Low incomes impact families with children, lead to lower educational scores, and create mental health issues. The COVID-19 pandemic has adversely affected these families because schools were closed, and childcare was unavailable. Low income can lead to higher mental health impacts in the community. A report from the World Economic Forum states that depression and anxiety are nearly three times as likely in people with low incomes.

In Escondido, 13.2% of the population is in poverty, higher than the state rate of 12.1%. The higher poverty levels correspond with lower incomes, and the city's median household income of \$77,554 is lower than the state's at \$91,905. The following figure shows the poverty rate.

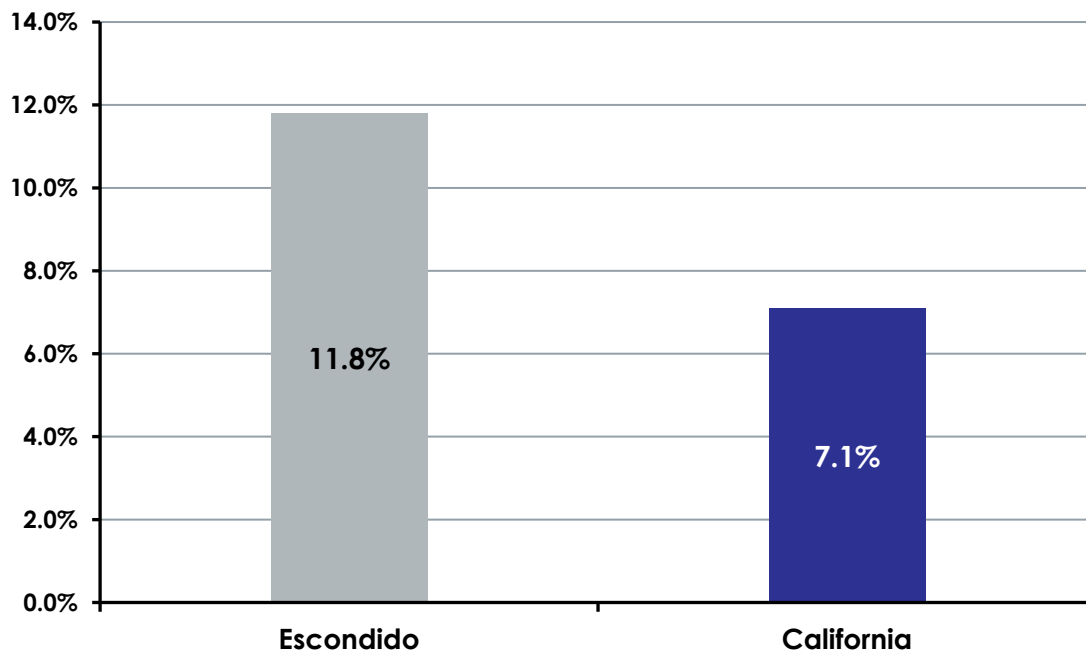
**Figure 139: Population in Poverty**



### Persons without Health Insurance

Populations without adequate health care can burden service delivery and increase the rate of medical incidents. Lack of health insurance may affect lower-income populations at a higher rate since they cannot pay for medical visits. In Escondido, 11.8% of the population is without health insurance, higher than the state at 7.1%. The following figure provides the percentage of people without health insurance.

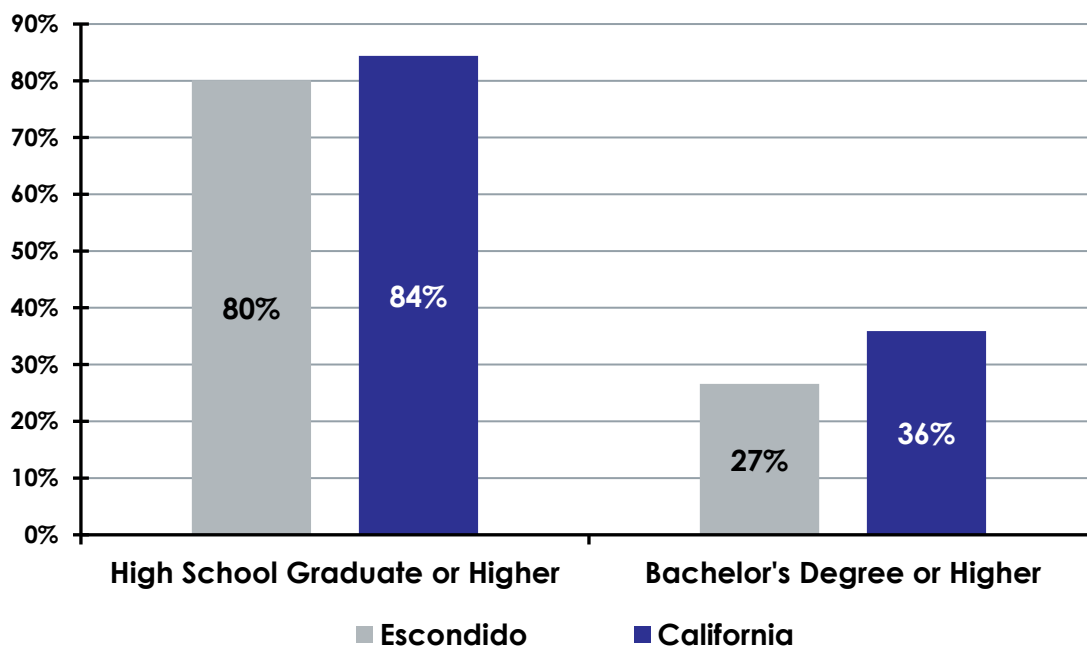
**Figure 140: Population without Insurance**



### Education Levels

Educational attainment is not considered one of the at-risk populations but is recognized as another risk group when developing fire and life safety education programs. In Escondido, 80% of the population has a high school diploma, less than the state. Those with a bachelor's degree or higher are 27%, less than the state at 36%. The following figure provides information on the levels of education in Escondido.

**Figure 141: Education Levels**





## Race & Ethnicity

Race refers to a person's identification with a social group, such as White, Black, African American, or Asian, while ethnicity pertains to nationality, religion, language, or culture. The table in the following figure illustrates how race and ethnicity are represented in Escondido compared to California; it does not provide a total percentage representation but an overview of race and ethnicity.

**Figure 142: Race & Ethnicity**

Race and Ethnicity	Escondido	California
White alone*	53.9%	70.7%
Black or African American alone	2.2%	6.5%
American Indian & Alaskan Native alone	1.6%	1.7%
Asian alone	6.4%	16.3%
Native Hawaiian & Other Pacific Islander alone	0.5%	0.5%
Two or more races	19.5%	4.3%
Hispanic or Latino (of any race)	52.0%	40.3%
White alone, not Hispanic or Latino	34.9%	34.7%

\*White alone, not Hispanic or Latino, are individuals who responded "No, not Spanish/Hispanic/Latino" and who reported "White" as their only entry in the race question. Data for this table were sourced directly from the U.S. Census QuickFacts page.

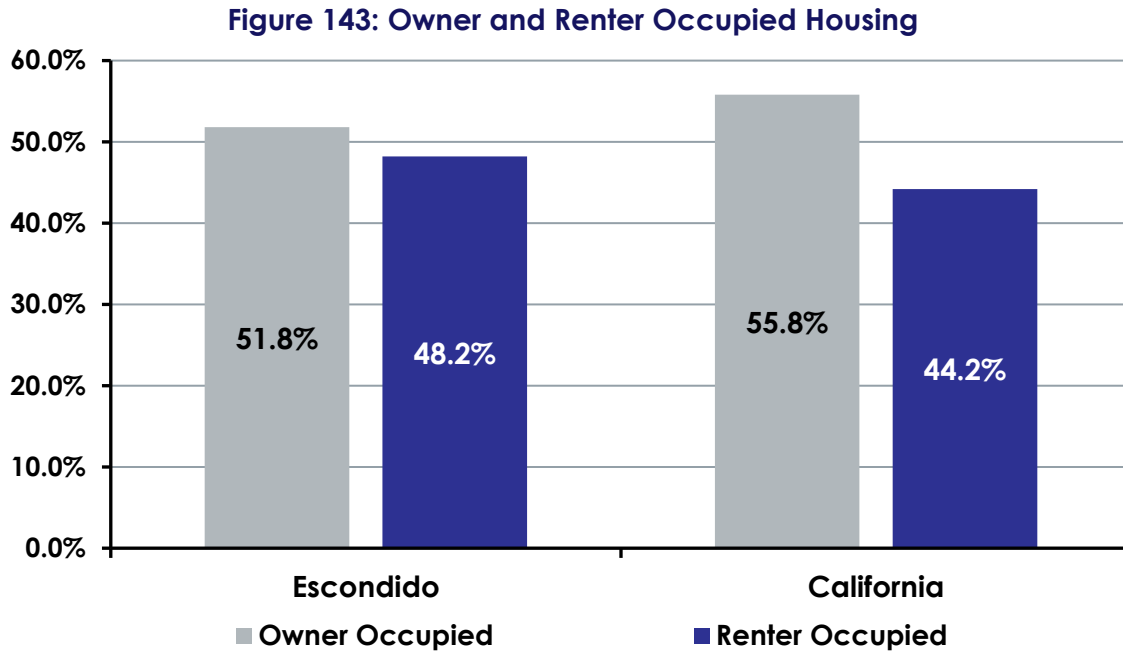
## Housing Characteristics

Housing types can vary in a community and provide insight into ownership, the age of the home, and the number of units in the building. Escondido has approximately 52,468 housing units, while 1,725 are vacant. Vacant structures can pose a risk for the fire department and community if the building is not secured to prevent entry. If the building is not maintained, the structural integrity can degrade and present problems during a fire. Vandalism may create additional problems for the fire department and law enforcement.

Data from the NFPA states that from 2015 to 2019, 75% of fire deaths occurred in homes, and 57% were male.

### Housing Ownership

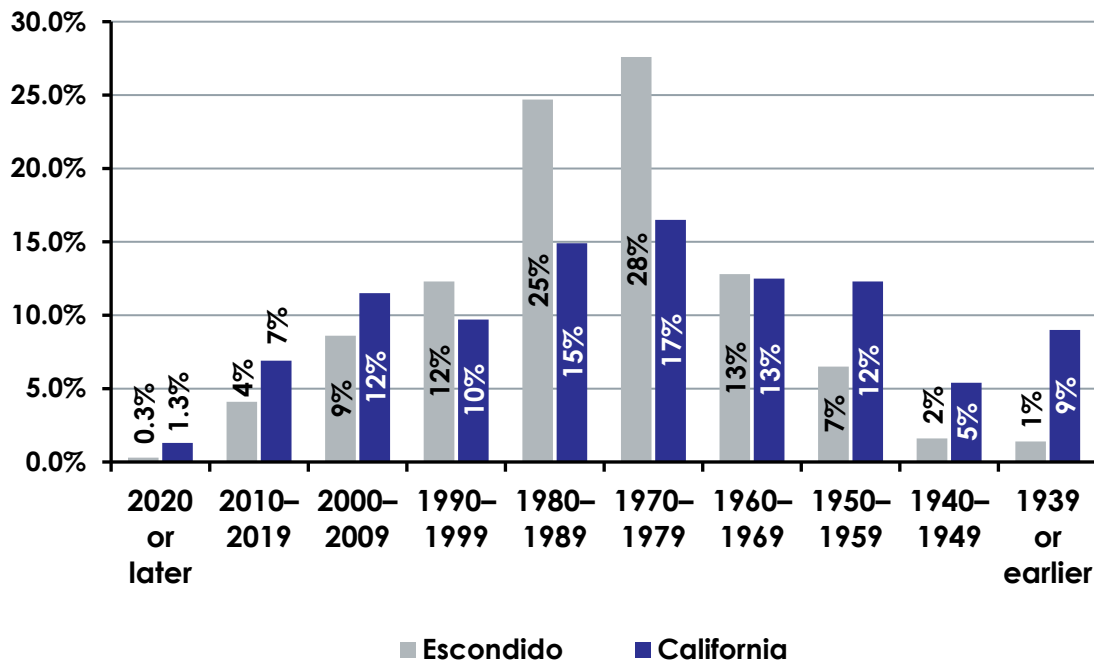
Homeownership in Escondido is 51.8%, less than the state at 55.8%. The following figure shows the percentage of owner and renter-occupied housing in Escondido and the state.



### Age of Housing

As buildings age, the cost of maintaining the structure increases over time. Homes built before smoke alarm installation requirements create a higher risk if none are present. The homes built before 1980 are 51%, before most building code requirements for smoke alarm installations. Working smoke alarms have reduced fire death and provided an early warning during the event of a fire. New codes now require smoke alarms for new residential properties in each bedroom, hall, and floor. The following figure provides the housing age by decade.

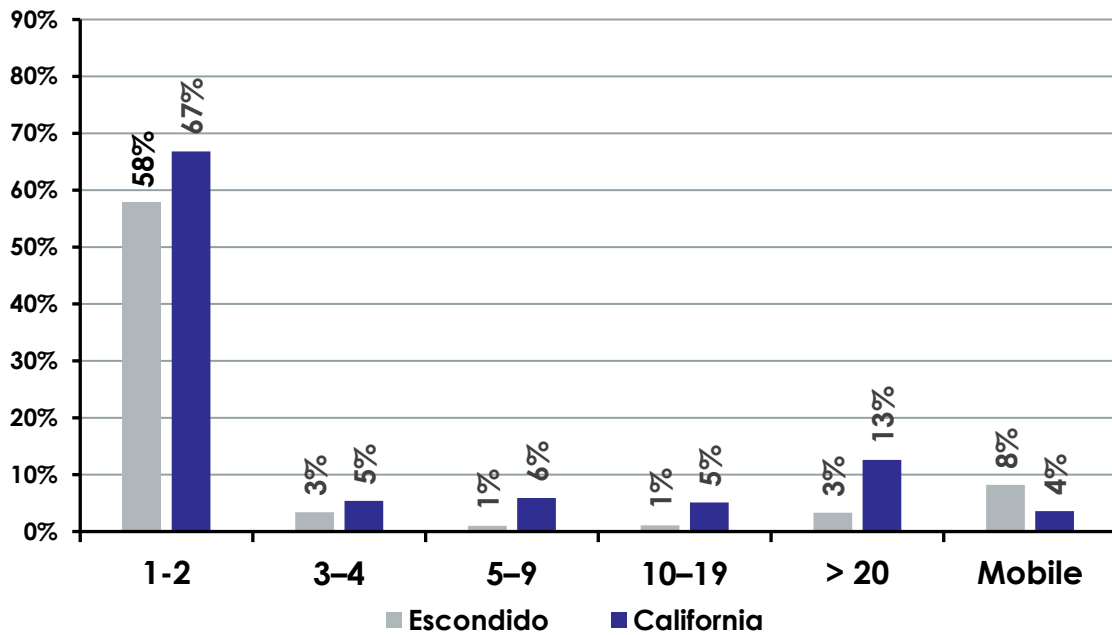
**Figure 144: Age of Housing**



### Housing Units

The number of people living in one- or two-family dwellings is 58% compared to the state at 67%. This lower percentage is reflective of homeownership. The number of buildings with 20 or more units is 3%, much less than the state at 13%. The following figure lists the percentage of housing units by building.

**Figure 145: Housing Units per Building**



## Environmental Risks

All communities are continually threatened by physical hazards daily. Hazards can range from wildfires and earthquakes to flooding from heavy rains or droughts. Mitigation plans provide public and emergency responders with information to understand the risks and prepare for an event.

### Weather Conditions

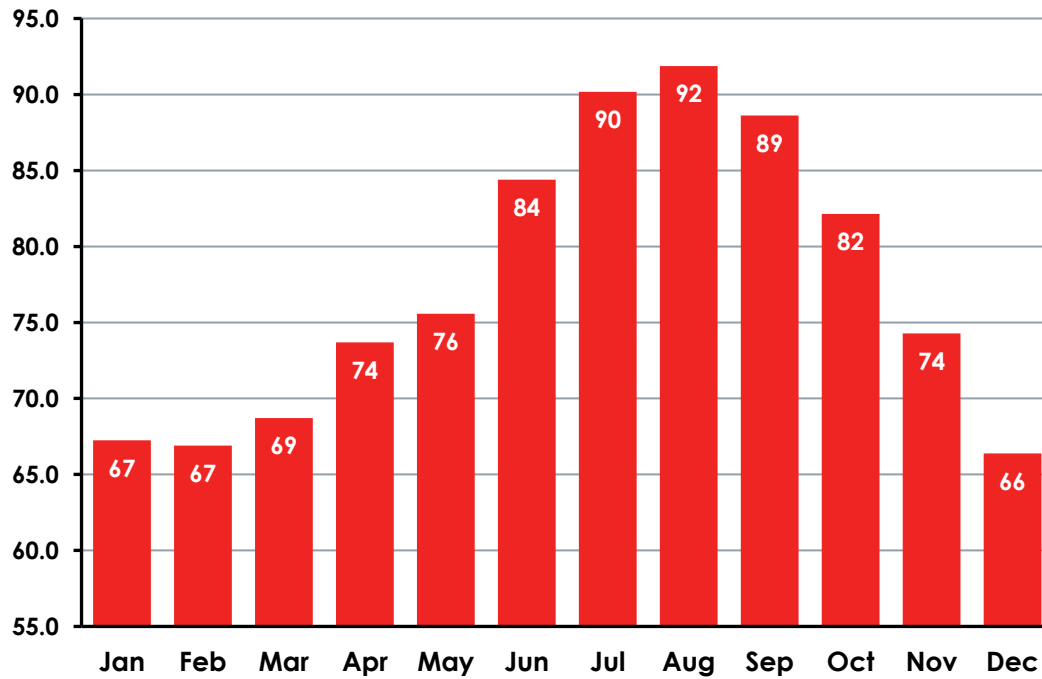
The climate can affect EFD year-round and may impact emergency response. Whether it is a thunderstorm or other weather event, the fire department must respond when requested.

### Temperature

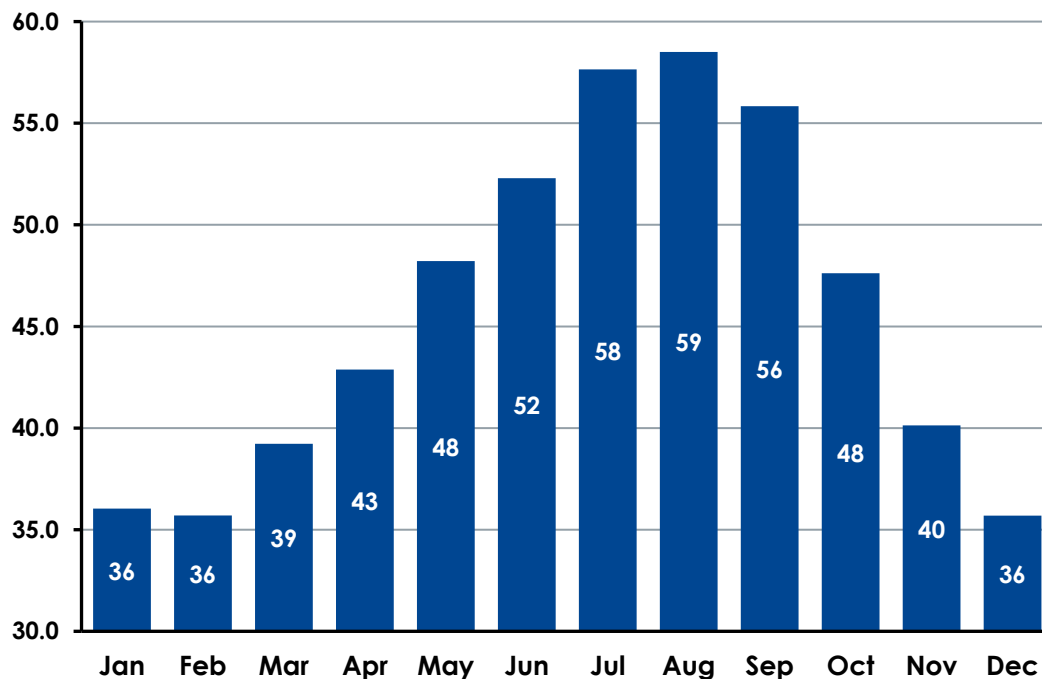
The weather conditions in an area can impact the fire department and the entire community during the year.<sup>21</sup> When temperatures are high, they affect firefighters during extended incident operations and require rehabilitation to prevent heat exhaustion. The average high temperatures range from a low of 66°F during December to a high of 92°F in August. In July 2023, the average high temperature exceeded 94°F, well above the monthly average. The following figure provides the average monthly high temperature.

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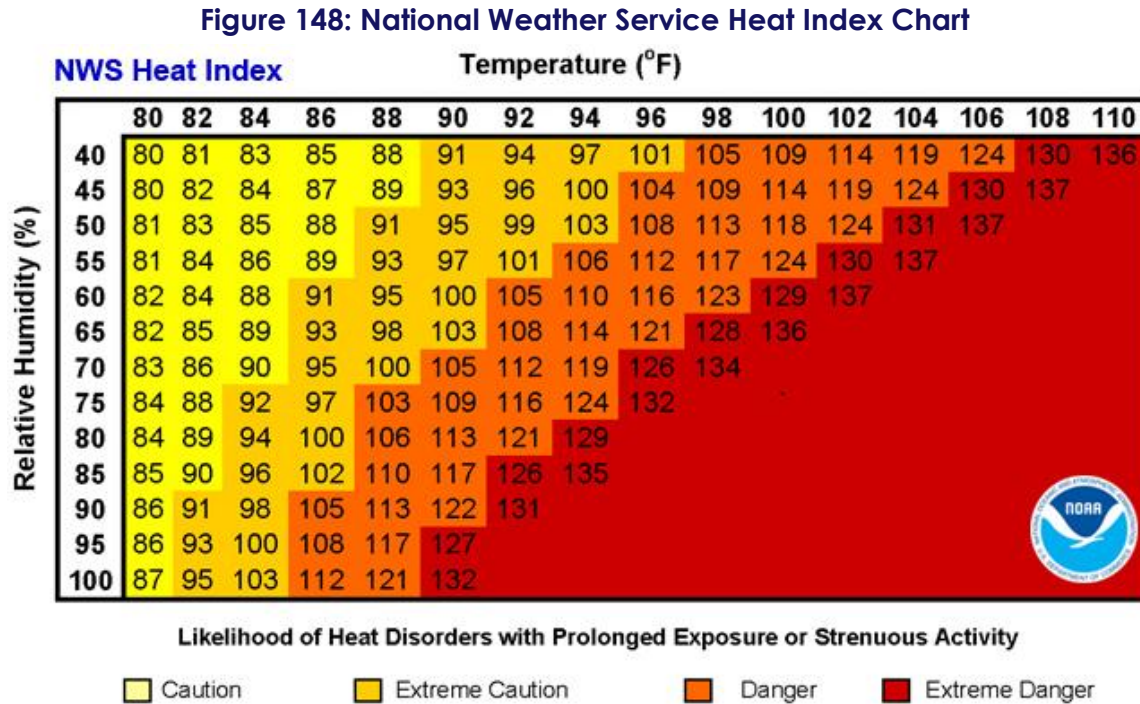
<sup>21</sup> Iowa Environmental Menoset website, California COOP, Escondido.

**Figure 146: Average Monthly High Temperatures (2011–2023)**

The average daily low temperature occurs between December and February at 36°F, and the warmest is during August at 59°F. The following figure shows the average daily low temperatures.

**Figure 147: Average Monthly Low Temperature (2011–2023)**

Heat can affect fireground operations, and when combined with high humidity, the temperature may feel much higher and require rehabilitation for firefighters. The below figure shows the National Weather Service's Heat Index chart.<sup>22</sup>

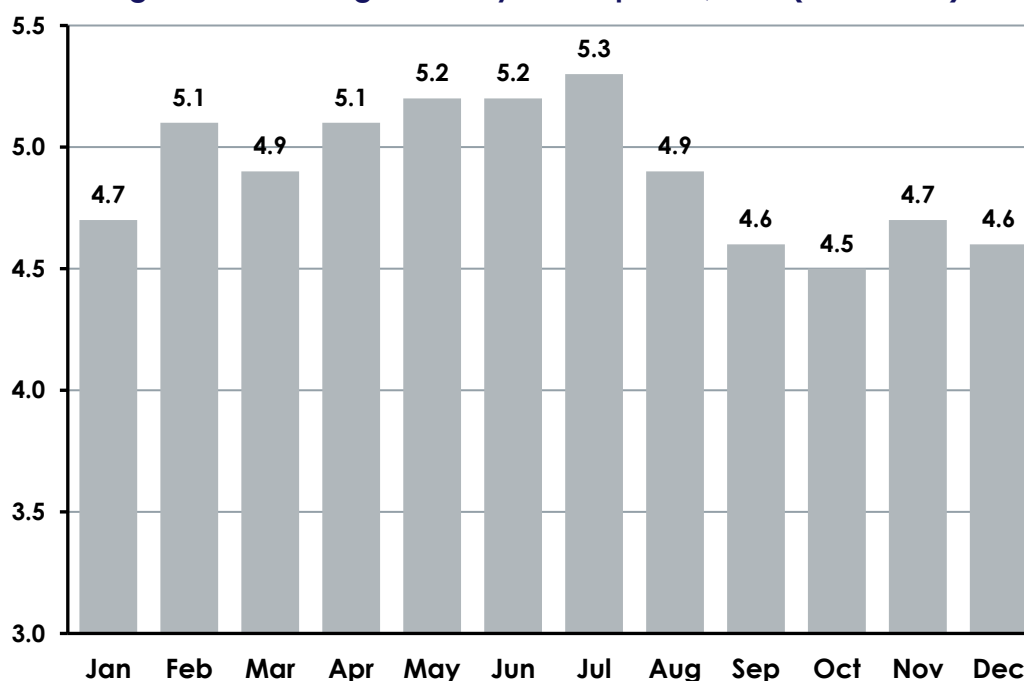


<sup>22</sup> Iowa Environmental Menoset website, California ASOP, Ramona Airport.

## Winds

Wind speed and direction influence how EFD manages events like wildfires or hazardous materials incidents. Santa Ana winds can affect Escondido, which are dry and gusty northeast winds that blow in the opposite direction than the normal onshore flow. The wind speed can reach over 75 miles per hour. These winds quickly spread fires and easily overwhelm firefighters, create power outages, cause property damage from falling trees, and may increase health concerns for people with respiratory issues. The highest average winds occur between April and July of each year.<sup>23</sup> The following figure shows the average monthly wind speeds.

**Figure 149: Average Monthly Wind Speeds, MPH (2011–2023)**

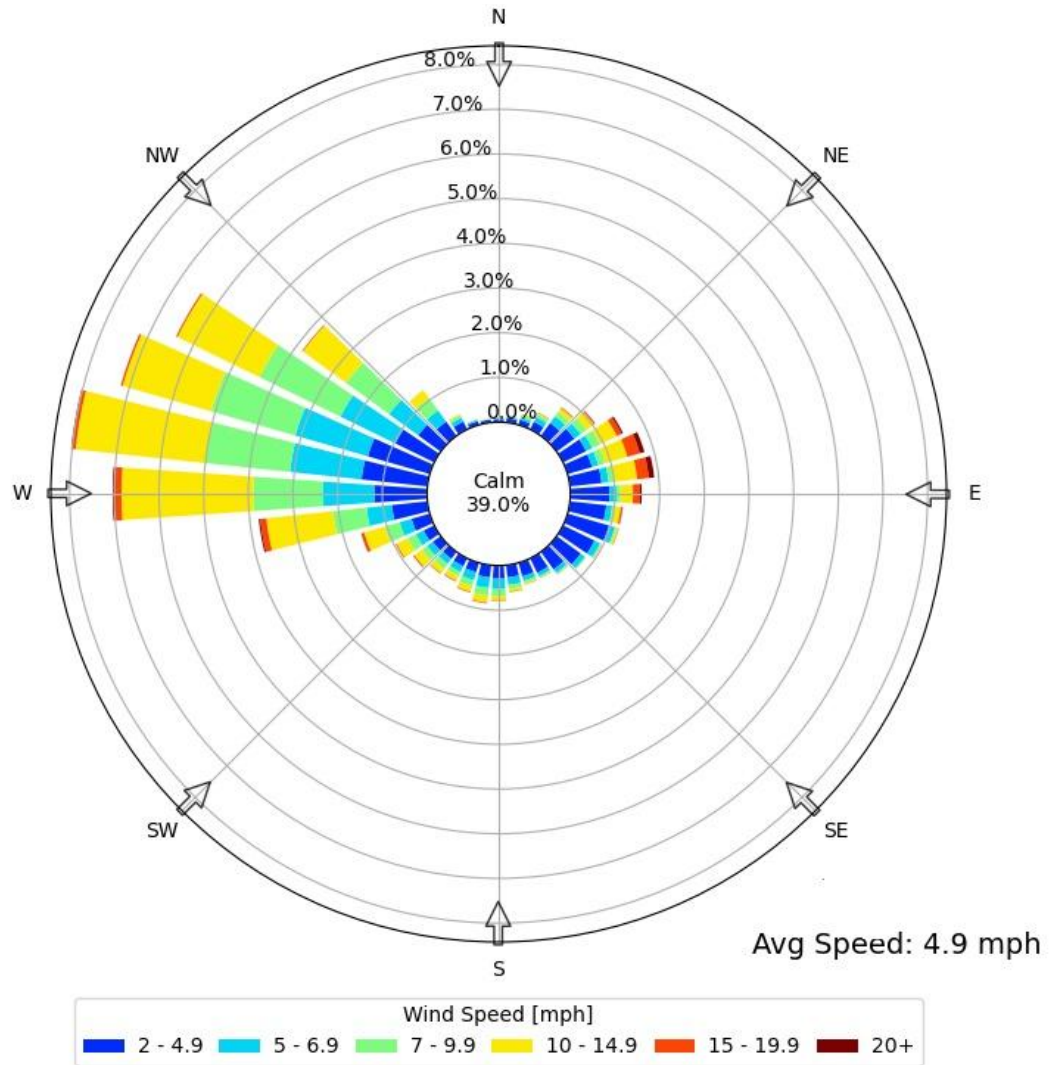


The prevalent winds are from the west, as shown in the following figure from the wind rose from the NWS at the Romona Airport reporting station.

<sup>23</sup> Ibid.



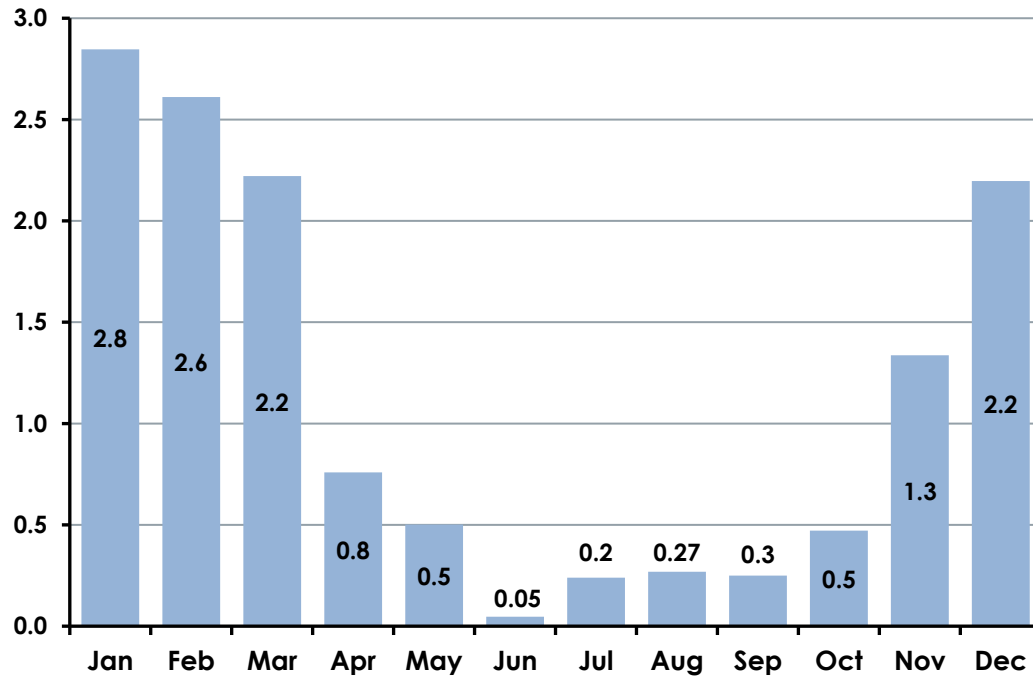
Figure 150: Wind Rose



## Precipitation

The lack of precipitation for an extended period creates problems in a community. Drought increases the hazards of wildland fires as the vegetative moisture content decreases and generates higher combustible fuels. Insufficient rainfall affects the ability to grow crops and maintain landscaping. The months with the highest precipitation occur between December and March, as shown in the following figure.

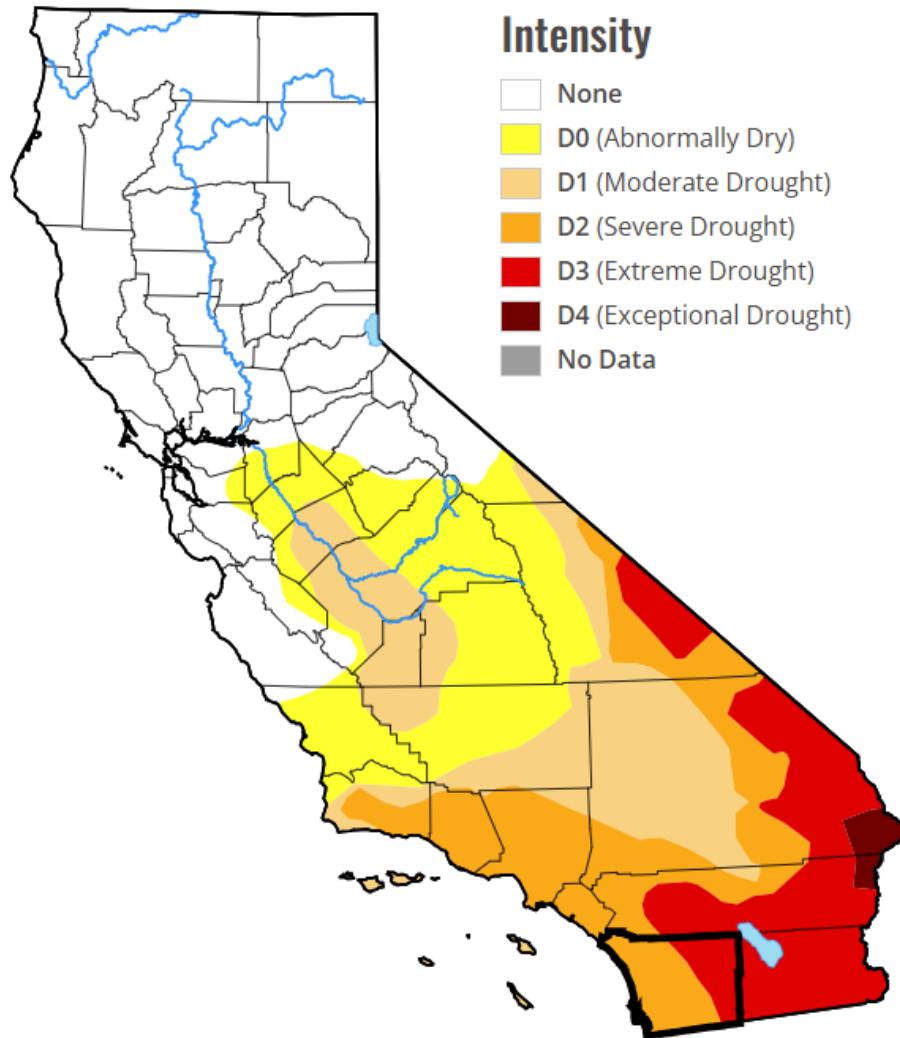
**Figure 151: Average Monthly Precipitation (2011–2023)**



### Drought Conditions

San Diego County currently has severe and extreme drought conditions. The following figure shows the drought condition as of April 3, 2025.

**Figure 152: Drought Conditions**



## Physical Hazards

A physical hazard is generally described as a natural disaster or weather event that affects the community. The event may last a few hours or extend for a lengthy period, such as a heatwave or drought. The National Weather Service (NWS) issues advisories, watches, or warnings for these hazards when conditions exist or are in the immediate forecast.

### Wildland Fires

Escondido is a Local Responsibility Area (LRA), and there are Very High Fire Hazard Severity Zones (VHFHSZ) in Escondido. These areas are along the outer areas of the city. The largest continuous area is Daley Ranch Park, in the city's northeast section. This area travels south on the city's eastern edge towards the San Deigo Zoo Safari Park. The northeast section of Escondido has additional VHFHSZs north of Golden Circle Dr. The remaining sections are southwest of Willowbrook St and along the southern edge of the city limits.

Significant wildland fires have impacted San Diego County in the past. The largest occurred in 2003. These fires are shown in the following figure.

Figure 153: Significant Wildfires in San Diego County

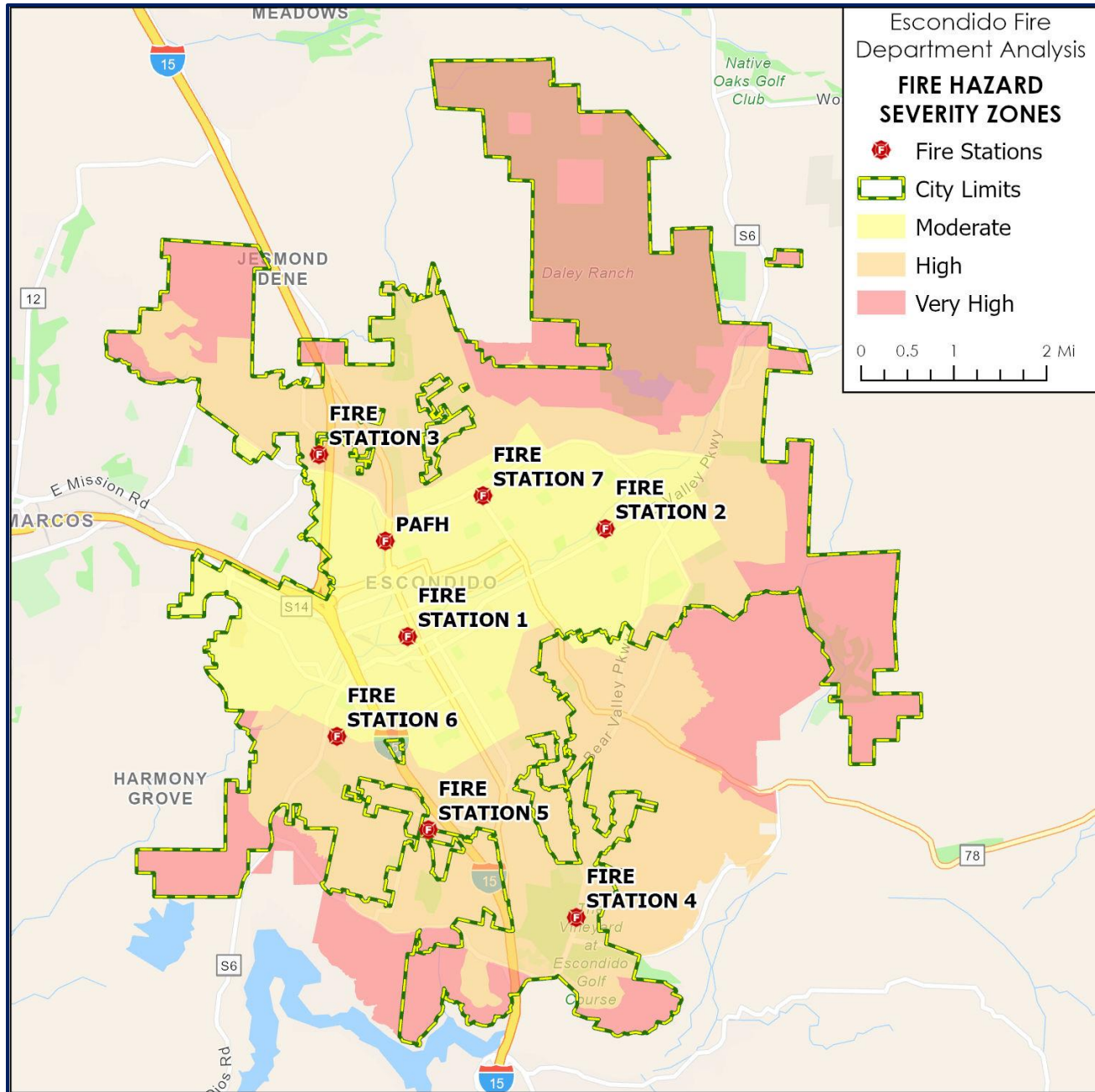
Fire	Year	Annual Average Daily Truck Counts
Cedar	2003	273,000 acres, destroyed 2,800 structures, 15 fatalities
Witch Creek	2007	197,990 acres, destroyed 1,650 structures
Lilac	2017	4,100 acres, destroyed 157 structures
Valley	2020	17,000 acres, destroyed 61 structures
Grove 2	2024	863 acres

EFD provides annual educational communication to property owners in the very high severity zone. Included is a Property Review Checklist that provides information on vegetation management. The checklist provides a survey listing guidelines to maintain a fire-safe property. The guidelines include information about defensible spaces and fuel modification, removing dead and diseased trees or shrubs, trimming back tree branches, maintaining a 10-foot separation for propane tanks, and moving woodpiles and trashcans away from buildings. This information is also available on the fire department website.

The recent fires in Los Angeles County emphasize the need to harden buildings, not just homes, to reduce the impact of embers cast by wildland fires. Combustible vegetation near buildings provides fuel that can extend to buildings. These structure fires create additional sources of embers, especially during high wind conditions that expose other vegetation and buildings to ignition.

San Diego County's Fire Safe Council is a nonprofit organization created to assist residents in preventing, preparing for, and knowing what to do after a fire. There are 43 community fire-safe councils (FSC) in San Diego County. The Southwest Escondido FSC encompasses over 4,000 acres. The Southwest Escondido Fire Safe Council (FSC) is actively involved in the Escondido area and partners with EFD. The FSC collaborated with CAL FIRE and EFD on the recent Community Wildfire Protection Plan currently under review. They have applied for fuel abatement and education grants for their FSC area. They wish to expand their collaboration with EFD for fuel break projects and resident outreach. The FSC also participates in the Wildfire Risk Reduction and Asset Protection Project Working Group and attends California FSC meetings to receive updates on the evolving insurance issues in the state. They received Firewise USA® recognition in October 2023 for 71 homes. The following figure shows the locations of the fire hazard severity zones.

Figure 154: Fire Hazard Severity Zones



## Flooding

There are areas in Escondido classified as regulated waterways by the Federal Emergency Management Agency; the City has the following flood zones:<sup>24</sup>

- An area classified as "A" zone is exposed to a 1-percent chance of a flood event but does not have a "...detailed hydraulic analysis."
- The AE designation is considered "areas subject to inundation by the 1-percent-annual-chance flood event determined by detailed methods" and is further defined as a 26% chance of a flood occurring in 30 years.
- The AH areas are subject to inundation by 1-percent-annual-chance shallow flooding (usually areas of ponding) where average depths are 1–3 feet. BFEs derived from detailed hydraulic analyses are shown in this zone.
- AO designation is an area subject to inundation by 1-percent-annual-chance shallow flooding (usually sheet flow on sloping terrain) where average depths are 1–3 feet. Average flood depths derived from detailed hydraulic analyses are shown within this zone.
- Zone "X" is a "moderate risk area within the 0.2-percent annual chance floodplain.

