



Napa County Grand Jury 2007-2008

Final Report on the NAPA COUNTY FIRE DEPARTMENT



Photos of the Atlas Peak fire 2006

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NAPA COUNTY GRAND JURY

P.O. BOX 5397

NAPA, CALIFORNIA 94581

April 21, 2008

The Honorable Francisca P. Tisher
The Honorable Raymond A. Guadagni
Presiding Judges 2007/2008
Superior Court of the State Of California
County of Napa
825 Brown Street
Napa, CA 94559

Dear Judges Tisher and Guadagni,

Pursuant to Section 933(a) of the California Penal Code, the 2007-2008 Napa County Grand Jury submits to you its Final Report on the Napa County Fire Department. Our investigation of the Napa County Fire Department was conducted in a manner consistent with the California Penal Code, this Court's Charge, and the historic role of the Grand Jury – to protect the interests of the citizens of Napa County.

This is the fifth in a series of final reports we will be issuing before our term ends. I would like to acknowledge the hard work and dedication of the Grand Jury which this report reflects. It is a privilege and a pleasure to work with them.

Respectfully submitted,

A handwritten signature in black ink, appearing to read "W. Trautman".

William E. Trautman
Foreperson
2007-2008 Napa County Grand Jury



NAPA COUNTY GRAND JURY

P.O. BOX 5397

NAPA, CALIFORNIA 94581

To the Citizens of Napa County:

The 2007-2008 Napa County Grand Jury is engaged in several comprehensive investigations of various governmental agencies in Napa County in exercise of its duty under California law. Our fifth report, issued with this letter, is the result of our investigation of the Napa County Fire Department.

The Napa County Fire Department consists of nine volunteer fire departments, 35-50 full-time paid firefighters (depending upon the season), an administrative staff headed by the Chief of the Napa County Fire Department, and fire dispatch services. The County Fire Chief, his staff, the dispatchers and full-time firefighters are CAL FIRE employees under contract to the County of Napa. This year's fire services contract with CAL FIRE is budgeted at \$7,428,585.

Volunteer fire departments in this County and throughout the country have a long and proud tradition. Their well-earned reputation is based on dedicated service to their communities as volunteer first responders to various emergencies. Firefighting and medical response are becoming increasingly complex, requiring extensive training and increasingly expensive equipment beyond the capability of local communities to provide. In California, the issue is further complicated by legislation which places all volunteer firefighters under the same California Occupational Safety and Health Administration (Cal OSHA) training and safety standards as full-time firefighters. This report contains findings and opinions that are critical of certain aspects of volunteer fire department administration at the County level and individual department level, but this in no way diminishes our respect for the dedicated volunteer firefighters. They are an invaluable asset to the communities which they serve.

The Napa County Counsel has reviewed this final report on the Napa County Fire Department and the Presiding Judge of the Napa County Superior Court has certified that the report complies with Title 4 of the California Penal Code. The report has also been accepted and filed as a public document by the County Clerk.

Copies of this report are available for your review in the Napa City/County Library and online by following the link to Grand Jury at <http://www.napacourt.com/>. It is our pleasure and honor to serve you during the 2007-2008 Grand Jury tenure. We hope you find our report enlightening.

Respectfully submitted,

The 2007-2008 Napa County Grand Jury

NAPA COUNTY FIRE DEPARTMENT

SUMMARY

The preservation of life, property and the environment is an inherent responsibility of local, state and federal government.

In order to fulfill the Grand Jury's mandate to investigate all branches of government, to be assured that they are being administered efficiently, honestly, and in the best interest of Napa County's citizens, this Grand Jury investigated the Napa County Fire Department (NCFD), including the nine Volunteer Fire Departments.

For the safety of citizens of and visitors to Napa County, a Memorandum of Understanding (MOU) between the County of Napa and the California Department of Forestry (now CAL FIRE) was established, *to provide ... the highest level of fire suppression, fire prevention, emergency medical, specialized rescue and hazardous materials response in the most cost efficient manner for reduction of life or property loss and damage due to fires, illness, accidents and other disasters.*

Napa County contracts with CAL FIRE for a variety of services including 35-50 paid firefighters. The Chief of the Napa County Fire Department is a CAL FIRE employee whose primary responsibility is to serve as the Unit Chief of the six county CAL FIRE Sonoma-Lake-Napa Unit. The estimated cost of the CAL FIRE services to Napa County for the period July 1, 2007, to June 30, 2008, is \$7,428,585.

The NCFD provides reasonable support to the nine volunteer fire departments, but the Napa County Fire Chief does not have the authority to establish minimum fire department entry requirements, ongoing volunteer training requirements, or to enforce countywide standards relating to volunteer emergency response procedures.

The current County/NCFD - MOU which dates to 1996, with a significant amendment in 2004, identifies the need for a Policies and Procedures Manual and provides for its preparation. For whatever reasons, the requirements of this MOU with respect to preparation of a Policies and Procedures Manual, with minor exceptions, have not been implemented during the intervening twelve years.

The number of volunteer firefighters in Napa County has declined from 250 in 2002, to less than 200 in 2008. There are many factors which impact the ability of volunteer fire departments to recruit and retain personnel. It is imperative that these issues be actively addressed. The Grand Jury has concluded that a dedicated full-time, County employee, with adequate staff, should be appointed as the Napa County Fire Chief.

The facilities of the nine volunteer departments vary significantly. The Grand Jury believes that minimum facility standards and improvements need to be provided by the County. Volunteer fire department fundraising activities can certainly provide for some

needs of the individual departments; however some departments are fundraising above and beyond, for major capital improvements. Equipment selection for the individual departments has been a long-standing issue, but some progress is evident in this area.

Volunteer firefighter training, both initial and ongoing, is one of the issues that needs to be resolved. Issues include content and quality of instruction. This subject impacts volunteer firefighter safety, the safety of our citizens and their property and the general liability of the County. Volunteer firefighters are County employees when responding to an emergency.

Volunteer firefighters who attend the requisite training sessions receive the same stipend regardless of the level of their training or the number of emergency calls to which they have responded. A more equitable stipend system based on qualification level and responses would help the retention issue.

Napa County volunteer firefighters are dispatched as strike-team members to areas outside of Napa County in support of major emergencies and compensated for their time. While CAL FIRE members of the strike teams are provided with motel rooms, volunteers must “camp out” because the County is not reimbursed for that expense. The Grand Jury believes it necessary to change this practice so that volunteers get the same accommodations.

California law permits a limited number of volunteer firefighting personnel in each department to outfit their private vehicles with lights and siren so that they can respond “Code 3” to an emergency. The County does not require any special training for these drivers and has no means of determining if the individuals carry adequate vehicle insurance. The County does not insure private vehicles. The Grand Jury recommends that training and insurance issues be addressed.

There are four different Rapid Entry Systems (Knox Locks) in Napa County: unincorporated Napa County (including Calistoga), St. Helena, the City of Napa and American Canyon. This seems to be an unnecessary impediment for first responders. Uniformity is recommended.

Much of Napa County is considered a high-fire-hazard environment and is rural in nature. Residents and visitors who are in rural or remote areas of Napa County can expect an emergency response time of 14 plus minutes and therefore may not survive a catastrophic (medical or fire) event. This needs to be addressed.

On March 10, 2008, there was a structure (house) fire on Soda Canyon Road in Napa. The incident location was only seven-tenths of a mile from the Soda Canyon Fire Station and yet, there was no equipment at the Soda Canyon Station that could respond (Engine 213 (1972) has not been listed as responding to an incident for many years). Thus, it took 31 minutes from the time of the initial 911 call at 9:29pm, until the first engine arrived on the scene of the incident at 10:00pm. There was extensive damage to the roof and attic with heavy smoke damage to the rest of the house, at an estimated loss of \$400,000.

It is reasonable to assume that if the local Fire Station had been properly equipped with a “running” engine, the volunteer firefighters responding to the Soda Canyon Station would have seen/located the fire and could have gotten to the fire sooner than the 31 minutes that it unfortunately took.

The Grand Jury readily concludes that the Soda Canyon Volunteer Fire Department needs a Type IV engine or similar smaller unit suitable for the smaller country roads, dirt roads, smaller driveways and bridges characteristic of the area. Also needed is a rescue vehicle with defibrillator to be housed at the Soda Canyon station. The Grand Jury recommends that the County, as soon as possible, provide a Type IV unit and a rescue vehicle with defibrillator that will fit into and be housed at the Soda Canyon station.

The Grand Jury also recommends the County, replace as soon as possible all firefighting vehicles that predate 1991, with vehicles appropriate for the individual service area requirements.

The Grand Jury understands that the NCFD has modified the makeup of the selection committee charged with specifying the purchase of “appropriate sized emergency response vehicles” to the area of service. Most of Napa County is rural to remote, with smaller country roads, driveways, entrance bridges, etc., and large fire equipment cannot easily/safely traverse these obstacles. The Grand Jury recommends that the NCFD continue the policy of consulting the Volunteer Chief or appointed representative from a given volunteer fire department when equipment is being selected for their use.

This report contains findings and opinions that are critical of certain aspects of volunteer fire department administration at the County level and individual department level. However, the Grand Jury has the highest respect for the individual men and women of the Napa County Volunteer Fire Departments who risk their lives and give up a significant amount of their time in support of their fellow County citizens and Napa Valley visitors. Napa County is privileged to have this dedicated corps of volunteers and has an obligation to see that they are properly supported in their work. The County is also fortunate to have a cadre of paid firefighters who are an integral part of the County Fire Department.

The Grand Jury wishes to thank CAL FIRE, all Napa County Volunteer Fire Departments and the NCFD for their cooperation in this investigation.

BACKGROUND

The NCFD exists through a contract between Napa County and the California Department of Forestry and Fire Protection (CAL FIRE formerly CDF). This contractual history dates back to 1932. The County/State contract is up for renewal by June 2008. In addition, a MOU was signed between CDF and the various Volunteer Fire Departments in approximately 1970. The current MOU (Napa County Agreement #3819) was approved by the Napa County Board of Supervisors in February 1996, amended in 2004. This action consolidated the administrative, training, purchasing, warehousing, and other

functions of all nine County Volunteer Departments through a single source with the CDF Administration. The nine Volunteer Departments still maintain their original charters and bylaws, and a few still work in conjunction with some type of board although there are no formally-elected Fire Boards in the county. Funding for apparatus and paid employees is generated from local property taxes, although many of the Volunteer Departments still put on fundraising activities and campaigns to pay for facility maintenance, capital improvements and other equipment needs within their own Department.

METHODOLOGY

The Grand Jury inspected all nine Volunteer Fire Stations throughout Napa County and conducted interviews with NCFD administration, CAL FIRE administration and Volunteer Fire Department personnel at all volunteer fire stations.