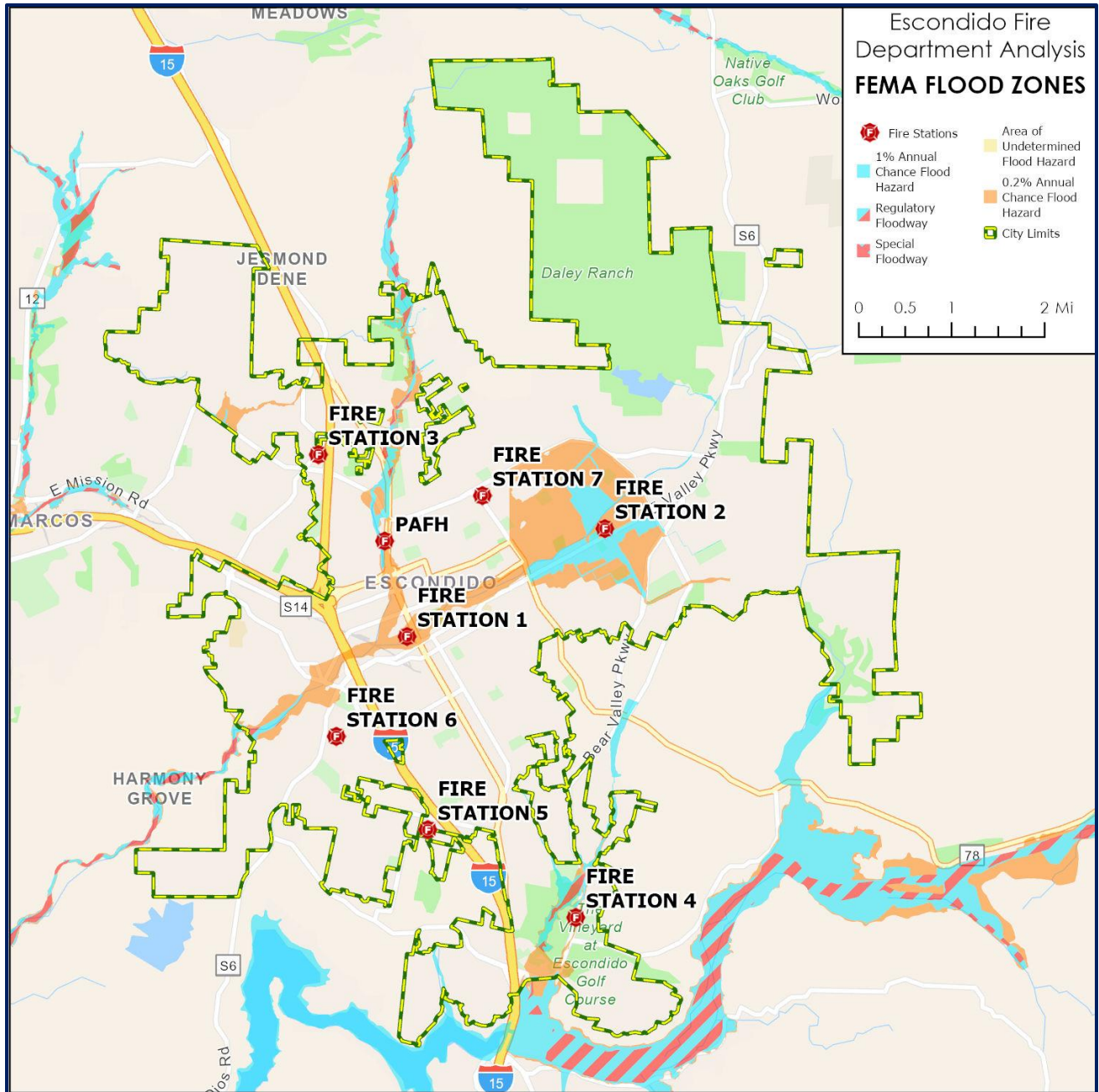
Escondido and Reidy Creeks both have FEMA-regulated waterways as part of their outfall. There are levees along Escondido Creek traveling southwest from Harmony Grove Rd. A large portion of Escondido has Zones AH, AO, and X in an area bounded by E El Norte Pkwy to the north, N Citrus Ave and Bear Valley Pkwy to the east, westward from Orange Glen High School to N Ash St at E Pennsylvania Ave, and northward to E El Norte Pkwy.

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<sup>24</sup> FEMA Flood Map Service Center website.



Figure 155: FEMA Flood Zones





## Earthquakes

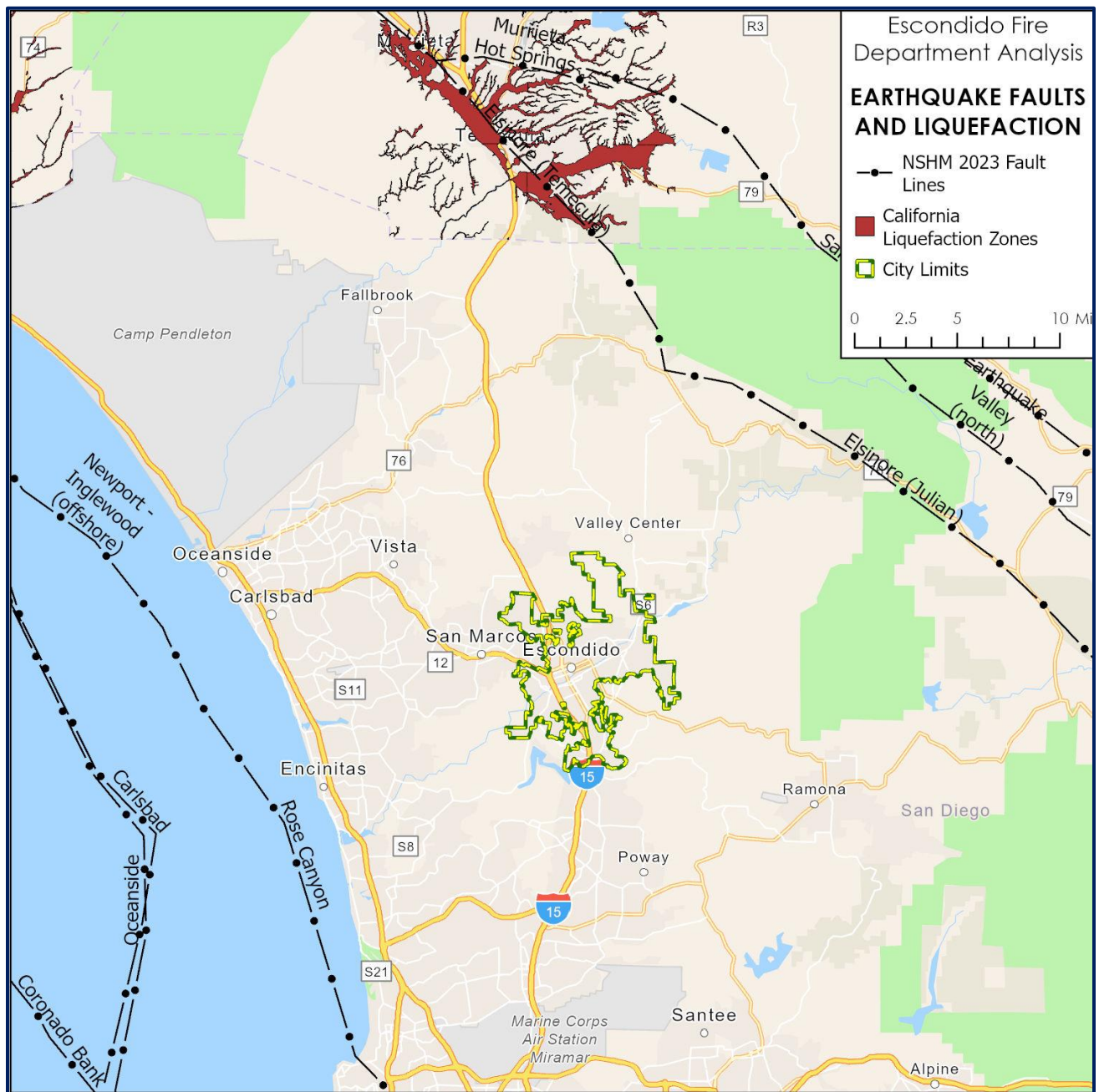
An earthquake may cause damage to infrastructure depending on the severity and location. If roads or highways are damaged, assistance from outside agencies may be delayed and impact the community. Other impacts include loss of utilities, damage to buildings, injuries, and loss of life. The probability of an earthquake is considered likely per the Multi-Jurisdictional Hazard Mitigation Plan: City of Escondido Annex.

Although no known faults are in Escondido, there are faults to the west and south of the city. Major faults in San Diego County include Rose Canyon, La Nacion, Elsinore, San Jacinto, Coronado Bank, and San Clemente. The San Diego County Multi-Jurisdictional Hazard Mitigation Plan (HMP) listed an earthquake as a high hazard for the county. The most recent strong earthquake was 5.3, which occurred in 1986. There is documentation of a strong earthquake in 1862 that may have registered 6.0 based on the recorded damage.

The soils in Escondido prevent major disruptions from liquefaction. The HMP states that no loss from liquefaction is expected. The number of critical facilities potentially exposed to damage during an earthquake is 22, and the loss would be nearly \$600 million.

The following figure shows the earthquake faults and liquefaction zones near Escondido.

**Figure 156: Earthquake Faults and Liquefaction Zones**



## Critical Infrastructure

Critical infrastructure and key resources (CIKR) explain what is crucial for a community to function in a modern economy. Critical infrastructure is defined as a sector “whose assets, systems, and networks, whether physical or virtual, are considered so vital to the United States that their incapacitation or destruction would have a debilitating effect on security, national economic security, national public health or safety, or any combination thereof.” There are sixteen defined Critical Infrastructure Sectors (CIS):<sup>25</sup>

- Chemical Sector
- Commercial Facilities Sector
- Communications Sector
- Critical Manufacturing Sector
- Dams Sector
- Defense Industrial Base Sector
- Emergency Services Sector
- Energy Sector
- Financial Services Sector
- Food and Agriculture Sector
- Government Facilities Sector
- Healthcare and Public Health Sector
- Information Technology Sector
- Nuclear Reactors, Materials, and Waste Sector
- Transportation Systems Sector
- Water and Wastewater Systems Sector

All these sectors may not be in EFD; each community must determine critical infrastructure locations and develop pre-incident plans for responding personnel.

Other buildings to consider as target hazards could include occupancies with a potential for a significant loss of life, such as places of public assembly, schools, childcare centers, medical and residential care facilities, and multi-family dwellings. Other considerations include buildings with substantial value to the community—economic loss, replacement cost, or historical significance—that, if damaged or destroyed, would have a significant negative impact.

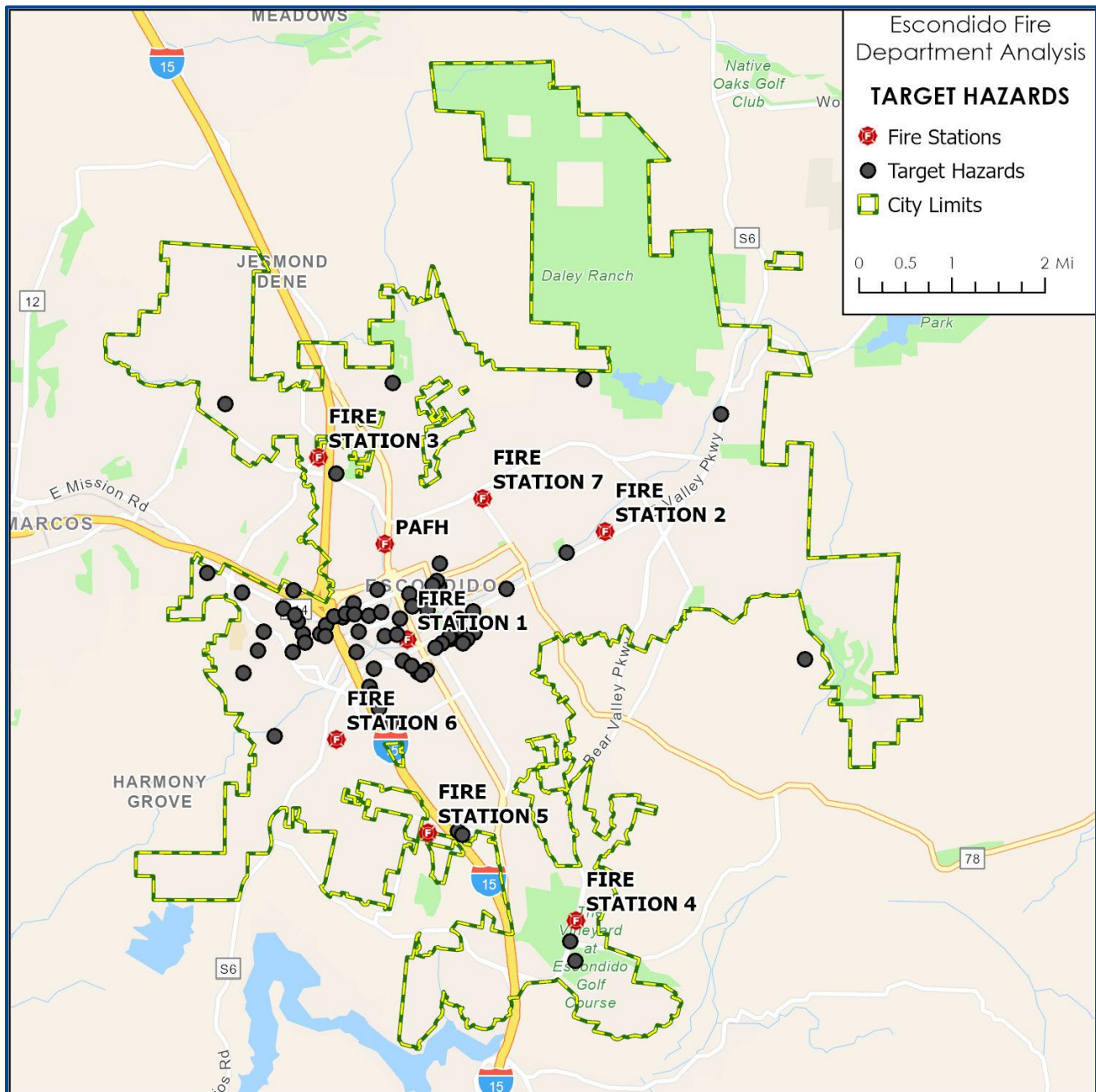
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<sup>25</sup> *Infrastructure Security, Department of Homeland Security.*

### Target Hazards

A target hazard is a location or facility that poses a risk to the community. The CIKR provides a list of sectors that are critical to a community. Target hazards also include high-value buildings and historic or cultural sites. Identifying these locations allows a fire department to prepare for potential emergencies and ensure they have the appropriate resources and strategies to prevent, respond, and mitigate risks. The following figure shows the locations of target hazards identified by EFD.

**Figure 157: Target Hazards**



### Hazardous Materials

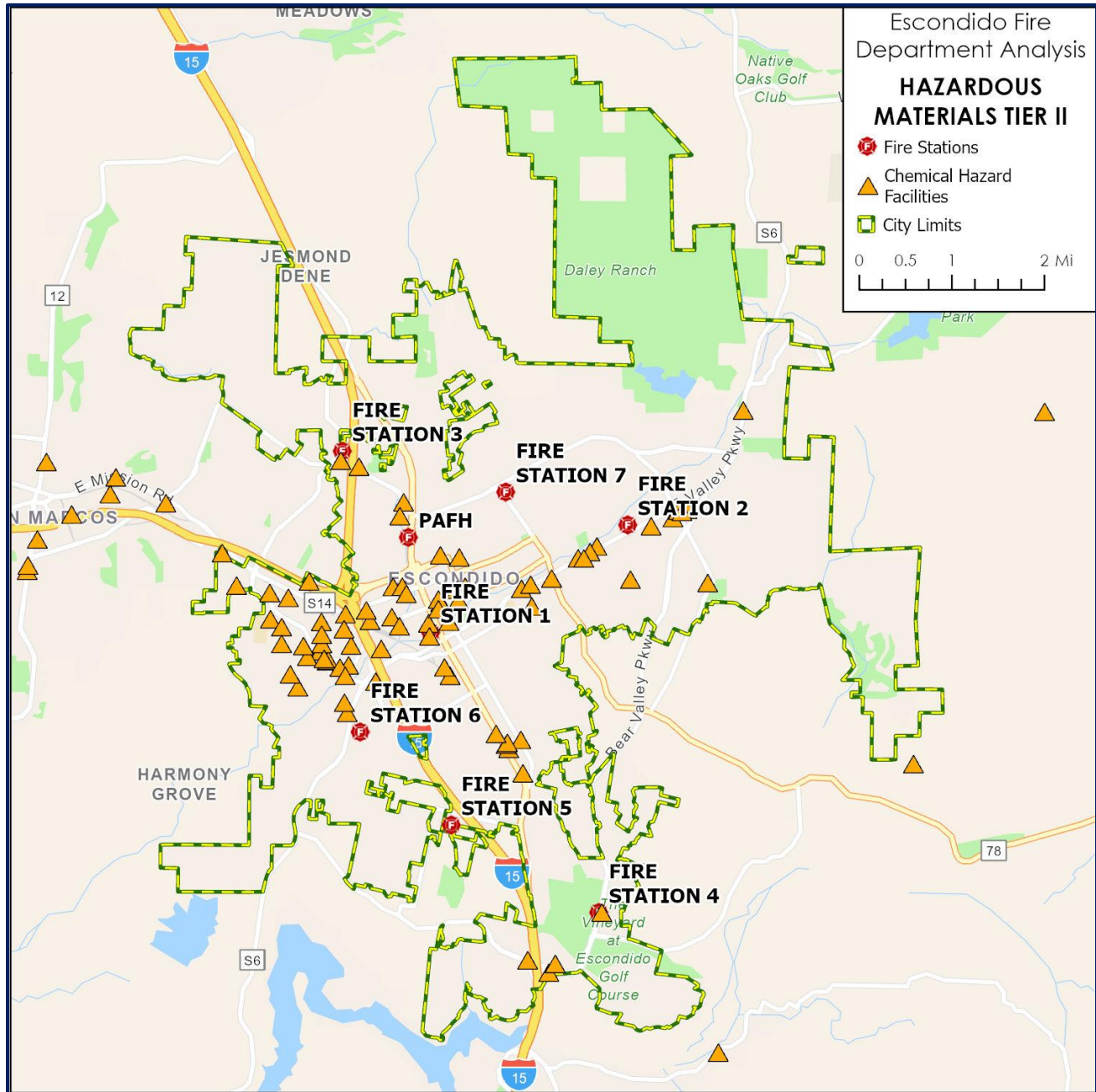
Events that occur without warning or that are unknown and suddenly appear are considered technological hazards. Examples include industrial accidents or hazardous chemical releases. Each community should create contingency plans for the specific risks in their jurisdiction. This may include permitting, periodic fire and life safety inspections, and pre-incident planning. These activities are designed to reduce risks and provide on-site visits for fire department personnel.

If a building or facility that stores or produces hazardous materials has been identified, it may require special personal protective clothing and equipment to control or mitigate the event. Locations with hazardous materials on-site for any time during the year exceeding the limits established by the Environmental Protection Agency are required to file Tier II reports. These reports are provided to local jurisdictions, local emergency planning committees, and the State's Emergency Response Commission as required by the Emergency Planning and Community Right-to-Know Act of 1986, also known as SARA Title III. These thresholds require submission:

- Ten thousand pounds for hazardous chemicals.
- Lesser of 500 pounds or the threshold planning quantity for extremely hazardous chemicals.
- California requires additional reporting quantities through a five-tier system that authorizes the treatment and storage of hazardous waste.

EFD personnel are trained in hazardous materials response with awareness, operations, and technicians certifications. The city contracts with the San Diego County Hazardous Materials Teams and the San Diego County Environmental Health to respond to a hazardous materials incident that exceeds the capabilities of EFD. EFD has 26 personnel certified in weapons of mass destruction and 50 hazardous materials incident command certifications. The following figure shows the storage locations of Tier II hazardous materials.



**Figure 158: Hazardous Materials Tier II Locations**

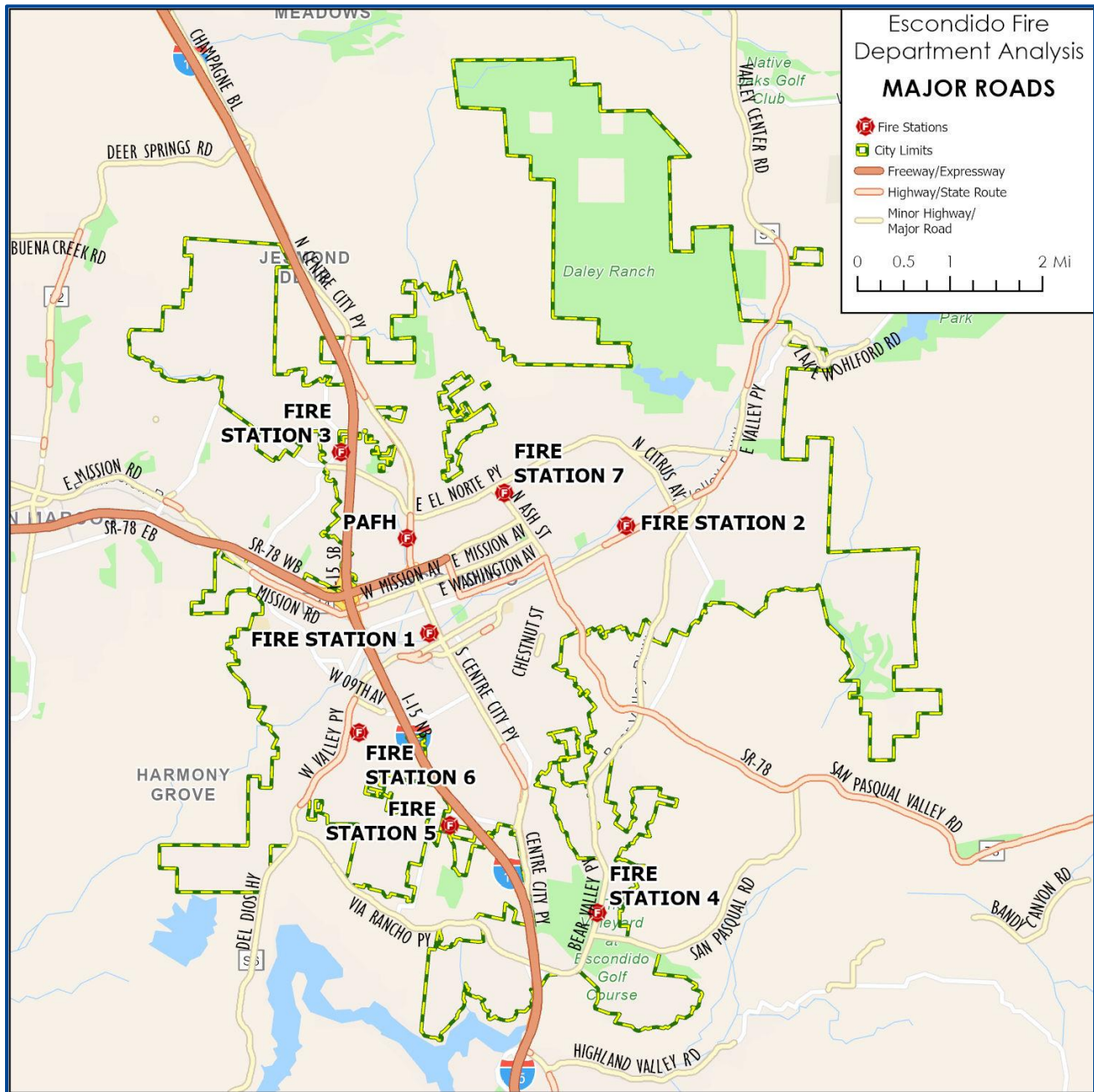
## Highways & Roads

Emergency personnel need a transportation network to respond efficiently to an incident. A delayed response can occur without a system of interconnected roads and streets. Interconnectivity provides multiple access points to a location if another approach is unavailable. Many of the streets in Escondido are on a grid system, while others are winding and interspersed with cul-de-sacs with only one access point. Interstate I-15 travels north and south through the City, and there are winding unpaved roads in Daley Ranch Park. The following figure shows vehicles' and trucks' annual daily traffic counts.

**Figure 159: Annual Average Daily Traffic Vehicle and Truck Counts**

Location	Annual Average Daily Vehicle Count	Annual Average Daily Truck Counts
Ronald Packard Pkwy west of Centre City Pkwy	129,000	13,401
N Broadway and E Lincoln Pkwy	50,000	500
N Ash St and E Lincoln Ave	13,500	810
I-15 south of Centre City Pkwy junction	159,000	11,289

### Figure 160: Major Roads





## Energy

The ability to provide energy is a necessary component of a thriving community. The community depends on energy sources: electricity generation and transmission systems, fuel distribution and storage tanks, or natural gas pipelines and regulator stations.

### Electricity

Several high-voltage electrical transmission lines, operated by San Diego Gas and Electric (SDGE), pass through or terminate in Escondido. A 230 kV line traverses the City primarily in a north-south direction before turning east-west near Harmony Grove Rd. Several other 69 kV lines also travel through the City. Four natural gas facilities produce electricity in the City. These facilities range from 51.4 MW to 559 MW. A 30 MW energy storage facility is located off Enterprise St.

Although Public Safety Power Shutoffs (PSPS) have had limited impact in Escondido, SDGE may implement them when weather conditions forecast high winds. SDGE has developed procedures when PSPS may occur. They initially monitor weather conditions for seven to 10 days before they may impact an area and continue following the forecast. SDGE begins notifying customers and government officials of potential actions three days before impact. They continue monitoring and notify first responders one day before turning off power. When the PSPS occurs, there are additional notifications. After determining that the weather conditions have subsided and the threat has been reduced, SDGE will assess the electrical grid before restoring power.<sup>26</sup>

An electrical substation steps down the voltage in the distribution system for residential and commercial users. Emergency responders must exercise extreme caution if an incident occurs at one of these locations. Entry by EFD personnel to a sub-station should not happen until representatives of SDGE arrive on the scene and give clearance.

### Natural Gas

SDGE provides natural gas in the City through transmission and high-pressure distribution lines that supply service lines for commercial and residential use. These lines travel through and terminate in the City. A line travels through Daley Ranch, follows La Honda Dr, and crosses E El Norte Pkwy to E Lincoln St. A line branches off and follows N Midway to Bear Valley Pkwy to the south. The line on E Lincoln travels west and branches to the north near Metcalf St and south at Metcalf St. The remaining lines travel west along W Mission Ave with two other lines branching off.

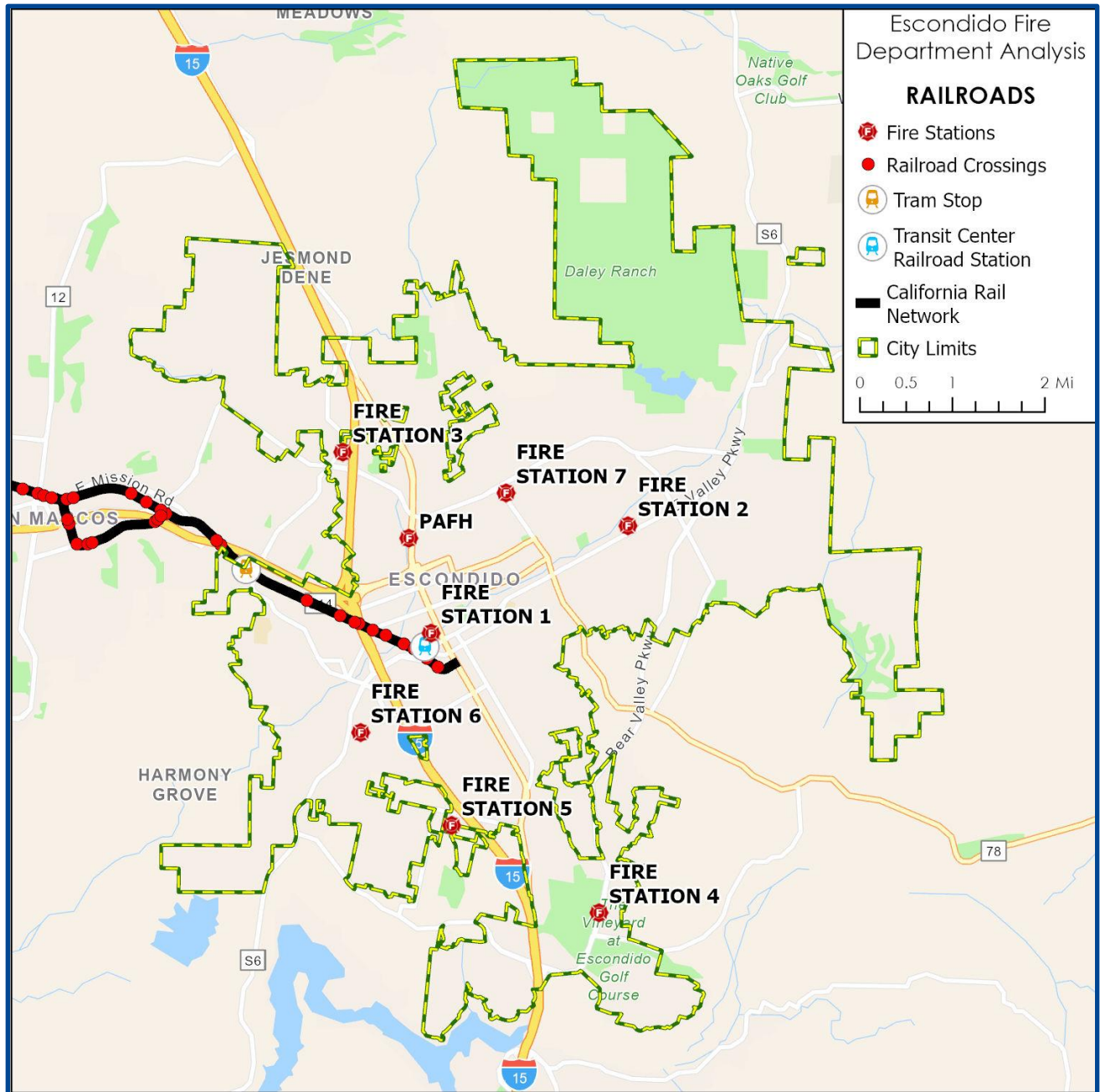
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<sup>26</sup> San Diego Gas and Electric, Public Safety Power Shutoff Policies and Procedures.

### Railways

The Sprinter hybrid rail used the San Diego Northern Railroad 22-mile line to provide commuter service to Escondido. The rail line also serves Oceanside, Vista, and San Marcos. There are two stations in Escondido—Nordahl Road and the Escondido Transit Center. Most crossings are controlled to reduce the chance of an accident between a train and a vehicle or pedestrian. The trains operate approximately every 30 minutes between 4:00 a.m. and 9:00 p.m. each day, except Friday and Saturday when the last train leaves for Escondido at 11:30 p.m. The following figure shows the location of rail lines, crossings, and transit stops.

Figure 161: Railway Location



## Dams

When a dam fails, it can cause devastating damage to property, injuries, and loss of life to people downstream. Two dams threaten Escondido—the Lake Wohlford and Dixon Dams—and the City of Escondido owns both. The Lake Wohlford Dam was completed in 1924 and contains 6,950 acre-feet of water. The dam's height is 100 feet and 422 feet long; its condition is assessed as "Fair," and its hazard potential classification is "High." The Dixon Dam was completed in 1970 and is 116 feet high and 830 feet long. It contains 2,500 acre-feet of water, and its condition is assessed as "satisfactory," with a hazard potential of "high."

## Water and Sewer Utilities

The City of Escondido's utility department provides water and wastewater services to residents.

### Water

Controlling a fire becomes challenging without an adequate water supply and distribution system consisting of water storage, mains, and a fire hydrant system. A system of well-distributed hydrants and appropriately sized water mains is necessary to provide the required water for fireground use.

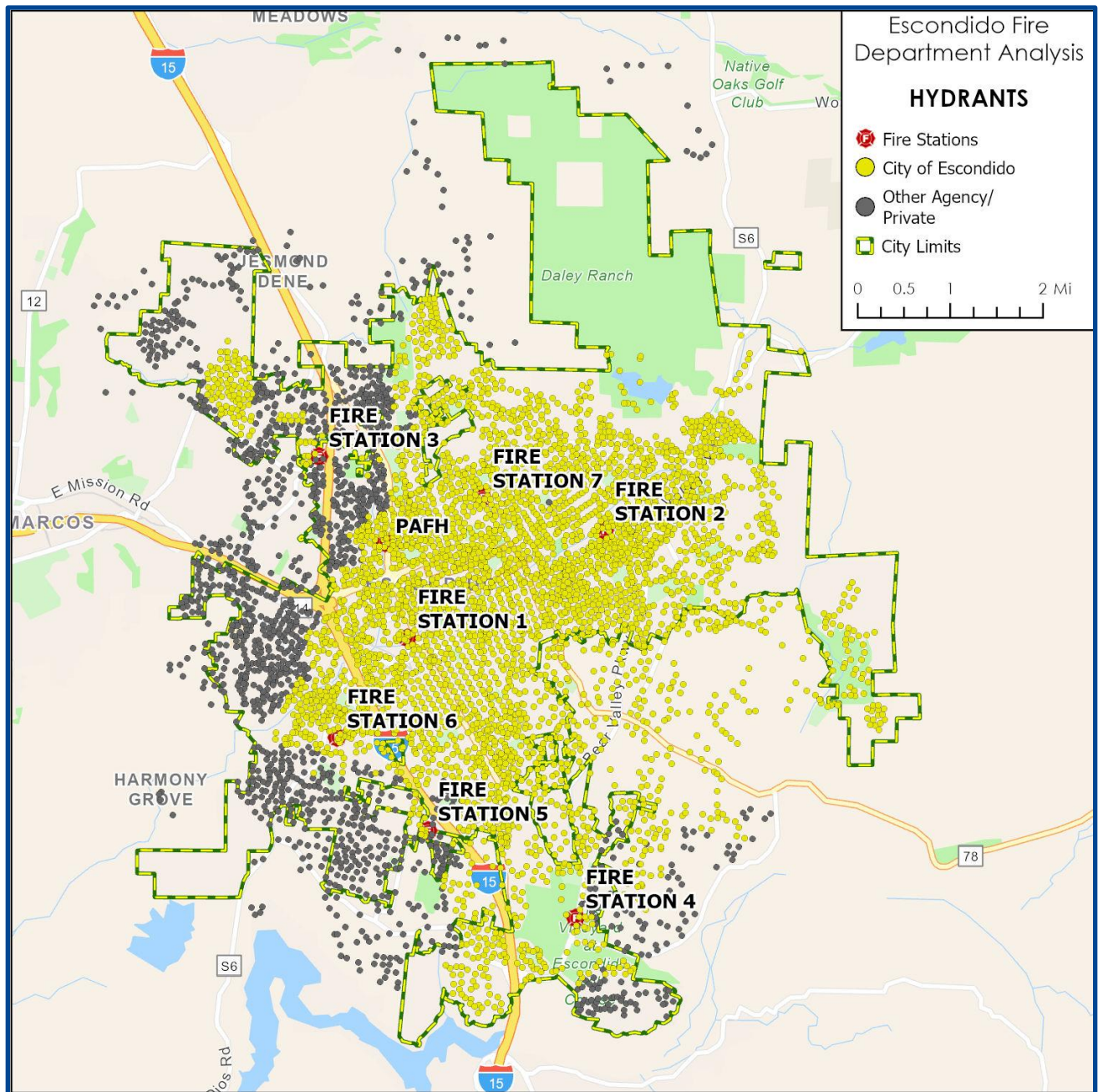
The Water Division serves approximately 150,000 customers with water for residential, commercial, and agricultural uses. The water is produced at the Escondido-Vista Water Treatment Plant, which has a capacity of 74 million gallons per day. The water for the treatment plant comes from multiple sources. Water from well fields near Lake Henshaw is transported to Lake Wohlford for storage, and other water comes from the Colorado River and the State Water Project and is stored in Dixon Lake. The potable drinking water is distributed through 440 miles of pipelines for customer and firefighting use.

The Rincon del Diablo Municipal Water District also provides water to areas of Escondido through Improvement Districts (ID 1 & ID A). The water for both ID's is purchased from the San Diego County Water Authority (SDCWA). Another source is from a desalination plant and is blended with treated water from the SDCWA.



The following figure shows the locations of fire hydrants.

**Figure 162: Fire Hydrant Locations**



## Wastewater

Wastewater for domestic and industrial uses is collected through approximately 360 miles of pipelines and 11 pumping stations before treatment at the Hale Avenue Resource Recovery Facility.

## Communications

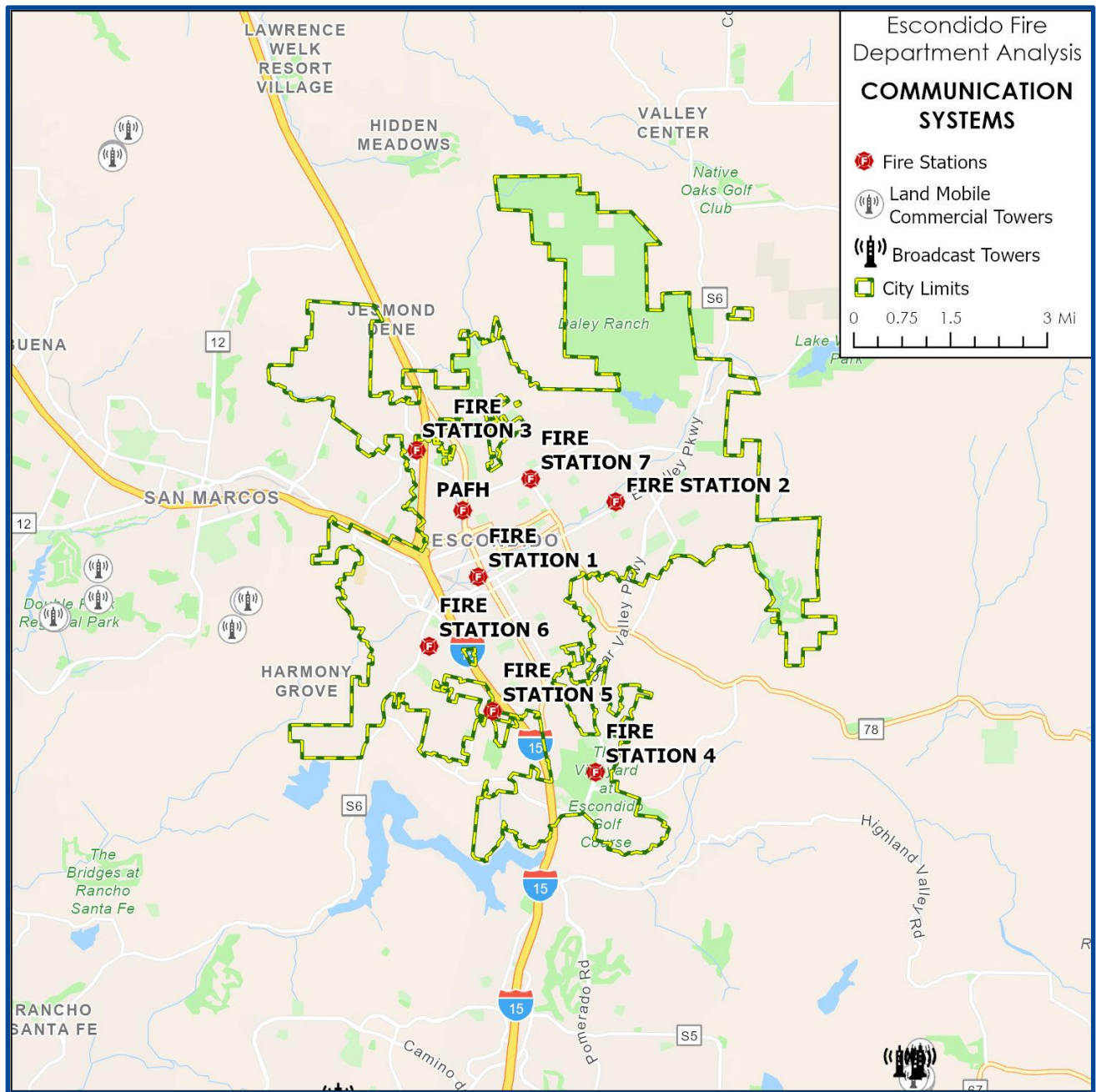
When an incident occurs, essential facilities to receive and transmit alarm information require a communication center to communicate with emergency responders properly. Other communications are critical to the community, such as cellular phones, Voice over Internet Protocol (VoIP) telephone systems, or transmission lines from the local telephone company. These systems allow the public to notify emergency services of an incident. Internet services are essential for the public, commercial establishments and emergency services to conduct daily business. Whether the internet services are through cellular access or an internet service provider, the failure of these communication systems can significantly impact emergency services and the public.

The North County Dispatch Joint Powers Authority (NCDJPA) provides dispatch services for EFD and is a secondary public safety answering point. NCDJPA dispatches 16 agencies, which serve a population of 850,000. The 911 center is staffed by an administrator, three division managers, 27 telecommunicators and call-takers (23 full-time and four part-time), five information technology and geographical information system staff, a radio technician, a data analyst, and two administrative support staff. The minimum daily staffing is six telecommunicators during the day, three at night, and two in the early morning hours.

NCDJPA is supplied with power by a generator when commercial electrical power fails. A backup dispatch center is with Heartland JPA. The dispatchers are certified Emergency Medical Dispatch to prioritize emergency medical responses. The NCDJPA follows the National Emergency Number Association standards for 911 centers to measure call-answering and processing times. They utilize a quality management and assurance program to review calls answered by the telecommunicators to ensure adopted policies and procedures are followed.

The following figure shows the locations of communication systems in Escondido.

**Figure 163: Communication Systems**



**Governmental Buildings**

Governmental buildings are typically located close to their customers to manage proper public services. The buildings are considered a part of the critical infrastructure needed to operate services provided by local, state, or Federal government.



## Land Use

The concept of land use regulation is to provide attractive social and environmental outcomes to assist in the efficient management of development. Land use for a community is designed to assign a classification for properties within a geographical area generally under governmental control. Zoning areas may vary from one portion of the service area with a mixture of low-, moderate-, and high-risk properties.

- **Low Risk:** Areas zoned for agricultural purposes, open spaces, low-density residential, and other low-intensity use.
- **Moderate Risk:** Areas zoned for medium-density single-family properties, small commercial and office uses, low-intensity retail sales, and similarly sized business activities.
- **High Risk:** High-intensity business districts, mixed-use areas, high-density residential, industrial, storage facilities, and large mercantile centers.

The City of Escondido's planning area includes approximately 80 square miles. The Sphere of Influence (SOI) encompasses 68 square miles. The city is about 37.5 square miles. About 5,000 acres of the Rincon del Diablo Municipal Water District SOI is within the city. The remaining 30,000 acres of the water district are in unincorporated areas surrounding Escondido.

The current General Plan serves as a guide for future development and growth. It also *includes development strategies for several new employment nodes, and advocates intensification of certain areas as mixed use and higher intensity employment centers to provide a stronger jobs-housing balance.*<sup>27</sup>

The General Plan provides information on specific planning areas created to *achieve a desired vision* in Escondido. These specific planning areas have prescribed standards for new development. Infrastructure improvements are the focus for Planning Areas #8 (Escondido Research Technology Center), 9 (Downtown Escondido), and #13 (Imperial Oaks Corporate Center) and are designed to encourage development and redevelopment, boost job growth, provide various housing options, and community revitalization.

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<sup>27</sup> City of Escondido General Plan, May 2012.

Increased growth and density in Escondido affect how the fire department delivers service to the community. The City of Escondido Sixth Cycle Housing Element 2021–2029 discusses development trends, and the downtown, South Centre City, and East Valley areas are expected to grow the most. The Regional Housing Needs Allocation (RHNA) assigned Escondido 9,607 units between 2021 and 2029. The following figure shows the RHNA allocations for Escondido through 2029.

**Figure 164: Regional Housing Needs Allocation (2021–2029)**

Income Level	RHNA Allocation	Units Permitted to Date	Total Remaining
Very Low	1,864	65	1,799
Low	1,249	80	1,169
Moderate	1,527	65	1,462
Above Moderate	4,967	704	4,263
<b>Total</b>	<b>9,607</b>	<b>914</b>	<b>8,693</b>

Several projects are under construction to meet these requirements, as shown in the following figure.<sup>28</sup>

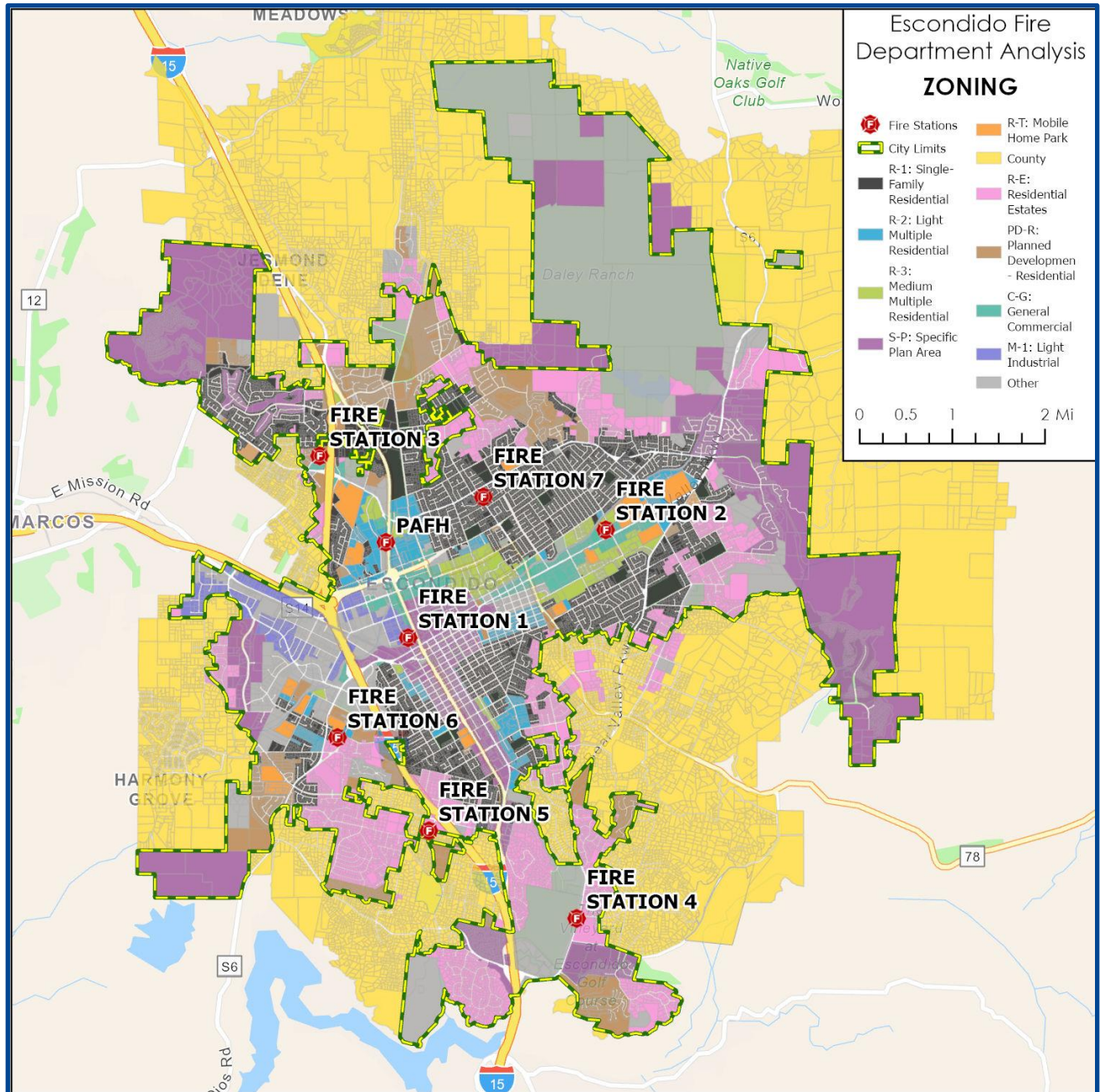
**Figure 165: Current Development Under Construction**

Project	Location	Number of Units
Conway Subdivision	Conway Dr near Stanley Ave	56
Mixed Use Development	S Qunice St near W Grand Ave	32
Qunice St Senior Housing	N Quince St near W Valley Pkwy	145
Industrial Building	South end of Citracado Pkwy	59,091 sq ft
Industrial Building	Citracado Pkwy south of Harveson Pl	88,390 sq ft
Canterbury Gardens	S Escondido Blvd south of Brotherton Rd	44
Warmington Condos	S Centre City Pkwy north of Brotherton Rd	62
Del Prado Condos	S Centre City Pkwy south of Brotherton Rd	113

<sup>28</sup> City of Escondido Major Development Activity website.

The continued development in Escondido will impact the fire department with an increasing population and demand for service. The following figure provides the zoning in the city.

### Figure 166: City of Escondido Zoning



## Physical Assets Protected

Commercial occupancies or properties are considered target hazards in every community because of the special or unique risks to emergency responders and the occupants during an incident or event. Each of these occupancies should have up-to-date pre-incident surveys completed annually. The surveys allow responders to become familiar with the building, property, and special hazards.

During an incident, these occupancies and facilities should have a current pre-incident plan for EFD operations personnel. The pre-incident plan informs emergency responders about potential hazards and can help them develop strategies and tactics during an incident. EFD utilizes Esri's ArcGIS solution for pre-incident planning. This software solution uses a computer or an application for a tablet or phone to collect and enter information for the property, such as the location of utilities or the fire department connection for the fire sprinkler system. This solution allows EFD to use the city's existing licensing to implement the new process. The software allows the user to place symbols on a map of existing city GIS data. The map is imported into Tablet Command and is available when responding to an incident. All target hazards and, ultimately, all commercial buildings should have up-to-date pre-incident plans.

### Structural Risks

The risks created by residential or commercial occupancies for those in a building and emergency responders increase based on the type.

### Educational and Childcare Facilities

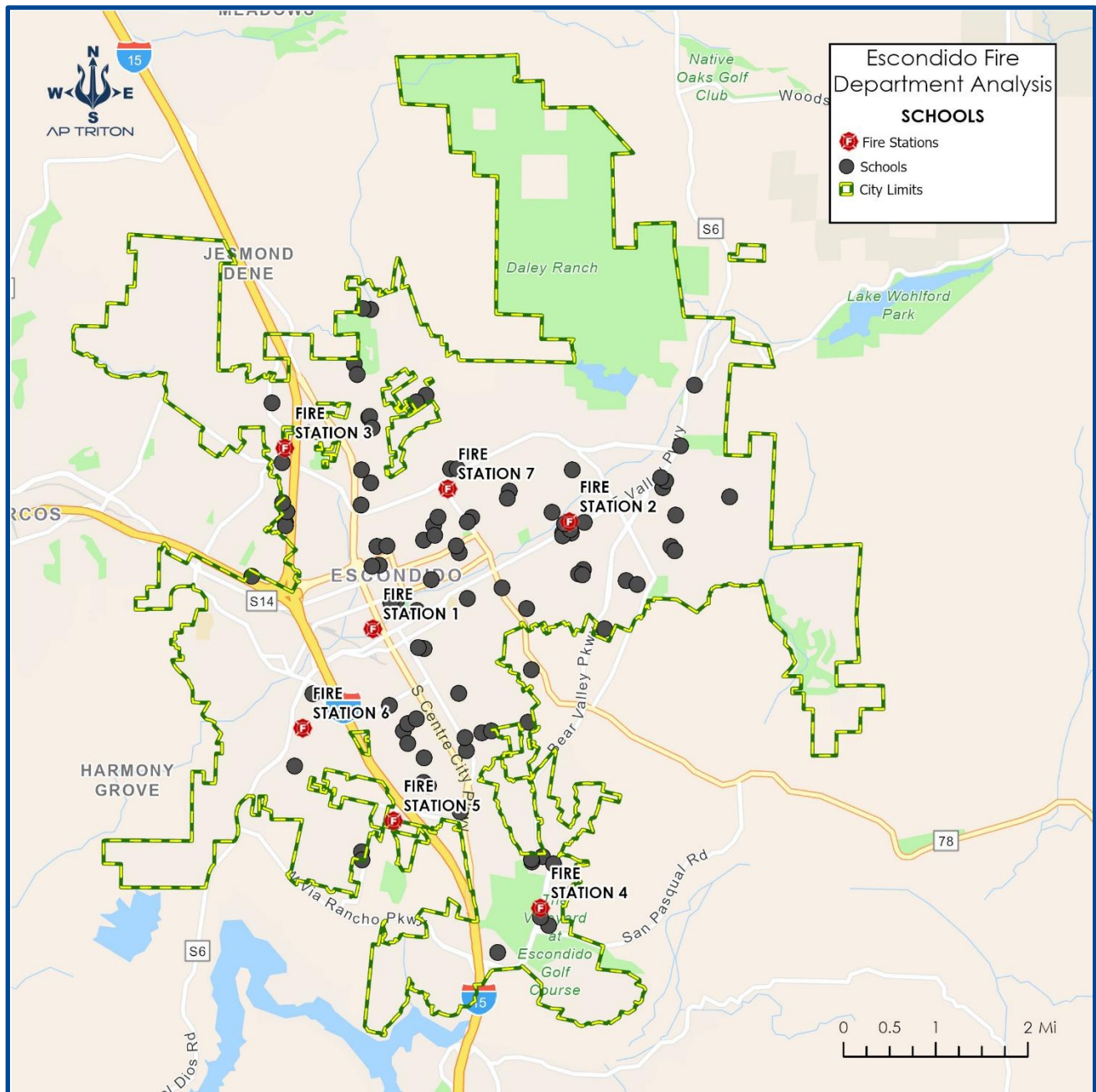
Public and private schools and childcare facilities increase risks in any community and require substantial assistance during a significant event, such as a mass casualty or fire response. In Escondido, numerous schools and childcare facilities require inspections and pre-incident plans to ensure the property is safe and that emergency responders are familiar with the location and site-specific hazards.

The Escondido Union School District (EUSD) and Escondido Union High School District (EUHSD) provide public education. The EUSD provides kindergarten through 8<sup>th</sup> grade, while the EUHSD offers 9<sup>th</sup> grade through 12<sup>th</sup>. They also offer an adult school and college, career, and technical education program.



The following figure provides the location of schools in Escondido.

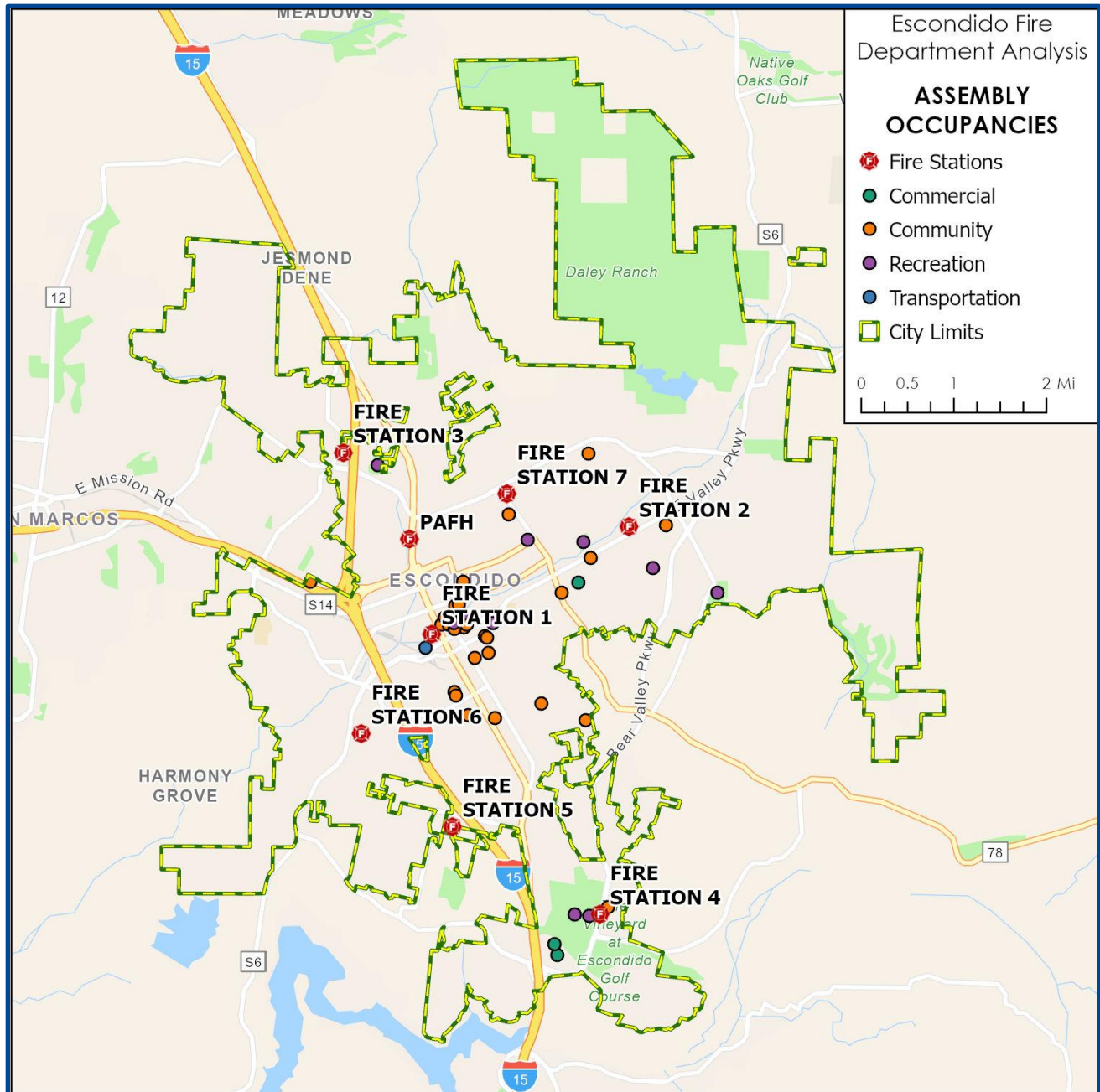
**Figure 167: School Locations**



### Assembly

Gathering large groups of people in a single location or building increases risks in places such as worship, entertainment venues, or eating establishments. Outdoor special events such as street fairs or mass gatherings may require a public safety plan per the California Fire Code. This plan should include emergency vehicle access and egress, fire protection, emergency medical services, public assembly areas, directing of vehicular traffic and attendees, vendor and food concessions, need for law enforcement, fire or EMS personnel, and weather monitoring. The following figure provides the location of assembly occupancies in the EFD response area.

Figure 168: Assembly Occupancies



### Health Care Facilities

These types of buildings are where occupants may be unable to leave without assistance from the staff. These locations may contain medical gases that can create additional risks for emergency responders during a fire, and completing up-to-date pre-incident plans is necessary.

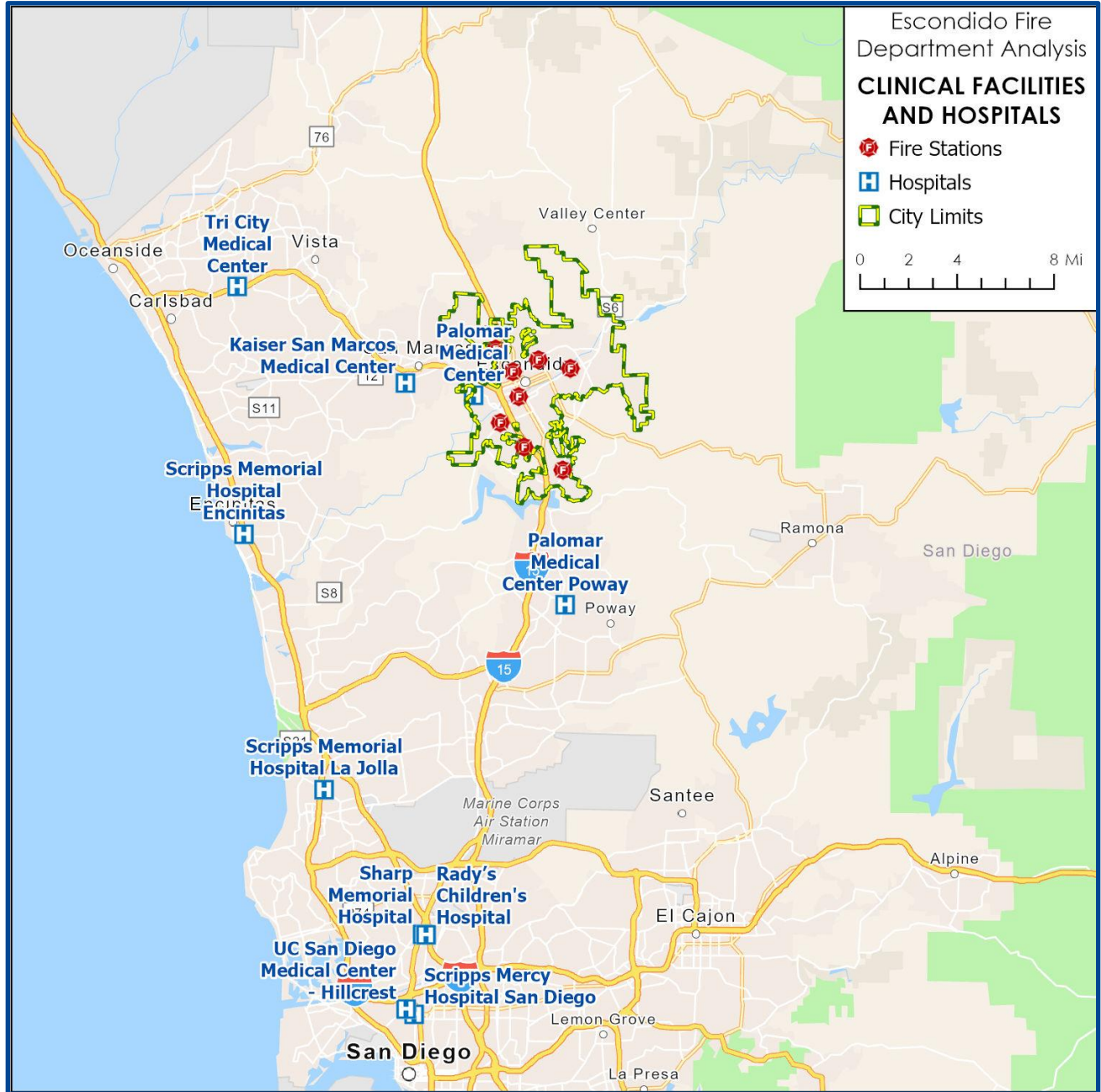
Palomar Medical Center Escondido is an accredited hospital with 288 private beds, 44 emergency and trauma rooms, and 11 operating rooms. The hospital provides numerous services, including cardiology and cardiac catheterization, a birth center, vascular, neurosciences, radiology, oncology, and rehabilitation services.

As people age, additional care may require them to seek a facility to meet their needs. Depending on their mobility or cognitive conditions, they may need more assistance evacuating the building. Staff should have developed plans to remove occupants or patients during an emergency. These locations require additional fire protection systems to protect the occupants, like a hospital. Special locking arrangements for areas where patients with dementia or Alzheimer's are living are allowed to prevent them from leaving the facility.



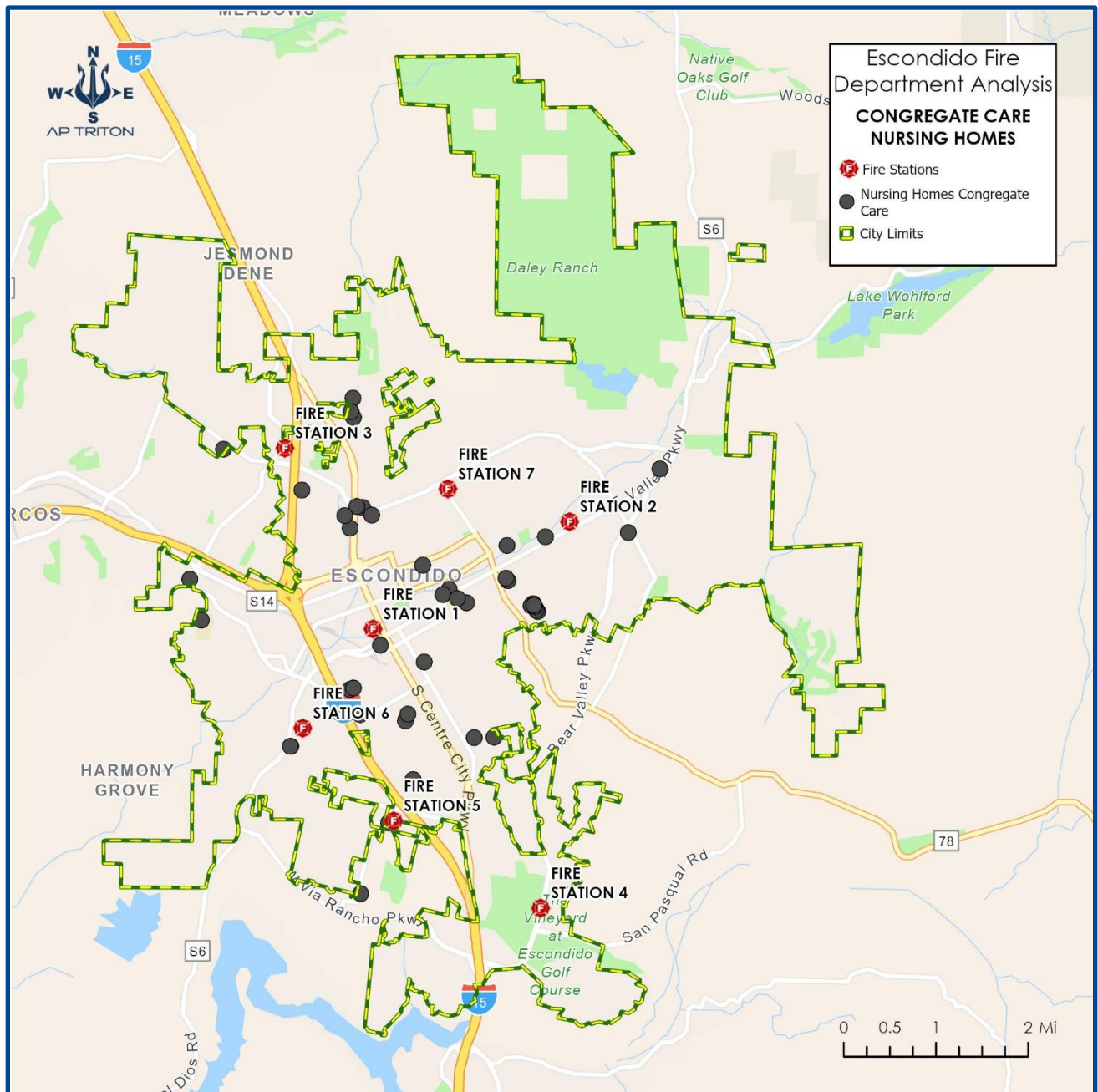
The following figure provides the location of Escondido's primary hospital and medical clinics.

**Figure 169: Clinical Facilities and Hospitals**



The following figure shows the location of congregate care and nursing home facilities.

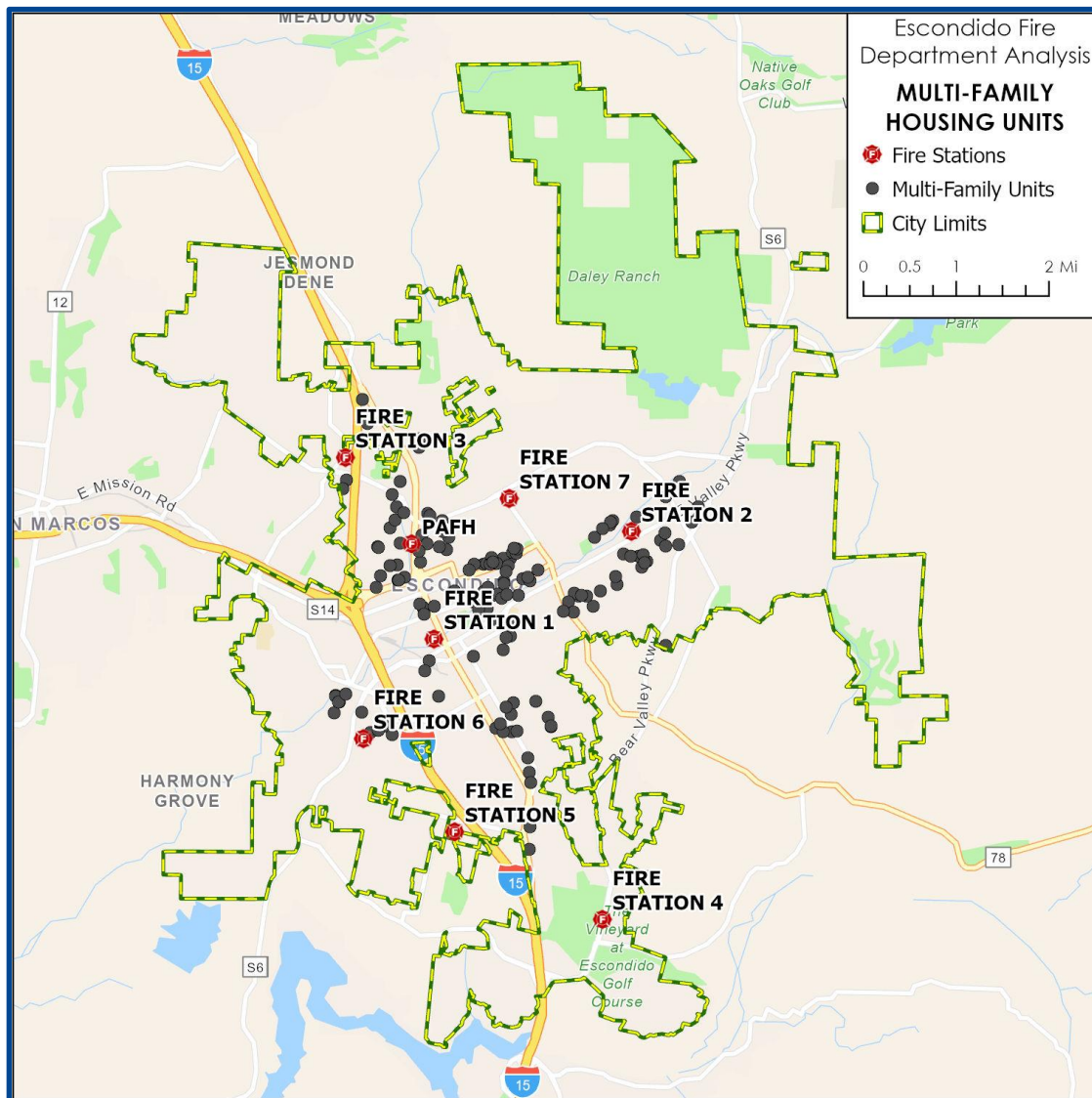
**Figure 170: Congregate Care/Nursing Homes**



### Multi-family Occupancies

Although multi-family housing has fewer fires caused by electrical or heating malfunctions, the risk of cooking fires is twice the rate of other types of building fires.<sup>29</sup> Updated building and fire codes now require these buildings to have a residential fire sprinkler system installed and interconnected smoke alarms in all bedrooms, hallways, and floors. These fire protection systems are designed to provide enough time for the occupants to evacuate the building. The following figure shows the location of multi-family housing units in Escondido.

**Figure 171: Multi-Family Housing Units**



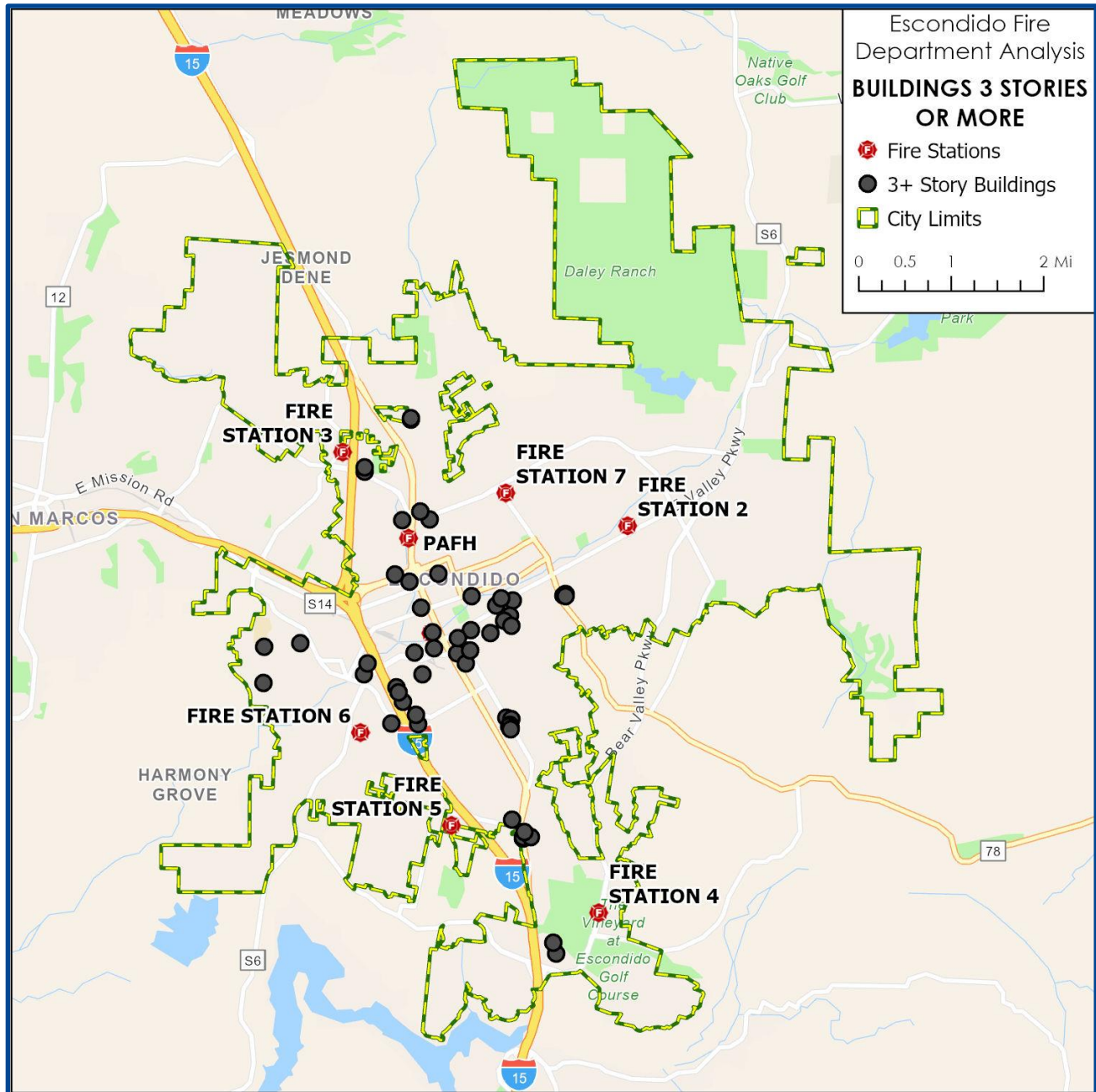
<sup>29</sup> Topical Fire Report Series, Multifamily Residential Building Fires (2013–2015), June 2017.



### Buildings Three or More Stories in Height

Structures three or more stories in height require a response of an aerial apparatus with elevated master stream capabilities. The Insurance Services Office (ISO) reviews the coverage area for a ladder truck for all buildings within 2.5 miles. A ladder truck may be necessary to access these higher buildings' upper floors or roofs since most ground ladders cannot reach these heights. The following figures display these buildings.

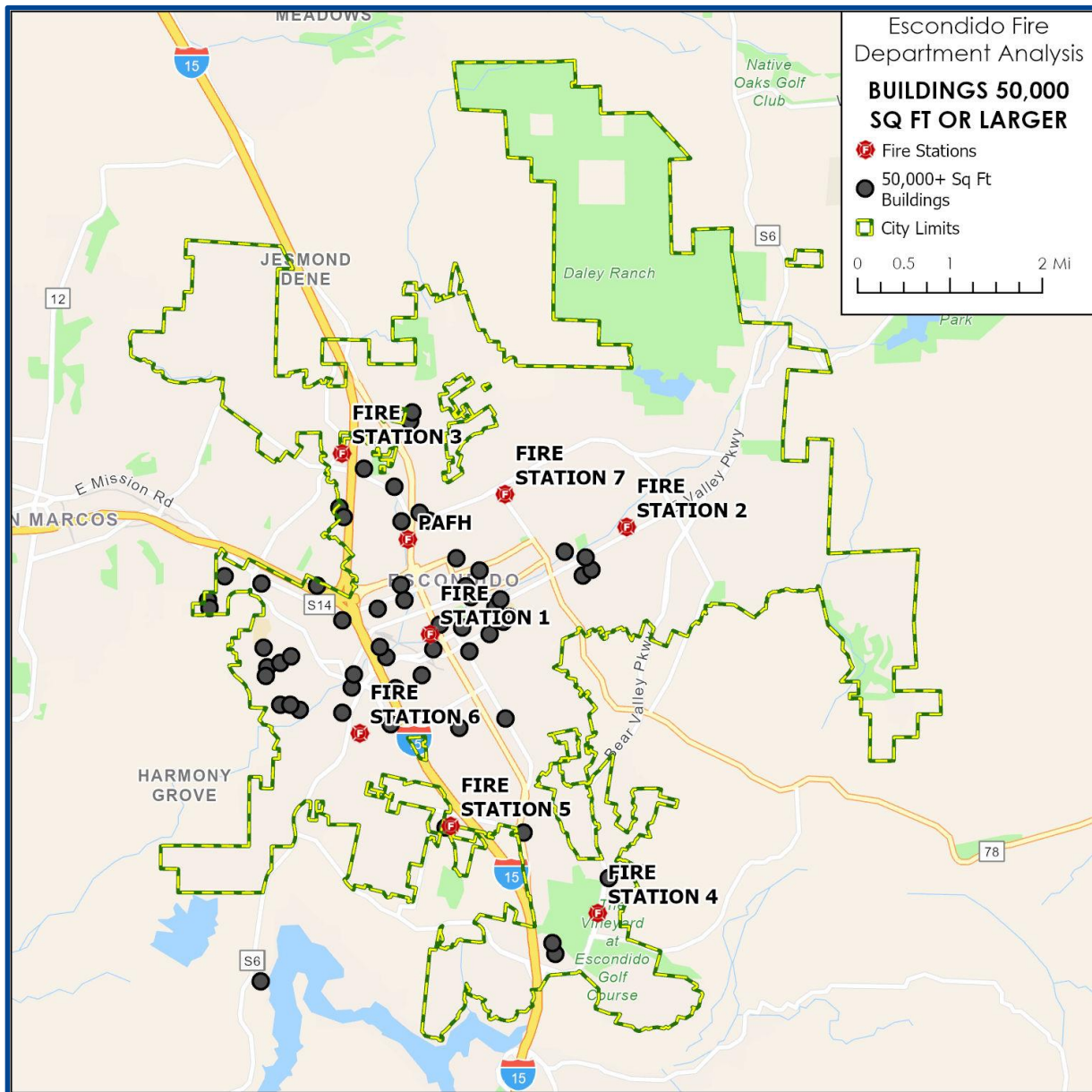
**Figure 172: Buildings Three Stories or More**



### Large Square Footage Buildings

Large buildings, such as warehouses, strip malls, and large “box” stores, need greater volumes of water for firefighting and require more firefighters to advance hose lines long distances into the building. Although the number of large square footage buildings is low, the fire flow may be greater for smaller buildings because of construction type, distance to exposures, and lack of built-in fire protection systems such as fire sprinklers. The following figure is based on data from ISO and shows the locations for buildings 50,000 square feet and larger.

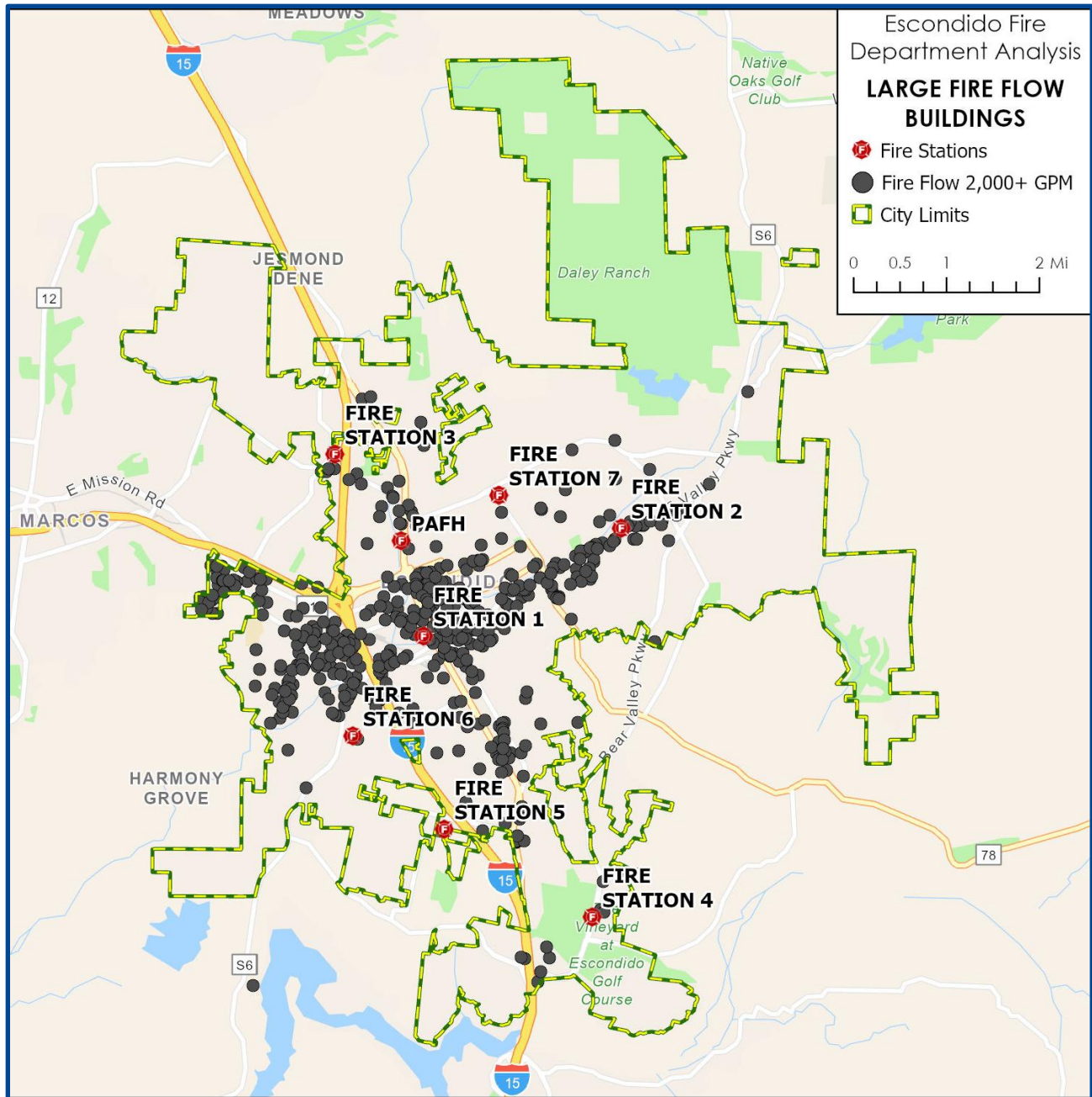
**Figure 173: Buildings 50,000 Square Feet and Greater**



### High Fire-Flow Occupancies

Other buildings may require a higher amount of water to extinguish a fire. These occupancies can present a problem if the needed water is less than what is available from the water supply from hydrants or other water sources. The following figure shows the occupancies with a needed fire flow greater than 2,000 gallons per minute.

**Figure 174: Buildings with Large Fire Flows (> 2,000 gallons per minute)**





## Risk Classification

### Risk Assessment Methodology

Developing a risk score to determine risks in a community is necessary to provide an organization with a method for creating response protocols for an incident. The Three-Axis Heron model establishes a score by reviewing probability, consequence, and impact factors and assigning a score between 2–10 in each category.<sup>30</sup> A description of the incident types for each risk is located in Appendix A.

Use of the Three-Axis Heron Formula includes the following equation.

$$\text{Risk} = \sqrt{\frac{(P * C)^2}{2} + \frac{(C * I)^2}{2} + \frac{(I * P)^2}{2}}$$

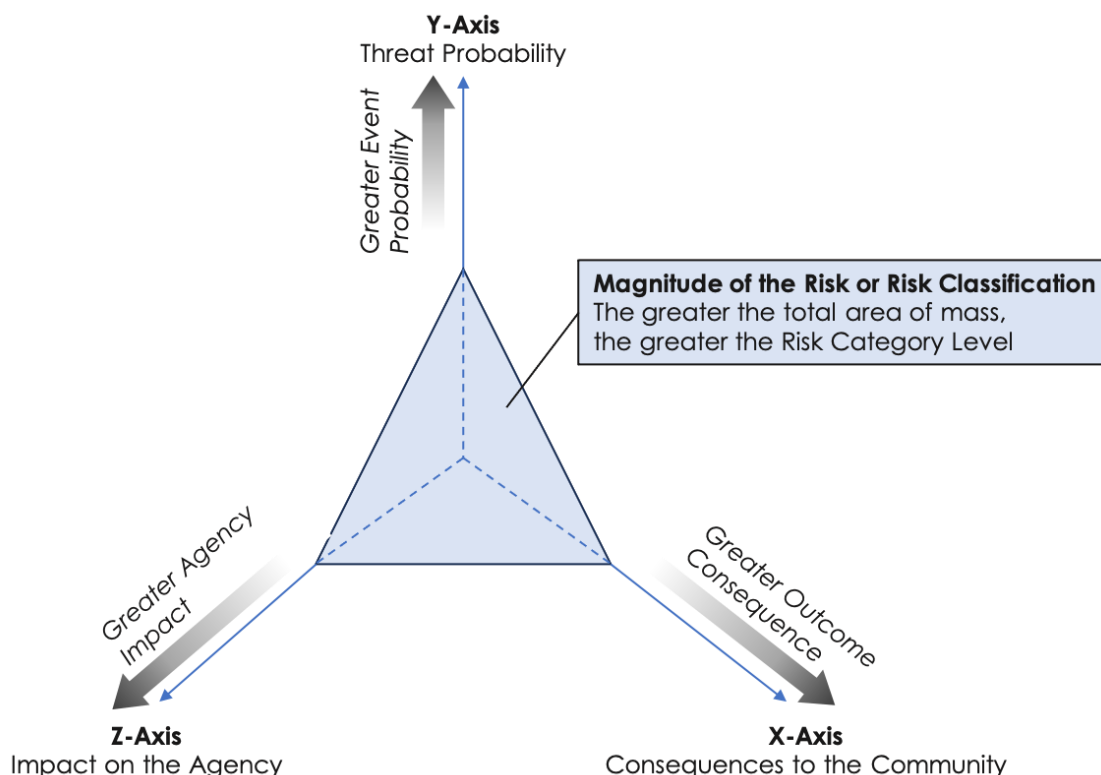
The risk is graphically illustrated through a three-axis model as follows:

- **P** = Probability (Y-Axis)
- **C** = Consequences (X-Axis)
- **I** = Impact (Z-Axis)

The following figure summarizes the three-axis risk classification process and how a score is developed.

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<sup>30</sup> Quality Improvement for the Fire and Emergency Services.

**Figure 175: Three-Axis Risk Classification Process**

When developing the score, each of the three scoring components is based on EFD incident data. An example of a low-risk fire response scoring is based on the probability of that type of incident occurring. Most low-risk incident types are frequent (occurring multiple times a day), but the consequences to the community and impact on the City are low. The probability of a low-risk incident in the City is 10 (high), while the consequence and impact are 2 (low). These numbers are placed into the above formula to create a score of 20.2. The score will increase dramatically for a maximum fire risk, although the probability is low (2), because the consequence to the community is an 8, and the impact on EFD is the highest at 10, which gives a score of 59.4.

These scores are designed to provide information to EFD to determine the level of service required for the community. The probability of an incident may affect response times if multiple events occur simultaneously. Even if the risk is low, it will place an apparatus out of service for the response. The higher the score, the greater the risk in the community. Although the highest risk score available is 122.5, the probability of this type of event occurring is low. The following information provides additional information on probability, consequence, and impact.



## Probability

Probability is the likelihood of an incident occurring in the community over time. This axis reflects the probability of a particular type of incident occurring (contributing to the risk level). Many factors are considered, including the time of day, location, hazard present, season of the year, building construction and maintenance, demographic factors, and more. It can range from a rare event to one that occurs often. The following figure defines probability categories.

**Figure 176: Probability or Likelihood of Occurrence**

Score	Category	Probability/Likelihood	Description
2	Minor	<b>Unlikely:</b> < 0.02% of total call volume.	Expected to occur rarely.
4	Low	<b>Possible:</b> 0.02%–0.07% of total call volume.	Occurs rarely.
6	Moderate	<b>Probable:</b> 0.07%–0.3% of total call volume.	Occurs monthly.
8	High	<b>Likely:</b> 0.3%–2% of total call volume.	Expected to occur multiple times weekly.
10	Extreme	<b>Frequent:</b> > 2% of total call volume.	Expected to occur once or more times daily.

## Consequence

The consequence of an incident can vary from minor casualties to severe impacts that may destroy historical or major facilities in the community and create a large loss of employment or life. The following figure defines consequence categories.

**Figure 177: Consequence to the Community**

Score	Category	Consequence to the Community
2	Minor	1–2 people affected (injuries/deaths); < \$10,000 loss.
4	Low	3–4 people affected (injuries/deaths); < \$500,000 loss.
6	Moderate	5–50 people affected (injuries/deaths); \$500,000–\$1,000,000 loss.
8	High	51–100 people affected (injuries/deaths); \$1,000,000–\$5,000,000.
10	Extreme	> 100 people affected (injuries/deaths); > \$5,000,000 loss.

## Impact

The third factor in determining the risk is the fire department's impact and the critical tasking needed to control or mitigate an incident. This includes the number of emergency responders and apparatus available, whether available internally or from external agencies. It measures the department's ability to respond to a given risk or incident while providing service to the remaining parts of the City. The following figure defines impact categories.

**Figure 178: Impact on Operational Forces**

Score	Category	Impact on Operational Forces
2	Minor	≥ 90% Remaining Apparatus/Crews
4	Low	≥ 75% Remaining Apparatus/Crews
6	Moderate	≥ 50% Remaining Apparatus/Crews
8	High	≥ 25% Remaining Apparatus/Crews
10	Extreme	< 25% Remaining Apparatus/Crews

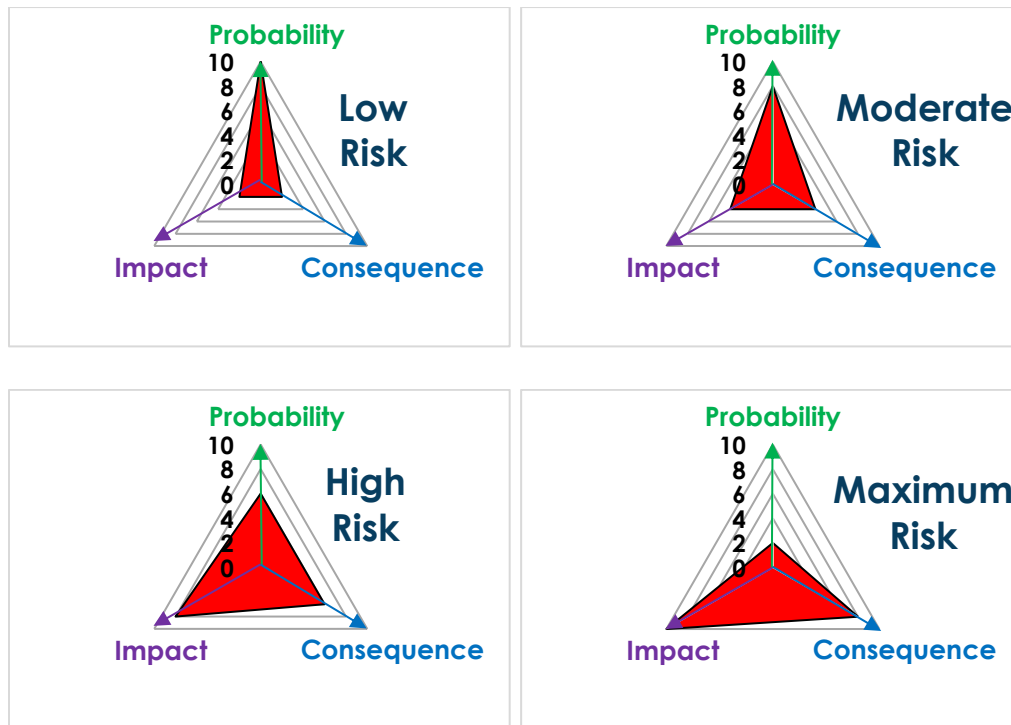
## Fire Response

EFD is the primary provider for mitigating fire-related incidents. These range from low-risk incidents, such as a vehicle fire, to a maximum-risk incident involving a school fire. Fire risks for a vehicle fire are considered low compared to a maximum risk for a school that houses students. This scoring is applied to four different categories of fire incidents in EFD's response area to provide staffing needs to meet critical tasks on the fire ground. The following figures provide the fire response risk assessment score and three-axis risk classifications.