Publications/Documents reviewed:

- General Overview NCFD
- Organizational Chart
- Department Responsibilities summary chart – Staff Assignments
- Job Descriptions: CAL FIRE Unit Chief, Division Chief-Administration, Battalion Chief-Training/Safety Officer, Training Captain, Division Chief – South Division, Assistant Operations Officer – NCFD
- Napa County Agreement #3819, First MOU between County of Napa and Volunteer [Fire] Departments, approved by the Board of Supervisors (2/3/04)
- Napa County Agreement #3819, MOU between County of Napa and Volunteer Fire Departments, approved by the Board of Supervisors (7/30/96)
- Cooperative Fire Programs, Fire Protection Reimbursement Agreement (07/08)
- Organizational approved budget, current fiscal year (07/08)
- Organizational budget (06/07), (05/06), (04/05)
- County of Napa Fire Department Internal Audit FY ended June 30, 2003
- NCFD Policy and Procedure Manual, Policy # 2006-15, adopted 7/1/06
- Napa County Standard Company Evolutions, LNU Training, 2007 – CD
- CAL FIRE entry level firefighters requirement (ie hiring)
- CAL FIRE annual firefighter training requirements (hours and content)
- Napa Valley C.E.R.T. website
- NCFD Strategic Plan (2005-10)
- CAL FIRE/Napa County Fire Plan
- Emergency Response Directory
- Napa County Jurisdiction Maps
- Spreadsheet regular inspections performed Napa County Fire
- Update/progress report “Chip, Don’t Burn” FIRE WISE Program
- CAL FIRE/Napa County Fire Community Education Plan 2007/08
- *Living with Fire in Napa County, a Guide for the Homeowner*, a Napa Communities FIRE WISE Foundation publication

- 2001-2002 Grand Jury, NCFD Report
- Fire Station Deployment Analysis and Master Plan Implementation for the NCFD, Draft Report, Vol. 1,2,3, presented to Napa County Board of Supervisors on September 11, 2007; report and analysis performed by Citygate Associates, LLC
- Structure Fire Investigation Report, Incident # CALNU007777, 10/11/07
- Minutes of Volunteer Chiefs Advisory Board Meetings, 2007
- Letter of thanks from (private citizens) survivors of Southern California Harris Fire (October 2007) in appreciation for services performed by Napa Volunteer Firefighter strike team, November 5, 2007
- County of Napa Code sections 18.104.270 and 18.104.275
- <http://forums.firehouse.com>, urban interface vehicles Type I,II,III
- CDF FIRE, Structure Fire Investigation [report] Origin and Cause, October 11, 2007, Incident #: CALNU007777
- The Napa Valley Register, *Fire Engine ripped up while being pulled from mud*, February 1, 2008
- The Napa Valley Register, *Firefighters get a raise*, February 26, 2008
- CAL FIRE, Interagency Report of Incident and Dispatch Action report, Incident Number: 08-CALNU 001717
- The Napa Valley Register, *Fire Damages Soda Canyon home*, March 11, 2008
- ABC News, *Napa firefighters contain house fire after more than an hour*, March 11, 2008
- The Napa Valley Register, *Dog sensed Fire at Soda Canyon home on Monday night*, March 12, 2008

DISCUSSION

County Fire Department Administration

1199 Big Tree Road, St. Helena

Current County Organization

The NCFD consists of State, County and City firefighting agencies including nine volunteer fire companies. CAL FIRE, formerly CDF, provides paid firefighters, administrative services, fire-dispatch and miscellaneous support through a contractual agreement between Napa County and CAL FIRE. This contract history dates back to 1932. The scope of work for which the County currently contracts with CAL FIRE is shown in Appendix 1 of this report. The estimated annual budget for these services from July 1, 2004, to date is shown below. Most of the annual cost increase is due to increasing personnel costs, over which the County has no control:

- July 1, 2004 – June 30, 2005: \$5,554,011.36
- July 1, 2005 – June 30, 2006: \$5,960,428.80
- July 1, 2006 – June 30, 2007: \$6,859,492.04
- July 1, 2007 – June 30, 2008: \$7,428,585.91

The Volunteer Fire Departments maintain their original charters and bylaws. Funding for apparatus and paid employees is generated from property taxes, although many of the Volunteer Fire Departments still put on fundraising activities and campaigns to pay for facility maintenance, capital improvements and other needs within their own Department.

Napa County Fire Department 2005-2010 Strategic Plan

A five year plan for the County Fire Department was developed in 2005. The Strategic Plan was formulated around four goals: service, planning, culture, and organization. Each of these goals was supported by a series of objectives and action plans. Completion of the Strategic Plan was suspended during the preparation of the Citygate Associates *Fire Station Deployment Analysis and Master Plan*. The Citygate Associates report was issued in draft form in September 2007. The Grand Jury understands that there will be no “final” version of the report, but information contained in the draft will be incorporated into an updated Strategic Plan.

Under the “Organization” goal in the 2005-2010 Strategic Plan, the first objective was to *Implement an efficient and clearly defined departmental structure by 6/2006*. Action items for this objective included:

- Define Roles, Responsibilities, Structure and Authority: scheduled completion date 1/1/06
- Clarify Chain of Command: scheduled completion date 1/1/06
- Review and revise the MOU and Strategic Plan to be in harmony with each other: scheduled completion date 6/30/06

The Grand Jury finds these goals to be admirable but, unfortunately none has been realized to date.

Chief of the NCFD

The Chief of the NCFD is appointed by the Napa County Board of Supervisors. The current Chief of the NCFD is a CAL FIRE employee whose primary responsibility is CAL FIRE Unit Chief, Sonoma-Lake-Napa Unit. This unit consists of Sonoma, Lake, Napa, Solano, Colusa and Yolo counties. Napa County does not directly contribute to the salary of the Unit Chief, but does pay an administrative charge of 10.65% of the gross CAL FIRE expenditures for the County. The administrative charge is budgeted at \$714,197 for the current year.

CAL FIRE does have a “Position Essential Functions Duties Statement” (position description) for the Unit Chief of the Sonoma-Lake-Napa Unit. This duties statement does not address the County Fire Chief duties. Napa County does not have a position description for the County Fire Chief other than a brief description of his duties in Section 3.1 of the MOU as noted below.

The MOU between the County of Napa and Volunteer Departments states, “the County shall appoint a Chief to administer all operations of the County Fire Department. This person shall be commissioned with authority and responsibility to organize, equip, train, and maintain the Napa County Fire Department efficiently and in a cost effective manner.”

Line of Authority

The Grand Jury finds that the NCFD does a good job in most areas of responsibility that relate to providing equipment and services, but that the County Fire Chief has not been provided with the authority to establish and enforce the policies necessary to ensure a consistent level of training for new recruits and annual training for all volunteers. Nor does the Chief have adequate authority to establish and enforce uniform policies covering emergency response criteria.

For the safety of the individual volunteer firefighters, for the safety of the citizens of Napa County and their property, and to minimize the general liability of the County for the conduct of County employees, the Grand Jury recommends that Napa County establish minimum training and operating requirements for volunteer firefighters consistent with Federal, State and County requirements; and the existing MOU be modified so that the Napa County Fire Chief has the line authority to enforce training and operating requirements.

Symptomatic of the current lack of authority of the County Fire Chief to enforce County policy can be found in the disciplinary criteria specified in the MOU. The County Chief may not remove a Volunteer Fire Department Chief for cause, but only make a recommendation for this action to the Board of Supervisors (MOU 8.4.1). This action must also have the concurrence of either three other volunteer chiefs (where the volunteer chief is elected) or the concurrence of one of the appointing officials (for an appointed chief). In a recent case, none of the requisite volunteer officials would agree to participate in an investigation, thereby making it impossible to take any action under the MOU. This occurred even though a State investigation found that a violation had occurred. Similarly, the County Fire Chief may not remove any member of a Volunteer Fire Department for cause unless the individual's Volunteer Fire Chief agrees (MOU 8.4.2). Other than the failed disciplinary action cited above, the Grand Jury is not aware of any disciplinary action taken against a volunteer firefighter in recent years.

The Grand Jury firmly believes that it is imperative that the County Fire Chief have line authority over members of the volunteer fire departments and that a viable grievance procedure be in place to provide redress of disciplinary action.

NCFD Policies and Procedures

The MOU, to which each Volunteer Fire Chief, the Napa County Fire Chief and the Napa County Board of Supervisors are parties, specifies that the Chief of the NCFD is required to publish and maintain a Napa County Fire Department Policies and Procedures Manual. The manual is to contain the policies and procedures necessary for operation of the department (MOU 6.1). The Chief of the County Fire Department, in conjunction with the Volunteer Fire Chiefs Advisory Board, is required to establish a grievance procedure which is to be included in the Policies and Procedures Manual. The procedure is to provide a mechanism for the department personnel to raise and have addressed, issues which adversely affect their abilities to perform duties, personnel problems, and accusations of wrongdoing (MOU 8.5).

A Standard Operating Procedures (S.O.P.) Committee is one of the standing committees which the Chief of the County Fire Department is required to maintain. The S.O.P. Committee is responsible for drafting policies and procedures regarding the department response to emergencies including fire, rescue, and medical. The S.O.P. Committee is also responsible for drafting policies and procedures covering telecommunications, including hardware specifications and dispatching (MOU 6.2.3).

The Grand Jury asked the NCFD to provide a copy of the Policy and Procedures Manual. The Grand Jury was advised in writing: *For many years, it has been a goal of the NCFD to produce a standardized package that would include specific policy and procedures, including a formal grievance process, for every employee in NCFD. This would include a welcoming overview for new volunteers and CAL FIRE employees alike...At the present time, there are only a handful of formally adopted policies and/or procedures, while there are many others waiting in the wings for formal adoption.* As of January 2008, the Napa County Fire Department Policy and Procedures Manual consists of 11 procedures indicated in Appendix 2 to this report. A formal grievance process has not been adopted.

The requirement for operating plans and manuals did not originate in the current (2004) MOU. The previous MOU, approved by the Board of Supervisors on July 30, 1996, contains even more explicit requirements for the development of department directives and specified that, *All Operating Plans and Manuals developed SHALL BECOME ATTACHMENTS TO THIS MEMORANDUM subject to the approval process in Section 5.11 of this agreement.* This older MOU detailed, among other things, a personnel plan: *This plan shall include, but not be limited to, membership criteria and conduct, membership duties, minimum standards for command functions, physical testing mandates, safety apparel use essentials, accident reporting necessities, licensing specifications and other personnel aspects necessary for attainment of department objectives. This plan shall be initially completed by January 1, 1998 and will be updated annually.* A Training and Safety Plan and an Apparatus/Equipment Plan were likewise to have been completed by January 1, 1998, and updated annually.

One of many procedures which continue to be lacking is the training requirement for volunteer firefighter equipment operators. Municipal firefighters (paid and volunteer) and paid County firefighters must meet specific training and experience criteria before operating apparatus in response to an emergency. A NCFD Procedure which exists in draft form but has never been implemented is entitled "Volunteer Firefighter Driver/Operator." This draft defines the requirements for a Rescue Driver, Engine Driver and Water Tender Driver. Not only has this procedure never been implemented, but in draft form it states, *Current NCFD Driver/Operators are not required to meet the requirements detailed in this policy....* A companion document, also not issued, is the NCFD Driver/Operator Training Program Handbook.

Under the provisions of the MOU now in force, the Napa County Fire Chief, the Napa County Volunteer Fire Chiefs collectively as the Advisory Board and the NCFD Standing Committees (e.g. Training and Safety Committee and Standard Operating Procedures Committee) are jointly responsible for developing and implementing these policies. The

Board of Supervisors is responsible for oversight of the Napa County Fire Department. Procedural requirements impacting the safety of firefighters and the public alike, dating at least to 1996, have not been fully implemented.

Volunteer Fire Chiefs

Each Volunteer Fire Department must have a Volunteer Chief. The Chief is either elected by the members of the department or is appointed by the governing body of the department. Terms of office range from one to four years. The MOU specifies that a Volunteer Fire Chief must be a member of good standing in the community, have five years of service with a fire department, have three years service as a Chief Officer or Volunteer Fire Captain and have successful service in emergency incident command functions for a period of three years. The Volunteer Fire Chief is charged with representing personnel and the interest of the specific department at appropriate meetings, committees and assignments.