**Figure 179: Fire Response Risk Assessment**

Description	Low			Moderate			High			Maximum		
	P	C	I	P	C	I	P	C	I	P	C	I
Risk Score	10	2	2	8	4	4	6	6	5	2	8	10
Score Assigned	20.2			33.9			54.3			59.4		

**Figure 180: Fire Three-Axis Risk Classifications**



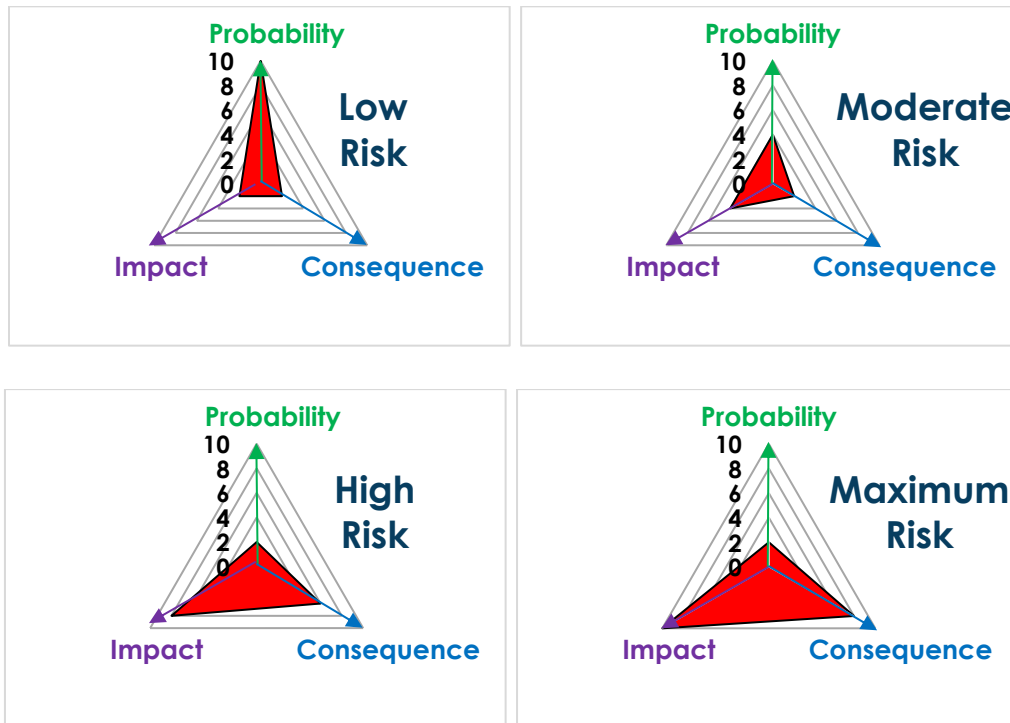
## Emergency Medical Services Response

EFD provides advanced life support and emergency medical care in the city. Low-risk incidents range from a medical assist to a maximum-risk incident for a multi-victim event. The following figures provide the risk score and classifications assigned to each type of EMS risk. The following figures provide the EMS response risk assessment scoring and the three-axis risk classifications.

**Figure 181: EMS Response Risk Assessment**

Description	Low			Moderate			High			Maximum		
Risk Score	P	C	I	P	C	I	P	C	I	P	C	I
	10	2	2	4	2	4	2	6	8	2	8	10
Score Assigned	20.2			13.9			36.8			59.4		

**Figure 182: EMS Three-Axis Risk Classifications**



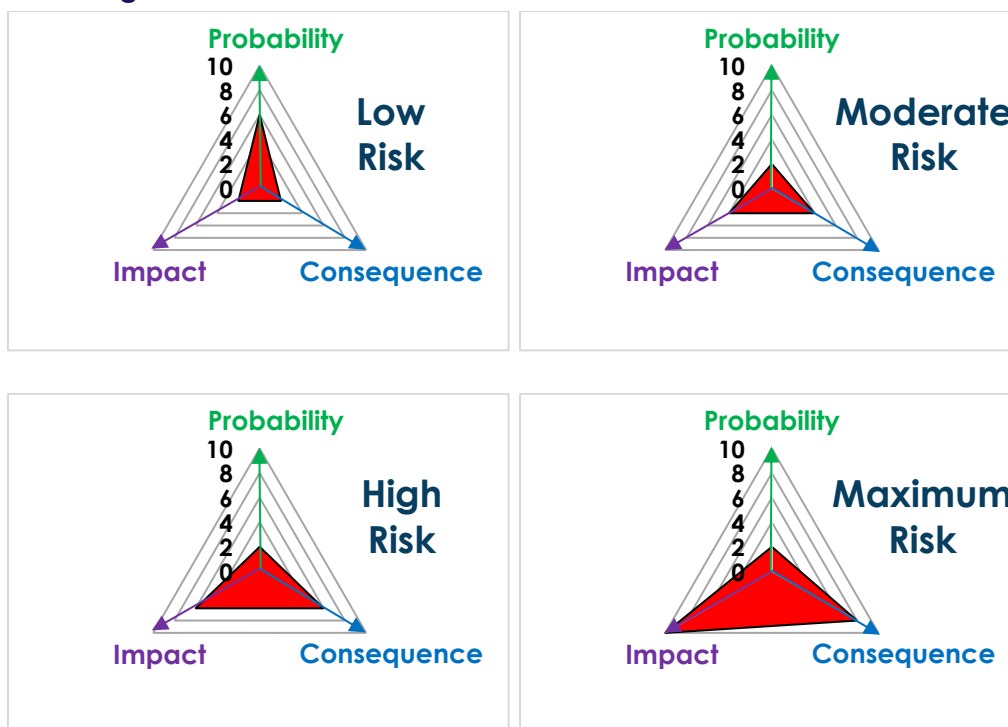
## Technical Rescue Response

Rescue services can vary from a low-risk incident, such as accessing a locked vehicle with a child inside, to a confined space incident (maximum risk) that potentially requires many personnel to mitigate the incident. The following figures provide the risk score and classifications assigned to each type of technical rescue risk in EFD's response area. The following figures provide the technical rescue response risk assessment scoring and the three-axis risk classifications.

**Figure 183: Technical Rescue Response Risk Assessment**

Description	Low			Moderate			High			Maximum		
	<b>P</b>	<b>C</b>	<b>I</b>	<b>P</b>	<b>C</b>	<b>I</b>	<b>P</b>	<b>C</b>	<b>I</b>	<b>P</b>	<b>C</b>	<b>I</b>
Risk Score	6	2	2	2	4	4	2	6	6	2	8	10
Score Assigned	12.3			13.9			28.1			59.4		

**Figure 184: Technical Rescue Three-Axis Risk Classifications**



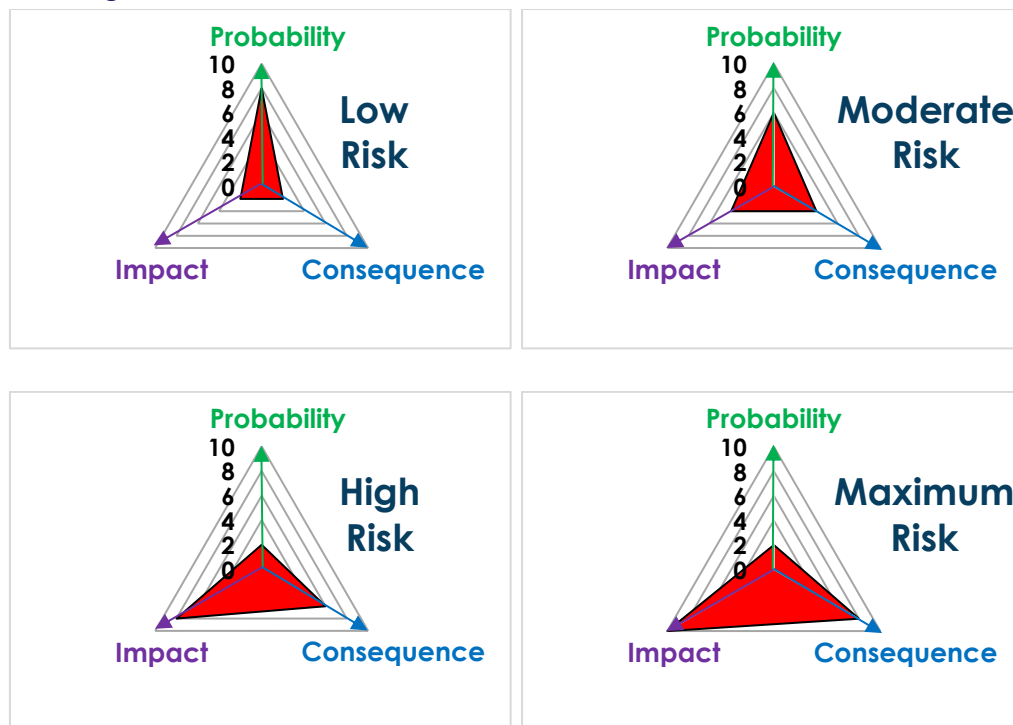
## Hazardous Materials Response

Hazardous materials responses can vary from low-risk odor investigations to the maximum risk for a fuel tanker fire in higher populated areas. Most of these incidents can be managed by EFD, but higher risks may need assistance from outside resources. The following figures provide the risk score and classifications assigned to each type of hazardous materials risk. The following figures provide the scoring of hazardous materials response risk assessment and three-axis risk classifications.

**Figure 185: Hazardous Materials Response Risk Assessment**

Description	Low			Moderate			High			Maximum		
	<b>P</b>	<b>C</b>	<b>I</b>	<b>P</b>	<b>C</b>	<b>I</b>	<b>P</b>	<b>C</b>	<b>I</b>	<b>P</b>	<b>C</b>	<b>I</b>
Risk Score	8	2	2	6	4	4	2	6	8	2	8	10
Score Assigned	16.2			26.5			36.8			59.4		

**Figure 186: Hazardous Materials Three-Axis Risk Classifications**



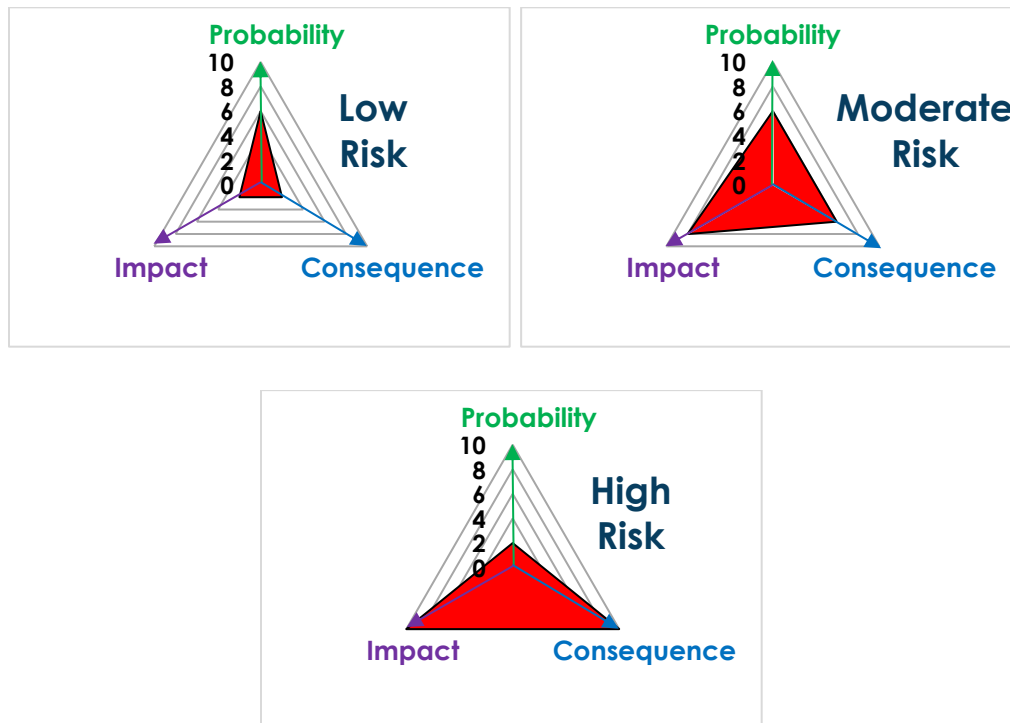
## Wildland Fire Response

The types of wildland fire risk vary from small grass fires to large forest fires requiring many internal and external resources. The following figures provide the risk score and classifications assigned to each type of wildland fire risk in EFD's response area. The wildland fire risk includes low, moderate, and high risks since a maximum risk would require a state and federal response. The score assigned for high risk (73.5) is significant because of the maximum score of ten for the consequence to the community and impact on EFD. This type of incident will strain the community and emergency services. The following figures provide the wildland fire response risk assessment and the three-axis risk classification scoring.

**Figure 187: Wildland Fires Response Risk Assessment**

Description	Low			Moderate			High		
	P	C	I	P	C	I	P	C	I
Risk Score	6	2	2	6	6	8	2	10	10
Score Assigned	12.3			54.3			73.5		

**Figure 188: Wildland Fires 3-Axis Risk Classifications**



## Comparison of Fire Risks in Other Communities

### Fire Loss

In 2022, fire departments responded to more than 1.5 million incidents in the United States that caused 3,790 civilian fire fatalities and over 13,250 civilian fire injuries. The property damage in the United States was estimated at \$18 billion. The following figure shows that fire loss per 1,000 people can fluctuate yearly, with 2022 having the highest at \$42.65 for Escondido.

**Figure 189: EFD Property Loss per 1,000 Population**

Year	EFD Property Loss	U.S. Property Loss <sup>31</sup>
2020	\$32.71	\$66.07
2021	\$19.92	\$48.22
2022	\$42.65	\$54.36
2023	\$25.29	Not Available for U.S.

The number of fires per 1,000 population in the EFD response area is lower than the national average, as shown in the following figure.

**Figure 190: Fires per 1,000 Population**

Year	EFD Fires per 1,000 Population	U.S. Fires per 1,000 Population <sup>32</sup>
2020	1.9	4.0
2021	2.2	4.3
2022	2.5	4.5
2023	2.2	Not Available for U.S.

<sup>31</sup> Fire Loss in the United States, NFPA, 2018, 2019, 2020.

<sup>32</sup> Ibid.



### Intentionally Set Fires

Intentionally set fires—in many cases considered arson—are defined as “any willful or malicious burning or attempt to burn, with or without intent to defraud, a dwelling house, public building, motor vehicle or aircraft, personal property of another.”<sup>33</sup> The following figure lists the number of intentionally set fires in Escondido from 2020 to 2023.

**Figure 191: Intentionally Set Fires (2020–2023)**

Year	Intentionally Set Fires
2020	21
2021	10
2022	13
2023	12

<sup>33</sup> Crime Data Explorer, Federal Bureau of Investigation.

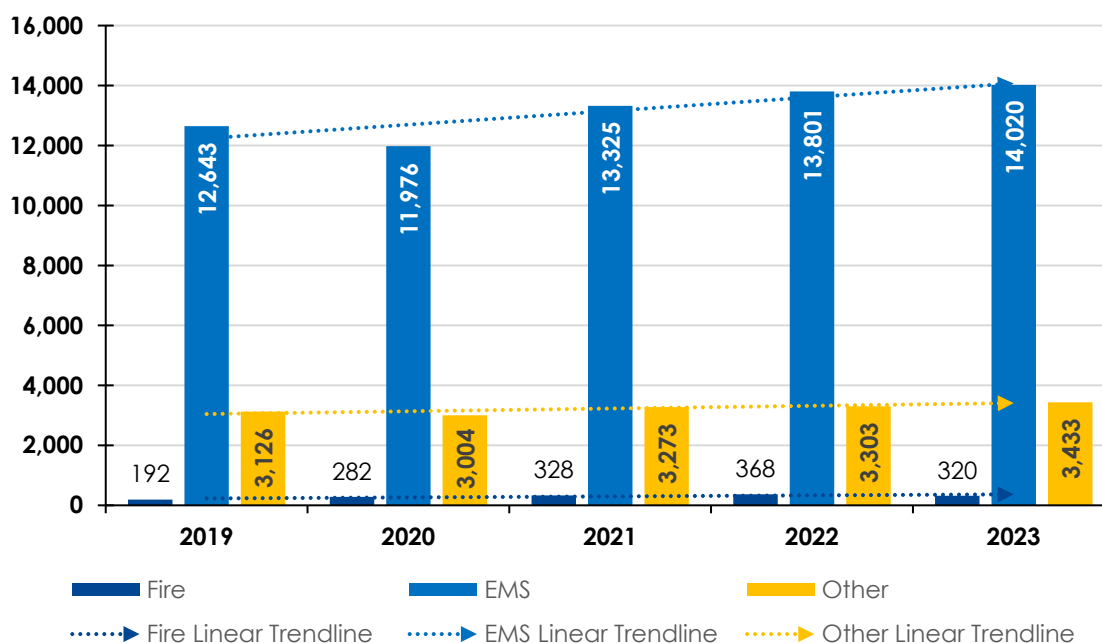
## Historical System Performance

In analyzing the service delivery and performance of EFD, the study team requested incident and unit response data for the calendar years 2019–2023. The department provided data from its computer-aided dispatch system (CAD).

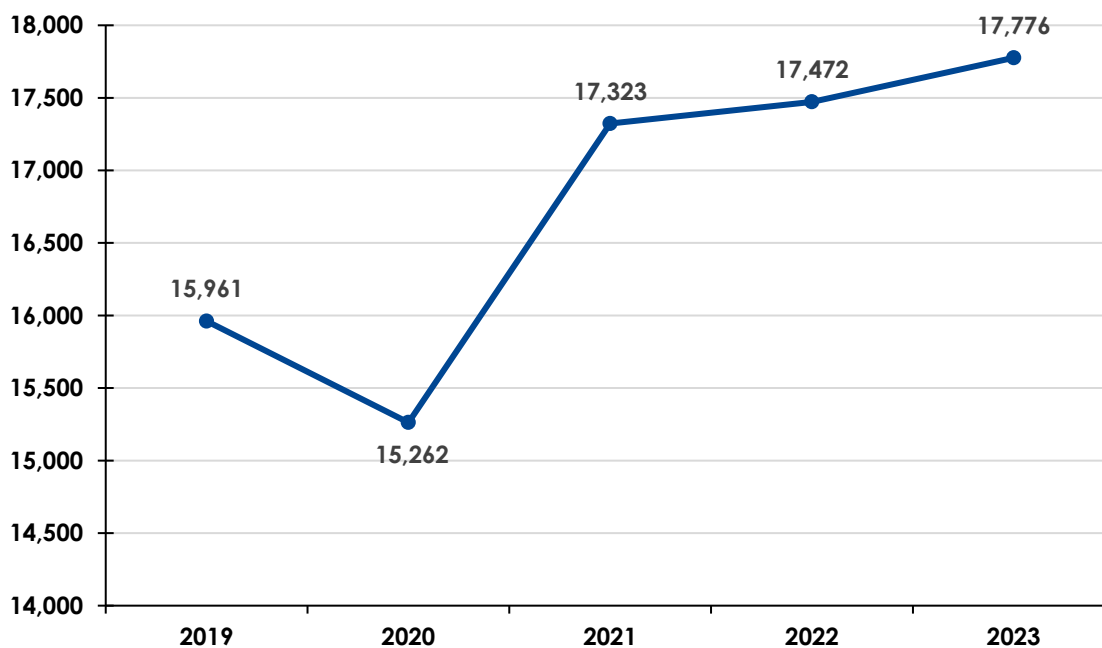
### Service Demand

The following figure shows the response workload by general type for the five-year study period. The total response workload has increased by 11% from 2019 to 2023. Interestingly, fire call types increased by 66% (from a very small base) over the study period. EMS increased by 10% and comprised the highest share of the call volume. All other types of calls increased by 9%, confirming the overall trend of a steady linear increase in service demand calls for EFD.

**Figure 192: EFD Call Volume Workload History (2019–2023)**



EFD responded to over 83,000 calls over the five-year period. It should be noted the 2020 COVID-19 pandemic may have influenced the data provided. However, the full impact of the pandemic on responses may take many more study periods to fully understand.

**Figure 193: EFD Total Service Demand by Year (2019–2023)**

Service responses are categorized into nine groups according to the National Fire Incident Reporting System (NFIRS), which will be further evaluated to understand the scope and distribution of EFD's emergency services.

**Figure 194: NFIRS Codes & Descriptions**

NFIRS Codes	Description
100 Series	Fire
200 Series	Overpressure Rupture, Explosion, Overheat (No Fire)
300 Series	Rescue and Emergency Medical Service (EMS) Incidents
400 Series	Hazardous Conditions (No Fire)
500 Series	Service Calls
600 Series	Canceled, Good Intent
700 Series	False Alarm, False Call
800 Series	Severe Weather, Natural Disasters
900 Series	Special Incident Type
Uncategorized	Calls with no NFIRS code

The subsequent figures provide an analysis of historical service demand, categorized by NFIRS incident codes for the EFD service area. The initial NFIRS incident code assigned by dispatch is used to categorize these incidents. Consequently, a significant number of incidents are initially classified as "Uncategorized" when an apparatus is dispatched. The final NFIRS incident code assigned often falls within the 200, 800, or 300 series.

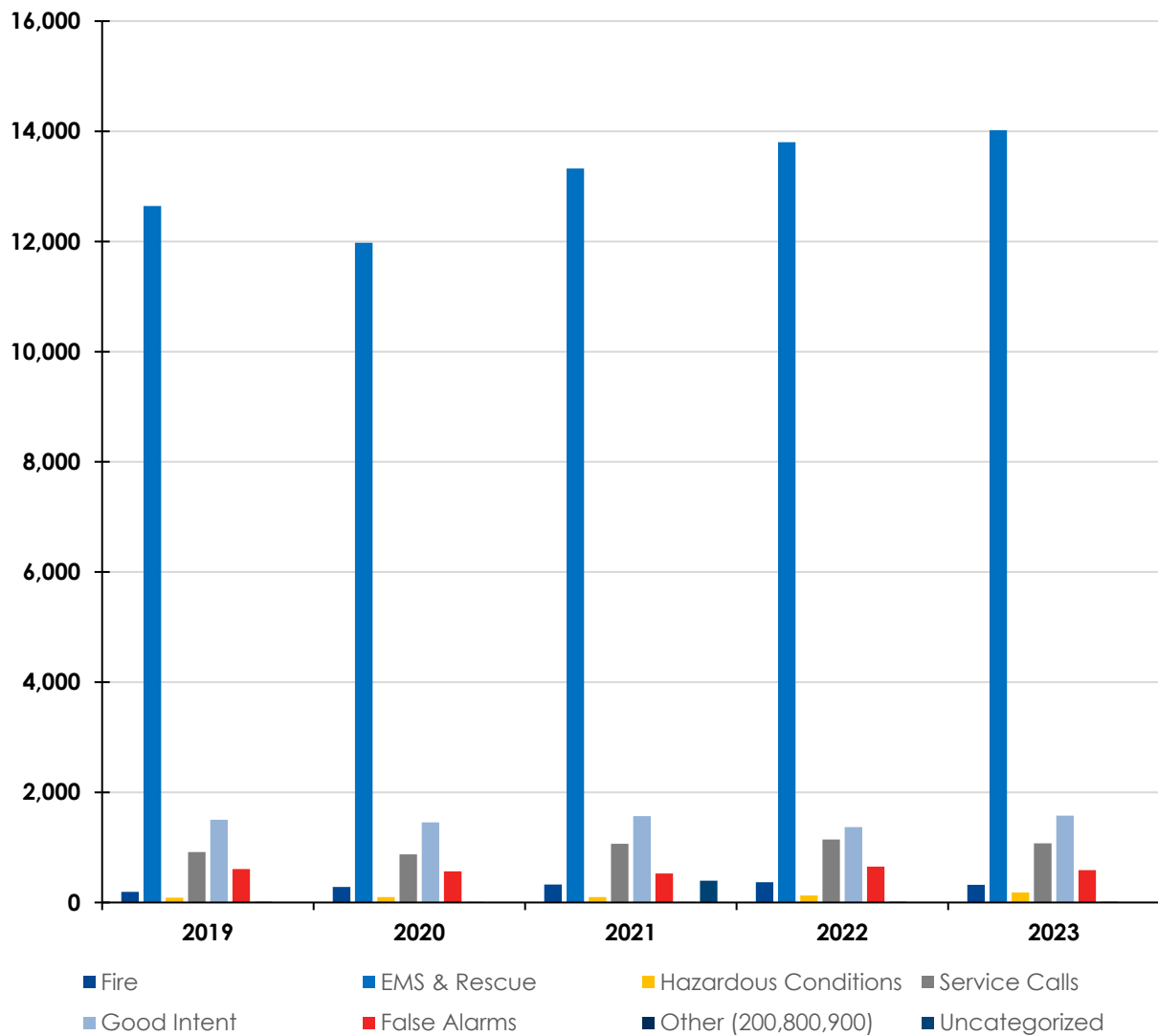
**Figure 195: Calls by Incident Type (2019–2023)**

Incident Type Description	Count	Percent of Total*
Rescue-Medical (300)	65,765	78%
Good Intent (600)	7,475	9%
Service (500)	5,073	6%
False Alarm (700)	2,939	4%
Fire (100)	1,490	2%
Hazardous Conditions (400)	594	1%
Uncategorized	400	< 1%
Overpressure (200)	21	< 1%
Special (900)	20	< 1%
Weather (800)	17	< 1%
<b>Total Escondido FD</b>	<b>83,794</b>	
<b>Auto &amp; Mutual Aid</b>		
Automatic aid given	1,192	42%
Automatic aid received	1,230	43%
Mutual aid given	206	7%
Mutual aid received	210	7%
Other aid given	18	< 1%
<b>Total Auto &amp; Mutual Aid</b>	<b>2,856</b>	

This call-type distribution is consistent with industry averages. An almost equal amount of aid has been received and given by EFD. 80,938 calls were recorded without Mutual or Automatic Aid.

Throughout the period analyzed, there has been a notable increase in incidents across most NFIRS categories. Incidents classified under the "Hazardous Conditions" category have seen the most substantial growth at 103%, more than double the call volume since 2019, despite representing a smaller portion of overall incidents. As discussed previously, Fire calls have risen by 66%. Service Calls have increased by 17%, EMS calls by 10%, and Good Intent calls went up by 5%. Severe Weather calls increased by two from 2019 to 2023, but this was calculated to be a 40% increase in call volume for this incident category. False Alarms and Special Incidents saw a decrease in calls of 3% and 60%, respectively. Overpressure Rupture & Explosion calls held steady at four per year during the study period.

**Figure 196: Incident Breakdown by Type (2019–2023)**



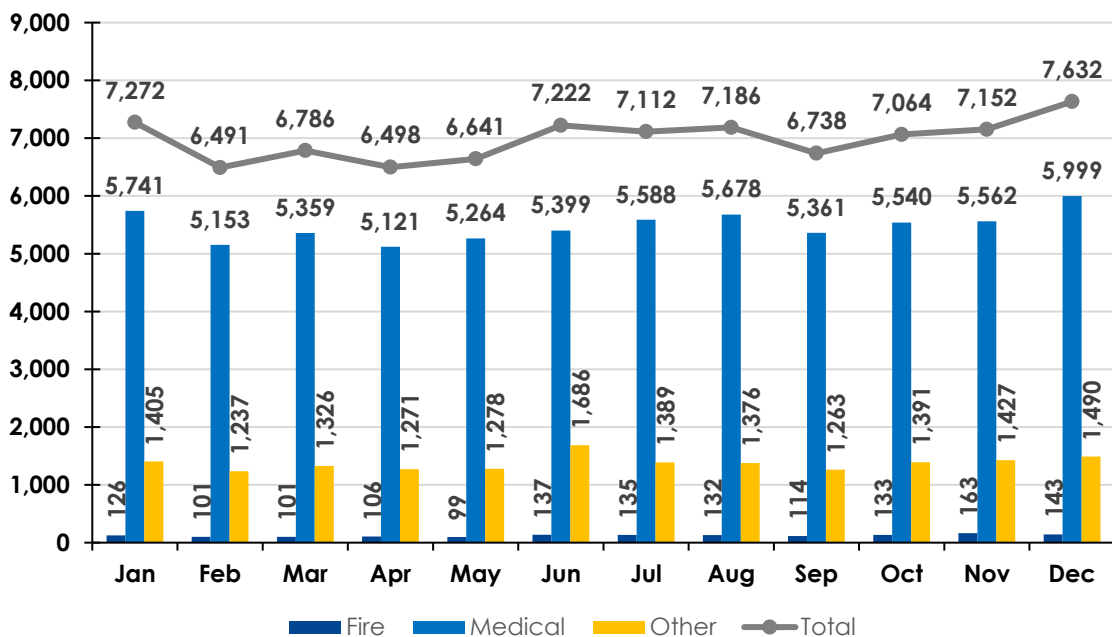
## Temporal Analysis

Service demands often exhibit cyclical patterns, with certain periods experiencing higher activity levels. An analysis of temporal variations helps identify when the highest service demands occur. The subsequent figure, based on data from 2019 to 2023, showcases how service demand fluctuates over different times, providing insights into monthly, seasonal, or other temporal trends within the EFD service area.

This comprehensive examination is crucial for strategic planning, resource allocation, and ensuring that the EFD can meet community needs efficiently throughout the year. The detailed breakdown of service demand by month over the five-year study period offers valuable insights into peak periods of activity.

At the same time, days and hours may indicate the population movement and activities throughout the time intervals. The following figure analyzes incident classes by month for 2019 through 2023.

**Figure 197: Service Demand by Month & Type (2019–2023)**

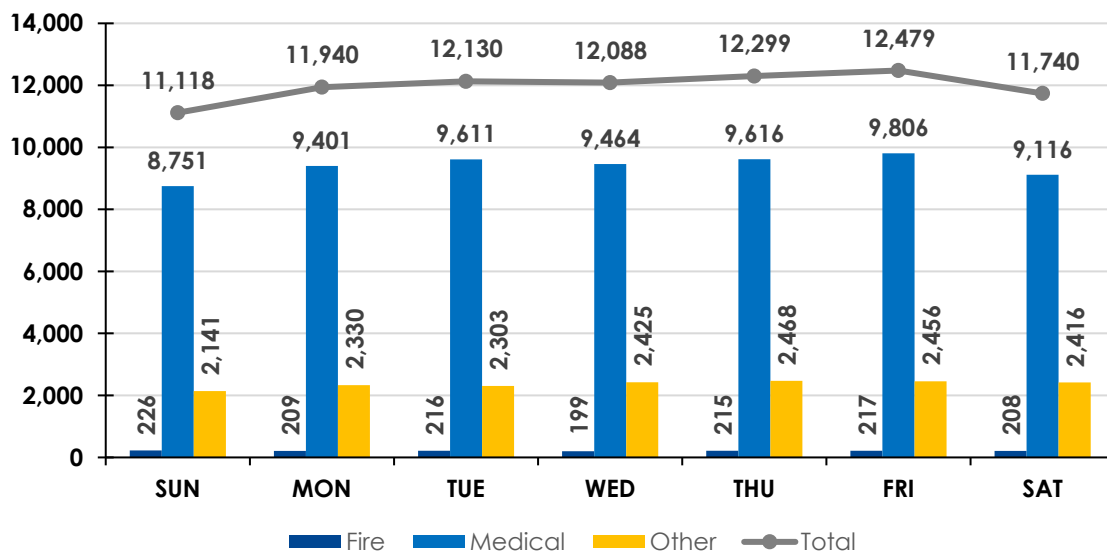


Service demand within the EFD is notably stable throughout the year, with the lowest volumes observed in February and April. The peak months for service demand are January and December. Based on the above incident counts, seasonal circumstances such as weather may be considered by the EFD for seasonal adjustments in staffing levels at any particular time of the year.

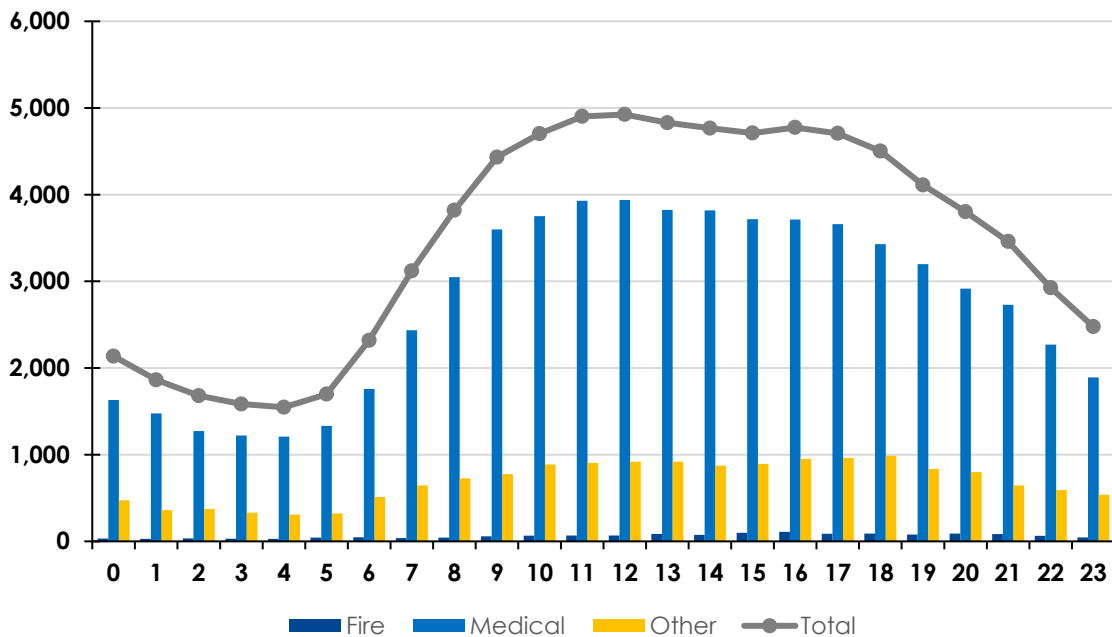
The following figure shows the service demand by day of the week from 2019–2023. Typically, service demand decreases on weekends as more activity occurs during the workweek based on an increase in the transient population tied to the labor force, depending on the area studied. This pattern is evident, with Sundays and Saturdays exhibiting the lowest call volume at 13.3% and 14%, respectively. Fridays are the week's busiest day, accounting for 14.9% of the total service demand. The variance in service demand across the days of the week is minimal, with only a 1.6% difference between the busiest and quietest days.

This consistent pattern of service demand throughout the week, with a slight decrease on Sundays, Saturdays, and Mondays, enables EFD to flexibly schedule training sessions and perform other essential duties without significant impact on operational readiness or service delivery.

**Figure 198: Service Demand by Day of Week & Type (2019–2023)**



The following figure illustrates the service demand by hour of the day from 2019–2023. The pattern shows a specific increase in service demand calls during mornings, with peak periods between 9 a.m. and 12 p.m.

**Figure 199: Total Incidents by Hour of Day & Type (2019–2023)**

Like many communities, service demand is highest during the daytime working hours between 1000 and 1800 (10 a.m.–6 p.m.). On average, service demand peaked at 1200 (noon) and was lowest at 0400 (4 a.m.).

When focusing on future service demand, the following figure captures the busiest consecutive periods. This information can be used to identify periods for increased staffing or placing additional ambulances in service. The period between 8:00 a.m. and 8:00 p.m. appears to be an opportunity for future service delivery.

**Figure 200: Busiest Consecutive Service Delivery Periods**

Periods	8-Hour	10-Hour	12-Hour
Hours	1000–1800	0900–1900	0800–2000
<b>Percent of Total:</b>	<b>45.7%</b>	<b>56.4%</b>	<b>65.9%</b>



Charting the temporal demands for service by both day and time is valuable. The following figure compares the average demand for each day and each hour to one another to show the relative values that color depicts. The darker greens show lower demand, and the highest is shown as the darker reds.

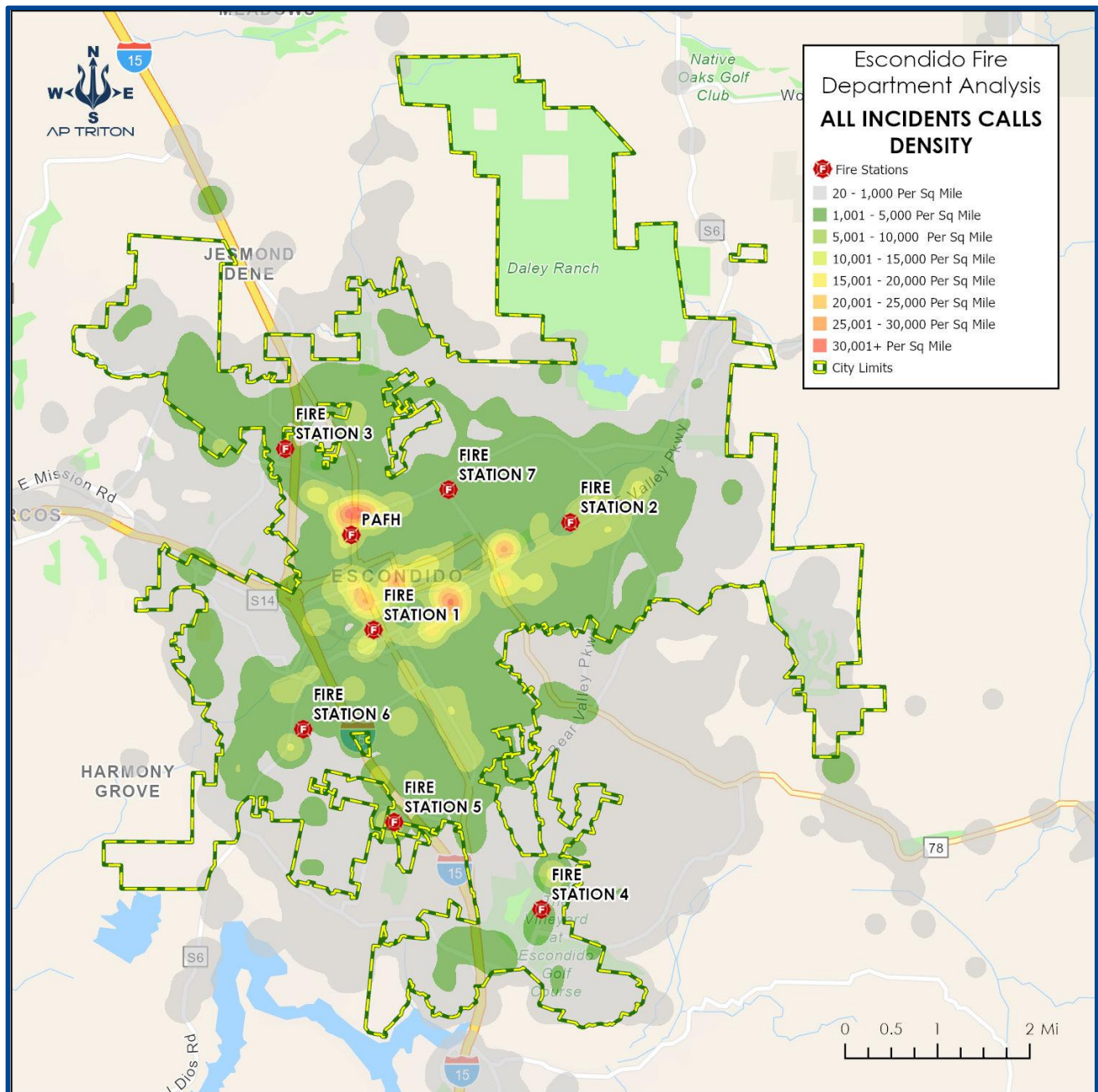
**Figure 201: Service Demand by Day & Hour (2019–2023)**

Hour	Sun	Mon	Tue	Wed	Thu	Fri	Sat
00 (Midnight)	3.26%	2.57%	2.32%	2.22%	2.33%	2.44%	2.59%
0100	2.95%	2.13%	2.00%	1.96%	2.01%	2.00%	2.13%
0200	2.62%	2.00%	1.71%	1.84%	1.74%	1.87%	1.98%
0300	2.28%	1.76%	1.75%	1.95%	1.77%	1.63%	1.73%
0400	1.94%	1.74%	1.75%	1.70%	1.90%	1.84%	1.95%
0500	2.17%	2.02%	2.15%	1.79%	1.93%	1.94%	2.06%
0600	2.58%	2.52%	3.12%	3.00%	2.72%	2.86%	3.04%
0700	3.40%	3.76%	3.93%	3.75%	3.98%	3.89%	4.13%
0800	4.14%	4.76%	4.84%	4.70%	4.85%	4.34%	4.62%
0900	4.82%	5.51%	5.65%	5.69%	5.60%	4.93%	5.24%
1000	5.23%	5.90%	5.88%	5.96%	5.76%	5.32%	5.66%
1100	5.39%	5.80%	6.22%	6.15%	5.94%	6.01%	6.39%
1200 (Noon)	5.56%	6.25%	6.27%	5.91%	5.88%	5.67%	6.03%
1300	5.57%	5.90%	5.42%	5.89%	6.35%	5.67%	6.02%
1400	5.23%	5.82%	5.68%	5.96%	5.82%	5.86%	6.23%
1500	5.13%	5.24%	5.84%	5.92%	5.42%	6.08%	6.47%
1600	5.28%	5.85%	5.58%	5.81%	5.62%	6.03%	6.41%
1700	5.61%	5.95%	5.85%	5.73%	5.45%	5.51%	5.86%
1800	5.41%	5.28%	5.23%	4.97%	5.42%	5.60%	5.95%
1900	5.43%	4.65%	4.70%	4.71%	4.91%	4.70%	4.99%
2000	4.69%	4.48%	4.26%	4.22%	4.53%	4.78%	5.08%
2100	4.52%	3.97%	3.84%	3.86%	4.20%	4.37%	4.64%
2200	3.67%	3.42%	3.20%	3.62%	3.03%	3.58%	3.81%
2300	3.15%	2.71%	2.81%	2.68%	2.81%	3.09%	3.29%

As noted, 1100 (11 a.m.) and 1200 hours (noon) coincided with the highest average daily demand in the service demand by the hour of the day figure; the additional analysis in the preceding figure depicts that the demand during the afternoons is highest on Mondays, Fridays, and Saturdays relative to the other days and times. This highlights the need for focused planning and resource allocation to address the increased demand effectively during these specific periods.