Volunteer Fire Chiefs Advisory Board

The Volunteer Fire Chiefs, collectively, comprise an advisory body known as the Volunteer Fire Chiefs Advisory Board (VCAB). VCAB is charged with providing policy and procedures affecting the NCFD. VCAB has a Chairperson and Vice Chairperson elected from among the Volunteer Fire Chiefs. The County Fire Chief appoints a paid Chief Officer to serve as the Executive Officer to VCAB; the Executive Officer is to arrange for staff support to VCAB as requested by the Chairperson. As apparent from the title, VCAB is advisory only. Based on the investigation conducted by the Grand Jury, we note that even the advisory function of this board is seriously diluted by the great diversity of opinion and inability to reach consensus, that exists within the ranks of the Volunteer Fire Chiefs.

Volunteer Fire Departments

To understand the challenges facing volunteer fire department organizations as a whole, it is essential to appreciate the unique and entrenched character of each individual fire department. Volunteer fire organizations have existed in Napa County for up to 140 years. They not only provide a community response to emergency situations, but serve as the social center of many rural communities. Volunteer fire departments are expected to maintain current incorporation or charitable trust and tax-exempt status. Fundraising activities not only support the fire department per se, but often provide broader community support. For years these organizations have elected their own officers, set their own policies, controlled admission to the department and generally existed as fully independent entities.

The consolidation of County firefighting activities which began in the 1930's and was further strengthened by the 1970 MOU reflects the increasing complexity of the demands on fire departments and increasing cost of firefighting equipment. The cost of a fully equipped Type I fire engine exceeds \$400,000. Like their municipal counterparts, 80% or more of volunteer fire department calls are medical in nature – not fires. Not only do these medical calls support community members in their homes, but locals and visitors alike requiring medical assistance on our roads and in recreational areas.

In addition to training issues addressed in this report, the volunteer firefighters consistently referred to the increasing burden of the administrative demands on their departments. Without any paid staff, the volunteer chiefs must contend with significant record keeping requirements in addition to department training and, of course, emergency responses. Most volunteer fire departments reported that the NCFD added unnecessarily to the administrative burden by failing to maintain the records that they were provided by the volunteer departments. This was attributed to high turnover at the NCFD with respect to volunteer support personnel and the preoccupation of the CAL FIRE personnel in general with their primary CAL FIRE responsibilities.

The 2001-2002 Grand Jury reported that the NCFD had approximately 250 volunteer firefighters. While that is still the authorized strength of the nine volunteer fire departments, there are now less than 200 volunteer firefighters. This 20 percent decrease in the number of volunteer firefighters is a major concern. The volunteer departments report that it is becoming more difficult to recruit and retain volunteers, in part due to external constraints. The Grand Jury does not believe that Napa County can afford to replace volunteer firefighters with paid firefighters, nor would this be desirable. The mid-step annual salary of a CAL FIRE Firefighter II (without benefits or overtime) is \$36,744. According to Citygate Associates, LLC, *Fire Station Deployment Analysis and Master Plan Implementation for the Napa County Fire Department*, the current cost of one equivalent full time CAL FIRE firefighter with salary, benefits, overtime and supplies, 24 hours a day, 7 days a week, 365 days a year is close to \$170,000/yr. The Napa Valley Register reports that the Napa City Council has approved salaries that pay a new firefighter \$74,460/yr.

At the same time, State law has defined volunteer firefighters as County employees when responding to emergencies. The County therefore has a vested interest in regulating the action of the volunteer departments to ensure that they meet or exceed recognized minimum standards. The Grand Jury finds that the individual volunteer fire departments would benefit from receiving greater support from the County and in return consider relinquishing some of their long held independence.

Future County Organization of NCFD

The Grand Jury investigation disclosed two principal and opposing views on the future organization of the NCFD: 1) the first is retention of the current CAL FIRE County Fire Chief system; 2) the second is a County employee whose sole responsibility as County Fire Chief would be the NCFD.

CAL FIRE currently provides paid firefighters, fire dispatch services, volunteer training by paid firefighters, centralized procurement, centralized maintenance of vehicles and equipment, administrative support, and other ancillary support (see Appendix 1). The advantage of the existing system is that CAL FIRE-provided services are directly coordinated by a CAL FIRE employee. In addition, this employee can easily coordinate external resources in the event of a major fire emergency. The disadvantage of the existing system is that the primary responsibility of the CAL FIRE County Fire Chief and his support staff is the six-county CAL FIRE Sonoma-Lake-Napa unit, not the NCFD. In

addition, the current system results in a State employee supervising County volunteers. This adds to the existing tension between paid and volunteer firefighters.

A County employee appointed as the County Fire Chief, would have as his/her primary focus the support of County volunteer firefighters. The County could contract with CAL FIRE or others for the services currently provided by CAL FIRE. The County could contract for the services of paid CAL FIRE employees in the same context that the American Canyon Police Department is staffed by County Sheriff deputies.

Without prejudice regarding the incumbent and based on the Grand Jury's investigation, it is our opinion that Napa County could be better served by the appointment of a County employee as the Napa County Fire Chief. An individual who has the County Fire Department as his/her sole responsibility would be able to devote more time and effort to the resolution of the various issues impacting volunteer firefighters than the incumbent for whom Napa County Fire Chief is a "collateral" duty assignment. In addition, replacing a State employee with a County employee may ease the integration of the diverse County volunteer firefighting companies into a more cohesive, structured organization.

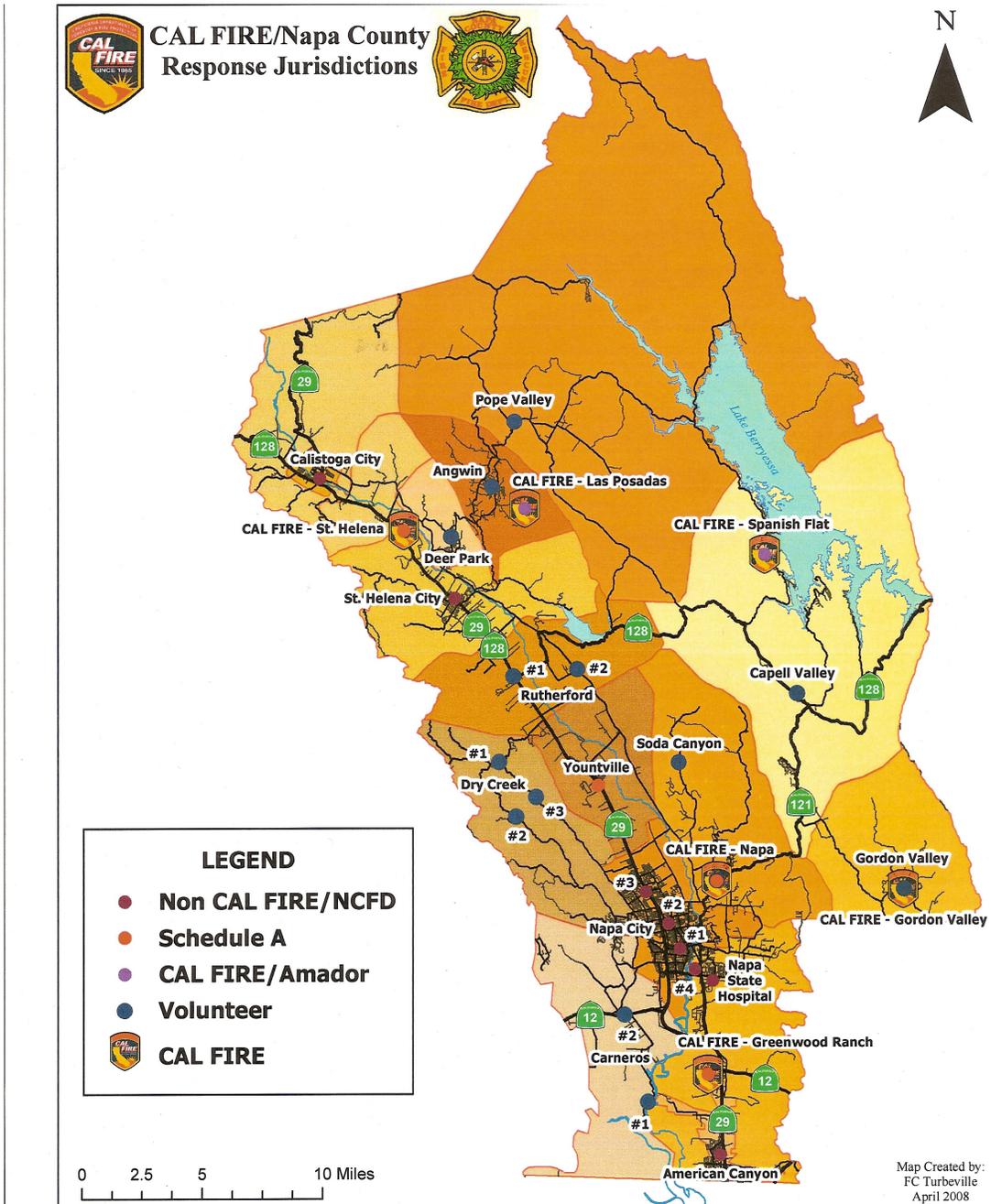
The 2001-2002 Grand Jury reached a similar conclusion with the recommendation: "The Napa County Board of Supervisors should reconsider its decision to have CDF administer the NCFD rather than County." The County response was: *The recommendation will not be implemented. Due to the fact that the assumptions in Finding 6 were incorrect, there is no need for this recommendation to be implemented.* In the opinion of the Grand Jury, the decision to not reconsider CDF administration was a bit short sighted.

The Grand Jury notes that replacing the CAL FIRE County Fire Chief with a County employee, without changing the line authority of County Fire Chief, would not address the overriding concern of this Grand Jury.

The Grand Jury's wider investigation which included Municipal Fire Departments found broad support among most County firefighters for an integrated County fire department that included all the fire departments in the County.

Volunteer Fire Departments

Map of Volunteer Fire Department Service Areas



Angwin Volunteer Fire Department, #18

275 College Avenue, Angwin

www.angwinfire.com



The Angwin Volunteer Fire Department (AVFD) was founded after the Pacific Union College Fire Department and the Community Fire Department merged their resources in 1958. Under the leadership of Chief Myron Newton (1921-1941) the Department began the development and construction of the facility in 1958, that currently houses the Department today. In order to comply with seismic requirements and the ever-expanding size of fire apparatus,

the facility was remodeled in 1992 and 2000. The facility is volunteer owned.

Since its inception, the AVFD has maintained a nonprofit status and recently updated its official state and federal filings, 501(c)3 status, in January 2006. The AVFD has always operated under its parent company and Board of Directors, the Angwin Community Council/Angwin Fire Department. The official name of the Department as of the 2006 revision is Angwin Volunteer Fire Department.

The AVFD shares resources with Deer Park Volunteer Fire Department and the Pope Valley Volunteer Fire Department, maintains an informative website, and has a current evacuation plan for its service area.

Fundraising: Annual solicitation letter to local constituency.

Currently the AVFD is staffed at 44 active personnel, and is authorized to have 45.

County owned Equipment at this site:

- Engine 18 (2000) Type I, Pierce, Sabre' Cab, Co# 8109, seats 8
- Engine 218 (1989) Type I, Beck, Ford 8000, Co# 8053, seats 6
- Engine 318 (1992) Type III, Yanke 4x4, International 4800 Front, Co# 8071, seats 5
- Rescue 18 (2003) Pierce, Ford F-550 Front End, Co# 8109, seats 4
- Truck 18 (1994) Westates, HME Front End, Co#8085
this unit is currently in the shop for repairs
- Water Tender 18 (2004) Pierce, Peterbuilt 357 Front End, Co# 8110, seats 2

All apparatus is currently owned by Napa County. However, Engine 18, Rescue 18, and Water Tender 18, were originally owned by volunteers. Through the MOU, the County agreed to purchase the replacement vehicles.

Capell Valley Volunteer Fire Department, #14

1193 Capell Valley Road, Napa



The Capell Valley Volunteer Fire Department (CVVFD) is housed in a new facility built by volunteer labor/donations in 1996, and is now owned by Napa County. The facility houses 2 engines and 1 rescue vehicle that are also County owned. The firehouse is used by the community and a church, and includes a large multi-purpose room.

The Grand Jury noted that there was no sign or street light on the road at the Fire Station to indicate the entrance, thus making it difficult to locate at night.

Registered as a “charitable organization”, the CVVFD was incorporated as a 170(c) charitable trust, in 1996.

In years past, the CVVFD held 3-5 fundraisers a year, but no longer does so.

CVVFD is currently staffed at 19 active personnel, and is authorized to have 25.

County owned Equipment at these sites:

- Engine 14 (1991) IHC, Co# 8062
- Engine 214 (1985) Ford, Co# 8002
- Rescue 14 (1999) Ford, Co# 8092

Carneros (Edgerly Island) Volunteer Fire Department, #10

1598 Milton Road, Napa

Carneros satellite, #10A

Old Sonoma Hwy and Hwy 121, Napa

www.carnerosfire.org



The Carneros Volunteer Fire Department (CVFD) was formerly called the Edgerly Island Volunteer Fire Department. The name has been revised in an effort to better reflect its service area that includes Edgerly Island, the entire Hwy 121/12 corridor, and into the Browns Valley area, up to the Napa City

limits.

The Milton Road facility was built in 1950, by volunteers and houses one engine that is County owned. The building sits in the flood plain, is old and in need of upgrading. The County owned Carneros satellite building houses one County owned fire engine and leaks profusely when it rains. Paved parking is limited for responding Volunteer firefighters.

The CVFD shares resources with the Soda Canyon Volunteer Fire Department and the Dry Creek-Lokoya Volunteer Fire Department.

The Carneros Vineyard Run, previously organized by the Napa Valley School of Fine Arts and Vocational Arts Association, was turned over to CVFD in 2007. *The Carneros Run 2008* event is to benefit the building fund for a new Carneros Fire Station.

Currently is staffed at nine active personnel, the CVFD is authorized to have 25.

County owned Equipment at this site:

- Engine 10 (1989) Ford, Co# 8054
- Engine 210 (1998) Pierce, Co# 8091
- Water Tender 10 (1993) Mack, Co# 8076
- Water Tender WT16 (2005) Co.#8113 – this vehicle is housed at Dry Creek-Lokoya and shared with Dry Creek-Lokoya and Soda Canyon

Relocation of the Carneros/Edgerly Island Fire Station

The 2007-2008 Grand Jury recommended, by separate report, that the Napa City Council vote to approve the construction of a fifth fire station to be located in Browns Valley; and, with the Board of Supervisors, establish a plan to relocate the Carneros/Edgerly Island station to Browns Valley. As noted in the Citygate report, there are two issues regarding the location of the Carneros/Edgerly Island Fire Station. The first is the fact that the Milton Road location of Station #10 places it near the western boundary of its service area rather than being more centrally located. The second is that Citygate found that most of the firefighters who are members of the Carneros/Edgerly Island Volunteer Fire Department live in the Brown's Valley/Carneros region. This results in long drive times for volunteers to get to Station #10, and typically long drive times to get equipment to the emergency. Combining a new Napa City fire station with Station #10 would improve response times and provide an economical solution to the relocation of this station.

Deer Park Volunteer Fire Department, #21

670 Sanitarium Road, Deer Park



The Deer Park Volunteer Fire Department was founded in the 1920's as the Sanitarium Volunteer Fire Department. In the late 1960's the department was renamed the Deer Park Volunteer Fire Department (DPVFD) and in the early 1990's was incorporated as a 501(c)3 nonprofit, with a Board of Directors. The

facility was built over 35 years ago and is owned by the hospital. The station currently houses 2 engines and 1 rescue vehicle that are County owned.

The DPVFD shares resources with the Angwin Volunteer and Pope Valley Volunteer Fire Departments.

Fundraising: Annual letter of solicitation to local constituency.

The DPVFD currently has 15 active personnel and is authorized to have 25.

County owned Equipment at the site:

- Engine 21 (2001) HME, Co# 8105
- Engine 221(1993) IHC, Co# 8072
- Rescue 21 (1987) GMC, Co# 8032

Needs: apparatus that can traverse light driveways, small bridges; smaller vehicles that are appropriate for local needs.

Dry Creek-Lokoya Volunteer Fire Department, #16

5900 Dry Creek Road, Napa

Dry Creek-Lokoya satellite, #16A

5410 Dry Creek Road, Napa

Dry Creek-Lokoya satellite #16B

3107 Mt Veeder Road, Napa

www.drycreek.org



The original Dry Creek-Lokoya Fire Department was established in 1945, following the great fire of the same year. The local residents voted to pay an annual membership fee to finance the purchase and upkeep of a fire engine and to maintain a network of trails providing access to all reaches of the watershed. The original Dry Creek-Lokoya Fire District Association, Inc. was established on March 16, 1949. In April of 1996, the

Napa County Fire Department, Station 16, West Hills, was established as a 501(c)3 nonprofit. The current 501(c)3 nonprofit, NCFD, Dry Creek-Lokoya, Inc., was incorporated in April of 2000.

The Dry Creek-Lokoya Volunteer Fire Department (DC-LVFD) covers a vast response area of 200 square miles that encompasses the western hills of the Napa Valley throughout the Dry Creek Watershed to the Sonoma County line. The service area is accessible by few roads, so they have located apparatus in strategic locations within their district to optimize response time. The main fire station #16 was constructed in 1985, and houses 1 engine and 1 water tender; the #16A satellite shed, built around 1980,

houses 1 engine; and the Mt. Veeder shed, built around 1985, houses a Type III engine, specifically constructed for wildland firefighting. All facilities are volunteer owned.

In addition, the DC-LVFD shares resources with the Soda Canyon Volunteer and Carneros Volunteer Fire Departments.



The DC-LVD currently has 30 active personnel and is authorized to have 35. The Department enjoys the distinction as founder, 25 years ago, of the first all-women volunteer fire crew in northern California.

Increased traffic and population density on lower Dry Creek Road has placed a higher demand for services. Under the MOU with Napa County, the DC-LVFD is eligible for additional fire apparatus to serve the need, provided the DC-LVFD acquire a parcel of land and construct at their expense, a fire station to house the equipment. Proceeds from the annual “Home Winemakers Classic”, put on by the DC-LVD, have been earmarked for this capital campaign.

County owned Equipment at these sites:

- Engine 16 (2003) Type I, Pierce, Co. #8107
- Engine 216 (1991) Type III, IHC, Co. #8061
- Engine 316 (1990) Type III, IHC, Co.#8059
- Water Tender WT16 (2005) Co.#8113 – this vehicle is shared with Carneros and Soda Canyon

Volunteer owned Equipment at these sites:

- Squad 16 – 4x4 Rescue - Ford F350 (1999)
- Command 16 – 4x4 Chevy Tahoe (1995)

Needs: The main fire station needs running water, septic system, flush toilet, and an exhaust system.

Gordon Valley Volunteer Fire Department, #22

1345 Wooden Valley Cross Road, Napa

unofficial webpage: <http://gordonvalley.com>



The Gordon Valley Volunteer Fire Department (GVVFD) was established in 1946. The fire station is located on State property next to the CAL FIRE seasonal fire station on Wooden Valley Cross Road. The station was built with local donations and labor from Napa and Solano counties in 1974, with later improvements in 1996, and is

volunteer owned. The facility houses 2 engines and 1 rescue vehicle that are County owned.

The GVVFD was incorporated as a 501(c)3 nonprofit in 1996.

The Department has 13 active personnel and is authorized to have 20. Recruiting is difficult in this remote area of Napa County due to higher training standards, which is appropriate but highly demanding on two-income families with children. Also the area has a high population of retirees (over 65) that would like to participate but are physically unable.

The GVVFD responds to calls from Napa and Solano County.

Fundraising: quarterly dinners, a garage sale and annual solicitation to local constituency.

County owned Equipment at this site:

- Engine 22 (1995), Type II, Freightliner, FL70, 2wd. Co#8082
- Engine 222 (1990), Type III, (500 gal.) International Navistar, 2wd. Co#8011
- Rescue 22 (2001) Light Rescue, Ford F-550, 4wd. Co#8107

Needs: a water tender; smaller rigs, 4-wheel drive, grass rigs/brush units.

Communication is a problem in this remote area of Napa County. This will be addressed in a separate 2007-2008 Grand Jury report.



The Pope Valley Volunteer Fire Department (PVVFD) was founded in 1932, when the County provided an engine housed in a garage attached to the Pope Valley Garage. The PVVFD was incorporated as a 501(c) 3 nonprofit in 1997, as the Pope Valley Volunteer Fire Department, Inc. The current fire station was constructed in 1974, and added onto since then. The fire

station was built with funds from local fundraising events and houses 2 engines, 1 truck, 1 rescue vehicle and 1 water tender, all County owned.

The PVVFD shares resources with the Angwin Volunteer and Deer Park Volunteer Fire Departments.

The PVVFD has 12 active personnel and is authorized to have 25.

Fundraising: a very successful and popular annual *Turkey Shoot*. In its 40th year, the Turkey Shoot attracts an estimated 3500 visitors.

County owned Equipment at this site:

- Engine 20 (1987), Type III, Co# 8051
- Engine 220 (2002), Type I, Co# 8102, currently in shop for repairs
- Rescue 20 (1988), Ford, Co# 8010, light rescue for van in service, purchased by community member, currently being replaced by county owned unit
- Water Tender 29 (1985), Type I, 3,000 gallon, Kenworth, Co#8075
- Utility 20, light utility vehicle, Ford, Co# 8066

Needs: smaller engine, for dirt road passage, with fuel tank not affixed below the axle. Large service area with many dirt roads.



The Rutherford Volunteer Fire Department (RVFD) was established in 1918, and later established as a charitable trust in the 1950's. The RVFD is in the process of restructuring to a 501 (c) 3 nonprofit. The

RVFD Fire Station #15, was built in the 1950's and houses 1 engine and 1 rescue vehicle. This station was not large enough to house a water tender and bigger engines. Expansion of the facility was difficult due to limited lot size. Fire Station #15A, was built in 2005, dedicated in 2006, and houses 1 engine and 1 water tender. Both facilities are volunteer owned.

Fundraising: one fundraiser each year in the form of an annual solicitation letter. Local support/donations totaling \$250,000, saved over 35 years, built the new firehouse.

RVFD has 16 active personnel, and is authorized to have 20.

County owned Equipment at sites:

- Engine 15 (2001) Pierce, Co# 8100
- Engine 215 (1972) Ford, Co# 8016
- Rescue 15 (1993) Ford, Co# 8070
- Watertender 15 (2005) Peterbuilt, Co# 8111

Soda Canyon Volunteer Fire Department, #13

2368 Soda Canyon Road, Napa



The Soda Canyon Volunteer Fire Department (SCVFD) was established in 1961, and incorporated as a 170(c) charitable trust in the same year, with a Board of Directors. The fire station was built in 1964, with volunteer funds/labor and currently houses 1 engine. The fire engine housed at this facility is currently listed on the inactive list, however was listed as active “front line” until recently. The Grand Jury noted

that the engine, c. 1972, had apparently not been used for some time as abundant cobwebs were found on the tires. This engine predates 1985, and therefore does not meet current NFPA 1901 safety standards for fire apparatus.