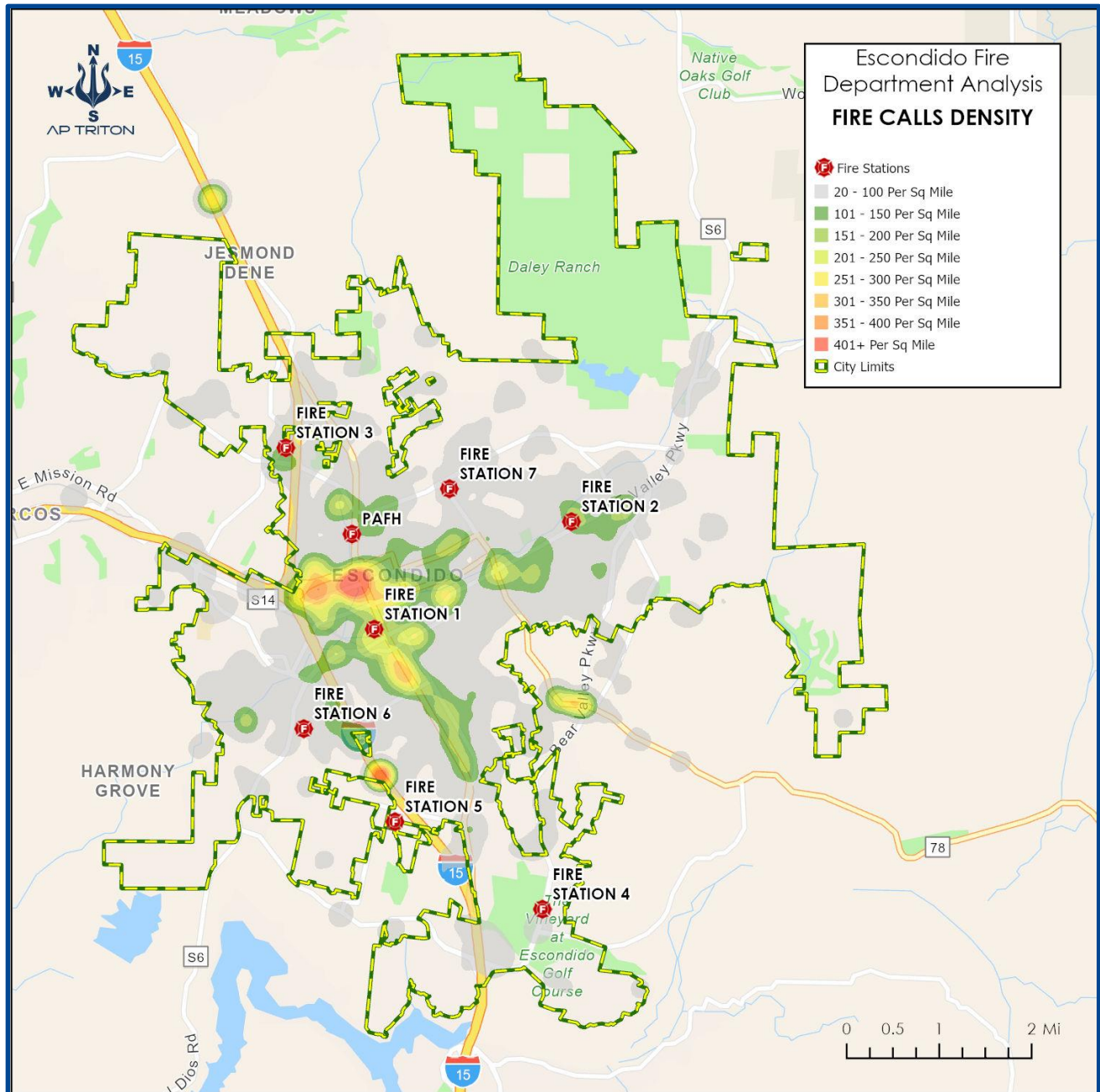
### **Spatial Analysis**

AP Triton also examined the response workload geographically. The distribution of heavier service demand can be evaluated against the location of the fire stations located in the center of the city. The following figure shows the density of response workload during the study period.

**Figure 202: Total Calls Service Demand Density (2019–2023)**

The previous figure reflected the predominance of emergency medical incidents within the dataset. Because these call types predominance in the workload data, the map in the following figure displays only the density of the fire calls service demand.

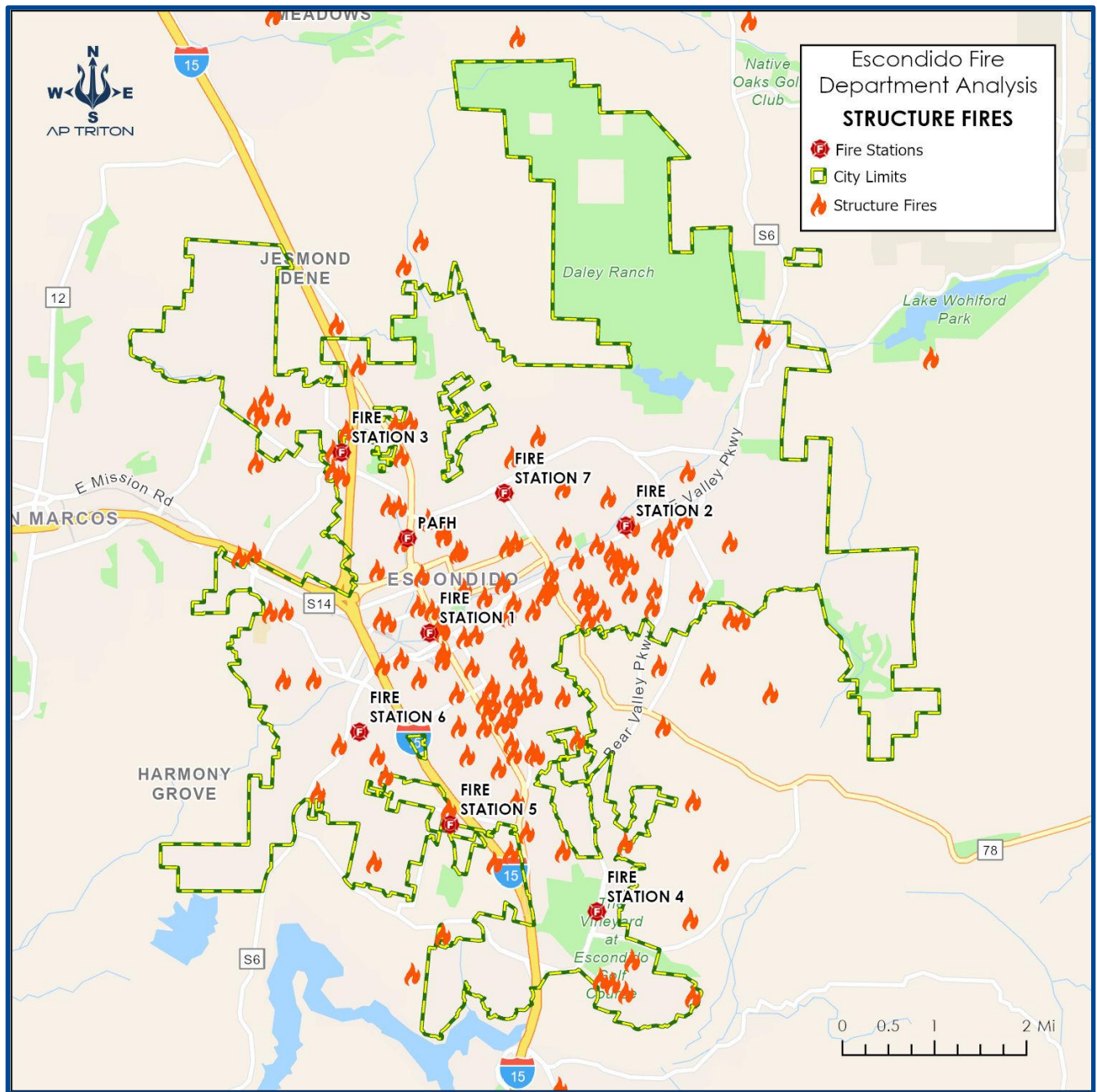
Figure 203: EFD Fire Incident Demand Density (2019–2023)





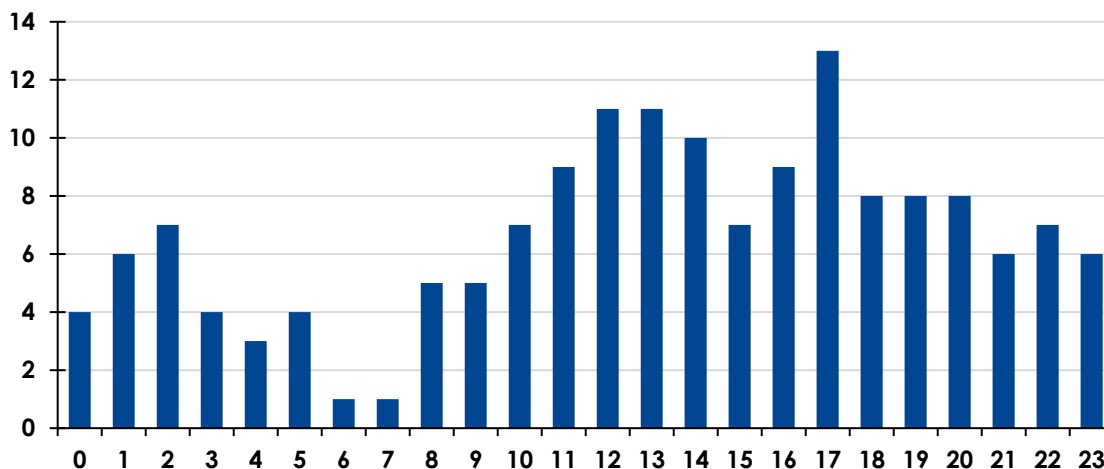
The following figure illustrates the location of structure fires within the EFD service area.

**Figure 204: EFD Structure Fires (2019–2023)**



The following figure reveals that most structure fires occur in the afternoon and early evening.

**Figure 205: Structure Fires by Hour of Day (2019–2023)**



The following figure shows the specific call volume per Engine apparatus. EFD has seven main engines, one for each station. Engine 131 had the most calls, with an average of 10.6 daily calls in 2023. Engine 137 had an average of nine calls per day in 2023. The remaining units had 1/3 or less of the demand that Engine 131 had. The previous density maps also show the high density of calls for Fire Station 1.

**Figure 206: Incidents Calls Per Unit (2023)**

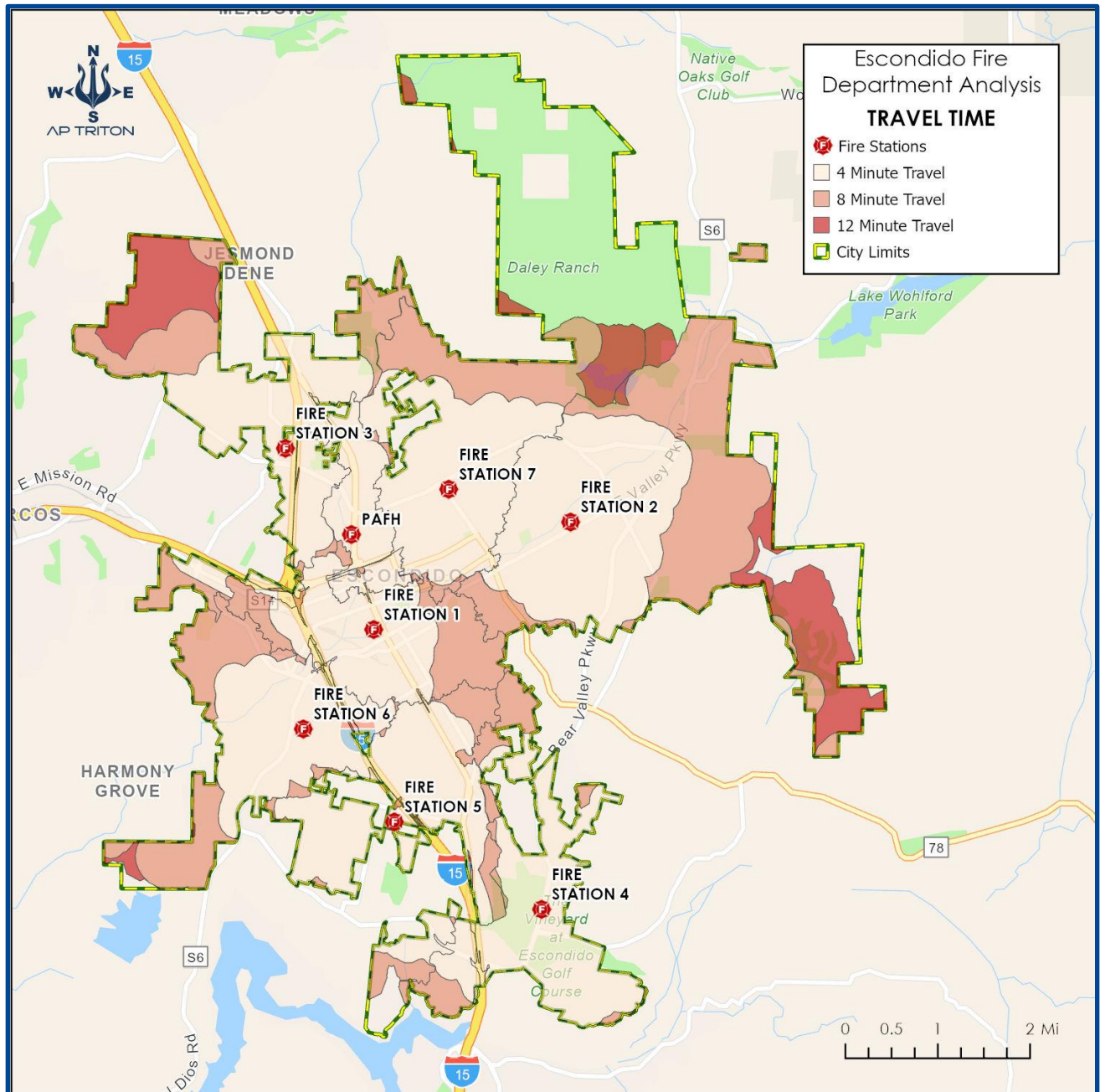
Unit	Total Calls	Average/Day
E131—Station 1	3,879	10.6
E137—Station 7	3,279	9
E132—Station 2	3,098	8.5
E133—Station 3	2,092	5.7
E136—Station 6	1,632	4.5
E135—Station 5	1,538	4.2
E134—Station 4	1,080	3

## Resource Distribution

### Travel Time Analysis

The following figure illustrates the street sections that can be reached from each EFD station within four minutes or less of travel time. The data are based on posted road speeds modified to account for turning, stops, and acceleration. They do not consider congestion, construction, weather, darkness, and other non-controllable factors.

**Figure 207: Travel Time Analysis—4, 8 & 12 Minutes**



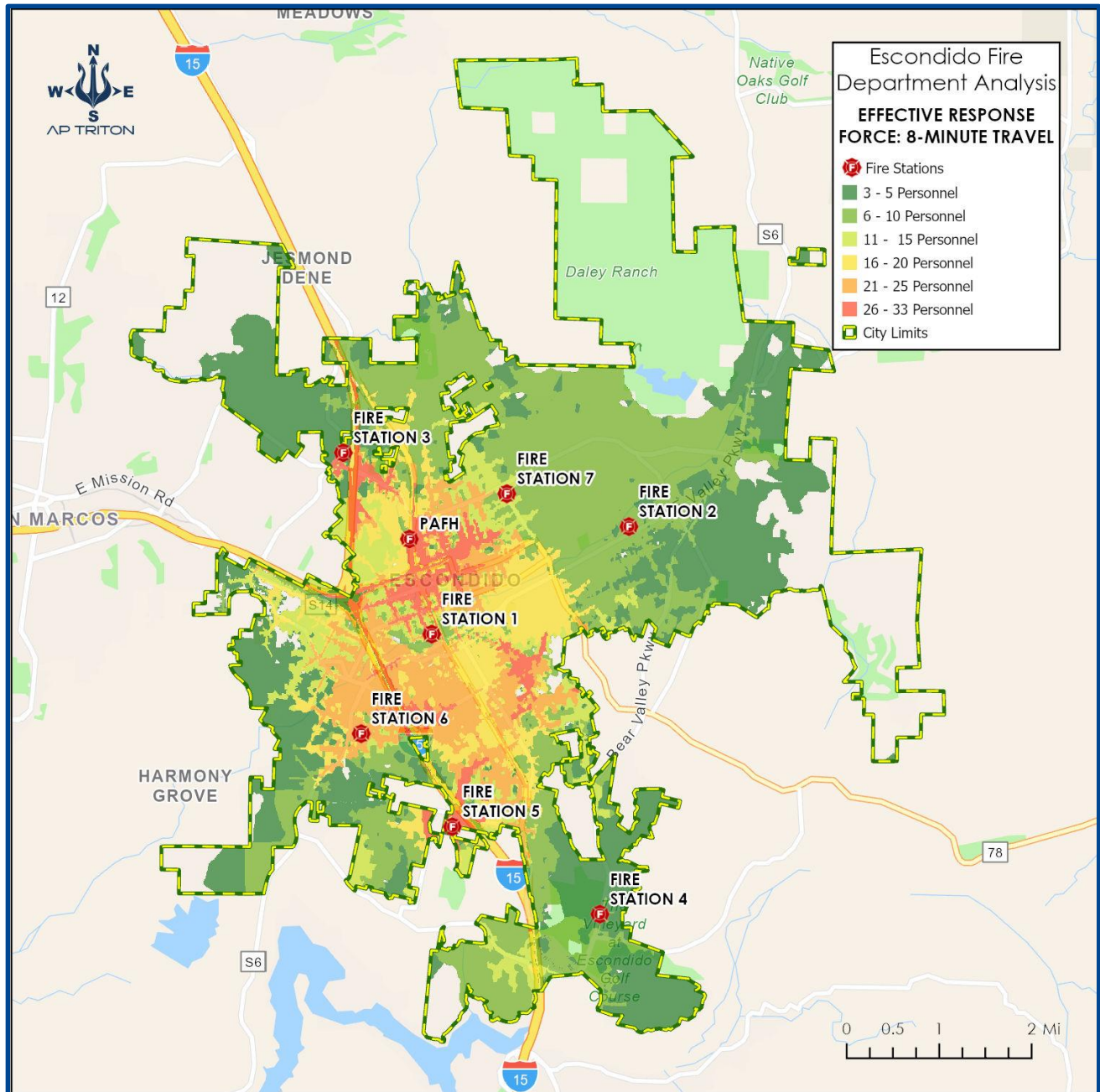
The EFD has a high percentage of 4-minute travel time to most areas of higher population density and incident density within the Escondido city limits, with 52.1% of the city reachable in four minutes or less. An 8-minute travel time covers 25.8% of the entire city and 77.9% when adding in the 4-minute travel area.

The 12-minute travel time covers about 7.6% of the city, for a total of 85.5% when adding in the 4-minute and 8-minute travel areas. The remainder of the city, approximately 14.5%, is outside the 12-minute travel time.

The following figure examines EFD's ability to assemble multiple resources within its service area by illustrating the number of personnel that can be assembled in eight minutes or less. The central area of the fire district has the greatest concentration of firefighters, with 33 personnel.

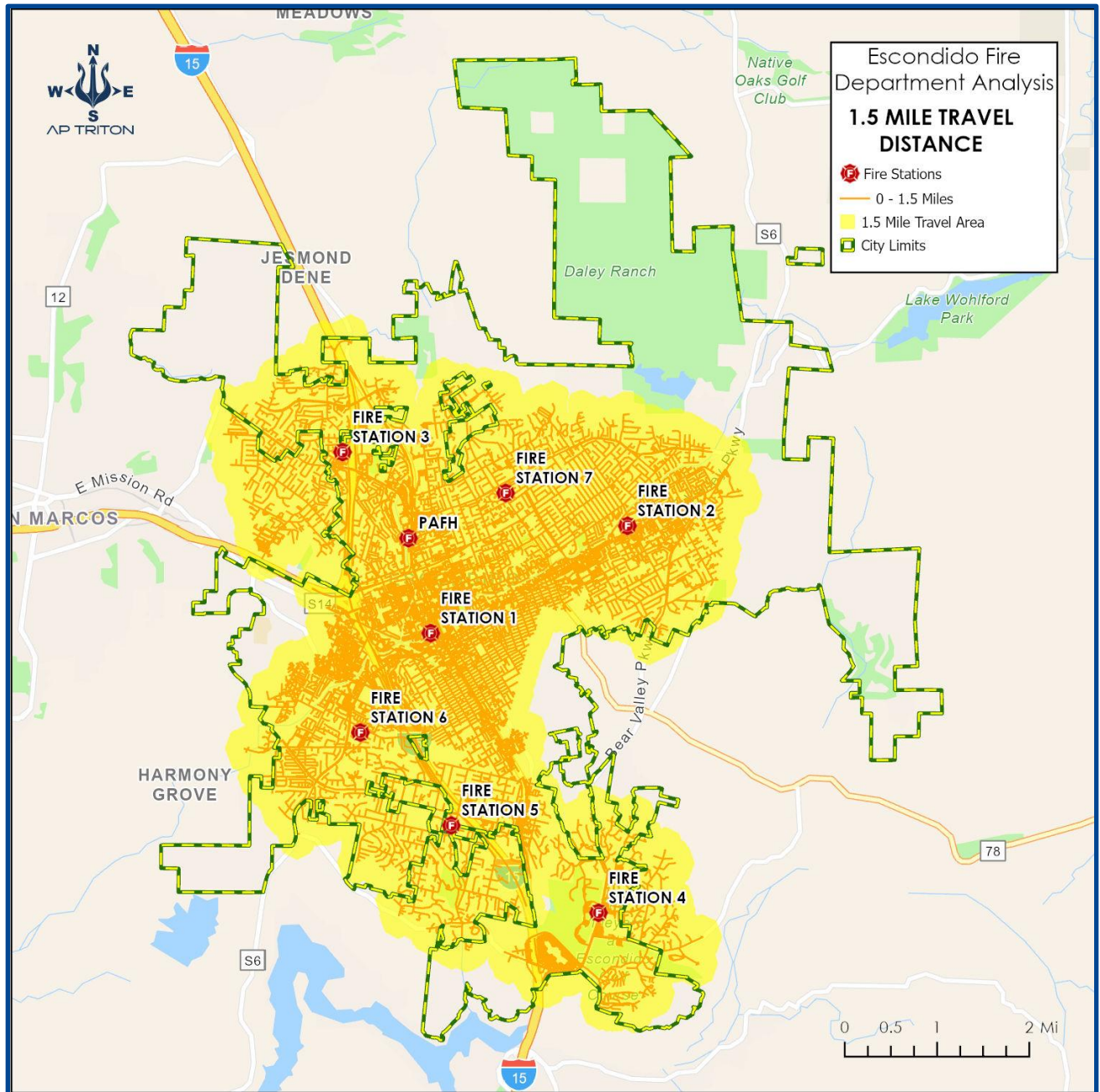
That concentration diminishes in the service area's outer regions, dropping to 20 or fewer personnel arriving in eight minutes or less. Typically, geography, road network, and travel distances between stations can negatively affect the time required to assemble an effective response force for incidents that supersede the capabilities of a single-engine company.



**Figure 208: Effective Response Force (ERF)—8-Minute Travel**

ISO assigns a better PPC rate for property located within 1.5 miles of a fire station housing an engine in an area with hydrants. The 1.5-mile engine travel distance areas are illustrated in the following figure. The northwest, southwest, and east areas are not within 1.5 miles of an engine.

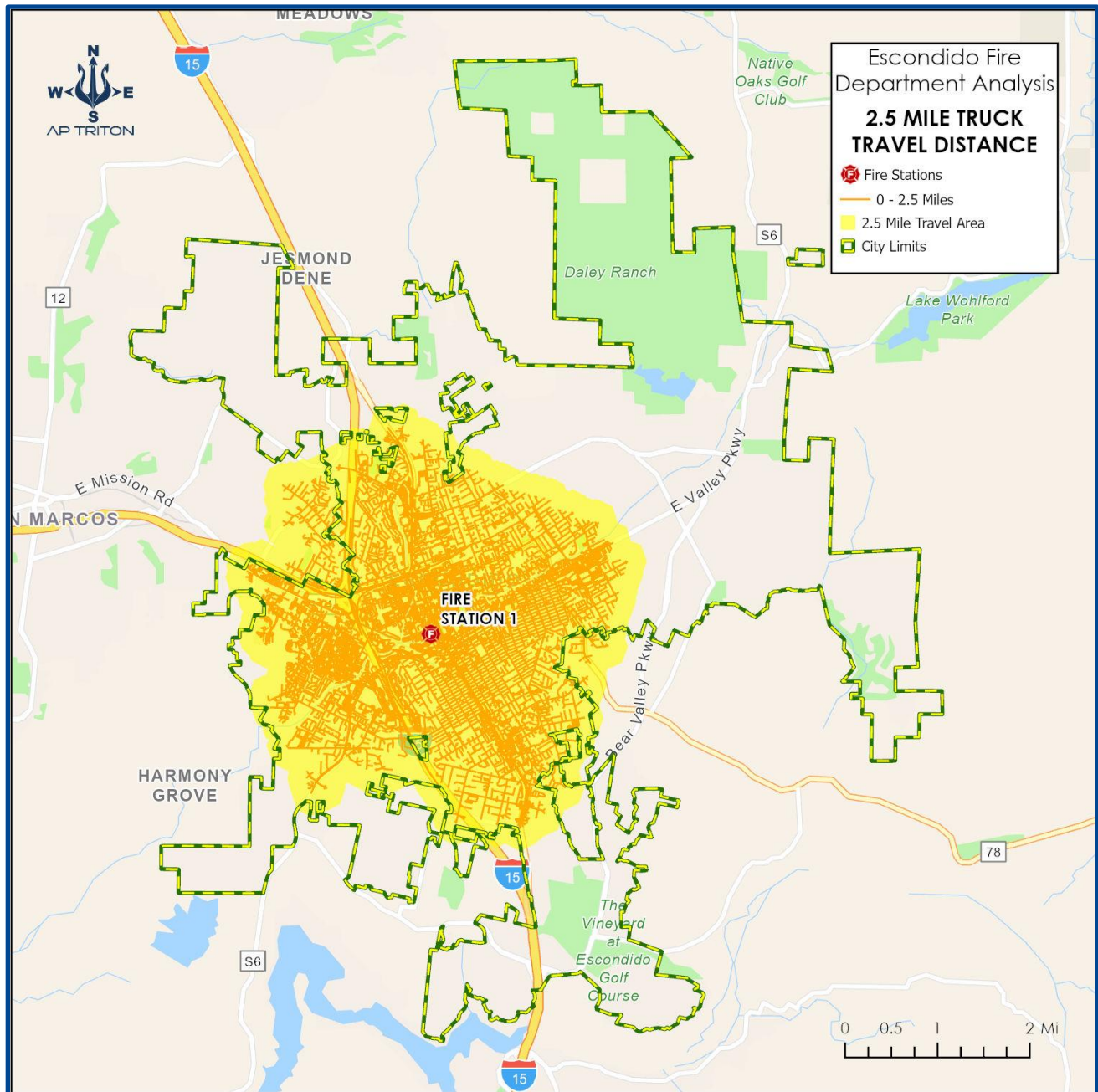
Figure 209: ISO 1.5-Mile Engine Travel Distance





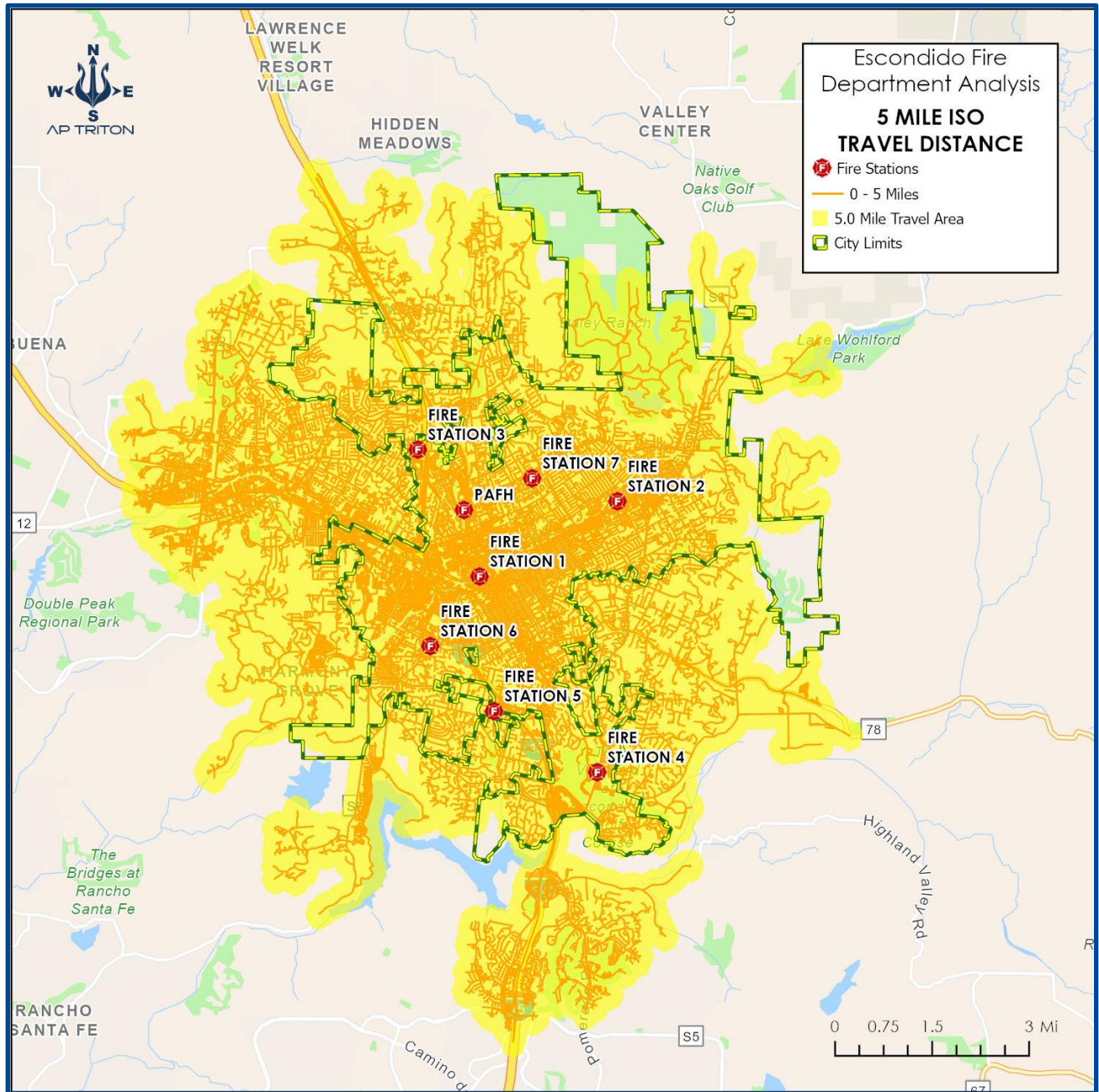
A ladder truck or aerial is a specialized apparatus with a long reach of a ladder or platform. These trucks can deliver water to multi-story buildings or buildings with large roofs. Typically, they are positioned in areas near those types of buildings. The following image shows the recommended 2.5-mile distance from stations with an aerial. However, several areas within the city are not within the 2.5-mile travel distance.

**Figure 210: ISO 2.5-Mile Truck Travel Distance (Station 1)**



In addition to the preceding, ISO looks at properties within five miles of a fire station. The following image illustrates those areas within the EFD service area within five miles of each fire station.

**Figure 211: ISO 5.0-Mile Distance from EFD Fire Stations**



## Response Reliability

This section provides an overview of unit utilization. Three types of analyses are shown in this section. The first is unit utilization based on call volume, the second analyzes concurrent service requests, and the third examines unit hour utilization.

### Unit Workload Analysis

Units that are very busy or already out when a second call occurs can increase response times from remote units. The following figures show the number of calls for each unit in 2019–2023.

**Figure 212: Apparatus Utilization EFD Total Calls (2019–2023)**

Primary Unit	2019	2020	2021	2022	2023	Overall
B131	293	234	225	220	238	<b>1,210</b>
B132	1	3			2	<b>6</b>
BR132		5	4			<b>9</b>
BR133	4	7	11	8	6	<b>36</b>
BR134	4	3	2	1	1	<b>11</b>
E131	3,685	3,511	3,739	3,636	3,879	<b>18,450</b>
E132	2,784	2,703	3,003	3,124	3,098	<b>14,712</b>
E133	1,869	1,651	1,830	2,049	2,092	<b>9,491</b>
E134	983	936	990	1,114	1,080	<b>5,103</b>
E135	1,456	1,256	1,388	1,521	1,538	<b>7,159</b>
E136	1,400	1,238	1,495	1,572	1,632	<b>7,337</b>
E137	2,903	2,880	3,356	3,486	3,279	<b>15,904</b>
M137		2,675	2,505			<b>5,180</b>
M138	3,397	35				<b>3,432</b>
PT131				12	8	<b>20</b>
PT135	5	13	1			<b>19</b>
T131	712	424	457	438	390	<b>2,421</b>
U131	12	19	14	2		<b>47</b>
<b>Total:</b>	<b>19,508</b>	<b>17,593</b>	<b>19,020</b>	<b>17,183</b>	<b>17,243</b>	<b>90,547</b>

For the previous figure, the busiest units can be determined. Engine 131 and Engine 137 are the most active units and may require move-ups from other stations periodically.

### Unit Hour Utilization

This section analyzes the workload at the unit rather than department level. However, unit-level workload analysis can reveal further insights into the stress level firefighters and apparatus are experiencing. For instance, units are only effective if available within their station. Therefore, if they are already handling an incident when another incident is reported, a unit from further away must respond, increasing the response times.

Unit hour utilization (UHU) is calculated by dividing the total time a unit is committed to all incidents during a year by the total time in a year. It describes when a unit is unavailable for a response since it has already been committed. The larger the percentage, the greater the UHU and the less available it is for assignment to an incident. This analysis only measures incident response and does not include other unmeasured activities in the dataset, such as training time and station duties.

The following figure illustrates the UHU for units in EFD. It is essential to note that UHU is only one metric used to determine workload. The calculation of UHU does not account for the time required for other activities in which a unit and its staff may be engaged—for example, incident report writing, continuing medical education classes, and other responsibilities. The units with the highest UHU are Engines 131, 132, and 137. The following figure shows the UHU rates by individual apparatus for each year 2019–2023.

**Figure 213: EFD Engine Unit Hour Utilization**

Primary Unit	2019	2020	2021	2022	2023	Average
E131	37.4%	33.5%	40.6%	36.4%	43.1%	<b>38.2%</b>
E132	30.1%	27.7%	34.6%	32.8%	35.3%	<b>32.1%</b>
E133	18.8%	15.3%	20.1%	23.1%	23.2%	<b>20.1%</b>
E134	10.6%	10.5%	11.4%	11.6%	12.9%	<b>11.4%</b>
E135	15.5%	12.9%	15.9%	15.0%	17.7%	<b>15.4%</b>
E136	14.9%	12.9%	16.3%	15.5%	18.8%	<b>15.7%</b>
E137	30.7%	30.4%	39.0%	35.5%	36.8%	<b>34.5%</b>
<b>OVERALL</b>	<b>21.6%</b>	<b>20.5%</b>	<b>25.4%</b>	<b>24.3%</b>	<b>26.8%</b>	<b>23.9%</b>



In May 2016, the Henrico County (Virginia) Division of Fire (HCDF) published an article in *Fire Engineering* about its method for studying EMS workload.<sup>34</sup> The study developed a general commitment factor scale, as shown in the following figure. The method AP Triton utilizes to analyze UHU is the same as that of HCDF.

**Figure 214: Commitment Factor Scale**

Factor	Indication	Description
<b>16–24%</b>	Ideal Range	Personnel can maintain training requirements and physical fitness and can consistently achieve response time benchmarks. Units are available more than 75% of the day.
<b>25%</b>	System Stress	Community availability and unit sustainability are not questioned. First-due units respond to their assigned areas 75% of the time; response benchmarks are rarely missed.
<b>26–29%</b>	Evaluation Range	The community served will experience delayed incident responses. Less than 30% of the day, first-due ambulances are unavailable; thus, neighboring responders will likely exceed goals.
<b>30%</b>	"Line in the Sand"	Not Sustainable: Commitment Threshold—the community has less than a 70% chance of timely emergency service, and immediate relief is vital. At or exceeding 30%, personnel assigned to units may show signs of fatigue and burnout and may be at increased risk of errors. In addition, training and physical fitness sessions are not consistently completed.

It is important to note that Figure 214 is a result of a single study. However, if the factors developed by the Henrico County Division of Fire are relevant to EFD, the workload fell within the "Ideal" range during 2023 for most engines except Engine 131, Engine 132, and Engine 137, which are all more than 30% and have been since 2021. These units should be evaluated or monitored for staff fatigue and being overloaded. It is also important to note that UHU is only one measure of apparatus workload.

<sup>34</sup> Fire Engineering, May 2016, How Busy is Busy?

### Concurrency Analysis

Another way to look at resource reliability is to examine the number of times multiple incidents happen within the same time frame. The following figures show the number of times that one or more units are assigned to incidents. The data supports that 2023 saw the largest number of occurrences, with more than two incidents occurring concurrently.

This trend can impact the department's ability to have an effective response force (ERF) on service calls. It can also cause extended response times if occurring in the same response zone. The following figure shows the number and percentage of concurrent calls.

**Figure 215: Response Unit Concurrency Percentages (2019–2023)**

Incidents in Progress	2019	2020	2021	2022	2023
Single Incident	34.5%	37.2%	32.1%	31.3%	28.1%
Two Incidents	22.1%	22.6%	19.7%	20.5%	20.2%
Three Incidents	16.4%	15.7%	15.7%	15.8%	15.8%
Four Incidents	11.6%	10.2%	11%	11.7%	12.1%
Five Incidents	7.4%	6.2%	8.1%	8.5%	8.8%
More than Five Incidents	8%	8.1%	13.4%	12.2%	15%
<b>Total Concurrent Calls:</b>	<b>10,449</b>	<b>9,593</b>	<b>11,765</b>	<b>12,001</b>	<b>12,782</b>
<b>Total Calls Count:</b>	<b>15,961</b>	<b>15,262</b>	<b>17,323</b>	<b>17,472</b>	<b>17,776</b>

Another factor in unit workload is the number of units assigned to a specific incident. The majority of EFD incidents, over 98%, have only one, two, or three responding engines or trucks assigned. In addition, the dispatch data collected multiple resource responses besides the engine and truck. However, these were not included in the analysis. The following figure shows the percentage of incidents where the specified number of response units were assigned.



**Figure 216: Number of Apparatus Per Incident**

Concurrent Units	Count	Percent	Cumulative Percent
1	13,381	16.91%	16.91%
2	63,505	80.28%	97.19%
3	1,238	1.56%	98.75%
4	391	0.5%	99.25%
5	174	0.22%	99.47%
6	165	0.21%	99.68%
7	113	0.14%	99.82%
8	70	0.09%	99.91%
9	24	0.03%	99.94%
10 or More	49	0.06%	100%

It is important to note that many of the incident responses are emergency medical incidents.

#### Station/Unit Reliability

Examination of the station's reliability involves the study of incidents that were responded to by station units in the immediate area of the station. When a unit arrives on the scene from the nearest station, it is said to be a reliable response.

Even though many departments utilize geographic positioning technologies and in-vehicle computers to facilitate the CAD system's selection of the closest unit, the measure of the percentage of how many times a unit from a station handled the incident in their designated area is valuable to determine if enough resources are deployed in the response zone.

**Figure 217: Annual Reliability by Fire Station**

Year	Station 1	Station 2	Station 3	Station 4	Station 5	Station 6	Station 7
2019	41%	80%	70%	76%	73%	100%	31%
2020	44%	81%	70%	80%	74%	100%	27%
2021	42%	80%	67%	77%	65%	90%	27%
2022	42%	76%	71%	80%	70%	82%	30%
2023	41%	76%	68%	82%	72%	82%	29%

Station 6 is the most reliable, with an average of 90% of incident requests in Station 6's area likely to receive a Station 6 unit on the incident. In most other station areas, this is true about three-quarters to less than half the time. This level of reliability has been relatively constant from 2022–2023.

### Response Performance Analysis

Incident data between January 1, 2019, and December 31, 2023, were evaluated in detail to determine EFD's current performance.

Only priority incidents response mode coded as "Emergency" occurring within the EFD service area are included in the analysis. Non-emergency public assistance requests were excluded. Performance is reported based on the type of incident as reported. Three categories are used to report performance:

- Fire—Responses to a report of a fire
- Emergency medical—All emergency medical incidents
- Other—Any other incident to which the department responded

Each phase of the incident response sequence was evaluated to determine current performance. This allows an analysis of each phase to determine where opportunities might exist for improvement.

The total incident response time continuum consists of several steps, beginning with initiating the incident and concluding with its appropriate mitigation. Therefore, the time required for each of the components varies. In addition, the policies and practices of the department directly influence some of the steps.

EFD's response performance was compared to the national consensus standard for response performance found in the National Fire Protection Association's Standard 1710: *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*, 2020 Edition. In addition, the dispatch center's performance was compared to standards found in the National Fire Protection Association's Standard 1710: *Standard for the Installation, Maintenance, and Use of Emergency Services Communications Systems*, 2019 Edition.

The following figure summarizes the performance standards used in this section to evaluate performance compared to NFPA 1710.

**Figure 218: NFPA 1710 Standards for Fire/EMS Responses**

Response Interval	NFPA 1710
Call Processing	One minute or less at 90%
Turnout Time	One minute or less at 90%
Travel Time (1 <sup>st</sup> Arriving Unit)	Four minutes or less at 90%
Travel Time (2 <sup>nd</sup> Arriving Unit at fire suppression incident)	Six minutes or less at 90%
Travel Time for full first alarm other than high-rise	Eight minutes or less at 90%
Travel Time for full first alarm for a high-rise	10 minutes, 10 seconds or less at 90%

In keeping with NFPA Standards 1710 and EFD's performance goals, all response time elements are reported at a given percentile. Percentile represents a methodology by which response times are sorted from least to greatest, and a "line" is drawn at a certain percentage of the calls to determine the percentile. The point at which the "line" crosses the 90th percentile, for example, is the percentile time performance. Thus, 90% of the time was at or less than the result. Only 10% were longer.

The percentile differs significantly from the average. Averaging calculates response times by adding all responses together and dividing the total number of minutes by the total number of responses (mean average). Measuring and reporting average response times is not recommended because it does not identify the number and extent of events with times beyond the stated performance goal.

A detailed description and review of each phase of the response time continuum follows. Finally, all phases will be compared to EFD's performance goals.

### Call Processing

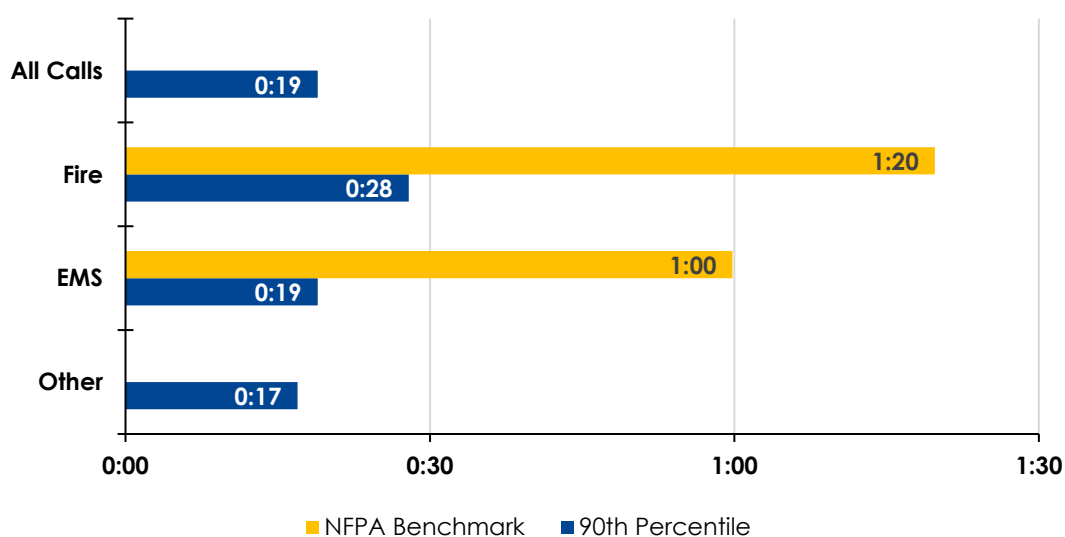
The call processing phase has two parts. First, most emergency incidents are reported by telephone to the 911 center. Call takers must elicit accurate information quickly about the nature and location of the incident from persons who are apt to be excited. Lay people well-trained in emergencies can reduce the time required for this phase. The dispatcher must identify the correct units based on incident type and location, dispatch them to the emergency, and continue to update information about the emergency while the units respond. Step one of this phase, labeled "call processing time," begins when the 911 call is answered at the PSAP and ends when response personnel are notified of the emergency.

The second part of the call processing phase, called "dispatch time," begins when the call is received at the dispatch center and ends when response units are notified of the incident.

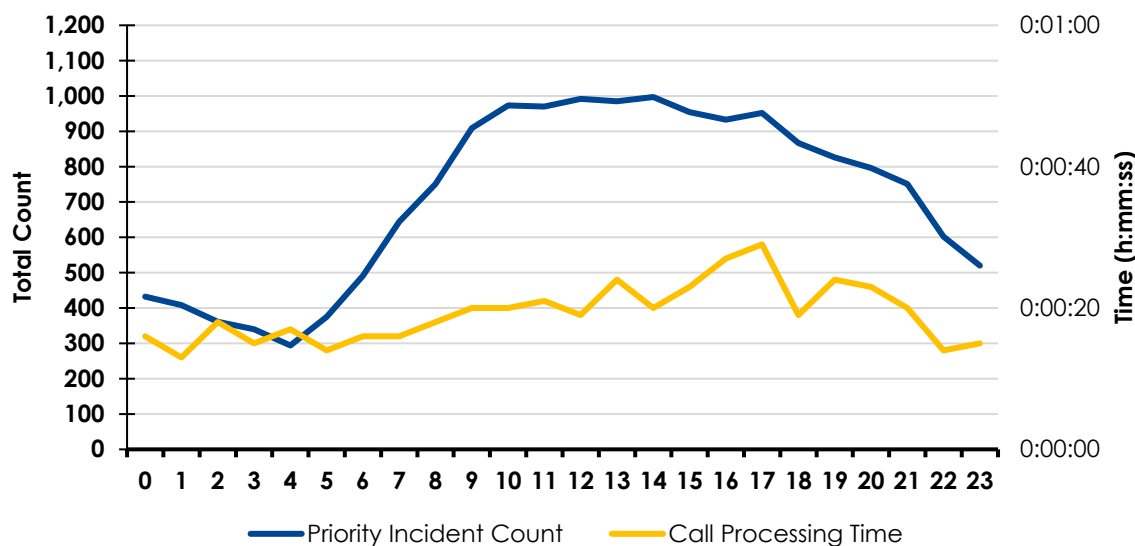
NFPA 1710 recommends that call processing occurs within 60 seconds, 90% of the time for medical calls and 80 seconds for fire calls.