NCFD purchased a Type I “road queen” for the Soda Canyon Volunteer Fire Department; however it was too large and could not fit into the Soda Canyon firehouse. CAL FIRE recently purchased a Type III engine for the Soda Canyon Volunteer Fire Department, however, again, it was too large and could not fit into the Soda Canyon firehouse. Both engines are housed at the Napa Fire Station on Monticello Road (7 miles from the Soda Canyon firehouse). Further, the Type I engine cannot traverse many of the roads, driveways and bridges in the Soda Canyon service area.

With no usable apparatus at this fire station, this Department responds from the Monticello Fire House. Response time has been extended to an unacceptable 30+ minutes to some areas within the Soda Canyon service area.

The Soda Canyon area is identified by Citygate as having the second highest rate of incidents in Napa County.

The SCVFD shares resources and equipment with Carneros Volunteer and Dry Creek-Lokoya Volunteer Fire Departments.

Fundraising activities have been suspended for the past twelve years.

The SCVFD has 33 active personnel. The crew meets at the Soda Canyon Fire Station for monthly training/meetings.

County owned Equipment at this site:

- Engine 213 (1972) Type III, Co#8047, on the inactive list.

County owned Equipment at other sites and designated for Soda Canyon:

- Engine 13 (1997), Type I, Co# 8090, (Napa-Monticello Station)
- Engine 213 (2007), Type III, Co#8047 (Napa-Monticello Station)
- S13 (~1986) air/light service truck, IHC, Co# 8058, (Napa-Monticello Station)

- Water Tender WT16 (2005) Co.#8113 – this vehicle is housed at Dry Creek-Lokoya and shared with Dry Creek-Lokoya and Carneros

The above listed Schedule C, engine 213 (1972), is currently on the inactive list. However, through 2007, the engine was on the “active list”. The Grand Jury investigation revealed that this vehicle has not been listed as responding to an incident for many years. The Volunteer Department has made requests for the engine to be repaired or replaced with a Type IV unit since 1999.

Needs:

- Type IV engine suitable for smaller country roads, dirt roads, small driveways and bridges characteristic of the service area, to be housed at the Soda Canyon Station. See Appendix 4, for apparatus descriptions.
- A rescue truck equipped with defibrillator to be housed at the Soda Canyon Station.
- Upgrade water system. No potable water at the Station. Water storage tank installed in 1964.
- Right of way/driveway/parking restricted by new neighbor entrance/gate in non-compliance with Napa County Code, Title 18, requirements. See Appendix 7.

Volunteer Fire Department Equipment and Response Time

Overall need in rural areas of Napa County is appropriate type/size vehicle apparatus to negotiate narrow dirt roads, traverse light driveways, small bridges...in other words, vehicles that are appropriate for local needs to facilitate most efficient/effective response time.

Equipment

The current MOU makes provision for a standing Apparatus Committee which among other responsibilities includes *recommending standard designs for each type of fire apparatus purchased by the Napa County Fire Department*. During the Grand Jury investigation, many of the volunteer organizations complained that the equipment selected by the County Fire Department was not suitable, or certainly not optimal, for the recipient fire department. In general, this complaint dealt with the inappropriate assignment of large, heavy equipment to rural areas with narrow, winding, dirt roads and low capacity bridges.

The Grand Jury was advised by the NCFD that the equipment selection process had been modified to include a representative of the Volunteer Fire Department for which the equipment was intended. Because of the lead-time to procure fire equipment, the Grand Jury was unable to determine if this change is producing the intended results.

The Draft Citygate Report detailed extensive information and statistics regarding the NCFD, and the Grand Jury has referred to some of that information herein. However, the report admits that “Citygate did not inspect all apparatus, a spot check revealed...”. This Grand Jury visited all nine volunteer fire departments and conducted its own research

regarding facilities and equipment and found that while some departments were well equipped, others were lacking in certain areas. This engendered the question, what would be the response ramifications in those areas where equipment and/or the fire stations were not up to par?

Critical Task Measures

Nationally published fire service “time vs. temperature” tables indicate that after about 4 minutes of free burning, a room fire will grow to the point of flashover where the entire room is engulfed, the structure becomes threatened and human survival near or in the fire room becomes impossible. Fire spread in a structure can double in size every minute of its free burn period.

The Grand Jury found that brain death begins within 4 to 6 minutes of the heart having stopped. The American Heart Association advocates 5 minutes from report to defibrillation for the greatest survivability of a person with sudden cardiac arrest. In a trauma patient, severe blood loss and organ damage becomes so great after the first hour that survival is difficult if not impossible. The goal of trauma medicine is to stabilize the patient in the field and get them to the trauma surgeon inside of one hour. Thus, the effective response force must arrive in time to minister to these patients and prevent catastrophic events from occurring. This is especially critical in rural areas where distance to the hospital is a factor.

In rural areas, the Insurance Service Office for Class 8 protection rating, requires a 5-mile road response distance 85 percent of the time for the first-due engine and the staffing ability to deliver fire streams of 200 gallons per minute continuously for 20 minutes within five minutes of arrival.

According to the NFPA, “rural” is defined as less than 500 people per square mile; recommended 6/14 minute response time; 80% of the time.

Expected Response Time

NFPA 1720 Recommendations for Substantially Volunteer Departments

| <u>Zone</u> | <u>Demographics</u> | <u>Response Time</u> | <u>% of Completion</u> |
|-------------|------------------------------|----------------------|------------------------|
| Urban | >1000 people/sq.mi. | 9 minutes | 90% |
| Suburban | 500-1000 people/sq.mi. | 10 minutes | 80% |
| Rural | <500 people/sq.mi. | 14 minutes | 80% |
| Remote | travel distance \geq 8 mi. | anytime | 90% |

According to *Living with FIRE in Napa County, a Guide for the Homeowner*, a Napa Communities FIRE WISE Foundation publication, much of Napa County is considered a high hazard fire environment. The facts assume this area possesses all the ingredients necessary to support large, intense, and uncontrollable wildfires. Within this hazardous environment, there are individual houses, subdivisions, and entire communities. Many homes, however, would be unable to survive an intense wildfire. Since it is not a question of “if” wildfires will occur but “when” they will occur, the likelihood of human life and property loss is great and growing.

The Draft Report by Citygate Associates states that two years of available data break down as follows:

| | <u>2005</u> | <u>2006</u> | <u>Total</u> |
|---------------|-------------|-------------|--------------|
| Incidents | 2416 | 2547 | 4963 |
| Fire Category | 430 | 400 | 830 |
| Medicals | 1699 | 1819 | 3518 |
| Others | 287 | 328 | 615 |

Computer Aided Dispatch data regarding the distribution of incidents by community:

Area of Incident Count

| | |
|-----------------|-----|
| Yountville | 768 |
| Soda Canyon | 594 |
| Capell Valley | 462 |
| Calistoga | 432 |
| Napa | 422 |
| Greenwood | 421 |
| St. Helena | 409 |
| Angwin | 328 |
| Pope Valley | 281 |
| Rutherford | 277 |
| Edgerly Island | 176 |
| Deer Park | 157 |
| Dry Creek | 126 |
| Gordon Valley | 63 |
| American Canyon | 32 |

INCIDENTS AND HOW THEY RELATE TO EQUIPMENT NEEDS

Gordon Valley: need water tender structure fire total loss

October 11, 2007: Initial dispatch was for a wildland fire, however on arrival at the scene it was determined to be a structure (house) fire. Notified dispatch to upgrade to full structure response and request for an additional water tender. Defensive attack was initiated to protect any exposures. Water was pumped from supply from the road. Insufficient “water supply was an issue without the immediate response of the water tender.” Structure was a total loss.

Soda Canyon: need appropriate size apparatus, housed at the Station

March 10, 2008: structure (house) fire 2001 Soda Canyon Road, Napa. The incident location was only seven-tenths of a mile from the Soda Canyon Fire Station and yet it took 31 minutes from the time of the initial 911 call at 9:29pm, until the first engine arrived on the scene of the incident at 10:00pm.

Further (15 minutes after the initial 911 call) the residents of premises of the fire called 911 and gave the combination to the gate and the address so that firefighters were able to correctly locate the fire and gain entrance to the property. The electronic entrance gate did not have a rapid entry, emergency access key box. This is in noncompliance of California Fire Code, Section 506. See Appendix 6.

“The blaze was reported at 9:29pm. Approximately 30 firefighters (from the Soda Canyon and Rutherford fire departments) battled the blaze and declared the flames contained just after 11pm, according to CAL FIRE.”

Quote from Napa Valley Register, “*Dog sensed fire at Soda Canyon home on Monday night*”, March 12, 2008. *There was extensive fire damage to the roof and attic [estimated loss of \$400,000]. The rest of the house had heavy smoke damage....The rough terrain in the area made things difficult for firefighters. The driveway was only wide enough for one engine to reach the house. We had to lay about 2,500 feet of hose up the driveway to fight the fire. The firefighters had to hike in about half mile, all uphill. Shubin said.*

It would be reasonable to assume that if the local Fire Station had been properly equipped with a “running” engine, the volunteer firefighters responding to the Soda Canyon Station would have seen/located the fire and could have gotten to the fire sooner than the 31 minutes that it unfortunately took...however Engine 213 (1972) has not been listed as responding to an incident for many years. The Soda Canyon Volunteer firefighters currently respond out of the Napa-Monticello Station.

Quote from the Napa Valley Register, “*Fire Damages Soda Canyon home*”, March 11, 2008. *The Soda Canyon and Atlas Peak areas northeast of Napa have been the location of some dangerous blazes in recent years, including a 60-acre fire off Atlas Peak Road in July of 2007.*

According to the Draft Report, Citygate Associates, *the Soda Canyon Area of incident count over 24 month period: 594* (second highest in the Napa County).

Pope Valley: need appropriate size vehicles, designed for dirt roads

Napa Valley Register, “*Fire Engine ripped up while being pulled from mud*”, February 1, 2008. *January 18, 2008: Small grass fire near Aetna Springs. ...drove the engine down an old dirt road, and because of all the recent rain, the engine got stuck, Derum said. Firefighters laid hose from where the truck was stuck in the mud and put out the one-acre fire....The first tow truck was not able to recover the fire engine. So, [a second] tow truck...hooked up to the stranded engine and attempted to haul it out....the crippled fire engine was loaded onto a carrier and driven to the manufacturer in Woodland.*

The Grand Jury later learned that the fuel tank had (due to the design) been installed below the axle, hence when the engine became stuck, and it was virtually impossible to “pull” the engine out.

Volunteer Firefighter Training

Training is one of the most volatile issues regarding volunteer firefighters. The timing and quality of CAL FIRE-provided training was one of the most consistent complaints aired to the Grand Jury during our investigation. In addition, the level of training required for volunteer firefighters under California law would appear to have a significant impact on the ability to recruit and retain volunteer firefighters, and raises issues of financial liability for the County.

California Senate Bill 1207, sponsored by The California State Firefighter's Association and amended by Assembly Bill 2118, places all volunteer firefighters under the same California Occupational Safety and Health Administration (Cal OSHA) training and safety standards as full-time fighters. SB 1207 was to become effective January 1, 2002, but AB 2118 delayed implementation until January 1, 2004, to provide time to bring volunteer firefighters into compliance with the new law. The Napa County Board of Supervisors must take an active role in resolving County responsibility with respect to volunteer firefighters as County employees. Many of the volunteer firefighters see SB 1207 as an attempt by organized labor to eliminate volunteer firefighters, thereby creating the need for additional career firefighters. While the Grand Jury is sympathetic to the demands placed on volunteer firefighters, non-compliance with the law is not a viable option and places the County at risk.

The Grand Jury was unable to establish the specific hiring and annual training requirements externally mandated for Napa County volunteer firefighters. The Grand Jury found that Federal as well as Cal OSHA requirements must be considered and the Grand Jury was advised that the training requirements for a volunteer firefighter should be the same as those of the parent organization, in this case paid County firefighters. A paid firefighter must have completed Firefighter I training, specified physical examinations and agility tests before being assigned to a medical/fire crew. Firefighter I training includes certification as an Emergency Medical Technician (EMT). These firefighters are expected to obtain Certification as a Firefighter I (which adds on-the-job training to the initial Firefighter I training) within one year of hire. The above requirements are formally identified in CAL FIRE *Annual Firefighter Training Requirements (hours and content)* as well as the municipal fire department requirements.

NCFD personnel have stated that 72 to 120 hours of annual training is necessary for a firefighter to maintain proficiency and keep up with technological advances in medical care and firefighting. The NCFD does identify 36 hours per year of mandatory training for volunteer firefighters. This training is scheduled to be provided by CAL FIRE training representatives in twelve, three-hour sessions throughout the year.

The National Fire Protection Association publishes a *Standard for Fire Service Instructor Professional Qualification* (NFPA 1041). This standard defines three levels of increasing proficiency of fire service instructors. The Grand Jury was advised that assigned CAL FIRE instructors are not required to be qualified to these standards. The CAL FIRE Position Essential Functions Duties Statements (position description) for Battalion Chief, Training/Safety Office and for Training Captain do not reference this standard. One of

the duties of the Training Captain is to “instruct courses and drills.” The NCFD budget for the current year includes \$83,413 for one full time training fire captain.

While the Volunteer Fire Chiefs uniformly support the need for more and better training, they also generally acknowledge that six to ten hours of formal training per month for each volunteer is difficult to achieve.

The hiring and training policies of the nine Napa County Volunteer Fire Departments vary significantly. Other than passing an initial physical examination, there is no standard that a volunteer firefighter must meet before being assigned to medical or structure/wild land fires response teams within the county. The NCFD administration supports minimum hiring standards but states that it does not have the authority to impose these standards on individual volunteer fire departments.

Some departments aggressively pursue the formal training of new personnel, paying for this training with department funds. Others do not make formal “new hire” training a priority preferring instead to focus on “on-the-job” training. Some Napa volunteer firefighters do not possess the basic Emergency Medical Technician (EMT) qualification although 80-85% of fire department emergency calls are medical in nature.

For the physical safety of the individual volunteer, for the safety and protection of property of the citizens of Napa County, and to mitigate the financial liability of the County, minimum training standards must be established and enforced before a volunteer is permitted to respond to an emergency on behalf of the County. In addition, realistic annual training requirements for volunteer firefighters must be established and enforced. The Grand Jury believes that the County has a moral and legal responsibility to make the requisite initial and annual training available to qualified applicants within the manpower authorization levels specified for each individual Volunteer Fire company.

Volunteer Firefighter Compensation

Napa County volunteer firefighters are eligible to receive a monthly stipend of \$150/month for a fire chief, \$125/month for a company officer and \$100/month for a firefighter if they participate in the required training sessions each month. In many cases, this stipend does not even cover the volunteers’ monthly fuel costs for their automobiles in responding to emergencies and attending training sessions. This stipend is independent of the number of calls to which the volunteer responds. A more equitable approach would be to provide volunteer firefighters with a basic stipend augmented by an additional payment for each emergency response. Eligibility for this compensation would still depend upon attendance at required training.

The NCFD has suggested a three-tier compensation scheme for volunteer firefighters. The highest stipend would be for volunteers who meet the training and experience requirements to respond to medical emergencies, wildland fires and structural fires. A second tier would be for those volunteers who meet the training and experience requirements to respond to medical emergencies only (i.e., Emergency Medical

Technicians). The third tier, probably not eligible for a stipend, but retained on the rolls of the Volunteer Fire Department, would be those individuals who, for a variety of reasons, do not actually respond to emergency calls.

A revised compensation system based on the number of responses and the tiered pay scale would be a significant improvement over the current system.

Strike Teams

The Napa County Fire Department does mobilize and deploy strike teams to other areas outside of Napa County to support major emergencies. The recent fires in Southern California are an example of this. These strike teams may consist of paid and/or volunteer firefighters. When deployed on strike teams, the volunteer firefighters are paid. However, there is one significant anomaly regarding these deployments. The CAL FIRE firefighter union agreements require that the CAL FIRE firefighters be provided motel accommodations. Reimbursement to the County does not cover motels, so the deployed Volunteer firefighters must “camp out.” For the County to deploy a strike team of paid and volunteer firefighters and not provide equal accommodations for the volunteer firefighters is unsatisfactory in the opinion of this Grand Jury.

In the past, it has taken several months for the County to recover reimbursement costs for the strike teams. As a consequence, payment to the volunteer firefighters was often delayed for months. In fact, the County Fire Department does have a fund to permit timely payment of strike team volunteer firefighters. These funds should be made available on a routine basis to insure that volunteer firefighters are promptly compensated for their time.

A letter of appreciation from a Southern California homeowner to the Chief of the Dry Creek-Lokoya Volunteer Fire Department is included as Appendix 3 to this report.

Authorized Emergency Vehicles (AEV) Permits

An AEV Permit allows private vehicles, operated by the Volunteer Fire Chief, and others as indicated below, to be outfitted with lights and a siren so that they may respond “Code 3” to an emergency situation. The Vehicle Code of California, Division 2, Chapter 2, Article 3, Section 2416, states that, *The Commissioner of the Highway Patrol may issue authorized emergency vehicle permits only for the following vehicles,...Any vehicle operated by the chief, assistant chief, or one other uniformed person designated by the chief of a fire department*

Senate Bill 1207 defines volunteer firefighters responding to an emergency as County employees. Napa County does not provide insurance for the private vehicles of volunteer firefighters, nor does it pay for the additional cost of AEV coverage. The State Insurance Commissioner’s office has stated, *the insurance code does not address a requirement that the insurance company needs to be notified if a private vehicle has been*

issued an emergency vehicle permit and is so equipped to respond to emergencies. Companies may have their own underwriting requirements regarding this. For the volunteer fire departments that do make use of AEV Permits, the Grand Jury has no way of determining if the private vehicles are adequately insured for this service.

The County does not mandate emergency response driver training for volunteer firefighters.

The AEV Permit application form, CHP Form 810, requires that the sponsoring fire department be identified. The California Highway Patrol provided the Grand Jury with the below listed data regarding Napa County Volunteer Fire Departments.

| FIRE DEPARTMENT | No. of AEV Permits |
|--|---------------------------|
| Angwin Volunteer Fire Department | 2 |
| Capell Valley Volunteer Fire Department | 0 |
| Deer Park Volunteer Fire Department | 1 |
| Dry Creek/Lokoya Volunteer Fire Department | 0 |
| Edgerly Island Volunteer Fire Department | 0 |
| Gordon Valley Volunteer Fire Department | 0 |
| Pope Valley Volunteer Fire Department | 0 |
| Rutherford Volunteer Fire Department | 1 |
| Soda Canyon Volunteer Fire Department | 0 |

In touring the Volunteer Fire Department facilities, it appeared to the Grand Jury that more private vehicles are outfitted for Code 3 response than is indicated in the above table.

COMMUNICATIONS

Effective communications are an essential element of disaster response. Effective communications are also an essential element in the day-to-day response to law enforcement, fire, and medical emergencies. Because of the complexity of the technological and procedural aspects of County emergency communications, a separate Grand Jury report will be dedicated to this subject.

LOCKS AND KEYS

California Fire Code, Section 506, requires that an approved rapid emergency entry gate switch or padlock be installed *where access to or within a structure or area is restricted because of secured openings or where immediate access is necessary for life-saving or fire-fighting purposes.* See Appendix 6.

Rapid Entry Systems are used by firefighters throughout the United States to provide access to normally locked areas such as buildings (outside normal working hours), gated

communities, etc. The basic system consists of a small lock box mounted on the building, or adjacent to the community gate, containing the facility access keys, access cards, elevator keys, etc. The lock box key is carried by firefighters. One of the oldest and largest providers of the rapid entry systems is the *Knox Company* of Phoenix, Arizona. For this reason, rapid entry systems are commonly referred to as “Knox locks”. Rapid entry systems in Napa County use a common key system with the exception of the City of Saint Helena, the City of Napa and American Canyon which have their own unique key. The City of Calistoga is on the County system.

Therefore, firefighters responding to Napa County emergencies under mutual aid agreements may not be able to gain access to a facility without resorting to forced entry. Forced entry delays the response, results in unnecessary property damage and can result in injury to firefighters. The citizens of Napa County and their property are at added risk due to these unique key systems.

The Grand Jury acknowledges the response from the St. Helena City Manager regarding the changing of locks and the added expense to do so. The inherent responsibility of local government is the preservation of life, property and the environment. The Grand Jury poses the question: to what extent is the cost of changing locks compared to the value of protection it would provide to the citizens of Napa County?

COMMENDATION

It is a special kind of person who will risk his/her life to ensure the safety of others. The 2007-2008 Grand Jury commends with sincere gratitude the men and women of CAL FIRE, the Napa County Fire Department, the nine Volunteer Fire Departments, the 200 volunteer firefighters, and the cadre of paid firefighters for their countless hours of service to our community in the preservation of life, property and our environment. Napa County has a long and proud tradition of volunteer fire service, one that the Grand Jury hopes will continue.

FINDINGS

The 2007-2008 Grand Jury finds that:

1. Lack of Authority.
 - a. the MOU between the County of Napa and Volunteer Departments does appear to give authority to the Napa County Fire Chief to establish and enforce volunteer department hiring, training/operating policies and procedures, however subsequent provisions within the MOU take that authority away.
 - b. the County has not evaluated the operation of all Napa County fire departments.
2. Training Problems:
 - a. Based on Federal, State, Cal OSHA, and County requirements, Napa County has not defined the minimum acceptable level of training for new

- volunteer firefighters and continued training for all volunteer firefighters as County employees.
- b. procedural requirements impacting the safety of firefighters and the public alike, dating at least to 1996, have not been fully developed and enforced.
 - c. the hiring and training policies of the nine Volunteer Fire Departments vary significantly and it is unclear whether specific hiring and training requirements exist.
 - d. some Napa County Volunteer firefighters do not possess the basic EMT qualifications although 80-85% of fire department emergency calls are medical in nature.
 - e. firefighter instructors assigned to Napa County volunteer firefighters have no specific experience qualifications in their job descriptions.
 - f. the NCFD budget for current year includes \$83,143 for one fulltime training fire captain.
3. the Board of Supervisors has not insured that the provisions of the County/NCFD were fully implemented.
 4. the NCFD has apparently not always maintained the training certificates and other records that were submitted to it by the Volunteer Fire Departments.
 5. there is broad support among County firefighters for an integrated County fire department that includes all the fire departments in the County.
 6. of the authorized 250, there are now less than 200 Volunteer firefighters, a decline of 20% over the past five years. Napa County cannot afford to replace Volunteer firefighters with paid firefighters, nor would this be desirable.
 7. the volunteer stipend system neither reflects the number of response calls which a volunteer makes nor rewards volunteers for advanced qualifications.
 8. NCFD Policies and Procedures:
 - a. the upgrading of the NCFD Policies and Procedures Manual, which was to have been completed by 1998, has not been addressed, the Manual does not contain a grievance procedure, nor does it define volunteer Firefighter Driver/Operator requirements.
 9. Strike Teams:
 - a. Volunteer firefighters who are part of a County deployed strike team are not provided accommodations equal to their paid counterparts.
 - b. it takes several months for Volunteer firefighters who were part of a County deployed strike team to be paid for their time.
 - c. the NCFD has a fund to permit timely payment of strike team volunteer firefighters.
 10. AEV:
 - a. no training/qualifications requirements exist for AEV drivers.
 - b. there is no system to verify if AEV drivers have their vehicles properly insured.
 - c. the County does not reimburse individual volunteer firefighters for any additional insurance premium costs incurred for the operation of authorized AEVs.
 11. Fire Stations:

- a. the current location of Station #10 imposes significant travel requirements for responding volunteers.
- b. there is no sign or street light on the road to indicate the entrance to the Capell Valley Volunteer Fire Department.
- c. the Carneros Volunteer Fire Department, Milton Road station is old, sits in the flood plain and is in need of upgrading.
- d. the Carneros satellite building leaks profusely when it rains and paved parking is limited for responding Volunteer firefighters.
- e. the Dry Creek-Lokoya Volunteer Fire Department station needs running water, a septic system, a flush toilet and an exhaust system.
- f. the Soda Canyon Volunteer Fire station needs potable water and a water system upgrade.
- g. the Soda Canyon Volunteer Fire station has no usable apparatus at this fire station, so responds from the Monticello Fire station. Response time has been extended to an unacceptable 30+ minutes to some areas within the Soda Canyon service area.
- h. the Soda Canyon Volunteer Fire station driveway/volunteer parking is currently restricted by new neighbor entrance/gate in noncompliance with Napa County Code, Title 18.