The following figure illustrates the dispatch center's performance from receiving the call until it notifies response units. Overall performance during the study period did meet the NFPA guideline of 1 minute.

**Figure 219: Call Processing by Type of Incident (2019–2023)**



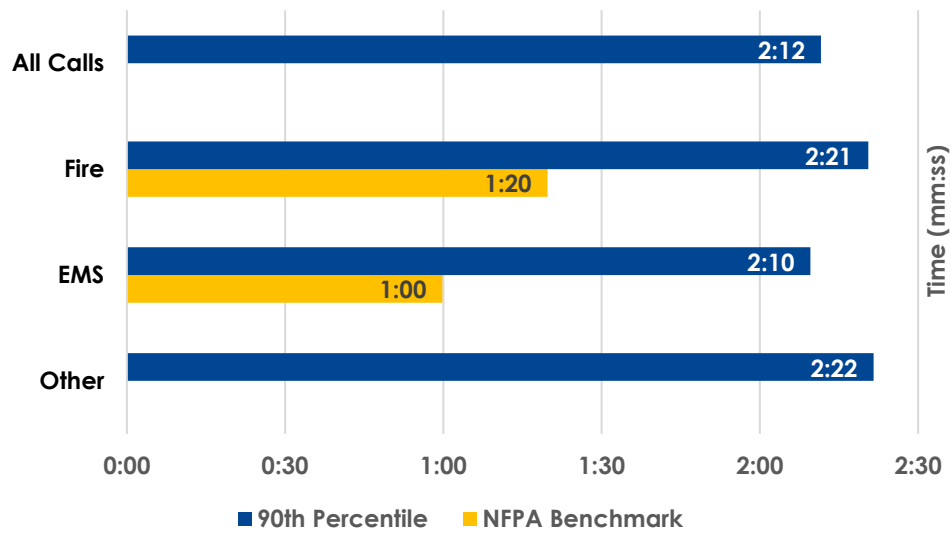
The workload at the dispatch center can influence call processing performance. The following figure illustrates performance at different times of the day compared to EFD's response workload. Call processing time is below NFPA recommendations, despite the variation of being faster in the evening and slightly longer during the day.

**Figure 220: EFD Call Processing Time Analysis (2019–2023)**

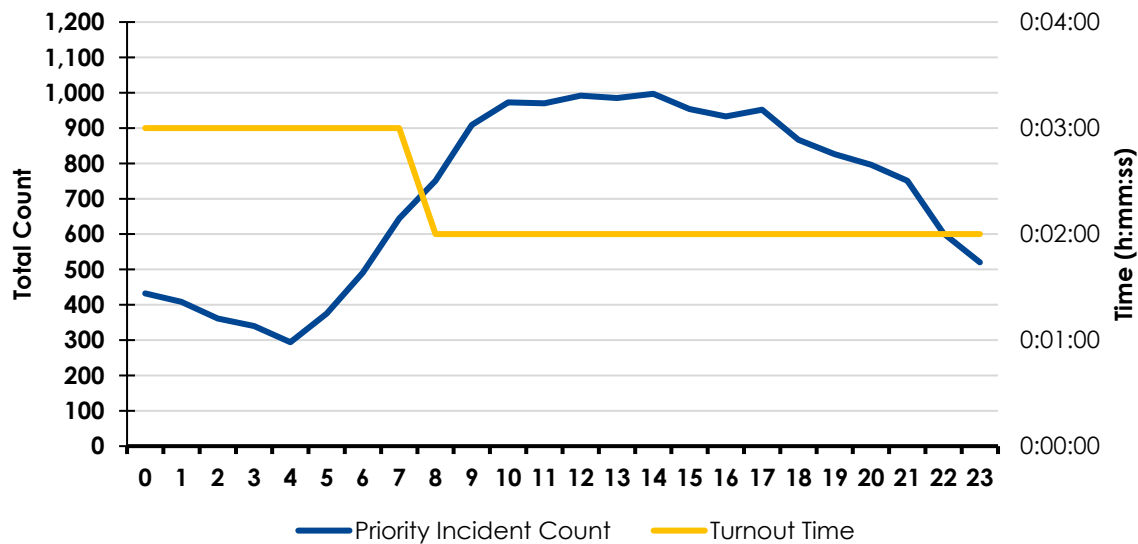
### Turnout Time

The turnout time response phase is controllable by EFD. This phase begins with the dispatch center's notification of an emergency in progress and ends when personnel and apparatus begin to move toward the incident location. Personnel must don appropriate equipment, assemble on the response vehicle, and begin traveling to the incident. Good training and proper fire station design can minimize the time required for this phase.

The performance goal for turnout time is within 60 seconds, 90% of the time for priority emergency incidents. Turnout times for all incident types exceed standards. During the study period, the turnout time for all priority incidents was 2 minutes, 12 seconds at the 90<sup>th</sup> percentile.

**Figure 221: Turnout Time Performance by Call Type (2019–2023)**

Turnout time can vary by the time of the day. In this case, turnout time varied by 1 minute between the early morning and daytime hours, as shown in the following figure.

**Figure 222: Turnout Time Performance by Hour of Day (2019–2023)**

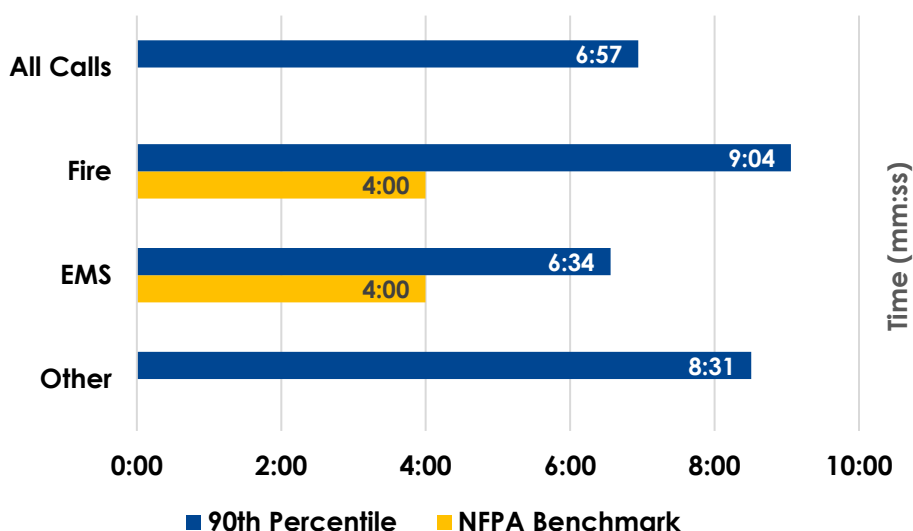
Turnout time by unit at the 90<sup>th</sup> percentile performance measure was 2 minutes. All units are above the performance goal of 60 seconds with an average 2-minute turnout time.

### Distribution & Initial Arriving Unit Travel Time

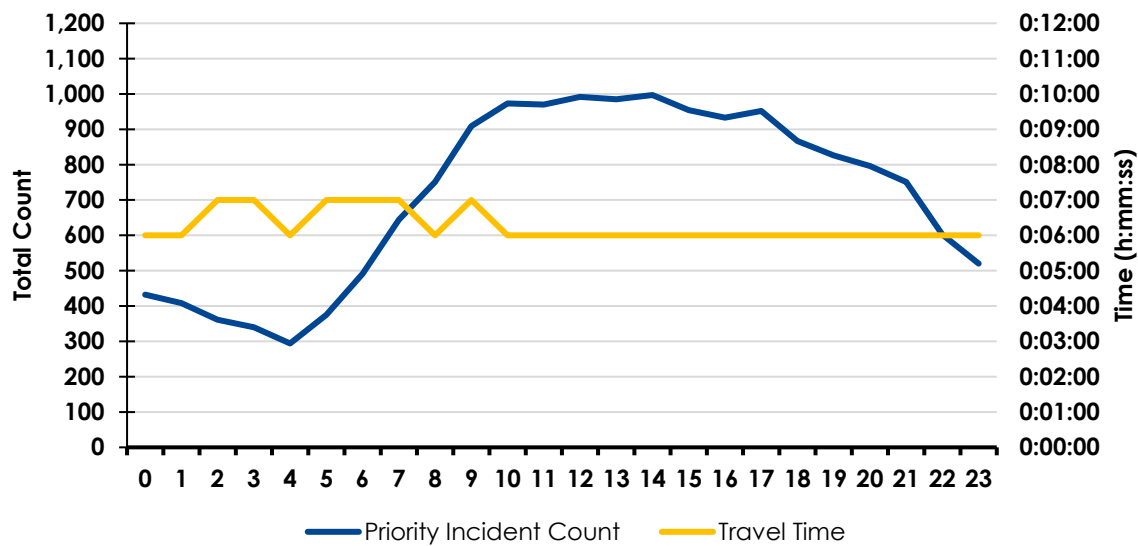
Travel time is potentially the longest of the response phases. The distance between the fire station and the emergency location influences response time the most. The quality and connectivity of streets, traffic, driver training, geography, and environmental conditions also are factors. This phase begins with the initial apparatus movement toward the incident location and ends when response personnel and apparatus arrive at the incident location. According to NFPA 1710, the performance goal should be four minutes for the first response unit to arrive at an incident to provide an on-time response.

The following figure lists travel times for all priority incidents and incident types. EFD's travel times exceeded its goal in all incident types. Travel time was within 9 minutes, 4 seconds, 90% of the time for fire incidents, and 6 minutes, 57 seconds for all incident types.

**Figure 223: Travel Time Performance by Call Type (2019–2023)**



Travel time can vary considerably by the time of day. Heavy traffic during morning and evening rush hours can slow the department's response. Concurrent incidents also can increase travel time since units from more distant stations would need to respond. Morning commuter traffic appears to affect travel time more than evening commuter traffic. The following figure shows the travel time performance and the hourly workload.

**Figure 224: Travel Time Performance by Hour of Day (2019–2023)**

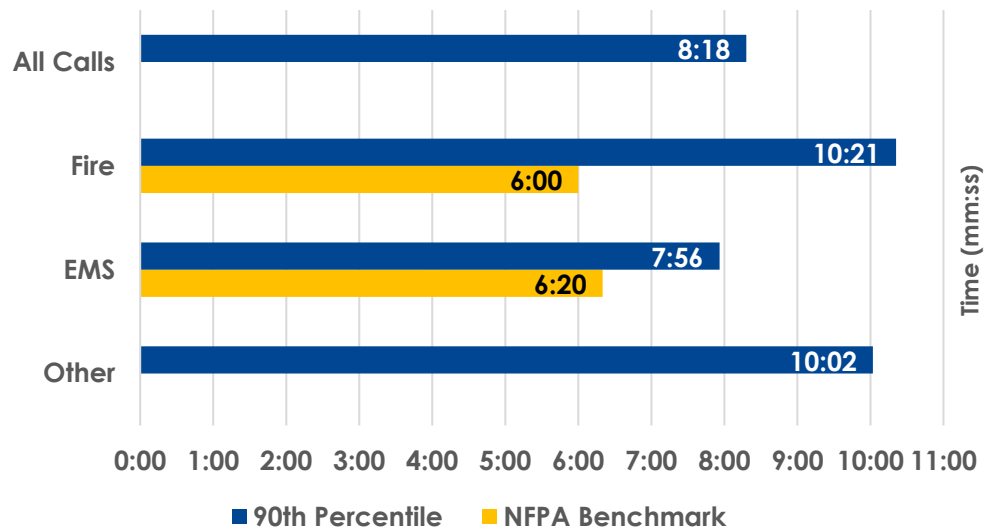
### First Arriving Unit Response Times

Response time is the period between the dispatch center notifying response personnel that an emergency is in progress and the first fire department response unit arriving at the emergency. When turnout and travel time are combined, response time performance for fire incidents is 10 minutes, 21 seconds, 90% of the time and 10 minutes, 2 seconds, 90% for all other priority incidents. Overall, the response time for all priority incidents was within 8 minutes, 18 seconds at the 90<sup>th</sup> percentile.



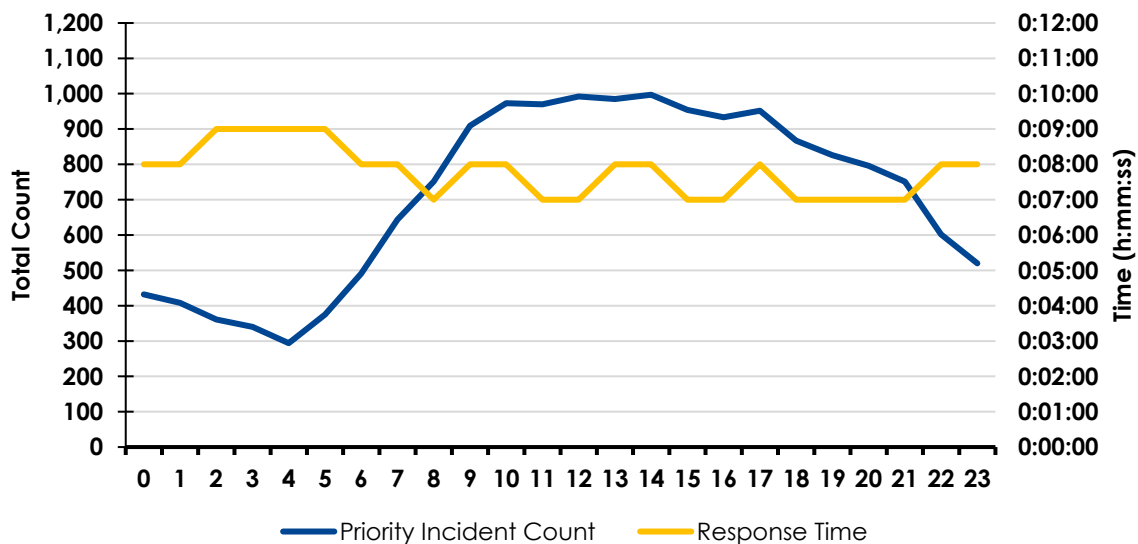
The following figure illustrates the response time for priority incident types.

**Figure 225: First Unit Arrival Performance**



The following figure shows response times and the number of incidents by the hour of the day for all incidents. Response time is slowest during the early morning hours and slightly faster during the early evening hours.

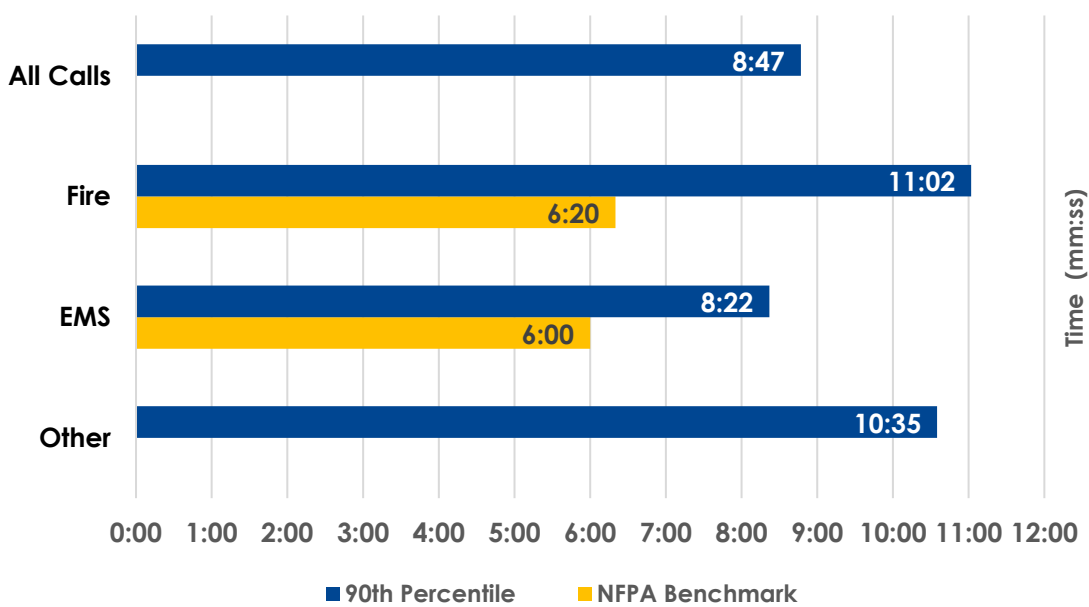
**Figure 226: First Unit Arrival Performance by Hour of Day (2019–2023)**



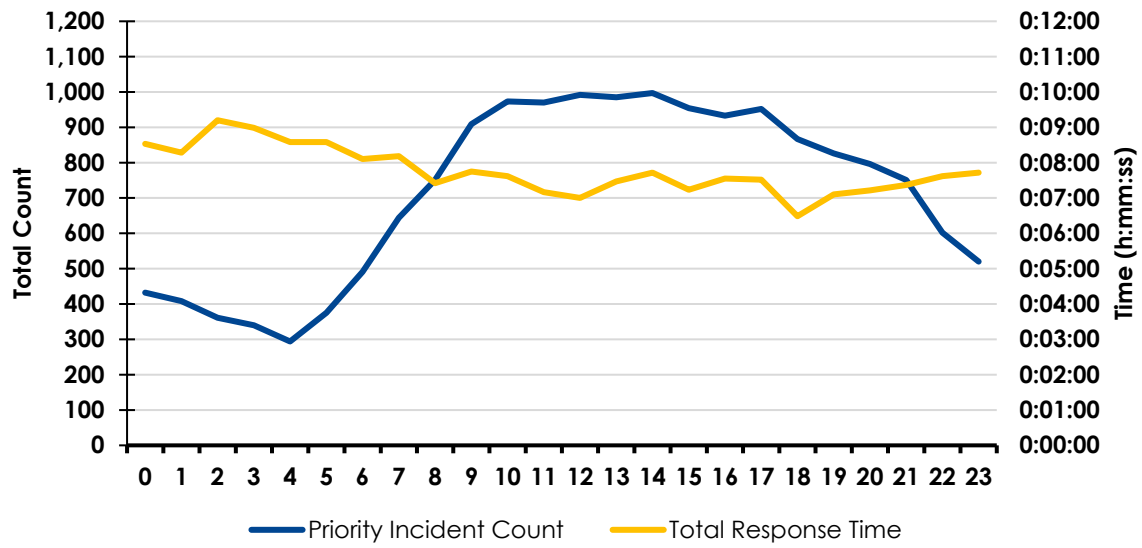
### First Arriving Unit Received to Arrival Time

From the customers' standpoint, response time begins when an emergency occurs. Their first contact with emergency services is when they call for help, usually by dialing 911. The received-to-arrival time phase combines the call processing, turnout, and travel time. When the performance goals are combined, received-to-arrival time should be within 6 minutes, 90% of the time, for all priority incidents. The following figure shows received-to-arrival performance for priority incidents within the EFD service area. Overall, the received-to-arrival time was within 8 minutes, 47 seconds, 90% of the time.

**Figure 227: Call Received to Arrival by Call Type**



The following figure shows received-to-arrival performance by time of the day compared to incident activity by time of day. From the customers' standpoint, received-to-arrival is consistent during the day.

**Figure 228: Call Received to Arrival by Hour of Day (2019–2023)**

## Projected Population Growth & Future Service Demand

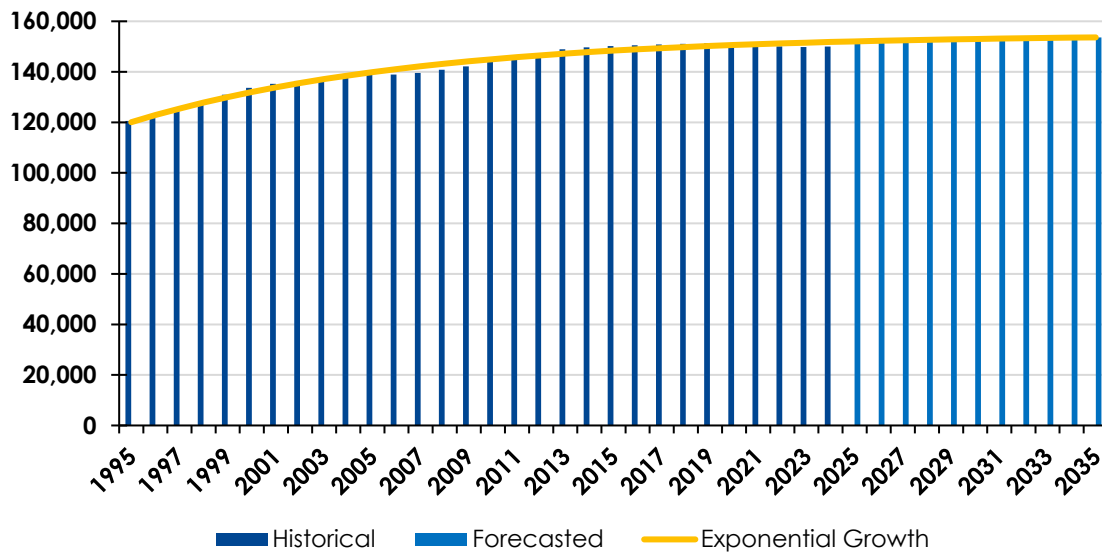
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### Population Growth Projections

According to the U.S. Census Bureau and the State of California Department of Finance, the City of Escondido had an estimated population of 150,002 as of January 1, 2024. During the five-year study period from 2019 to 2023, Escondido experienced a slight population loss of approximately 1,309 people, or 0.8%.

Reported populations on January 1, 2022, and January 1, 2023, had back-to-back population losses of 0.54% and 0.17%, respectively. The COVID-19 pandemic and its overall effects on the city residents probably contribute to the population loss. January 1, 2024, showed an increase of 0.14% from 2023's loss, matching California's overall slight growth trend for 2024.

For this analysis, to get a proper amount of historical data for a future projection model that would take into consideration but not skew the forecast due to recent population loss, data was collected for the past 30 years from January 1, 1995, to January 1, 2024, on an annual basis. After numerous forecasting models were developed, the exponential growth model most closely matched Escondido's unique population fluctuations. Exponential growth happens when an initial population increases by the same percentage or factor over equal time increments or generations. The following figure shows the projected growth over the next ten years based on the historical data and patterns of past population growth.

**Figure 229: EFD Population Projections (2025–2035)**

Based on the above analysis, Escondido could see a population increase of 2.4% or approximately 3,621 more residents in the next 10 years. Natural change (births and deaths) and migration of residents into the city could cause this number to change.

### Service Demand Projections

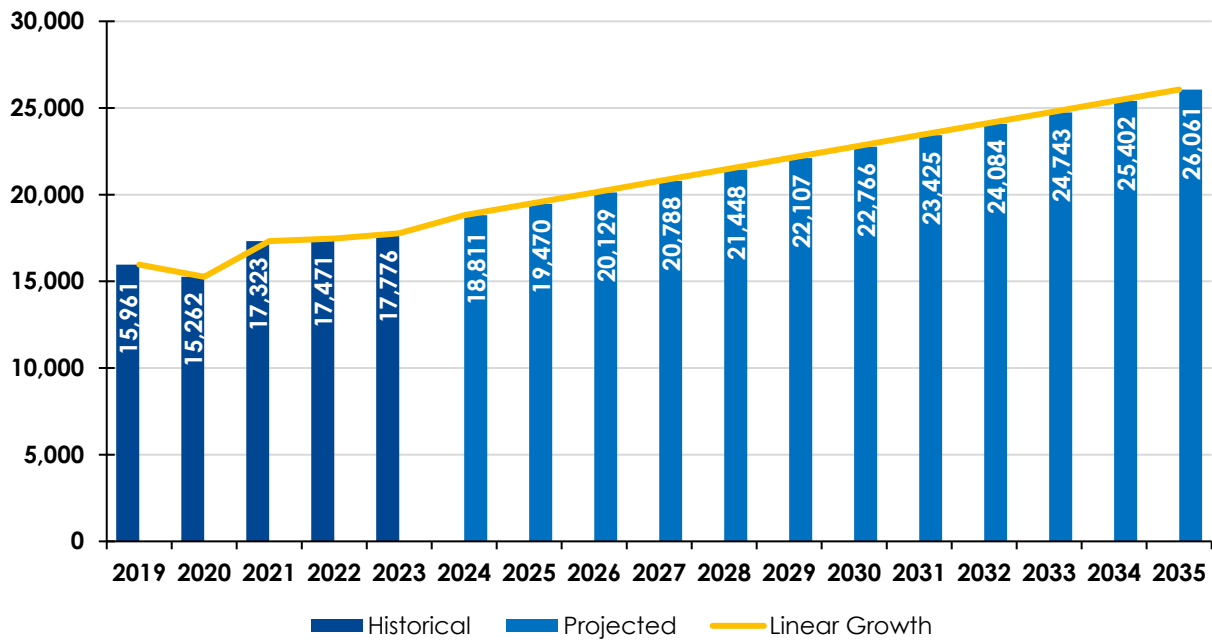
To forecast the future service demand, AP Triton used the population projections within the city. The population tends to be a relatively good indicator of service demand, and the current service demand per 1,000 persons can provide a standard for service demand at future dates. The assumption is that future demographics will be similar to today's demographics. The current service demand per 1,000 population is determined by taking the annual number of responses and dividing it by the population number in thousands.

The following figure shows projections based on the City of Escondido population statistics. These service demand projections are based on the 2035 estimated 153,623 population.

**Figure 230: Minimum Projected Service Demand (2035)**

NFIRS Incident Type	2023	Calls/1,000 Population	Projected Call Volume 2035
1—Fire	320	2.08	320
2—Rupture, Explosion, Overheat	4	0.03	5
3—EMS	14,020	91.26	14,020
4—Hazardous Condition	181	1.18	181
5—Service Call	1,074	7	1,075
6—Good Intent Call	1,578	10.27	1,578
7—False Alarm	587	3.82	587
8—Severe Weather, Natural Disasters	7	0.05	8
9—Special Incident—Other	2	0.01	2
Uncategorized	3	0.01	3
<b>Totals:</b>	<b>17,776</b>	<b>115.71</b>	<b>17,779</b>

The previous figure shows little growth in projected call volume per 1,000 people based on the forecasted population growth. However, while the population decreased during the study period, the service demand increased. If considering only the rate at which the service demands have increased from 2019–2023, EFD has a projected service demand increase of 46% over the next ten years with a forecasted call volume of 26,061 calls per year.

**Figure 231: Forecasted Service Demand (2024–2035)**

This is forecasted strictly based on historical service demand, historical performance, and a linear projection growth forecasted 10 years into the future.

## Community Expectations & Performance Goals

When evaluating a system, having a set of objectives or standards against which to judge performance is helpful. While national and state standards may be recommended, in California, it is up to the authority having jurisdiction to adopt specific ones.

### Fire Dynamics

Most fires in buildings develop slowly unless influenced by highly flammable materials. Ignition starts the sequence of events and may take minutes or hours until a visible flame appears. This smoldering stage is hazardous, especially when people are sleeping, due to the generation of toxic smoke. Once flames appear, the sequence accelerates rapidly. Combustible materials near the flame heat and ignite, heating and igniting adjacent materials if sufficient oxygen is present. Heated gases accumulate at the ceiling, some flammable and highly toxic, underscoring the need for swift action. These gases and other combustible materials reach ignition temperature, leading to a "flashover," where everything in the room ignites simultaneously. Flashover typically occurs five to eight minutes after flames appear in furnished and ventilated buildings. The goal of any fire agency is to apply water before flashover, highlighting the importance of early intervention.

Modern building codes make fires in newer structures less frequent, but energy-efficient construction confines the heat of fires. Modern furnishings ignite more quickly and burn hotter due to synthetics. In the 1970s, building occupants had about 17 minutes to escape after a fire broke out before being overcome by heat and smoke; today, that estimate is as short as three minutes. This underscores the necessity of effective early warning (smoke alarms), early suppression (fire sprinklers), and firefighters arriving quickly.

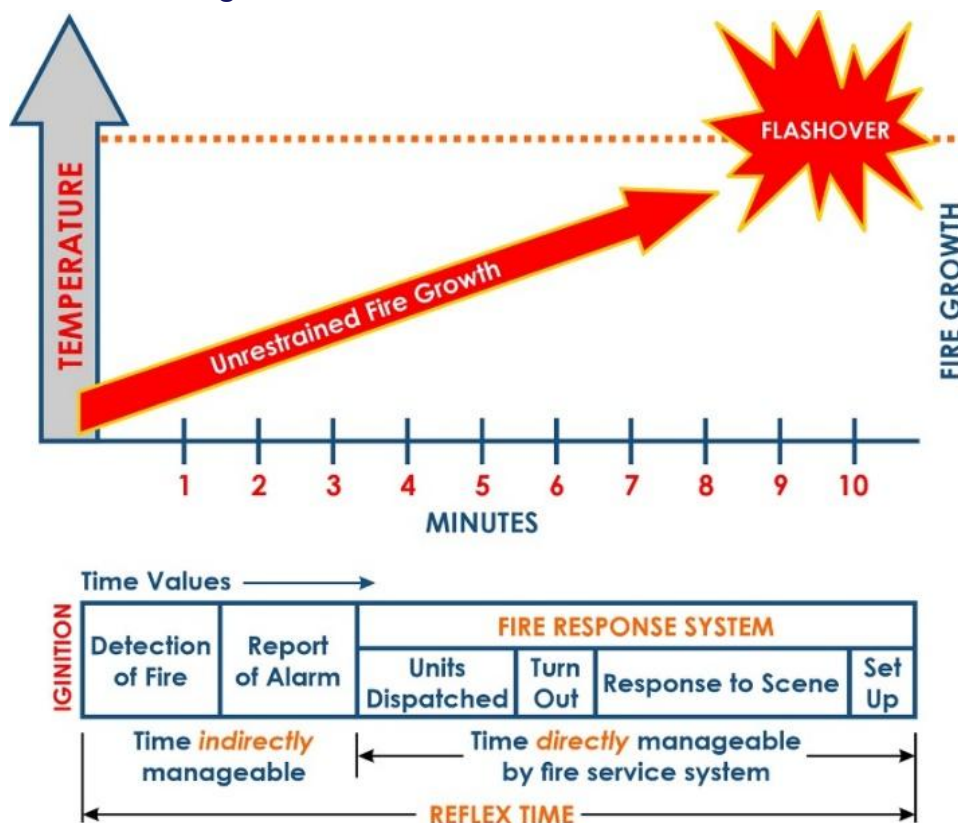
The prompt arrival of at least four personnel is critical for structure fires. Federal regulations mandate that personnel entering a burning building must be in groups of two. Before personnel can enter to extinguish a fire, at least two must be on the scene and ready to begin search and rescue operations if the fire attack crew becomes trapped, following the "two-in, two-out" rule. If victims are known to be trapped inside, a rescue attempt can proceed without additional personnel ready to intervene outside the structure. Not all four personnel must arrive in the same vehicle; many fire departments rely on multiple units arriving to initiate an interior fire attack.



Preventing flashover is crucial, but so is controlling a fire before it damages the structural framing of a building. Modern construction materials are often less fire-resistive than older materials. Roof trusses and floor joists are now commonly made with lighter materials that weaken more easily under fire. "Lightweight" roof trusses can fail after five to seven minutes of direct flame impingement, while plywood I-beam joists can fail after as little as three minutes of flame contact, creating a dangerous environment for firefighters. Modern building contents have a greater potential for heat production due to the widespread use of plastics, which accelerates fire spread and increases the water needed to control a fire. All these factors make the early application of water essential for a successful fire outcome.

The following figure illustrates a fire's growth and the reflex time for a structure fire.

**Figure 232: Fire Growth versus Reflex Time**

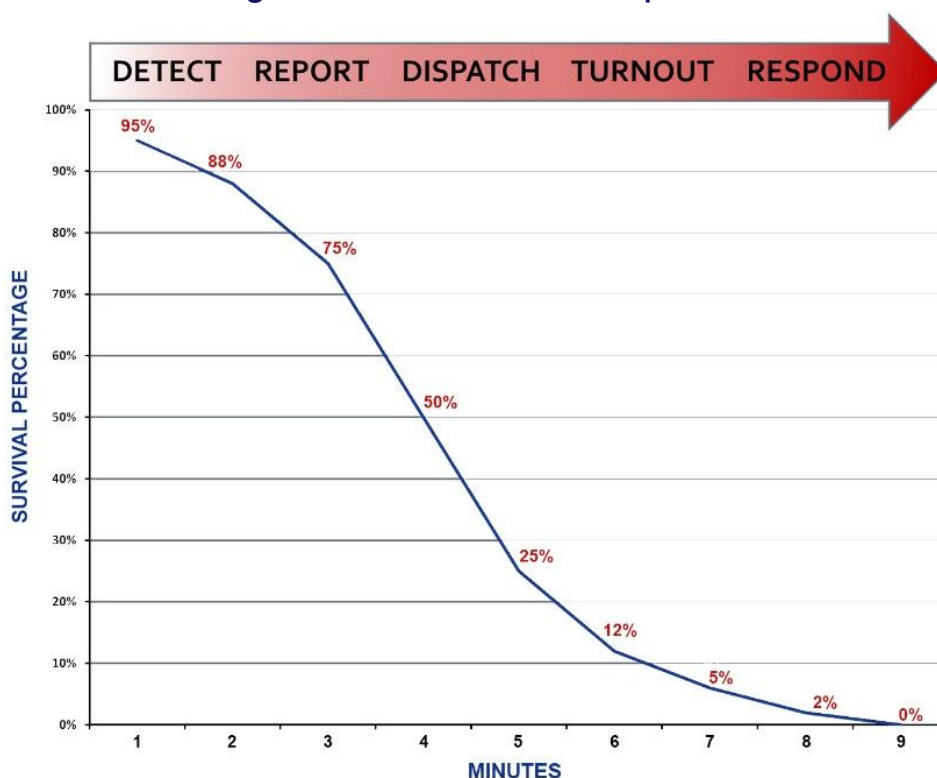


## Emergency Medical Services

EMS staffing shall be staffed with the minimum number of members necessary for emergency medical care relative to the level of EMS priority. EMS treatment levels include basic life support (BLS), advanced life support (ALS), and Critical Care Transport (CCT). BLS units shall have two certified emergency medical technicians (EMTs) in California. ALS units shall have one accredited paramedic licensed and one EMT. First Response EMS unit operations in the EFD shall be organized to ensure BLS capability and include members, equipment, and resources to deploy the initial arriving company and additional alarm assignments as needed.

Cardiac arrest is the most significant life-threatening medical event in emergency medicine today. A victim of cardiac arrest has mere minutes to receive lifesaving care to have any hope of resuscitation. The American Heart Association (AHA) has issued cardiopulmonary resuscitation guidelines to streamline emergency procedures for heart attack victims and increase survival likelihood. The AHA emphasizes the importance of rapid cardiac defibrillation, noting that survival chances decrease by 7%–10% for every minute between collapse and defibrillation. Consequently, the AHA recommends administering cardiac defibrillation within five minutes of cardiac arrest.

The sequence of events that lead to emergency cardiac care can be graphically illustrated, as shown in the following figure.

**Figure 233: Cardiac Arrest Sequence**

The opportunity for recovery from cardiac arrest drops quickly as time progresses. The stages of medical response are similar to those for fire response, with recent research emphasizing the importance of rapid cardiac defibrillation and administering certain medications to improve the chances of successful resuscitation and survival.

### Performance Goals

Managing performance goals and measuring service delivery rely on data-driven approaches, personnel training, and operational adjustments. These methods enable organizations to set and achieve improvement targets.

Key performance indicators provide measurable insights, such as call processing, turnout, travel times, fire suppression effectiveness, rescue operations, and customer satisfaction. Benchmarking compares performance with similar departments or recognized standards like NFPA to identify best practices. Predictive analytics and risk assessments use GIS to analyze fire patterns and high-risk zones and optimize fire station locations. Risk-based inspections prioritize fire and life safety checks based on occupancy risks, while community risk reduction programs address hazards through prevention and engagement.

Training programs include drills, live-fire exercises, and simulations for new and experienced firefighters, while leadership training equips command staff with advanced strategic planning and management skills. Records management systems and real-time data tracking support incident monitoring, response analysis, equipment usage, training records, inspections, investigations, and public engagement efforts, ensuring comprehensive organizational oversight.

EFD has adopted turnout and response time standards in its Emergency Operations Manual, as shown in the following figure.

**Figure 234: EFD Turnout and Response Time Metrics**

Response Interval	EFD Metrics
Turnout Time	EMS—60 seconds or less at 90%
	Fires/Traffic Collisions—120 seconds or less at 90%
	Company Average of 90 seconds for 24-hour period
Travel Time (1 <sup>st</sup> Arriving Unit)	450 (7.5 minutes) seconds or less at 90%
Travel Time (2 <sup>nd</sup> Arriving Unit or supporting units)	600 (10 minutes) seconds or less at 90%

Understanding total time requirements is key to setting benchmarks for call segments. Performance evaluation examines the incident lifecycle, focusing on improving measurable segments like call processing and turnout time through training and policy. Travel time, however, relies on strategic methods like station location optimization.

The link between resource deployment, response times, and outcomes is circular: faster response and effective force assembly times typically indicate adequate resources, leading to better outcomes. Slower times often reflect insufficient resources, resulting in less favorable outcomes.

## Plan Overview

Data collected by a Records Management System (RMS) serves multiple purposes. It helps track key performance indicators (KPIs), including response times (dispatch, turnout, and travel), fire suppression effectiveness (e.g., containment to the room of origin), rescue trends, and customer satisfaction through post-incident surveys. Benchmarking involves evaluating internal performance to identify best practices and comparing performance with similar departments or NFPA standards to improve service delivery.

RMS data also supports after-action reviews, enabling post-incident debriefs to assess strengths and areas for improvement. Root-cause analyses help identify and address underlying issues to prevent recurrence. Predictive analytics, like GIS mapping, analyze incident patterns and risk locations to optimize fire station placement. Risk-based inspections prioritize buildings for fire safety checks, while community risk reduction programs are designed using historical data to prevent or mitigate incidents.

Finally, RMS data enhances training and certification programs, including regular drills, live-fire exercises, and simulations to improve firefighter skills. Leadership and management training equip supervisors with the strategic thinking needed to enhance organizational performance.

### Records Management Systems

EFD uses ImageTrend as its primary RMS and has developed policies for its use. ImageTrend also uses ArcGIS for pre-incident planning and data analysis. The Fire Prevention Bureau uses CityWorks as its RMS for fire inspections and permits, which the City's building inspection department maintains. Target Solutions software provides training and tracks personnel classes and hours. Tablet Command is used for incident response and management, which provides incident information, the units responding, personnel accountability at the incident, and an incident dashboard.

North County Dispatch provides EFD access to incident data through a dashboard. The dashboard can provide the type of incident based on how the telecommunicator dispatched the call. EFD can retrieve data including the problem category, aid given and received, incident volume by hour, the number of incidents by unit, unit hour utilization, transport counts, and destination.

## Quality Control of Data

A fire department should conduct quality control checks of incident reports to ensure the information collected is accurate, complete, and consistent. This is essential for improving the quality of the data. Without accurate data, an organization can make wrong decisions. There are several reasons for establishing an internal process and policy to review incident reports and other collected information, including ensuring accurate response times and documenting incident outcomes for performance measurement purposes.

The incident data can determine if there is a need to adjust resource allocation and strategic planning to establish new goals and objectives for the organization. Accurate incident reporting can provide budget justifications and future funding for the organization. The data is used to develop new public education material and create risk reduction programs when trends increase or decrease, and the resources can be redistributed. An essential component of a report is the narrative. The organization can lose credibility if the narrative is not written professionally or with attention to detail.

EFD has a quality assurance/quality improvement procedure for fire and medical responses. A group consisting of Chiefs, Captains, and Paramedics reviews medical incident reports. Their reviews provide information for the improvement and training of Paramedics and other personnel as needed. The patient care reports are reviewed after each shift.

## Reporting on Activities

EFD has adopted benchmarking metrics, but no consistent data analysis is conducted. A monthly, quarterly, and annual report should include some of the following information:

### Public Education

- Number and type of programs.
- Total number of contacts.
- Smoke alarms installed.

### Fire Prevention

- Number and type of plan reviews.
- Number and type of fire inspections.
- Number and type of fire investigations.
- Percentage of fire investigations determined.

**Operations**

- Number and type of incidents by:
  - Station
  - Battalion
  - Citywide
  - Heat maps
- Performance:
  - Call processing
  - Turnout
  - Response
  - Total response time
  - Effective response force percentage
- Training—Type and hours
- Apparatus maintenance
- Special operations activities
- Fire property and contents saved and loss

**Public Information**

- Interviews
- Press releases
- Social media performance

**Safety, Health, and Wellness**

- Number and cause of an accident
- Number of injuries

## CRA-SOC Findings & Recommendations

Based on a comprehensive analysis and alignment with community expectations, the following recommendations are provided to support the department in planning and enhancing fire and emergency service delivery. AP Triton recognizes that not all recommendations can be implemented immediately; some may require phased implementation based on economic conditions and resource availability. AP Triton does not expect EFD to implement all recommendations immediately; some may wait until economic conditions allow implementation. However, all the recommendations offered chart a course to improve capability and service.

### Findings

- There is no current replacement program for EFD's fleet.
- Fire Stations 2 and 5 need additional maintenance and should be remodeled.
- A new station south of Stations 1 and 2 can reduce response time and provide additional staffing during an incident.
- Administrative positions are lacking to maintain efficient operations.
- New commercial and residential development is continuing in Escondido.
- EFD has implemented Esri's ArcGIS solution for pre-incident planning.
- Fire responses increased by 66% between 2019 and 2023.
- Overall responses increased by 11% between 2019 and 2023.
- Seventy-eight percent of the call volume is EMS responses.
- Engines 131, 132, and 137 have unit hour utilization rates of more than 30%.
- Alarm call processing times are well below NFPA guidelines.
- Turnout and travel times are above NFPA guidelines.
- Service demand is expected to continue increasing.
- EFD has adopted benchmarking metrics but has no consistent reporting.
- There is no published monthly, quarterly, or annual reporting of incidents and other activities at EFD.



## Recommendations

### Recommendation III-1: Implement an apparatus and light vehicle replacement program for the fire department fleet.

**Description:** Fire apparatus ensures firefighters can respond to emergencies quickly and safely. The EFD's fleet is aging and will require attention. NFPA 1910, titled "Standard for the Inspection, Maintenance, Refurbishment, Testing and Retirement of In-Service Emergency Vehicles and Marine Firefighting Vessels," provides comprehensive guidelines and standards for the inspection, maintenance, testing, and retirement of emergency vehicles. Apparatus built to NFPA 1900 standards should serve as frontline apparatus for 15 years. After 15 years, the apparatus should be placed in reserve status for the next five years. At 20 years, the apparatus should be evaluated to determine if it will be retired. The EFD has frontline and reserve apparatus in service built between 1992 and 2023.

**Outcomes:** Adding an apparatus and light vehicle replacement program will allow the EFD to remain operationally ready with consistent reliability to respond to emergencies and minimize out-of-service time. A newer apparatus allows the EFD to keep up with the latest technology and advancements in apparatus. A new apparatus should reduce operational and maintenance costs because it is more efficient and requires less maintenance. An apparatus and light vehicle replacement program will help the fire department forecast and budget to replace apparatus years in advance. This program will help ensure that the EFD's fleet is operationally ready and can respond effectively to emergencies, protecting the safety of firefighters and the public.

**Estimated Financial Cost/Savings:** The cost savings would need to be calculated over time based on several factors. A new apparatus saves on maintenance expenses and ensures personnel have the latest safety features to reduce line-of-duty injuries and vehicle incidents.

EFD should consider funding with annual contributions and a special enterprise fund for the money needed to replace existing equipment. For example, the average cost for a new pumper apparatus with all the required equipment can be \$750,000–900,000. The following formula can be implemented to fund all replacement costs:

- Base Cost of \$900,000 with installments (including CPI adjustments of 3% per annum) into Vehicle Replacement Fund (VRF): Year I through 10—\$120,600 annually.
- Total Fund allocation in Year 10: \$1,206,000 available.