12. Apparatus:

- a. three NCFD engines and one water tender predate 1985, and eleven engines and one rescue vehicle predate 1991.
- b. the above stated vehicles do not meet current NCFD 1901 safety standards for fire apparatus.
- c. the Gordon Valley Volunteer Fire Department needs a water tender.
- d. the Soda Canyon Volunteer Fire Department needs a smaller Type IV unit (suitable for the smaller country roads, dirt roads, smaller driveways and bridges characteristic of the area) to be housed at the Soda Canyon station.
- e. the Soda Canyon Volunteer Fire Department needs a rescue truck with defibrillator housed at the Soda Canyon station.

13. Fundraising:

- a. many of the nine Volunteer Fire Departments do annual fundraising for capital improvements and other department needs.
- b. proceeds from the *Carneros Run 2008*, are to benefit the Carneros Volunteer Fire Department new building fund.
- c. proceeds from the *Winemakers Classic* are to benefit the Dry Creek-Lokoya capital campaign for expanded station construction.

- 14. the Soda Canyon Volunteer Fire Department service area has the second highest number of emergency incidents in Napa County.
- 15. the NCFD has modified the makeup of the selection committee charged with specifying the purchase of “appropriate sized emergency response vehicles” to the area of service.
- 16. California Fire Code requires that an approved rapid emergency entry gate switch or padlock be installed *where access to or within a structure or area is restricted because of secured openings or where immediate access is necessary for life-saving or fire-fighting purposes.*

17. much of Napa County is considered a high fire hazard environment.
18. Napa County residents who live in rural areas can expect an emergency response time of 14 minutes; Napa County residents who live in remote (travel distance of ≥ 8 miles) can expect emergency response time of 14+ minutes or more.

RECOMMENDATIONS

The 2007-2008 Grand Jury recommends that:

1. the County Board of Supervisors establish a commission to review the overall operation of all Napa County fire departments with respect to the establishment of a central Napa County Fire Department.
2. the County Board of Supervisors consider the hire of a dedicated Napa County employee whose primary responsibility would be to focus on the coordination and support of the County Volunteer firefighters.
3. the MOU between the County of Napa and Volunteer Departments be amended to grant the Napa County Fire Chief clear authority to establish and enforce volunteer department training and operating policies and procedures.
4. recognizing that volunteer firefighters are effectively county employees while engaged in fire department activities, Napa County establish a level of training that meets all applicable Federal, State, Cal OSHA and County requirements. Non-compliance with the law is not a viable option and places the County at risk.
5. all Volunteer firefighters be trained and certified as Firefighter I/EMTs, and the training be provided and paid for by the County.
6. all training of volunteer firefighters be provided by fully qualified instructors meeting all applicable standards.
7. the upgrading of the Napa County Fire Department Policies and Procedures Manual be addressed as a high priority with specific timeline goals established and monitored. Specific policies which must be implemented immediately are:
 - a. A grievance procedure which provides a mechanism for the department personnel to raise and address issues which adversely affect their abilities to perform duties, personnel problems, and accusation of wrongdoing.
 - b. Volunteer Firefighter Driver/Operator requirements be formally defined. Existing drivers should be given adequate time to complete the requirements, but not “grandfathered.”
 - c. minimum emergency response driver training standards for AEV drivers be established.
 - d. all new AEV drivers be required to complete the training prior to operating their vehicles in a Code 3 response.
 - e. existing AEV drivers be given a reasonable time to complete the requisite training, but not be “grandfathered.”
 - f. the County require that the owners of private vehicles operating as an AEV provide written evidence that they either have an appropriate AEV rider on their vehicle insurance or written documentation from their insurance company that the vehicle is covered while operating as an AEV.

- g. the County establish a policy that details equal accommodations for Volunteer firefighters who are part of a County deployed strike team to that of their paid counterparts.
- 8. the volunteer stipend be based on the number of emergency responses made by the volunteer while retaining the training requirement as an eligibility criteria. In addition, a tiered compensation system which rewards advanced qualifications be implemented.
- 9. the County fund the required emergency response driver training for volunteer firefighters.
- 10. the County reimburse individual volunteer firefighters for any additional insurance premium costs incurred for the operation of properly authorized AEVs.
- 11. the funds to pay a Volunteer firefighter who was part of a County deployed strike team be made available on a routine basis and in a timely manner to insure that they are promptly compensated for their time.
- 12. Fire Stations:
 - a. relocate the Station #10 to a combined Napa City/County fire station in Browns Valley.
 - b. the County install a road sign and light on the road at the entrance to the Capell Valley Volunteer Fire Station.
 - c. the County rectify the restricted access/parking issue at the Soda Canyon Fire Station regarding new neighbor entrance gate.
- 13. Apparatus:
 - a. the County replace as soon as possible, all firefighting vehicles that predate 1991, with vehicles that are appropriate for the individual service area requirements.
 - b. the County provide as soon as possible, a water tender to Gordon Valley Volunteer Fire Department.
 - c. the County provide as soon as possible, a Type IV unit and a rescue vehicle with defibrillator that will fit into and be housed at Soda Canyon station.
- 14. the NCFD continue the policy of consulting the Volunteer Chief or appointed representative from a given volunteer fire department when equipment is being selected for their use.
- 15. all fire departments within Napa County have the same rapid entry system locks with a “universal” Key.
- 16. Volunteer fire departments receive greater support from the County and in return, relinquish some of their long held independence.

REQUEST FOR RESPONSES

The 2007-2008 Grand Jury requests responses from:

- The Napa County Board of Supervisors to all the above.
- The Napa County Fire Chief to all of the above, except #12.
- Chiefs: City of Napa, and Calistoga Fire Departments to Recommendation #15

- All Volunteer Napa County Fire Chiefs (optional response as per discretion of each)

GLOSSARY

AEV---Authorized Emergency Vehicle
 CAD---Computer Aided Dispatch
 Cal OSHA---California Occupational Safety and Health Administration
 CDF---aka CAL FIRE, California Department of Forestry and Fire Protection
 Code 3---Responding with lights and siren
 ECC---Emergency Command Center
 EMT---Emergency Medical Training
 gpm---gallons per minute
 H&SC---Health & Safety Code
 NCFD--- Napa County Fire Department
 NFPA---National Fire Protection Association
 SOP---Standard Operating Procedure
 VCAB---Volunteer Chiefs Advisory Board

APPENDIX

Appendix 1: CAL FIRE Scope of Work

Under Public Resources Code Section 4114 and other provisions of law, STATE maintains fire prevention and fire suppression forces including the necessary equipment, personnel including "volunteers", and facilities required to prevent and extinguish forest fires.

Purpose of this agreement is to provide mutually advantageous fire and emergency services through an effective consolidated organization, wherein the STATE is primarily financially responsible for protecting natural resources from forest fires and the LOCAL AGENCY is primarily financially responsible for protecting life and property from fires and other emergencies. The LOCAL AGENCY shall have sole authority to establish the fire protection organization and structure needed to meet the determined level of service. This level of service may be based on the LOCAL AGENCY governing board's established fiscal parameters and assessment of risks and hazards. Wherein Exhibit D, Schedule C, LOCAL AGENCY employees, are included as part of this agreement, the personnel providing the LOCAL AGENCY's services under this agreement may include anyone or a combination of the following: regular employees, persons temporarily employed and commonly known as volunteers (whether regularly registered, summoned pursuant to Public Resources Code Section 4153, or working without compensation), paid-call firefighters, or others temporarily employed to perform any emergency work or emergency service including, but not limited to fire prevention, fire suppression and emergency medical response.

1. FIRE PROTECTION SERVICES TO BE PROVIDED BY THE STATE

STATE provides a modern, full service fire protection and emergency incident management agency that provides comprehensive fire protection and other emergency incident response. STATE designs regional fire protection solutions for urban and rural communities by efficiently utilizing all emergency protection resources. Regional solutions provide the most effective method of protecting the citizens of California at local, county and state levels.

Fire protection services to be provided by STATE under this agreement shall include the following:

1) Emergency fire protection, emergency response and basic life support: services include commercial, residential, and wildland fire protection, prevention and investigation; hazardous materials incident response; emergency vehicle extrication; hazardous conditions response (flooding, downed power lines, earthquake, terrorist incident, etc.); Emergency Medical Technician (EMT) level emergency medical and rescue response; public service assistance. Also included are management support services that include fire department administration, training and safety, personnel, finance and logistical support.

3) Dispatch Services: provide fire department 9-1-1 emergency dispatch by CAL FIRE/Emergency Command Center (ECC). CAL FIRE will be responsible for fire/emergency dispatching emergency resource units covered under this agreement. The CAL FIRE/ECC is staffed with a Battalion Chief, three or more Fire Captains and Dispatch Clerks to provide 7/24 year-round coverage. There is always an officer of Captain rank or higher to serve as the shift supervisor and command officer. CAL FIRE uses an integrated Computer Aided Dispatch (CAD) system using the latest technology, to direct the closest available resources to all emergency incidents.

4) Fire Code Inspection, Prevention and Enforcement Services: CAL FIRE has staff Fire Inspectors serving under the direction of the County Fire Marshal to provide services to the area covered by this agreement. Fire Code Enforcement will normally be available five days per week, with emergency or scheduled enforcement inspections available seven days per week. Fire Prevention and Investigation services will be provided by CAL FIRE Prevention Officers trained in arson, commercial, and wildland fire investigation. Officers are trained at CAL FIRE's POST certified law enforcement training academy and they cooperate effectively with all local, state and federal law enforcement agencies.

5) Land Use/ Pre-Fire Planning Services: CAL FIRE staff will provide community land use planning, administration of Pre-Fire project work, including community outreach, development of community education programs, project quality control, maintenance of project records and submittal of progress reports, completion of required environmental documentation, acquisition of required permits and completion of other associated administrative duties.

8) Extended Fire Protection Service Availability (Amador)

2. ADMINISTRATION

Under the requirements of California Public Resources Code Section 4114 and other provisions of law, STATE maintains fire prevention and firefighting services as outlined in Exhibit D, Schedule B of this agreement.