**Recommendation III-2: Provide additional administrative staffing and oversight.**

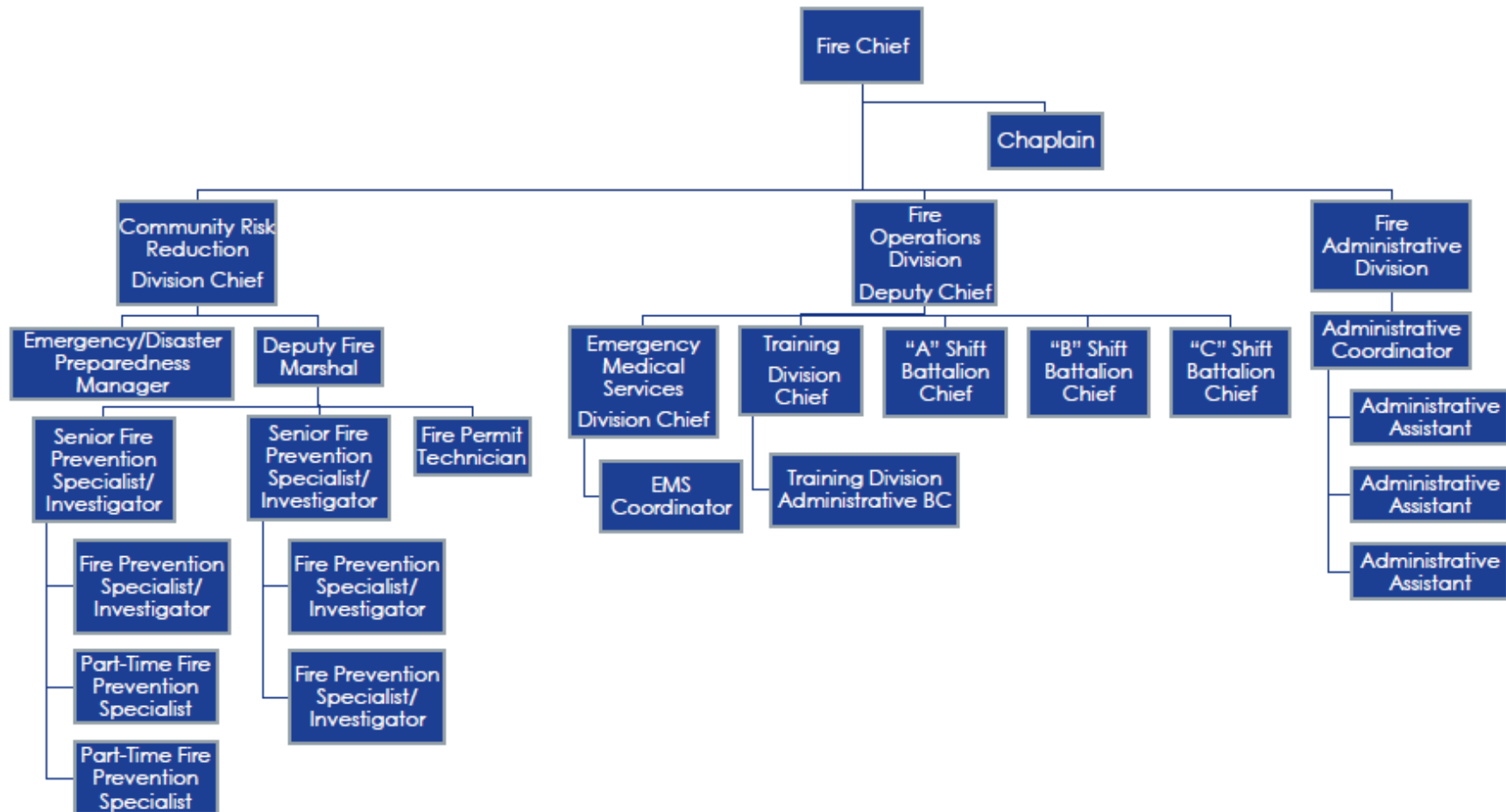
**Description:** EFD lacks adequate administrative staffing to oversee the organization effectively. The department currently has the same administrative staffing as it had in 2008, but calls for service have increased by nearly 70%.

**Outcome:** Having more oversight of day-to-day operations will enhance services. The following recommendations for increased administrative staff can improve customer service, allow specialization for certain administrative positions (code enforcement, EMS, training), enhance efficiency, and reduce burnout. Additional positions should include the following:

- **Division Chief of Community Risk Reduction**—This position will oversee Fire Prevention and Emergency Management. The Division Chief would focus on fire prevention, fire code enforcement, public education, and community engagement, and more extensive initiatives related to disaster preparedness.
- **Training Division Battalion Chief**—Adding a Battalion Chief in the Training Division will facilitate more planning and evaluation for EFD and reduce the duties currently completed by operations shift personnel who work rotating hours. Other responsibilities can include scheduling, program development, and additional long-term planning.
- **Administrative Assistant**—This position is needed to assist current and new staff in managing policy and workflow processes, data entry (training records), and other administrative functions.
- **Division Chief of EMS**—Provides increased strategic planning for EMS and allows the division to focus on professional development and training for EFD.

The following is the recommended organizational structure for EFD with the new positions.

Figure 235: Recommended Organizational Structure



**Recommendation III-3: Develop a monthly, quarterly, and annual report.**

**Description:** EFD needs to examine its data within the various functions in the organization to determine how well the department is performing.

**Outcome:** Reports can be compared year over year to determine if there is a change in performance (incident responses), if the number of fire code violations is increasing or decreasing, or the number of firefighter injuries occurring in a year. These reports will improve insights into resource management, such as the number of responses, strategic planning, transparency and accountability, and monitoring performance.

**Estimated Cost:** Staff time to create the report and determine the relevant data to review.

**Recommendation III-4: Increase operational staffing.**

**Description:** The number of firefighters per 1,000 population is 0.64, well below the national average of 1.54 to 1.81. Stations 1 and 7's reliability has averaged 42% and 29%, respectively, which means a unit from another station responded to an incident in their first-in response area. This affects unit hour utilization (UHU), the time a unit spends on a response. Engines 131, 132, and 137 have averaged 38.25% and 32.1% since 2019. A percentage of over 30% is not sustainable.

**Outcomes:** Increasing the number of units and shift firefighters can reduce the response time for a unit to arrive at an incident. This can reduce the number of delayed responses, increase productivity at an incident, lower the risk of injury, provide time for training and professional development, and reduce strain on resources. Adding another engine company at Station 1 can help reduce the UHU and increase the number of firefighters per 1,000 population minimally to 0.72, but provides additional staffing for a fire incident or medical response.

**Estimated Financial Cost/Savings:** Based on current pricing and salaries, the information below provides minimal costs to add another engine company at Station 1 until a new station is built in a new location south of Stations 1 and 2.

**Start-up Cost**—\$1.05 million

Engine—\$900,000

Equipment—\$150,000

**Ongoing Cost**—\$1.914 million

Staff—Captain (3) – \$540,000, Engineer (3) – \$474,000, Firefighter/Paramedic (6) – \$900,000

**Recommendation III-5: Research the location for an additional station(s).**

**Description:** The current fire station configuration serves most of the city from an ISO perspective for travel distance, but the eastern and southeastern sides are outside the 1.5-mile radius. The number of responses is reducing the reliability of Stations 1 and 7.

**Outcomes:** Adding a new fire station south of Stations 1 and 2 can reduce response time and provide additional staffing during an incident. Decreasing the UHU for Engines 131, 132, and 137 improves efficiencies and maximizes resources, providing a better allocation of resources, thus reducing operating costs, improving overall response times, and reducing the workload on firefighters, which causes fatigue and decreased performance. The east and southeast portions of the city are additional areas to evaluate as growth continues for fire protection and, specifically, EMS responses.

**Estimated Financial Cost/Savings:** The estimated cost of constructing a fire station is \$1,500 per square foot. This does not include furnishings, land costs, and site preparation.

**Recommendation III-6: Develop a capital program for fire station renovations.**

**Description:** A capital fund is a financial reserve set aside for long-term investments or significant expenditures, such as building renovations, infrastructure projects, or major equipment purchases. Funding for capital expenses is necessary to ensure the building receives the proper maintenance as it ages. Without funding to maintain a fire station, it avoids the need to make emergency repairs.

**Outcome:** Capital funds allow EFD to plan and allocate resources for large-scale renovation projects over time, ensuring that funds are available when needed. Renovations funded through capital funds can address critical infrastructure needs, such as updating plumbing and electrical systems and making structural repairs, which enhance the safety and functionality of the fire station. A dedicated capital fund can avoid the need for emergency repairs, which are often more expensive. Planned renovations can be more cost-effective and reduce long-term maintenance. It enhanced readiness, which can improve the overall readiness and efficiency of the fire department, ensuring that firefighters have the necessary resources and a safe environment in which to operate. It can build trust within the community, which is essential for securing future funding and resources.

**Estimated Cost:** Costs are unknown. A thorough analysis of the older fire station should be conducted with funds set aside for renovations and upgrades.

## Appendix A: Risk Classifications

The following are the risk classifications determined by incident type.

### Fire

#### Low Risk

These incidents are considered low in risk and are minor in scope and intensity. It requires a single fire apparatus and crew to manage fires involving passenger vehicles, fences, trash or dumpsters, downed power lines, residential or commercial alarm investigations, or an odor investigation.

#### Moderate Risk

These incidents are the first alarm response needed to manage a moderate fire risk incident. These incidents include smoke in a building, small outside building fires, commercial vehicle fires, a single-family residence, a lightning strike to a building, an automatic fire alarm at a high-risk occupancy, or a hazardous materials pipeline fire.

#### High Risk

These incidents are a second alarm response needed to manage a high-fire risk incident. These incidents include smoke in a high-life hazard property (school, skilled nursing, etc.), a single-family residence with injured or trapped victims, a multifamily residential building, or a moderate-sized commercial/industrial occupancy.

#### Maximum Risk

A third alarm response is needed to manage a maximum fire risk incident. These incidents include a hospital, assisted living facility, fire in an apartment building, high-rise building fire, a large commercial or industrial occupancy, hazardous materials railcar, or storage occupancy. Incident assignments will include additional command staff, recalling off-duty personnel, and mutual aid assistance for other critical tasking needs.

### EMS Risks

#### Low Risk

A single EMS unit can manage a low-risk EMS incident involving an assessment of a single patient with a critical injury or illness, no life-threatening medical call, lift assist, or standby.

#### Moderate Risk

A two-unit response is required to control or mitigate a moderate-risk EMS incident. It involves assessing and treating one or two patients with critical injuries or illnesses or a motor vehicle crash with 1–2 patients.

**High Risk**

A multiple-unit response is required to control or mitigate a high-risk EMS incident. It involves 3–8 patients with injuries ranging from minor to critical. Patient care will involve triage, BLS, ALS treatment, and a coordinated transport of patients.

**Maximum Risk**

A multiple-unit response is required to control or mitigate a maximum-risk EMS incident. It involves more than nine patients with injuries ranging from minor to critical. Patient care will involve triage, BLS, ALS treatment, and a coordinated transport of patients. If this is an active shooter incident, the response may require a casualty collection area unit to treat patients not in the hot zone.

**Technical Rescue****Low Risk**

A single fire unit can manage a low-risk technical rescue incident involving minor rescues, such as a child locked in a vehicle, elevator entrapment, or minor mechanical entrapment.

**Moderate Risk**

A two-unit response is required to control or mitigate a moderate technical rescue risk incident. Support is not usually required from a technical rescue team. This type of incident involves a motor vehicle crash that requires patient extrication, removal of a patient entangled in machinery or other equipment, or a person trapped by downed power lines.

**High Risk**

A multiple-unit response is required to control or mitigate a high-risk technical rescue incident. This type of incident may involve full-scale technical rescue operations ranging from structural collapse to swift water rescues. It may involve multiple motor vehicles requiring extrication, commercial passenger carriers, or a building impacting a building. Support is usually needed by a technical rescue team. In addition, this incident may require multiple alarms.

### Maximum Risk

A multiple-unit response is required to control or mitigate a maximum-risk technical rescue incident. Support is required from a specialized technical rescue team and may have multiple operations locations. This type of incident will involve full-scale technical rescue operations such as victims endangered or trapped by structural collapse, swift water, or earth cave-ins. This incident will require multiple alarms and may expand beyond the identified critical tasking. Recall of off-duty personnel or assistance from auto or mutual aid may occur during a disaster or when additional alarms and command staff are needed.

### Hazardous Materials

#### Low Risk

A single fire unit can manage a low-risk hazardous materials incident involving carbon monoxide alarms and other unknown HazMat investigations without symptomatic victims, less than 20 gallons of fuel, a natural gas meter incident, downed power lines, equipment, or electrical problems, attempted burning, or automatic alarms that may originate from a hazardous material.

#### Moderate Risk

A two-unit response is required to control or mitigate a moderate risk hazardous materials incident. Direct support is not usually required from a hazardous materials team. This type of incident involves a carbon monoxide alarm with symptomatic patients, a fuel spill of 20–55 gallons, or a gas or petroleum products pipeline break not threatening any exposures.

#### High Risk

A multiple-unit response with a HazMat team is required to control or mitigate a high-risk hazardous materials incident. For example, support is needed for a Level 2 HazMat incident that involves establishing operational zones (hot/warm/cold) and assigning multiple support divisions and groups. This response includes a release with 3–8 victims, gas leaks in a structure, HazMat alarm releases with victims, flammable gas or liquid pipeline breaks with exposures, fuel spills greater than 55 gallons, fuel spills in underground drainage or sewer systems, transportation or industrial chemical releases, or radiological incidents. Additional assistance may be required to expand operations past the identified critical tasks.



**Maximum Risk**

A multiple-unit response is required to control or mitigate a maximum-risk hazardous materials incident. Support is required from an on-duty HazMat team and their specialized equipment. This type of incident involves establishing operational zones (hot/warm/cold) and assigning multiple support divisions and groups. Examples include nine or more contaminated or exposed victims, a large storage tank failure, a HazMat railcar failure, or a weapon of mass destruction incident. This incident will require multiple alarms and may expand beyond the identified critical tasking. Recall of off-duty personnel or assistance from auto or mutual aid may occur during a disaster or when additional alarms and command staff are needed.

**Wildland Urban Interface****Low Risk**

A single fire unit can manage a low-risk wildland firefighting incident involving a fire minor in scope, structures not threatened, and Red Flag conditions do not exist. These include low-risk wildland or grass fires, an outside smoke investigation, illegal or controlled burns, or small vegetation fires.

**Moderate Risk**

Multiple units are needed to manage a moderate-risk wildland firefighting incident involving a significant fire in brush or brush pile at a chipping site, grass, or cultivated vegetation when Red Flag conditions do not exist, and structures may or may not be threatened.

**High Risk**

Multiple units or alarms are needed to manage a high-risk wildland firefighting incident. The level is associated with Red Flag warnings with structures that may or may not be threatened. This fire involves a significant wildfire in brush, grasses, cultivated vegetation, and woodland areas. Additional alarm assignment, command staff, recall of off-duty personnel, and mutual aid assistance may require the operations to extend beyond the identified critical tasks.

## Appendix B: Strategic Partners—Stakeholder Interviews

### Introduction to the Stakeholder Interviews

AP Triton interviewed a wide variety of the City of Escondido Fire Department (EFD) internal and external stakeholders to better understand issues, concerns, and options regarding the emergency service delivery system, opportunities for shared services, and community members' expectations.

It is important to note that the information solicited and provided during this process was “people inputs” (stakeholders individually responding to our questions), some of which are perceptions reported by stakeholders. All information was accepted at face value without an in-depth investigation of its origination or reliability. The project team reviewed the information to ensure consistency and frequency of comments and to identify specific patterns and trends. Based on the information reviewed, the team identified a series of observations and recommendations and felt they were significant enough to be included in this report.

Stakeholders were identified within the following groups: Elected Officials, City Management, and Department Heads; Chief Officers, Labor Leaders, Rank & File, and Administrative Staff—including EFD Fire Prevention and EMS personnel; and Business and Community Leaders, Community Members, Community Volunteers, and Strategic Partners (AP Triton defines Strategic Partners as stakeholders representing local entities/agencies who share a common interest with the City of Escondido Fire Department); and Chief Officers, Labor Leaders, Rank & File, and Administrative Staff—including EFD Fire Prevention and EMS personnel.

### Elected Officials, City Management, and Department Heads

#### ***Please describe your expectations of the Escondido Fire Department.***

- I have high expectations—they are our first line of defense.
- To provide quick response.
- Providing high-level customer service, meeting the needs of the community.
- Ensuring our fire department is trained and educated.
- That they will be available when called upon.
- That the firefighters are prompt and provide professional service.

- To respond timely, to be professional, and to save lives.
- To be creative both financially and in practice.
- To listen to employees at all levels of the department.
- Make sure we have adequate staffing levels.
- Being properly equipped: training, tools, apparatus.
- To be professional, courteous, and provide good customer service.
- To be trained to the best of their ability.
- Provide the community with professional, reliable, and component fire and EMS services.
- To have a good relationship with other city departments.
- To be responsive and professional.
- That they provide outstanding service—to protect and serve the community.
- Provide good response times.
- Provide an all-risk response, as well as collateral duties as needed.
- Good communication with various departments.
- Have a well-supported, well-respected team.
- Provide professional and timely service to the community.
- Having positive relationships with city staff.
- The ability to provide excellent customer service.
- Show consistent professionalism in everything they do.
- Maintain a close relationship with the other departments by communicating well from the lowest level to the top.
- Provide excellent customer service.
- There is a lot of integration between city departments, and the need to work closely and collaborate with the fire department is critical.
- To provide appropriate emergency services to our community and safety updates to our business community.

- To give the best advice they can regarding the future of our community needs.
- That they will continue working well with the other city departments.
- Having an in-person, collaborative process with the fire department.
- Understanding the actual needs regarding budgeting, not just the nice to have.
- Good communication between internal city departments is needed.

***Are your expectations being met?***

- I have not yet had the opportunity to spend time with our fire department.
- Most definitely.
- We need to update our equipment (I don't think we are fully equipped).
- Yes, absolutely.
- Yes, our department provides a very compassionate level of care.
- Yes and no. With the amount of resources, my expectations are met. However, in a catastrophic event, we may be understaffed.
- I believe we lack public education from the department.
- From everything I hear, yes.
- Yes, however, we are running a very lean organization, and sometimes there are delays.
- Yes, I believe their response times are very reasonable.
- From the public view, yes. However, I believe there is a lot more we can do regarding fire prevention and public education activities.
- Overall, yes.
- Yes, mostly. The expectations are improving—we are still working on one communications process.
- Yes, but there are certain areas beyond our control that the fire department doesn't understand—they need to have patience.
- I would say yes, but I don't live in the city.
- Communicating with the Fire Chief has been very good—good collaboration.

- Yes, we have a great relationship with the Escondido Fire Department.
- Yes, however, I wished we had more resources to support the fire department's needs.
- Yes, on the emergency services side. However, on the business community side, I don't believe they have adequate staff and cannot meet the business community's needs.
- I would say yes; The fire department exceeds my expectations.

***Are there services you think the Fire Department should be providing that they are not now?***

- We need to provide more public education and community outreach.
- I don't know if more services need to be provided.
- Probably not.
- No, I believe that we are a full-service department.
- None that I can think of.
- I don't think so, with perhaps the exception of providing more community outreach.
- To enhance the ambulance services for non-emergent calls for service.
- I don't have the background to answer this question.
- The fire department should provide up-to-date reports at the policy level on the various types of calls they're responding to, if relevant (trends, etc.).
- I don't think so. They are providing consistent care to our community.
- Provide CPR training to the public.
- Nothing immediate comes to mind.
- More public outreach is needed.
- I wish we had a more robust communication system regarding community engagement and a more significant social media presence.
- Not to my knowledge.
- No, I don't feel there is anything they're not providing, but I think there is room to grow in providing community outreach city-wide.

- I cannot think of any additional services.
- Perhaps adding more ambulances.
- I cannot think of additional services, but they need more resources to keep up with their current duties.

***What are the advantages/positives/strengths of the existing emergency services delivery system?***

- The personnel are very professional, and their response times are good.
- I think they respond promptly.
- Our firefighters know what they are doing.
- We have effective internal communications and managing their resources.
- Every firefighter from the bottom to the top knows Escondido.
- The distribution of resources they are given is kept top-notch: pride and ownership.
- Our response times are excellent.
- Our response times are good, usually within the expectation.
- The Chief is an excellent communicator with the executive leadership team.
- The firefighters are very professional and always seem to be team players.
- The level of professionalism and expertise of the personnel.
- The level of training and the professional demeanor of the firefighters and support staff.
- The fire department moved its dispatching into a regional center.
- I think our department does a great job with the number of resources we have.
- Working with department leadership has been very positive.
- I think the current system is working well.
- Advanced vehicle locating (AVL) services are available in all apparatuses.
- Training is essential; the department does an excellent job in this area.
- The fire department's switch to North Comm has been highly beneficial.
- Our personnel are well-trained and professional.

- I think they do an excellent job with everything they do.
- From an outside perspective, the fire department is very well organized in terms of how they manage their daily duties and handle special events.

***What are the disadvantages/negatives/weaknesses of the existing system?***

- Staffing levels are an issue.
- The costs are not sustainable.
- We need to be competitive in recruitment and retention.
- Having our firefighters respond to numerous calls from our transient community.
- The City needs to allocate the correct type of resources to the right kind of calls.
- Additional personnel are needed to keep up with the workload.
- Taking on more with fewer resources.
- I haven't witnessed any weaknesses.
- Having a separate dispatching system has limited our interoperability capabilities.
- The concern would be based on the current and future EMS response capabilities.
- We need to improve our communication delivery platform for our community.
- We need to improve our apparatus and ambulances.

***Does the existing system provide the residents and community with acceptable protection?***

- Based on my personal experience, I believe they do.
- Undoubtedly, yes.
- I believe so. However, I would like to see more programs addressing mental health issues.
- Yes, I believe it does.
- Yes, they are very professional, and there is rarely a complaint.
- Very much so.
- Yes, the department is very well-trained and professional.
- Yes, but it depends on where you are in the city and the time of day.

- I believe so, but we are asking too much of our personnel.
- I think so.
- The community's expectations may change based on where future developments are located and if the same level of services will be available as they are now.
- Yes, although I would like to see more resources available within the city and less reliance on mutual aid.
- I believe so.
- Based on what I hear, the community is delighted with the department.
- Yes, but I think we can give a higher level of service regarding inspection and plan-check services.
- Yes, regarding meeting emergency services' needs, I feel support services need improved communication and workload—not through a lack of effort.
- Yes. I greatly appreciate the support of the department.
- Yes, it does. The department has a high standard, which shows how it handles business.

***What opportunities do you believe exist that would enhance service to the region?***

- Continued joint training opportunities with our neighboring agencies.
- The move to the North-Comm communications center was a huge benefit.
- Adding another fire station protects Escondido and the surrounding areas.
- Having the equipment (and staffing) to provide more services for the community and outlining areas.
- I can't think of anything else regarding enhancing service.
- I think departments within the region work well together.
- We always seek to bring better technology countywide, including radio, emergency messaging, and medical recording.
- Continued effort working with other departments in the north zone on the joint firefighter testing processes.



- To increase the resources within the fire department and not rely so much on mutual aid from other departments.
- The department can bring in a full-fledged nurse to advocate for partnering on EMS issues and program management.
- One area would be implementing a community wildfire “zero-buffer” program from a regional perspective.
- I think a regional approach to fire service delivery, especially in the outlining areas, would help reduce response times and provide more excellent service delivery.
- I don't see gaps in this area.

### Chief Officers, Labor Leaders, Rank and File, EMS Personnel, Administration, and Fire Prevention Personnel

#### ***What strengths contribute to the success of the Escondido Fire Department? What do you do well?***

- Our culture is a considerable strength.
- The employees. They sacrifice themselves for the good of the community.
- The relationship between the fire department and other city departments.
- Our involvement with the community.
- Positive community outreach.
- We pride ourselves on our grit and ability to get things done with what we have.
- Our Esprit de Corp—having pride in everything we do and the loyalty of our members.
- Our people are very passionate and are constantly doing more with less.
- From a global perspective, the level of training provided and their recruitment program—from fire explorers to single-role paramedics.
- They are doing their work in the field exceptionally well.
- We are good at communicating amongst ourselves and with other departments.
- They've built good relationships with their neighboring agencies.
- It's our people and their professionalism.

- Our ability to accomplish our mission without all the support we could use.
- In providing front-line responses and support from the administration.
- Respond to the needs of the community.
- The dedication of the members.
- The training and experience level of our personnel.
- Being able to do more with less.
- Engagement with the community.
- The can-do attitude, working within the budget we have.
- Our personnel are highly regarded—we have a little bit of a deserved swagger.
- Our teamwork—everyone is proud to be here.
- The team aspect of our department—everyone pitches in.
- Being prideful in our jobs.
- Adaptability in all situations.
- The change in leadership has been very positive.
- The department has very high standards.
- An excellent mentoring program and a strong background in EMS.
- We have an outstanding group where everyone helps out everyone—everyone is on the same page.
- I think they are doing well; they just need more personnel to do more of it.
- Administrative staff is very engaged with the city staff, and they are always helpful.

***What are some areas in which you think the department could make improvements?***

- Provide additional staffing.
- That's a very hard question—we provide exceptional service.
- The department needs to replace the apparatus.
- The department needs to revamp the existing EMS model.
- We need to evaluate the pay structure to keep long-term employees.

- Increase staffing.
- Incorporating more of a consistent public education campaign.
- Reduce collateral duties delegated to the line personnel.
- We need more administrative personnel to handle the expanding workload.
- We need greater bandwidth for administrative staff—we can't continue to be efficient without the necessary program oversight.
- Institute a community relations program.
- We are sometimes overloaded and don't do a good job disseminating information to the rest of our team.
- Address inadequacies within the fire prevention bureau regarding equipment and uniform needs.
- Add more staff to provide relief regarding collateral duties.
- We could do our job even better with additional resources.
- Investing in personnel—providing succession planning for each position.
- Providing a greater level of community outreach.
- We need to add staffing to various divisions.
- Divide EMS and training into two separate divisions.
- Being able to promote from within—engage in personnel development.
- All areas of improvement could be addressed with an increased budget.
- Address disparity in compensation schedules.
- To develop a mentorship program for chief officers.
- The business service side, such as conducting business inspections, can be improved.

***Does narcotic storage meet current DEA standards? Are security measures in place? Are there multiple storage locations?***

- Yes, double-locked and bio-coded.
- Yes, visual checks with incoming and outgoing crews. A computer system is in place for electronic tracking.

- The storage meets the current standards for DEA requirements.
- Yes, we have storage vaults accessed by two personnel through bio-coding.
- Locked key boxes with redundancy are on the engines and ambulances.

***Is there a dedicated “clean room” for EMS disinfection? Are proper PPE protocols in place?***

- There are no dedicated clean rooms.
- We have PPE protocols in place.
- The department is behind in this area—we don't have dedicated or segregated areas for cleaning.
- We do not have any separate disinfection rooms.
- We don't have dedicated areas at the fire stations.
- The department has written policies and procedures regarding PPE and protocols communicated to the units from the dispatch center.
- There is a policy for disinfection.
- The department does have Decon showers, except for one station.

***Are Bio-Hazard services in place? Is this through a contract?***

- Services are in place through contract services.
- Yes, for sharps (needles). Contaminated linens/bandages are discarded at medical facilities.
- Yes, services are provided through an outside vendor.

***Are ambulances housed within climate-controlled facilities?***

- All ambulances are located within the stations.
- Ambulances are stored inside.
- Yes, within five of the seven fire stations.

***Does the department have a disinfection process in place for the ambulances?***

- Ambulances have an ultra-violet light system for disinfection.
- Unknown if there is an actual procedure.

- The department has a policy; however, it has not been reviewed/revised within the past five years.
- I don't believe there is a formal policy or procedure.

***What are the top critical issues facing the Fire Department today?***

- Staffing levels.
- The need for additional stations.
- We're running the wheels off our aging apparatus.
- The EMS system is broken.
- We have too few ambulances to handle our call volume.
- Our inability to engage with the community is due to a lack of personnel availability.
- Funding for apparatus and equipment.
- Staffing—we have issues with recruitment and retention.
- The workload we have is more significant than what we can accommodate.
- Gap in succession planning.
- Improving the station's living conditions—update, upgrade, or teardown.
- Staffing levels.
- Educating city staff and the community on what the department does.
- How we move to the next phase of communicating with our community members.
- We need to create a healthy environment for our team—work-life balance, longevity, and overall health of our employees.
- I don't believe the department can meet the response standards as development and the city grows.
- Aging equipment and apparatus.
- The lack of administrative staffing is impacting our employees and customers.
- There is no defined capital replacement program.
- Long-term goals are hampered due to a lack of funding abilities.
- There is a need for additional staffing, especially as the city grows.

- Lack of facility maintenance.
- The ability to train our personnel on those high-risk, low-frequency responses.
- Our budgetary requirements are unmet based on our call volume and program management needs.
- We are behind in funding based on sales tax, fees for service.
- The department is providing a significantly increased level of service. However, we have not increased our personnel and EMS resources.
- Fleet services are grossly understaffed.
- Inability to fund various specialized programs.
- Lack of funding.
- Inadequate staffing levels.
- Staying up to date on technology.
- Replacing apparatus and equipment.
- Our training budget does not meet today's needs based on the type of incidents we are responding to and our inability to provide our personnel with paid tuition and overtime coverage.
- There are financial issues for the city, as a whole, that directly affect the fire department.
- We want to provide more services to the community; however, our bandwidth is limited.
- Our fire investigators are not given all the necessary tools to do their jobs.
- I believe it's related to infrastructure needs, which are significant issues now, and we have more development in the works.
- Keeping up with capital equipment replacement.
- The lack of downward communication due to time and workloads.
- Maintaining the budget within the city.
- Not overextending the department's personnel as the city grows.

- Our dependency on one-time monies—we shouldn't always rely on grant opportunities.
- There is a need to evaluate and adjust administrative staffing needs.

***What opportunities, in your view, are available to improve the service and capabilities in the region?***

- Joint purchases with other departments within the North Zone.
- To provide regional state fire marshal courses at our training tower.
- Initiate single-resource specialized personnel for overhead assignments.
- Our knowledge and experience allow us to provide training opportunities for real-world situations to our neighbors and allied agencies.
- Switching our dispatch to North Comm was very beneficial for our region.
- Implementing a North Counties Inspection and Investigation Task Force is in the works, which will significantly benefit the region.
- Developing a county-wide fire investigation program.
- With EMS, the ability to leverage the technology to its maximum capabilities.
- Quarterly zone drills occur with neighboring departments, which are well attended.
- There are opportunities for newer chief officers to engage more within the operational area coordination system.
- Regionalized boundary drops.
- The ability to develop a regionalized program for sharing EMS resources.

***What challenges do you see to enacting those opportunities?***

- Each department has different requirements.
- Having staff to manage the various programs.
- We can't conduct consistent training based on the workload of the participating departments.
- I don't see any challenges with instituting regionalized programs.
- The approval and level of commitment from management.

- Individual city ordinances, respective department needs, and lack of funding mechanisms.
- Getting on the same page with labor groups and non-sworn personnel regarding pay, PPE, training, and job titles.

### **Business and Community Leaders, Strategic Partners, and Community Volunteers**

#### ***Please describe your expectations of the Escondido Fire Department.***

- To be very well trained and handle any fire they encounter.
- Have the right equipment.
- Respond promptly.
- To be fully staffed with the proper equipment.
- That they have the training they need to do their job efficiently.
- To deliver quality EMS care.
- Being proactive and aggressive in providing care.
- Responsiveness, availability, and good communication amongst stakeholders.
- Having good situational awareness—seeing the big picture.
- When they are called, they show up friendly and professional.

#### ***Are your expectations being met?***

- Feedback from others is that they show up and do a good job.
- Yes, they meet and, in some ways, exceed expectations.
- Yes, they provide good quality care to the community.
- Yes, we are fortunate to have good communication and access to fire management.

#### ***What do you think the Escondido Fire Department is doing exceptionally well?***

- The department's response to medical calls.
- When 911 is called, they respond promptly despite staffing and equipment deficiencies.
- They are very personable and professional employees.
- Engaging with the school district.



- Having the specialized resources needed—emergency preparedness and plan development.
- The responsiveness of fire resources.
- Being on the cutting edge.
- Meeting the needs of our community.
- Their fire prevention program regarding smoke alarms and fire safety.

***Are there services that you think the Fire Department should be providing that they are not providing now?***

- Community outreach is needed at the schools and other community events so citizens can learn about the department.
- They must educate the community about who they are and what they do.
- Provide community first-aid and CPR courses.
- Not that I am aware of.
- Developing an alternative EMS model concerning calls for the unhoused population.
- Having the department assist in emergency drills throughout the school district.

***Are there services the Fire Department provides that you think should be discontinued or done differently?***

- I don't know if there is anything they should discontinue.
- None that I'm aware of.
- I don't think so.
- Not to my knowledge.
- No. Keep doing what you're doing.

***When you dial 911 to report an emergency, how long should it take for help to arrive?***

- 6–10 minutes.
- Ideally, within 3–5 minutes.
- 3–4 minutes, depending on the roads, weather conditions, and other factors.

- I think 5–6 minutes would be a good response time.
- Five minutes would be adequate.
- Five to six minutes would be a good response time.
- Ten minutes would be my expectation.
- I would like to see them arrive within 5½ minutes.
- Within five minutes or less.
- Five minutes would be good, but three minutes would be better.
- Five to seven minutes is a good response time.
- Within minutes, if possible.

***Does that expectation change depending on where in the community you are located?***

- Yes, it changes where you live and what resources are available.
- It depends on whether you live in a rural area or within the city limits.
- No, there should be adequate coverage and response throughout the community.
- As the city grows outward, I think response times may be extended.
- Yes, it depends on traffic and where the closest fire station is.
- I think it's dependent on how close you live to a fire station.
- I don't think it should matter where you live within the community.

## Appendix C: Community Survey Results

AP Triton and the Escondido Fire Department conducted a comprehensive community survey over two weeks to gather valuable insights and feedback from residents, business owners, employees, and frequent visitors within the service area. The survey aimed to understand the community's perception, expectations, and experiences with the fire department's services. The survey was administered in both English and Spanish and received 72 responses.

### Topics Covered

The survey covered a range of topics crucial for assessing and enhancing the fire department's operations and community engagement. Key topics included:

- **Relationship with EFD:** How respondents are connected to EFD (resident, business owner, visitor, etc.).
- **Service Priorities:** Rating the importance of EFD services (e.g., fire suppression, emergency medical services, public outreach).
- **First Responder Qualities:** Ranking key qualities like training, promptness, professionalism, and empathy.
- **Communication Preferences:** How the public prefers to get safety information (e.g., text/email, social media, newsletters).
- **Fire Department Planning Priorities:** Ranking what's important for EFD (e.g., response times, equipment, staffing).
- **Experience with EFD:** Whether respondents have used EFD services and their satisfaction with those services.
- **Response Time Expectations:** How quickly respondents expect emergency resources to arrive.
- **Expectations of EFD:** What the public expects from EFD (e.g., prompt response, professionalism, better resources).
- **EFD Strengths:** What EFD is doing well, such as quick responses and professionalism.
- **Areas Needing Attention:** Which parts of the community need more resources or attention from EFD.
- **Budget Priorities:** How EFD should allocate resources, focusing on personnel, training, and equipment.

## Description of Question Types

The survey comprised various question types to ensure comprehensive feedback:

- **Multiple-Choice Questions:** To offer a range of options for communication preferences and planning considerations.
- **Rating Questions:** To assess the importance of various EFD services (e.g., fire suppression, EMS, public outreach) on a scale of critical, important, or low priority.
- **Ranking Questions:** To rank qualities of first responders (e.g., training, promptness) and fire department priorities (e.g., response times, equipment).
- **Open-Ended Questions:** To allow respondents to provide detailed feedback, suggestions, or concerns (e.g., expectations of EFD, additional qualities for first responders, areas needing more attention).

The structured approach of the survey ensured that the fire department could gather both quantitative and qualitative data, enabling a thorough analysis of community needs and expectations.

The community survey conducted by AP Triton and the Escondido Fire Department (EFD) provided valuable insights into how residents and stakeholders perceive the department's services, priorities, and overall performance. The majority of respondents were local residents, demonstrating strong community engagement and a vested interest in the effectiveness of EFD's services. The survey revealed a consistent appreciation for the department's focus on core emergency services, such as fire suppression and emergency medical services, while also highlighting areas for potential improvement, particularly in resource allocation and communication.

The feedback gathered from this survey will help guide EFD's future planning and prioritize resources to meet the growing needs of the community, particularly as the city expands and faces new challenges in emergency response and disaster preparedness.

## Key Findings

- **High Priority on Core Services:**
  - Fire suppression (90%) and emergency medical services (82%) were overwhelmingly rated as critical priorities by respondents, reinforcing the community's expectation for fast and efficient emergency response.
  - Wildland firefighting and hazardous materials response were also rated highly as essential services, reflecting the community's awareness of fire risk and potential hazardous situations.
- **Emphasis on Training and Professionalism:**
  - Highly trained personnel were the top-ranked first responder quality, emphasizing the community's desire for skilled and knowledgeable firefighters.
  - Prompt arrival was the second most important quality, indicating that residents expect quick responses to emergencies, regardless of external factors such as traffic or resource availability.
- **Concerns about Response Times and Resource Availability:**
  - While most respondents indicated satisfaction with current services, some raised concerns about slow response times in certain areas, particularly in remote or high-traffic areas, and the need for additional stations and personnel to meet the growing demands of the city.
- **Preference for Digital Communication:**
  - When asked how they prefer to receive information from the fire department, most respondents selected text message/email (70%), followed by social media platforms like Facebook (61%) and Instagram (57%), signaling the importance of maintaining and enhancing digital communication methods.
- **Satisfaction with Current Services:**
  - Overall, the majority of respondents who had interacted with the fire department reported high satisfaction with their services, with 65% very satisfied and 26% satisfied. However, there were a few mentions of issues with response times and communication, indicating room for improvement in these areas.
- **Support for Additional Resources:**
  - Several respondents indicated that they feel the fire department is understaffed and underfunded, particularly as the city continues to grow. This sentiment was echoed in suggestions for more fire stations and additional staffing, particularly in underserved areas like the east side of Escondido.

- **Community Involvement and Education:**

- There is a desire for more community involvement, with several respondents requesting increased engagement in community education on fire safety, wildlife practices, and even involvement in local youth sports to foster future firefighters. Additionally, there were suggestions for offering more public outreach and education on brush management and fire prevention.

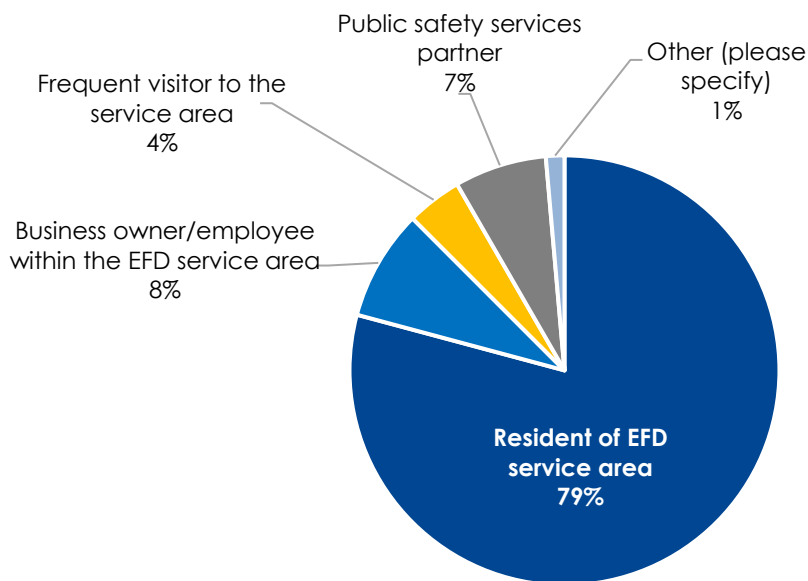
### Key Recommendations

- **Expand Resources and Staffing:** The EFD should consider expanding its resources by adding more fire stations, particularly in areas where response times are longer due to traffic or distance from existing stations. Addressing concerns about understaffing should be a top priority to ensure adequate coverage across the entire service area, especially as the community continues to grow.
- **Focus on Emergency Response Efficiency:** To maintain the community's trust and satisfaction, the EFD should continue to prioritize rapid emergency response by investing in technologies or infrastructure that can help minimize delays. This could include exploring ways to address traffic-related delays, improving dispatch systems, and ensuring the department is well-equipped to handle simultaneous emergencies.
- **Enhance Public Communication and Education:** With a strong preference for digital communication, the EFD should continue to use platforms such as text messages, social media, and email to engage with the public and share important updates. Additionally, expanding efforts in public education about fire safety, brush clearing, and disaster preparedness would be beneficial in increasing community resilience.
- **Prioritize Personnel Training and Retention:** Given the community's strong emphasis on highly trained and professional first responders, the EFD should continue to prioritize ongoing training for its personnel, ensuring they remain prepared to handle all types of emergencies. Additionally, focusing on employee retention through competitive pay and benefits will help maintain the department's skilled workforce.
- **Improve Response Time in Underserved Areas:** Addressing the concerns of slower response times in areas such as Rancho San Pasqual and the east side of Escondido should be a key focus. Implementing strategies such as deploying paramedic ambulances at additional stations or exploring alternative response vehicles could help improve service in these areas.

- **Increase Community Engagement and Involvement:** The EFD should continue to seek opportunities to increase community involvement, such as through public events, educational initiatives, and partnerships with local organizations. Events like firefighter-community meetups or collaboration with local schools and youth organizations could foster stronger community ties and encourage public support for the fire department.
- **Focus on Battery Storage and Hazardous Materials Safety:** Address concerns raised about battery energy storage systems (BESS) and hazardous materials near residential areas by ensuring that clear, consistent safety measures are in place and the community is kept informed about any risks. This might also involve advocacy for stronger regulations and better communication with local residents regarding hazardous facilities.

**Which of the following best describes your relationship with the Escondido Fire Department (EFD)?**

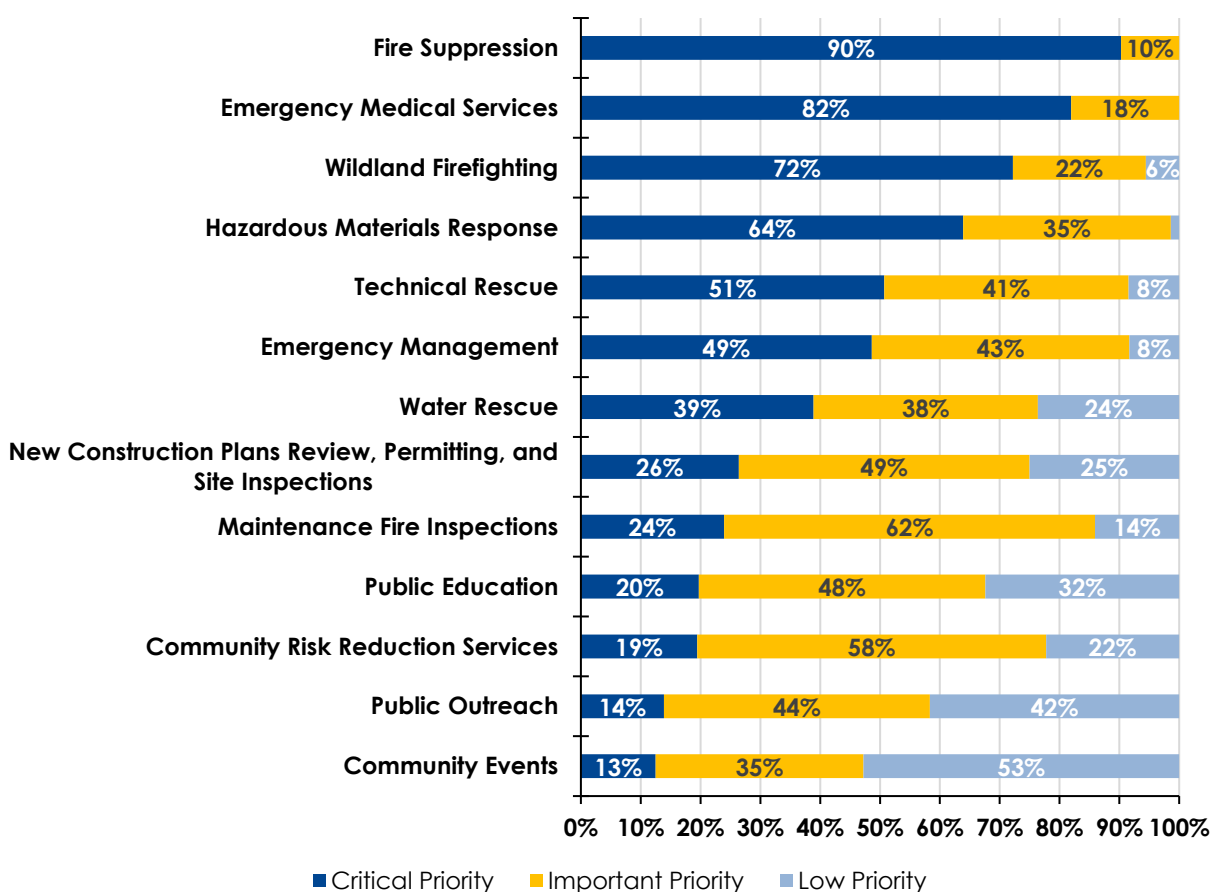
The majority of respondents (79%) to the Escondido Fire Department (EFD) community survey identified as residents of the EFD service area, demonstrating strong local engagement. A smaller portion of respondents (8%) are business owners or employees within the service area, while 7% indicated they are public safety services partners. Additionally, 4% are frequent visitors to the area. Only one respondent (1%) selected the "Other" category, specifying that they are both an employee and a frequent visitor. Overall, the survey results show that most feedback comes from those who live within the service area, with smaller contributions from professionals and regular visitors.





**Please rate the following services provided by EFD using a scale of critical priority, important priority, or a low priority. If you would like to see a service added, please list it in the comment field.**

Based on the survey responses regarding the services provided by the Escondido Fire Department (EFD), Fire Suppression and Emergency Medical Services were rated as the most critical priorities, with 90% and 82% of respondents, respectively, marking these services as critical. Wildland Firefighting (72%) and Hazardous Materials Response (64%) were also identified as high-priority services. On the other hand, services like Public Outreach (14% critical) and Community Events (13% critical) were generally regarded as lower priorities, with a higher percentage of respondents marking these as low priorities. Community Risk Reduction Services, Public Education, and Maintenance Fire Inspections were mostly seen as important, though not as critical as core emergency services.

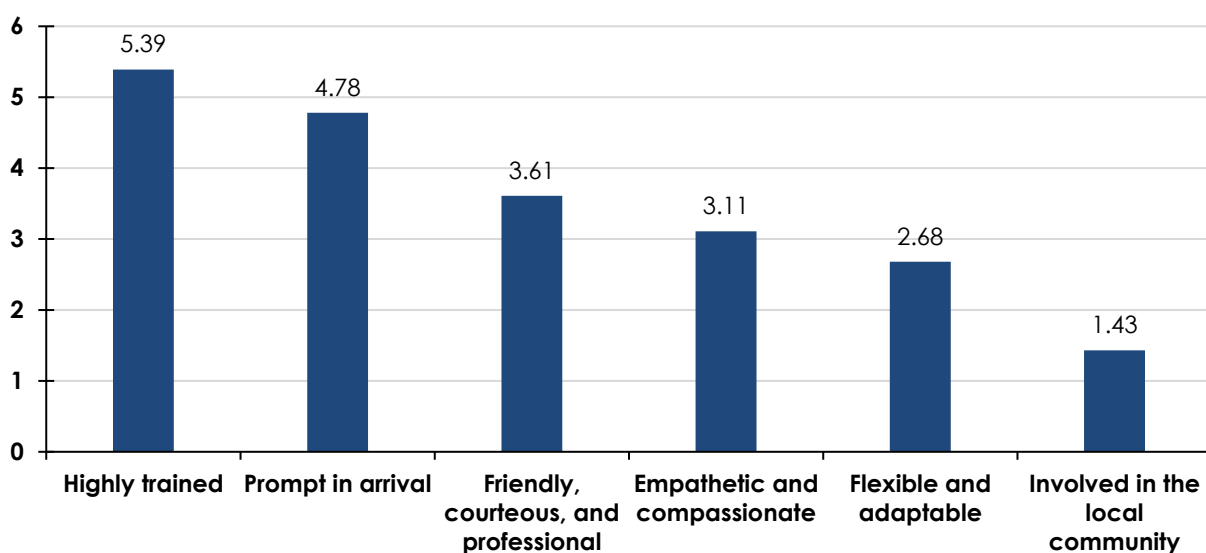


In terms of added feedback, respondents emphasized the importance of prioritizing emergency response over outreach and community events, with comments focusing on life safety and having adequate resources to respond to emergencies.

**Please rank the following first responder qualities in the order of importance, with 1 being the most important.**

Based on the survey results ranking first responder qualities, **highly trained** responders were considered the most important quality, with a score of 5.39, as 53% of respondents ranked this as the top priority. **Prompt arrival** followed closely, scoring 4.78, with 35% selecting it as the most important quality. **Friendly, courteous, and professional** ranked third, with a score of 3.61, while **empathetic and compassionate** had a slightly lower importance at 3.11.

**Flexible and adaptable** received a score of 2.68, indicating moderate importance, and **involved in the local community** was considered the least important, scoring just 1.43, with most respondents ranking it as the least critical quality for first responders.



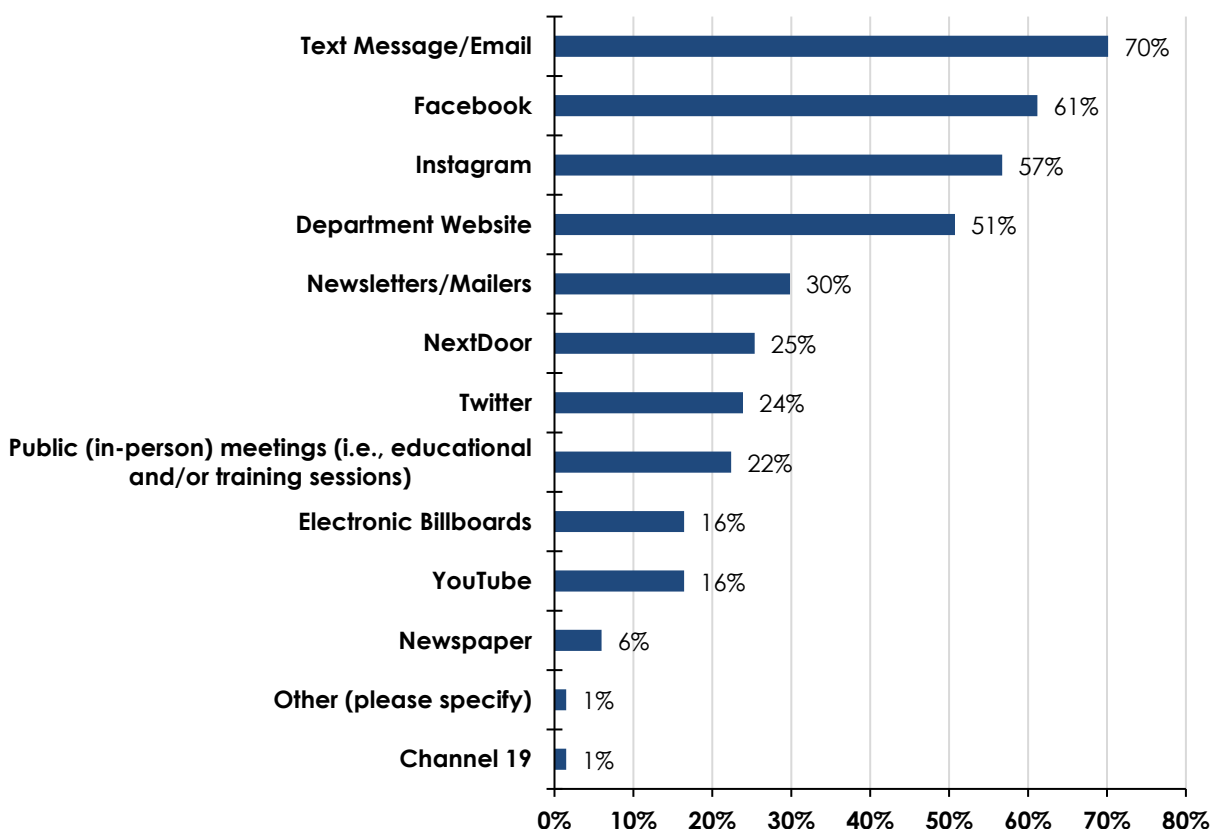
This suggests that respondents place a strong emphasis on technical expertise and rapid response, with interpersonal qualities and community involvement considered secondary.

**If you would like to see a first responder quality added, please list it here.**

In the open-ended question asking for additional first responder qualities, nine respondents provided suggestions. These included a desire for **emergency management** skills, the ability to **interact with patients verbally** rather than relying on technology like tablets, and the importance of a **diverse workforce**. Other respondents emphasized traits such as being **empathetic, patient, and kind**, and remaining **professional**. Additional requests included **education on wildlife safety practices** to protect property, being **involved with local youth sports leagues** to foster future firefighters, and a request for **more fire stations**. This feedback highlights community interest in both interpersonal skills and expanded community involvement from first responders.

***What methods would you prefer that the fire department utilize to deliver emergency preparedness, fire safety, and wildfire information to you? (Select all that apply.)***

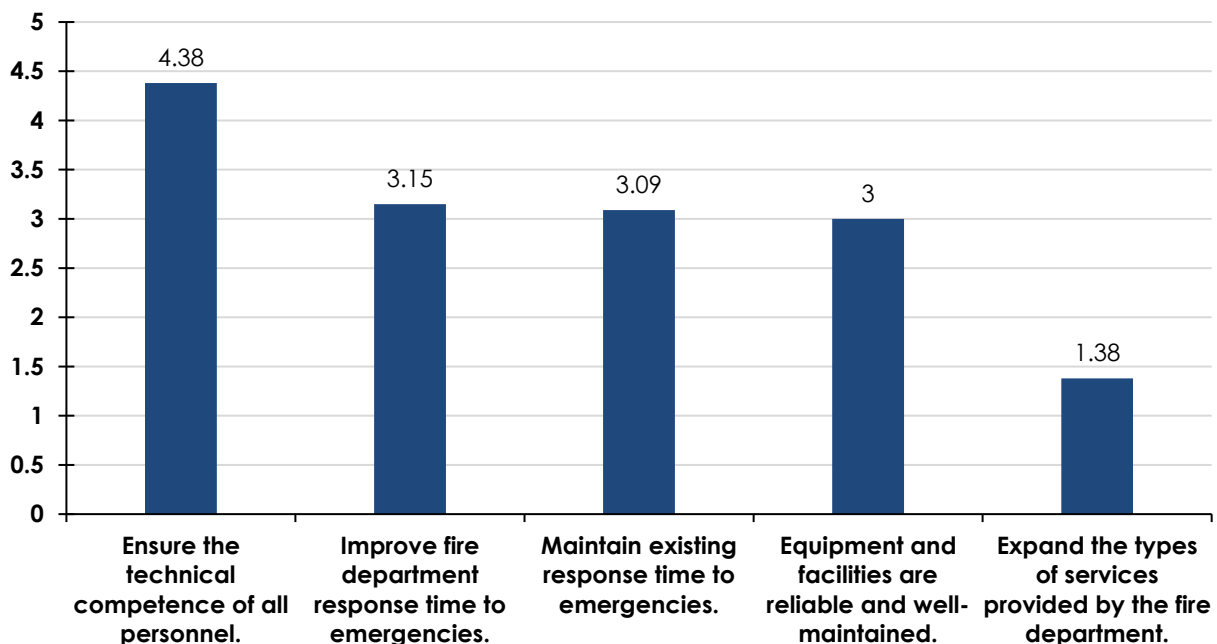
In response to the question about preferred methods for receiving emergency preparedness, fire safety, and wildfire information, the most popular choice was **text message/email**, selected by 70% of respondents. **Facebook** was the second most preferred method, chosen by 61%, followed closely by **Instagram** at 57%. The **department website** was also a popular option, with 51% of respondents indicating they would prefer to receive information this way. Other methods like **newsletters/mailers** (30%), **NextDoor** (25%), and **Twitter** (24%) had moderate support. Fewer respondents favored **public in-person meetings** (22%), **YouTube** (16%), and **electronic billboards** (16%); only a small percentage preferred **newspapers** (6%) or **Channel 19** (1%). One respondent selected "Other" but did not specify further. This shows a clear preference for digital and social media platforms, along with direct text or email communication.



***Please compare each of the following elements to the others and rank the following planning considerations in the order of importance, with 1 being the most important.***

The survey results regarding the ranking of fire department planning considerations show that the top priority for respondents is to **ensure the technical competence of all personnel**, with 63% ranking it as the most important and an overall score of 4.38. The next highest priority is to **improve fire department response time to emergencies**, scoring 3.15, followed closely by maintaining the **existing response time to emergencies**, with a score of 3.09.

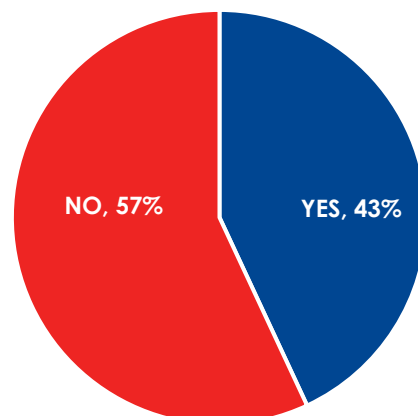
**Ensuring that equipment and facilities are reliable and well-maintained** is viewed as moderately important, scoring 3. However, **expanding the types of services provided by the fire department** was ranked as the least important consideration, with 68% of respondents ranking it as the lowest priority, resulting in a score of 1.38.



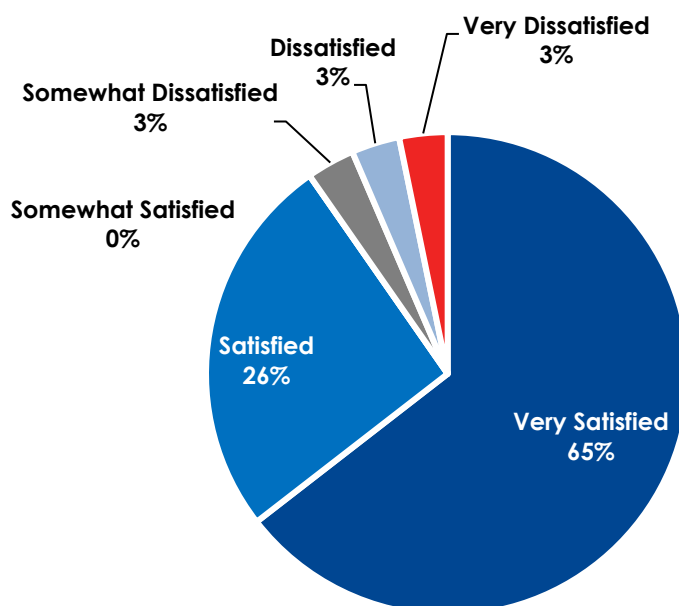
This indicates a strong focus on technical proficiency and response efficiency, with less concern about expanding service types.

***Have you received any services from the fire department?***

In response to the question of whether participants have received any services from the fire department, **43%** of respondents (31 individuals) indicated that they had, while **57%** (41 individuals) had not received services.

***If you responded YES to the previous question, were you satisfied with the service?***

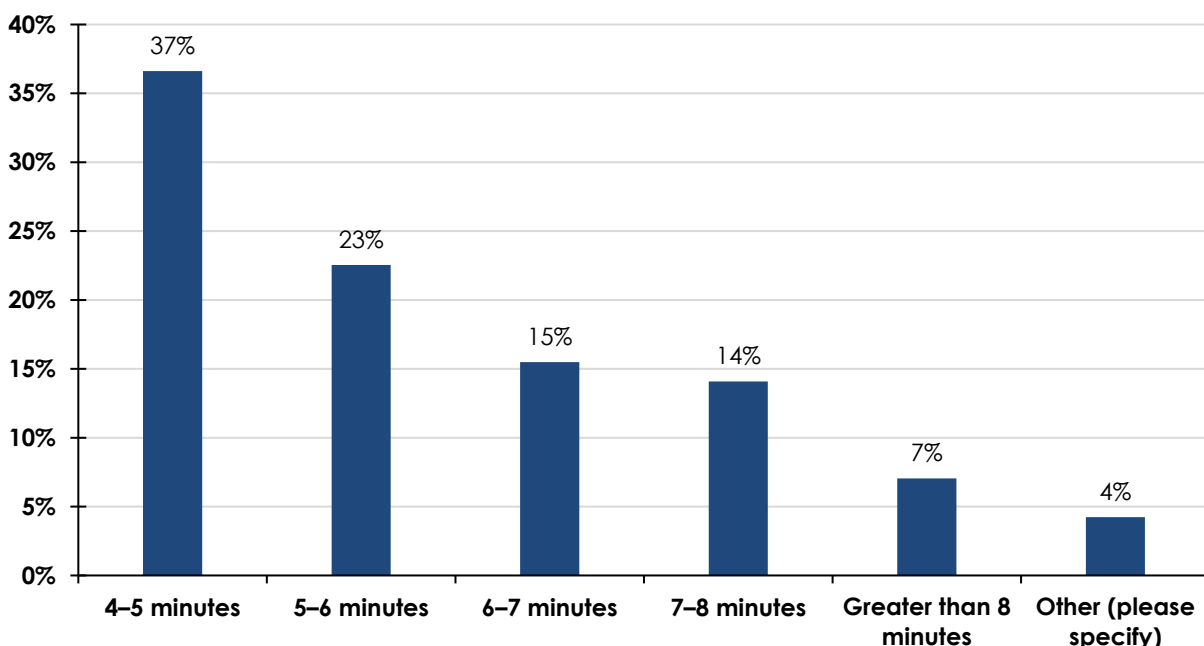
Among the respondents who had received services from the fire department, **65% (20 respondents) were very satisfied** with the service, while **26% (8 respondents) reported being satisfied**. A small percentage expressed dissatisfaction, with 3% (1 respondent) each indicating they were somewhat dissatisfied, dissatisfied, or very dissatisfied. Overall, the majority of those who interacted with the fire department were highly satisfied with the services they received.



***How long do you think it should take for emergency resources to arrive after you call 911? Please take into consideration call processing times, travel times, time of day, concurrent incidents, etc., in your response.***

Regarding how long respondents believe it should take for emergency resources to arrive after calling 911, the majority (37%) felt that **4–5 minutes** was the ideal response time. **23%** of respondents indicated that **5–6 minutes** would be acceptable, while **15%** preferred a **6–7-minute** window. **14%** thought **7–8 minutes** was reasonable, and **7%** felt that it could take **greater than 8 minutes**.

Additionally, **4%** of respondents provided comments in the “Other” category, with suggestions like **5–8 minutes** and concerns about the variability in response times depending on the location of the caller (e.g., proximity to the station). One comment mentioned the difficulty in answering due to differing conditions like urban versus rural settings. Another suggested a **1–2-minute** goal from the time of dispatch to rolling out, referring to time spent processing calls and dispatching resources.



This data highlights that most people expect a response time within 5-6 minutes but acknowledge that real-world factors like geography and time of day can affect these expectations.

### ***Why might the expected response times vary depending on the location?***

Based on the responses regarding why expected response times might vary depending on location, several key themes emerged:

- **Traffic** was the most frequently mentioned factor, with many respondents pointing out that heavy traffic, poor driver adherence to traffic laws, and school-related congestion significantly affect response times.
- **Distance to the fire station** and the **location of the emergency** were also commonly cited, as areas farther away from fire stations or those with difficult access routes (e.g., road blockages or gates) would naturally experience longer response times.
- **Time of day** was another critical factor, with respondents noting that rush hour and school times exacerbate traffic issues.
- Some respondents highlighted **resource availability**, noting that if multiple incidents occur simultaneously or if the closest unit is engaged in another emergency, response times could increase.
- **Staffing shortages** and **overcrowding** were also mentioned, with respondents expressing concerns about insufficient personnel and resources to cover all areas effectively.
- A few respondents suggested that all taxpayers should receive the same level of service despite the challenges posed by geography or resource distribution.

In summary, traffic, distance from fire stations, and resource availability are the main factors contributing to variability in response times across different locations.

### ***Please list the expectations you have of your Fire Department.***

Here is a list of expectations that respondents have of their fire department, ordered from **most to least occurring**, along with example quotes where appropriate:

- **Training and Professionalism:** Many respondents emphasized the importance of **well-trained personnel** who are **highly motivated**, **professional**, and **knowledgeable**.
  - "Well-trained and highly motivated employees."
  - "Highly trained and professional."
  - "Excellence in skills, knowledge, abilities, and communication."
  - "Competent, correctly equipped, professional personnel."

- **Prompt Response:** Respondents consistently expect the fire department to **respond quickly** and **effectively** to emergencies.
  - "Prompt. Reliable. And helpful."
  - "Prompt response, well-trained personnel, efficient equipment."
  - "Fast, effective."
  - "To respond to emergencies very quickly."
- **Fire Suppression and Emergency Response:** Several respondents want the fire department to continue focusing on putting out fires and responding to medical emergencies.
  - "Put out fires, respond to and address medical emergencies."
  - "Structure protection. Life-saving medical capabilities."
  - "Timely response to all fire and medical emergencies."
- **Community Involvement and Communication:** Some respondents expect more involvement with the community and better communication after incidents.
  - "Communication with neighbors after incident response."
  - "More involvement with community and more training."
- **More Staff and Stations:** Several responses highlighted the need for **additional staff** and **more fire stations** to meet the growing demand in the community.
  - "More staff, more stations to serve the expanding community."
  - "Build another dept close to Rincon Middle School."
- **Advanced Equipment:** Respondents want the fire department to acquire and maintain state-of-the-art equipment.
  - "Respond quickly, keep us safe, communicate efficiently with the community, acquire and maintain state-of-the-art equipment."
- **Handling Non-Emergent Calls:** One respondent mentioned the need for a better system to handle non-emergent calls, which may not require transport.
  - "Read the situation and respond accordingly. So many bogus medical aides do not require transport."
- **Equal Opportunity and Hiring:** There was a mention of hiring more women to ensure equal opportunity in recruitment.
  - "Hire more women."



- **Brush Management and Fire Prevention:** Some respondents expect more fire prevention measures, including inspections and citations for brush management.
  - "Check on reported residential fire hazards."
  - "Provide inspections and citations for brush management."
- **Satisfaction with Current Performance:** A few respondents indicated that they are satisfied with the current performance of the fire department.
  - "Keep doing what they're doing."
  - "Everything that is currently being done."

This list organizes the expectations from the most frequently mentioned, with a strong emphasis on **training, prompt response**, and the need for **more resources** to meet the community's demands.

***Is the Escondido Fire Department meeting all of your expectations? If not, please describe what expectations are not being met.***

Among the 34 respondents who answered whether the Escondido Fire Department (EFD) is meeting their expectations, the majority responded positively, with many stating simply **"Yes"** or variations like **"Absolutely"** and **"We love EFD."** Several respondents mentioned that they hadn't had enough personal experience to fully judge, but they expressed confidence in the department's capabilities.

However, a few respondents did note areas for improvement:

- One respondent highlighted that Escondido is a **very busy department** and suggested the need for **more units** to ensure adequate response times.
- Another respondent mentioned that the **Fire Marshal does not respond to phone calls**, pointing to an issue with communication.
- One person voiced concern about the fire department not taking a stronger stance on **lithium battery storage facilities**, citing fire hazards and toxic fumes.
- There was also feedback about response times, with a respondent stating that it **"took forever"** for the department to respond to an emergency involving a car fire.

In summary, while most respondents are satisfied with the Escondido Fire Department and believe they are doing a great job, there are some calls for better resource allocation, improved communication, and addressing specific community concerns such as response times and hazardous facilities.

### ***What is the Fire Department doing well?***

Here is a summary of what respondents feel the Escondido Fire Department is doing well, listed from **most to least occurring**, along with example quotes where appropriate:

- **Response to Emergencies:** The most commonly mentioned positive was the department's ability to respond quickly and effectively to emergencies, including fires and medical incidents.
  - "Responding quickly."
  - "Putting out fires and responding to emergencies."
  - "Response times are great despite the traffic and bad citizen drivers."
- **Professionalism and Training:** Respondents frequently praised the professionalism of the staff and the high level of training.
  - "Well-trained department."
  - "Professional personnel."
  - "Excellent training by the leadership at the department."
- **Adequate Staffing and Resources:** There was recognition that the department is doing well with the resources and staff they have, especially compared to other cities.
  - "Adequate number of personnel arriving at scene."
  - "Effectively handling calls within the means of department staff and resources."
- **Community Involvement and Leadership:** Respondents noted the department's community involvement and strong leadership as positive aspects.
  - "Community involvement."
  - "They have a lot of strong leadership."
- **Maintaining Equipment and Facilities:** Some respondents appreciated the department's attention to maintaining firehouses, trucks, and equipment.
  - "Maintaining the fire houses, trucks, and equipment. Great curb appeal and pride in their facilities."
- **Effective Communication:** Respondents noted that the department does a good job of keeping the public informed through messaging during incidents.
  - "Messaging was alerted regarding the most recent fire via text, call, and email."

- **General Satisfaction:** Many respondents expressed overall satisfaction with the fire department, with several stating that they have no complaints.
  - "As far as I can see? Everything. We're blessed to have them and their expertise."
  - "No complaints here."
  - "Everything."
- **Caring for the Community:** Some respondents mentioned the department's commitment to caring for the community despite the challenges they face, such as staffing and resource limitations.
  - "Caring for the community and being well trained despite their limited resources."

In summary, the Escondido Fire Department is highly regarded for its **response times**, **professionalism**, **community involvement**, and **effective management of resources**, with many respondents expressing overall satisfaction and appreciation for their services.

***Please list any concerns you have regarding your Fire Department.***

Here is a list of the concerns raised by respondents regarding the fire department, ordered from **most to least occurring**, along with example quotes where appropriate:

- **Funding and Resources:** Several respondents expressed concerns about the fire department being **underfunded** and **understaffed**.
  - "I hope they are funded well."
  - "Lack of staff, strained staff, and limited resources and support can cause increased emergencies and issues within the community."
  - "Not having enough resources for all areas or as many calls come in."
  - "Understaffed and underfunded."
- **Response Times:** Concerns about **slow response times** were noted, especially as the city grows and for more remote areas like Rancho San Pasqual.
  - "Travel time to our homes to provide support. They took what seemed like forever to get to our house."
  - "Response time to Rancho San Pasqual."
  - "As our city grows, ensuring we have enough stations to promote quick response time."

- **Battery Facilities and Fire Hazards:** Respondents were worried about the risks associated with **battery energy storage systems** (BESS) close to homes.
  - "Battery facilities close to homes."
  - "Permitting (BESS) Battery Energy Storage Systems within City of Escondido jurisdiction."
  - "The battery fire was awful, and the hazardous smoke fumes blew east over southeast Escondido."
- **Fitness and Standards:** There was a concern about maintaining high fitness and ability standards for firefighters.
  - "I am concerned about an infection of DEI or ESG standards that lower the current standards of fitness and ability. I need to know that the very best is going to get my family and friends to safety."
- **Sirens and Noise:** A few respondents mentioned discomfort with **constant sirens** in their neighborhoods.
  - "I dislike the constant sirens. I hear them every day, all day. It becomes annoying beyond belief."
- **Preparedness for Catastrophic Events:** Some respondents were uncertain about the fire department's preparedness for large-scale events.
  - "I'm not sure how prepared they are in case of a catastrophic fire. I wish they would let the public know what training they have."
- **City Growth and Expansion:** As the city grows, there are concerns about the fire department's ability to **expand** services and stations to keep up.
- **Brush Clearing and Fire Prevention:** There were a couple of concerns about the department not holding the city accountable for **brush clearing**.
  - "They don't hold the city responsible for brush clearing."
- **General Satisfaction or No Concerns:** A number of respondents reported no concerns, indicating satisfaction with the fire department's performance.
  - "None."
  - "No big concern."
  - "From the outside looking in, things seem to be working fine."

This ranking reflects the overall distribution of concerns, with **funding, response times, and battery facilities** being the most frequently mentioned issues.

***In your opinion, are there areas within the community that need more attention or resources from the Fire Department?***

Here is a summary of the responses regarding areas within the community that may need more attention or resources from the Fire Department, listed from **most to least occurring**, along with example quotes where appropriate:

- **No Concerns or Unaware:** The most common response indicated that respondents either had **no concerns** or were **unaware** of specific areas needing more attention.
  - "No."
  - "None."
  - "I'm not aware enough to judge."
- **More Fire Stations or Resources:** Some respondents felt the community could benefit from **more fire stations** or resources in specific areas, particularly the **east side** of Escondido.
  - "Yes, East side of Escondido."
  - "Far east side of town."
  - "More fire stations."
- **Fire Hazards and Brush Management:** Several respondents mentioned the need for better **fire hazard management** and **brush abatement** to prevent wildfires.
  - "Fire hazards."
  - "Better job of inspecting properties for defensible space. Too many properties have too much brush."
  - "Increased pressure on state and county regarding preventive measures such as weed/brush abatement."
- **Fire Prevention and Public Education:** Some respondents suggested more emphasis on fire prevention, including public education on how citizens can help and fire safety classes.
  - "Fire prevention clean up public spaces, educating on how citizens can help and be responsible."
  - "Fire safety classes? Maybe a short video on a social media site?"
  - "Brush management education."

- **Additional Ambulances or Paramedic Units:** A few respondents noted the need for **additional ambulances** or **paramedic units**, especially in certain parts of town.
  - "Placing a Paramedic Ambulance at Station 6."
  - "The southeast side could use another ambulance."
- **Recruitment and Career Exposure:** One respondent emphasized the importance of **recruiting young people** and exposing them to firefighting as a career path.
  - "Recruiting, I think you need to expose young people early & often so more will consider it as a career path."
- **Community Support and Public Involvement:** A few respondents mentioned the need for more **support from the public** and better communication with areas outside of central Escondido.
  - "Support from the public."
  - "More communication with unincorporated areas of Escondido."
- **Specialized Concerns (e.g., Lithium Batteries, Narcan):** A couple of respondents highlighted specific concerns, such as lithium battery fires and distributing Narcan in schools.
  - "EV/solar battery/other lithium-ion battery fires."
  - "Distribute Narcan to schools."

In summary, while many respondents expressed **no concerns** or were **unaware** of areas needing more attention, there were frequent mentions of the need for **more fire stations**, **better fire hazard management**, and **increased fire prevention education**. Additionally, some respondents noted the need for **additional ambulances** and **better community engagement**.

### ***How should the Fire Department prioritize its budget and resources?***

Here is a summary of responses regarding how the fire department should prioritize its budget and resources, listed from **most to least occurring**, along with example quotes where appropriate:

- **Personnel (Hiring, Training, and Retention):** The most frequent suggestion was to prioritize personnel, including recruitment, training, retention, and competitive salaries.
  - "Personnel—salary/benefits, mental well-being, physical fitness/health."
  - "High-quality staff and up-to-date equipment."
  - "Hire more staffing to cut down on guys working so much."
  - "Make sure that their pay scales are competitive or above the region so they don't lose key well-trained personnel."
- **Training:** Many respondents emphasized the importance of **training** for staff to ensure high performance and preparedness.
  - "Training, preparation, public outreach/education."
  - "Firefighters training, more fire stations, increased pay, better equipment, more personnel."
  - "FIRE SAFETY AND TRAINING."
- **Equipment and Apparatus:** Ensuring the department has **modern, reliable equipment** and **apparatus** was another common priority.
  - "Equipment and staffing."
  - "Upgrade equipment/trucks etc."
  - "Having appropriate apparatus and equipment to meet the mission of an all-hazard response agency."
- **Pay and Benefits:** Several respondents suggested prioritizing **competitive salaries** and **benefits** to retain talent and improve morale.
  - "Pay and benefits."
  - "Competitive salaries and top-of-the-line state-of-the-art equipment."

- **More Resources and Fire Stations:** Respondents highlighted the need for **more resources** and **additional fire stations** to meet the community's growing demands.
  - "More resources."
  - "Another station."
  - "People and apparatus."
- **Public Education and Outreach:** A few respondents mentioned **public education** and **outreach** as important areas where resources should be allocated.
  - "Training, public education."
  - "Public outreach and education."
- **Prevention Services and Inspection:** Some respondents pointed to the importance of prevention services, inspections, and ensuring safety measures are in place.
  - "Protection of life and property—fire and medical, personnel education, equipment, inspections, and educating the public."
- **General Satisfaction with Current Priorities:** A few respondents expressed trust in the department's current budget priorities, stating they would support the department in how they currently manage resources.
  - "As it is currently, I guess."
  - "However it feels necessary. I trust that what the department is currently doing or what it needs, they know better than I do."
- **Pensions and Budget Allocation:** One respondent suggested **reallocating** budget priorities away from pensions and focusing more on **current needs**.
  - "Less on pensions, more on current needs."

In summary, respondents believe the fire department should prioritize **personnel, training, equipment, and competitive pay**, with additional support for **more resources** and **fire stations**. Public education and prevention services were also noted, along with general trust in the department's current practices.



***Do you feel the Fire Department services are accessible and inclusive to all community members, including those with disabilities or non-English speakers?***

Here is a summary of responses regarding whether the Fire Department's services are accessible and inclusive to all community members, including those with disabilities or non-English speakers, listed from **most to least occurring**, along with example quotes where appropriate:

- **Yes, Accessible and Inclusive:** The majority of respondents felt that the Fire Department's services are **accessible and inclusive** to all community members.
  - "Absolutely."
  - "Yes, absolutely."
  - "Yes, very friendly and inclusive."
  - "Yes, why wouldn't they be?"
- **Not Sure/Unsure:** A significant number of respondents indicated that they were **not sure** or **did not have enough information** to judge whether services are accessible and inclusive.
  - "Not sure."
  - "I'm not aware enough to judge."
  - "I think so, but I am not often interacting with the FD."
- **Yes, with Concerns or Suggestions:** A few respondents expressed agreement but also raised potential concerns or suggestions, such as the need for **bilingual staff**, **mental health training**, or access to **translation equipment**.
  - "I'm not sure, but it would be important to have bilingual staff or training and access to translation equipment."
  - "Probably yes."
- **No, Not Accessible or Inclusive:** A small number of respondents expressed the belief that the Fire Department is **not accessible or inclusive**, with one mentioning that the **overworked staff** affects accessibility.
  - "Nope."
  - "No, it is not. Personnel is extremely drained and overworked, which is not as accessible or inclusive to all members of the community."

- **Other Responses:** There were a few miscellaneous responses, including one respondent calling the question irrelevant or unnecessary.
  - "That's a dumb question."
  - "Unknown."

In summary, most respondents believe that the Fire Department's services are **accessible and inclusive**, though there were several who were **unsure** and a few who expressed **concerns about staffing and inclusivity**. A few respondents offered suggestions for improving accessibility, particularly in terms of **language services** and **mental health training**.

*We appreciate the time and effort you have invested in completing this survey. If you have any additional comments or opinions, please note them below. Thank you again!*

Here is a summary of the additional comments or opinions provided by respondents, listed from **most to least occurring**, along with example quotes where appropriate:

- **Gratitude and Appreciation:** The majority of respondents expressed **gratitude** and **thanks** for the work of the fire department.
  - "Thanks for your hard work!"
  - "Thank you for keeping us safe!"
  - "Thank you for all that you do."
  - "Great job, EFD!"
- **Acknowledgment of Challenges and Growth Needs:** Some respondents acknowledged the **challenges** the department faces, including the need for **more resources** and **funding** as the city grows.
  - "It does not go unnoticed how busy the department is and that more resources and funding will be needed in the future as we continue to grow and develop as a city."
- **Specific Suggestions or Ideas:** A couple of respondents provided **specific ideas** for events or improvements.
  - "I think it would be fun to pair the fire department with an adoption event with the Escondido Humane Society!"
  - "Your PR end needs to hit up the auto manufacturers & dealers to donate a special Jaws of Life for EVs. I am astounded that hasn't happened."

- **Community Involvement:** A few respondents mentioned the desire for **more community involvement** from the fire department.
  - “Thankfully I haven’t had to use this service, but more community involvement would be nice.”
- **Thanks to the Fire Department and Their Families:** Some respondents extended their gratitude not only to the firefighters but also to their **families** for the sacrifices they make.
  - “We’re blessed and I’m so thankful for the sacrifices that you guys make every single day for your community. And I thank your families for their sacrifices as well.”
- **Positive Feedback on Recent Performance:** A couple of respondents specifically commended the fire department for their performance during the **summer season** and **wildfire challenges**.
  - “I think the Escondido Fire Department has done a great job this summer and with all of its challenges with personnel being called out to the wildfires.”
  - “Exceptional job with the BESS fire at 571 Enterprise recently. The follow-up air and water quality reports coordinated by the county were very insightful.”

In summary, most respondents expressed **gratitude** and **appreciation** for the fire department's work, while a few offered **specific suggestions** for improvement or **more community engagement**. There was also recognition of the **department's challenges** and a desire for **continued support** as the city grows.

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# STAFF REPORT

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June 25, 2025  
File Number 0110-20

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## SUBJECT

### URBAN FORESTRY MANAGEMENT PROGRAM INFORMATIONAL ITEM

## DEPARTMENT

Development Services Department

## RECOMMENDATION

Request the City Council receive Urban Forestry Management Program Project (“Project”) presentation.

Staff Recommendation: Receive and File (Development Services: Christopher W. McKinney, Deputy City Manager/ Interim Director of Development Services)

Presenter: Pricila Roldan, Associate Planner

**ESSENTIAL SERVICE** – Yes, Maintenance of Parks facilities/Open Spaces

**COUNCIL PRIORITY** – Increase Retention and Attraction of People and Businesses to Escondido

## FISCAL ANALYSIS

This item is informational only. The Urban Forestry Management Program, comprised of the creation of the Urban Forestry Management Plan, tree plantings, and subsequent policy alignment, is grant funded by the U.S. Department of Agriculture (“USDA”) and U.S. Forest Service (“USFS”) in the amount of \$665,500.

## PREVIOUS ACTION

August 14, 2024: The Escondido City Council voted 5-0 to adopt Resolution No. 2024-127, authorizing the City to accept grant funds from the USDA/USFS in the amount of \$665,500 to develop the Urban Forestry Management Plan and fund maintenance for Arbor Day plantings.

October to December 2024: Planning staff released a Request for Proposals soliciting consultant support for the grant. City staff concluded that Dudek would be the most qualified consulting team due to their experience and ability to deliver on the grant’s scope of work.

February 19, 2025: The Escondido City Council approved Resolution No. 2025-09, awarding a consulting agreement to Dudek for development of the Urban Forestry Management Plan.



# CITY of ESCONDIDO

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### BACKGROUND

The City of Escondido's Climate Action Plan ("CAP") seeks to reduce Citywide emissions through 11 strategies and over a dozen implementation measures. Strategy 9 of the CAP directs the City to develop an Urban Forestry Plan ("UFMP"). Urban Forestry Plans are documents that guide the care for a City's urban forests. An urban forest is a collection of trees that grow within a city, and may include public spaces, such as: trees in parks, along street rights of way, as well as any other public property area. Urban forests may also include private property as well, such as in private yards. Current literature on urban forests shows that expanding a City's urban forest reduces exposure to heat and particulate matter thereby improving public health; lowers energy bills through reducing pockets of heat from impervious surfaces like asphalt; and makes public spaces more enjoyable for community members.

In 2024, the Escondido City Council voted 5-0 to adopt Resolution No. 2024-127, authorizing the City to accept grant funds from the USDA/USFS in the amount of \$665,500 ("UFMP Grant"). The UFMP Grant aims to produce an UFMP and fund ongoing tree maintenance for tree plantings. In late 2024, Planning staff released a Notice of Request for Proposals and selected Dudek as the most qualified consultant to develop an UFMP.

The UFMP Grant was initially scoped to take place during a three-year timeframe. However, in March 2025 the Federal Administration announced mass reductions and early retirements to the USFS which forecasts spending cuts across several Forest Service programs in the next fiscal year--which begins in October 2025. Funding uncertainty has reduced the UFMP Grant's initial timeline to September 30, 2025, making the three-year project a five-month project. Staff has been working diligently with Dudek to deliver on the grant's objectives within the new timeframe.

The UFMP Grant seeks to develop a document/plan that will guide how the City cares for its urban forest. Recommendations will be based on:

1. An Analysis of Urban Forestry Resources: A tree-inventory sustainability and environmental services analysis for publicly-managed trees, and a Citywide canopy cover analysis for the entire urban forest (public and private trees); and
2. A programmatic review of the processes, policies, and procedures of the City's tree maintenance program to ensure alignment across all regulatory and guiding documents; and
3. A collection of community input from outreach and engagement events.

Initially, the City planned to use a portion of the UFMP Grant to fund ongoing tree maintenance specifically for Arbor Day plantings. However, changes to the UFMP Grant's timeline have re-directed a partial amount of funding for tree plantings to more generalized areas for planting. The UFMP Grant stipulates a focus on neighborhoods identified as experiencing a disproportionate amount of heat, air pollution, health risks and more, in accordance with the Council on Environmental Quality's [Climate and Economic Justice Screening Tool](#) ("CEJST"). The City's application for the UFMP Grant included a focus on CEJST



# CITY of ESCONDIDO

## STAFF REPORT

neighborhoods, which waived a 50-percent match requirement. To meet the UFMP Grant's stipulations, the City will prepare planting sites to occur in CEJST identified areas.

Resident engagement for tree plantings is currently underway. When a planting site is identified, homes will receive information about Escondido's Free Street Tree Planting Program. Residents who opt-in will select a tree species based on their potential planting sites identified in their adjacent parkway area. Staff will guide the resident in species selection, and encourage the selection of the largest stature tree appropriate for each site. While tree plantings will be specific to CEJST communities and occur prior to the final UFMP, the final UFMP will provide findings and future recommendations for the entirety of the City.

To date, Dudek and City staff have begun analyses including tree-inventory sustainability and environmental values, community engagement and outreach efforts, and preparing a planting list for identified CEJST sites. The City is actively seeking input from the community via a survey and during community events. Timeline for the Project is as follows:

- **April 2025:** Begin existing conditions assessment
- **May to August 2025:** Community engagement
- **May to September 2025:** Identification of vacant sites, tree plantings, and tree maintenance
- **August 2025:** UFMP Draft and regulatory update

### ENVIRONMENTAL ANALYSIS

The Project is Statutorily Exempt in accordance with Section 15262 of the CEQA Guidelines which does not require the preparation of an EIR or Negative Declaration for projects involving feasibility or planning studies that have not been approved, adopted, or funded.

### PUBLIC INPUT

Dudek and City staff plan to conduct two focus group events in late June.

An Urban Forestry Management Plan survey is available for the public to provide input until July 18, 2025. The survey can be accessed via the following link and is available in both English and Spanish.

<https://arcg.is/OC0Da2>

Dudek and City staff will attend various community events in Spring and Summer 2025 including Escondido's Street Festival, Valley Vibes, Cruising Grand Kick off, and National Night Out Against Crime.

### ATTACHMENTS

- a) Attachment "1"—Urban Forestry Management Plan Survey Flyer
- b) Attachment "2"—Urban Forestry Management Plan Free Tree Program Door Hanger

# Help shape the future of **ESCONDIDO'S TREES**



## Thoughts on Escondido's trees?

The City of Escondido is creating a plan to care for our trees, and we want to hear from you!

**Take the survey. It takes  
less than 10 minutes!**

Survey closes  
June 30<sup>th</sup>



## Why trees matter:

- Lower energy bills
- Clean our air and water
- Keep neighborhoods cooler
- Make outdoor spaces more enjoyable

## Questions?

**Email us:** [UFMP@dudek.com](mailto:UFMP@dudek.com)

**Learn more:** [www.escondido.gov/651](http://www.escondido.gov/651)

**DUDEK**



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# Sé parte del futuro de **LOS ÁRBOLES DE ESCONDIDO**



## ¿Y tus opiniones sobre los árboles de Escondido?

¡La Ciudad de Escondido está creando un plan para cuidar nuestros árboles—queremos escuchar tu opinión!

**Toma nuestra encuesta.  
Toma menos de 10 minutos.**

La encuesta termina  
el 30 de Junio



## Los árboles importan porque:

- Limpian nuestro aire y agua
- Mantienen los vecindarios más frescos
- Reducen el costo de energía
- Hacen que los espacios al aire libre sean más agradables

## ¿Preguntas?

**Envíanos un correo:** [UFMP@dudek.com](mailto:UFMP@dudek.com)  
**Aprende más:** [www.escondido.gov/651](http://www.escondido.gov/651)

**DUDEK**





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# Adopt a Tree Today!

The City of Escondido is planting trees. The open space near your street curb was identified as a great place to grow a tree!

## To qualify you must agree to:

-  Have a tree planted
-  Commit to watering your new tree, twice a week for 3 years during the Dry Season (from May–November).

## Why 3 years?

Newly planted trees need time to adjust to their new homes. Watering helps their roots “establish” to the soil and climate.



Scan the QR code below **before July 31.**

The City will come and plant a tree for free!



*¡La Ciudad de Escondido está plantando árboles! Las áreas verdes alrededor de tu casa han sido identificadas como lugares ideales para plantar un árbol.*

## Para calificar, debes comprometerte a lo siguiente:

-  Permitir que se plante un árbol
-  Regar tu árbol dos veces por semana durante 3 años en temporada de sequía (de mayo a noviembre).

## ¿Por qué 3 años?

*Los árboles recién plantados necesitan tiempo para adaptarse a su nuevo hogar. Regarlos con regularidad ayuda a que sus raíces se establezcan y se adapten al clima.*





*Escanea el código QR a continuación **antes del 31 de julio.***

*¡La Ciudad vendrá y plantará tu árbol gratis!*



When you adopt tree through the Request a Free Tree program, you contribute to your community by creating shaded walking paths, that cool your neighborhood and provide cleaner air and water for your community.

### How it works:





-  A City inspector will visit your home to confirm it's eligible.
-  During the visit, they'll help you choose a tree species that fits the space and avoids conflicts with utilities like power lines, street lights, and water meters.
-  The City will come back to plant the tree
-  You help the tree grow by watering. Once your tree matures and grows larger, the City will maintain pruning for the tree.

Please note that trees will only be planted within the City right-of-way



*Cuando adoptas un árbol a través del programa Solicita un Árbol Gratis, contribuyes a tu comunidad, dándole sombra a tu vecindad. Los arboles tambien ayudan a mantener el agua y aire limpio.*

### Cómo funciona:

-  Un inspector visitará tu casa para confirmar que sea elegible.
-  Durante la visita, le ayudará a elegir el árbol adecuado para su espacio, asegurándose que no cause conflictos con servicios públicos como cables eléctricos y medidores de agua.
-  Luego, la Ciudad regresará para plantar su árbol
-  Al regarlo, ayudaras al árbol a crecer. Cuando el árbol madure y crezca, la Ciudad se encargará de podarlo.

*Ten en cuenta que los árboles solo se plantarán en áreas residenciales y dentro del la vía de la Ciudad.*

Want more information?

*¿Quiere más información?*

[escondido.gov/627/Request-a-Free-Tree](https://escondido.gov/627/Request-a-Free-Tree)

Call us to adopt at **760-839-4668**



Funding for this project is supported by GreenLatinos and the U.S. Department of Agriculture, Forest Service."

KEY-

CONSENT CALENDAR CURRENT BUSINESS  
PUBLIC HEARING WORKSHOP PROCLAMATION

Item 16.



# CITY *of* ESCONDIDO

FUTURE AGENDA

7/2/2025 - NO MEETING (INDEPENDENCE DAY)

7/9/2025 - CANCELLED