- A. Director shall select and employ a Region Chief who shall, under the direction of the Director/Chief Deputy Director, manage all aspects of fire prevention and fire protection services and forestry-related programs.
- B. Director will select and employ a State Forest Officer referred to as Unit Chief who shall, under the supervision and direction of Director or a lawful representative, have charge of the organization described in Exhibit D, Schedules A, Band C included hereto and made a part of this agreement.
- C. LOCAL AGENCY may appoint, with the concurrence of the Region Chief, which concurrence shall not be unreasonably withheld, the Unit Chief as the LOCAL AGENCY Fire Chief pursuant to applicable statutory authority.
- D. The Unit Chief may dispatch personnel and equipment listed in Exhibit D, Schedules A, B and C from the assigned station or location under guidelines established by LOCAL AGENCY and approved by STATE. Personnel and/or equipment listed in Exhibit D, Schedule B may be dispatched at the sole discretion of STATE.
- E. The Unit Chief shall exercise professional judgment consistent with STATE policy and his or her employment by STATE in authorizing or making any assignments to emergencies and other responses, including assignments made in response to requests for mutual aid.
- F. Except as may be otherwise provided for in this agreement, STATE shall not incur any obligation on the part of LOCAL AGENCY to pay for any labor, materials, supplies or services beyond the total set forth in the respective Exhibit D, Schedules A and C, as to the services to be rendered pursuant to B Schedule.
- G. Nothing herein shall alter or amend or be construed to alter or amend any Collective Bargaining Agreement or Memorandum of Understanding between the State of California and its employees under the State Employer-Employee Relations Act.

3. SUPPRESSION COST RECOVERY

As provided in Health and Safety Code (H&SC) Section 13009, STATE may bring an action for collection of suppression costs of any fire caused by negligence, violation of law, or failure to correct noticed fire safety violations. When using LOCAL AGENCY equipment and personnel under the terms of this agreement, STATE may, at request of LOCAL AGENCY, bring such an action for collection-of costs incurred by LOCAL AGENCY. In such a case LOCAL AGENCY appoints and designates STATE as its

agent in said collection proceedings. In the event of recovery, STATE shall apportion to LOCAL AGENCY its pro-rata proportion of recovery, less the reasonable pro-rated costs including legal fees.

In all such instances, STATE shall give timely notice of the possible application of H&SC Section 13009 to the representative designated by LOCAL AGENCY.

4. MUTUAL AID

When rendering mutual aid or assistance as authorized in H&SC Sections 13050 and 13054, STATE may, at request of LOCAL AGENCY, demand payment of charges and seek reimbursement of LOCAL AGENCY costs for personnel, equipment and operating expenses as funded herein, under authority given by H&SC Sections 13051 and 13054. STATE, in seeking said reimbursement pursuant to such request of LOCAL AGENCY, shall represent LOCAL AGENCY by following the procedures set forth in H&SC Section 13052. Any recovery of LOCAL AGENCY costs, less expenses, shall be paid or credited to LOCAL AGENCY, as directed by LOCAL AGENCY.

In all such -instances, STATE shall give timely notice of the possible application of H&SC Sections 13051 and 13054 to the officer designated by LOCAL AGENCY.

5. PROPERTY ACCOUNTING

All personal property provided by LOCAL AGENCY and by STATE for the purpose of providing fire protection services shall be marked and accounted for by the Unit Chief in such a manner as to conform to the regulations, if any, established by the parties for the segregation, care, and use of the respective properties.

Appendix 2: NCFD Policy and Procedures Manual Contents

| <u>No.</u> | <u>Title</u> |
|------------|--|
| 2004-1 | Respiratory Protection Program |
| 2004-2 | Volunteer Stipend Program |
| 2005-2 | Standard Complement: Water Tender |
| 2005-3 | Standard Complement: Type 1 Heavy Engine |
| 2005-4 | Standard Complement: Type 1 Light Engine |
| 2005-5 | Issuance/Tracking of Personal Protective Equipment |
| 2005-6 | Monthly Drill Responsibility |
| 2005-9 | S.O.P. Submission/Approval Process |
| 2006-10 | Emergency Evacuation Signal |
| 2006-14 | Personal Protective Equipment Use |
| 2006-15 | Accountability Program |

Appendix 3: Letter of Appreciation

November 5, 2007

Napa County Fire Department
Dry Creek-Lokoya
5900 Dry Creek Road
Napa, CA 94558

Dear Chief:

We would like to express our gratitude and admiration to you, your crew, and the other Napa County fire units that protected our home in Alpine on the nights of October 25 and 26 during the Harris fire. You and your men were professional, friendly, and comforting.

We believe the Napa County Fire Department represents all that's right with California and the Nation.

Sincerely,

Appendix 4: Description of Firefighting Vehicle Types

- Engines: (Pumper, Wagon and Foam-Pumper) an apparatus equipped with a fire pump of at least 750 gpm capacity, water tank with a minimum of 300 gallons. The apparatus must be manufactured and equipped in accordance with NVPA Standard 1901. Variations include: Engine, Pumper, Foam Pumper, CAFS Pumper, Type I, Quint with ladder <76 feet
- Brush Engine: (grass truck or rig, patrol, attack, mini-pumper, booster, CAFS, etc) a small apparatus primarily designed for fighting wild land fires and is often equipped with four-wheel drive to improve its off-road capabilities. The vehicle must be manufactured and equipped to comply with NVPF 1906.
- Tanker (tender, tanker) a vehicle designed to transport large quantities of water to fires in areas without an adequate and reliable public water system. Tank sizes are normally 1000 gallons or greater with a pump with less than 750 gpm capacity and the vehicle must be manufactured and equipped in accordance with NFPA Standard 1901 for tanker. The vehicle may or may not be equipped with a fire pump.
 - Tanker
 - Foam Tanker
 - Tender
 - Type I-IV: California Minimum Standards
 - Engine Type I
 - Pump: 1000 gpm, Tank: 400 gal, Hose 2 ½" : 1200 ft, Hose 1 ½": 200 ft., Ladder: 20 ft extension, Master Stream, 500 gpm, Personnel: 4
 - Engine Type II
 - Pump: 500 gpm, Tank 400 gal, Hose 2 ½": 1000 ft., Hose 1 ½": 500 ft., Hose 1": 300 ft., Ladder: 20 ft. extension, Master Stream: -, Personnel 3
 - Engine Type III

- Pump: 120 gpm, Tank 300 gal, Hose 2 ½”:-, Hose 1 ½”: 1000 ft., Hose 1”: 800 ft., Ladder: -, Master Stream:-, Personnel 3
 - Engine Type IV
 - Pump: 40 gpm, Tank 200 gal, Hose 2 ½” -, Hose 1 ½” 300 ft., Hose 1” 500 ft., Ladder: -, Master Stream -, Personnel 3
- Rescue – Squad (Rescue; variations include Light, Medium, Heavy) a piece of apparatus that is designed to carry specialized equipment to perform non-routine, technical rescues to include but not limited to, vehicle extrication, building collapse, trench or below grade, water, high angle, confined space, etc. Variations include: Light, Medium, and Heavy; Technical Rescue Units
- EMS and Other
 - Other: A specialized vehicle that includes:
 - Ambulances
 - Air/Light Units
 - Rehab Units
 - Fire Boats
 - Ambulance: a vehicle that is licensed and equipped to treat and transport the sick and injured to a medical facility.
- Water Tender 500 – 3,000 gallon capacity
- Utility
- Trucks

Appendix 5: NCFD Replacement Criteria

- | | |
|----------------------|---------------------|
| • Volunteer Engines | 18 yr/120,000 miles |
| • Rescue | 18 yr/120,000 miles |
| • Water Tender | 18 yr/120,000 miles |
| • Career Engines | 8 yr/120,000 miles |
| • Utilities | 8 yr/ 90,000 miles |
| • Mechanics Vehicles | 8 yr/150,000 miles |
| • Trucks | 10 yr/120,000 miles |

Three NCFD engines and one water tender predate 1985 and eleven engines and one rescue predate 1991; they do not meet current NFPA 1901 safety standards for fire apparatus.

Appendix 6: California Fire Code – Key Boxes

Section 506 Key Boxes

506.1 Where required. Where access to or within a structure or an area is restricted because of secured openings or where immediate access is necessary for life-saving or fire-fighting purposes, the fire code official is authorized to require a key box to be installed in an approved location. The key box shall be of an approved type and shall contain keys to gain necessary access as required by the fire code official.

506.1.1 Locks. An approved lock shall be installed on gates or similar barrier when required by the fire code official.

506.2 **Key box maintenance.** The operator of the building shall immediately notify the fire code official and provide the new key when a lock is changed or rekeyed. The key to such lock shall be secured in the key box.

Appendix 7: Napa County Code

NAPA COUNTY CODE: Title 18: Zoning

18.104.270 Fences.

A. No fence in excess of forty-two inches in height shall be constructed in the designated front yard of any lot within a RS, RD, RM, PD, CN, CL, MC, or OC district. No fence or structure in the nature of a fence in excess of seventy-two inches in height shall be constructed on any lot line, or in any required yard in these districts.

B. In any CN, CL, MC, GC, and IP districts or :RVP combination district, all fencing must be specified by use permit.

C. In any GI or I district, fencing shall be permitted in required yards as necessary to provide effective screening and security for permitted uses. All fencing shall be specified by use permit or approved site plan

D. In an AP or AW district, fence height standards are as follows:

1. On a parcel containing two acres or less, standards of the RS district shall apply.

2. On all other parcels in these districts, a fence that exceeds a height of forty-two inches in any required yard or setback area shall be see-through in nature (e.g., deer-or other wire, chain link, etc.), unless a special fence use permit is granted pursuant to Section 18.104.270(D)(3).

3. A special fence use permit may be granted by the zoning administrator for solid fencing in excess of forty-two inches when the total fence height is not greater than ninety-six inches (eight feet), provided that need can be demonstrated for the proposed fence design.

4. No fence in these districts may exceed ninety-six inches (eight feet) in height unless a special fence use permit therefore is approved by the commission or unless specifically included within another use permit for the land use.

E. In an RC district, fence height standards are as follows:

1. On a parcel containing two acres or less, standards of the RS district shall apply.

2. On a parcel containing more than two, but less than twenty acres, no fence height within or behind the setbacks and yards shall exceed seventy-two inches (six feet).

3. On a parcel containing twenty acres or more, standards of the AP/AW districts shall apply except that any fencing or portion thereof exceeding seventy-two inches in height shall be set back at least twenty feet from a public road right-of-way.

F. For the purposes of this section, fence heights shall be measured from natural grade. (Ord. 1107)

18.104.275 Entry structures.

A. In the AP and AW districts, notwithstanding required yard setbacks, or other standards in this section. A multi-parcel ranch, or a parcel that contains more than one hundred sixty acres in the AW district or forty acres in the AP district, or a parcel that contains a conditionally approved use, may be permitted, with a use permit, to install one entry structure in connection with the primary vehicular entry to the property if it meets all the following standards:

1. Entry structures must be permitted by separate use permit, or specifically included within another use permit for the land use.
2. No part of an entry structure may exceed sixteen feet six inches in height, nor provide a vertical clearance of more than fifteen feet.
3. If an entry structure is connected to a fence, or to another structure, such fence or structure may not exceed the applicable height limits for such use.
4. No newly constructed portion shall encroach upon the applicable visibility requirements for typical intersections and driveways of the department of public works.
5. Open gates, and vehicles waiting for gates to open, may not physically obstruct any public road or private road used by the public. No entry structure shall be designed to provide for rear-ward entry of vehicles onto a public right-of-way. No turnaround area associated with an entry structure shall include any part of a public right-of-way.
6. Signs integral to an entry structure (e.g., lettering (other than a street number) built into a stone wall or driveway arch) shall also comply with the standards of Chapter 18.1 16 of this code (except for height), and shall be specifically identified as part of a use permit or sign permit.
7. Within required yards and setbacks, other than the setback for wineries specified in Section 18.104.230, any solid portion of an entry structure that exceeds forty-two inches in height may be approved only if the zoning administrator or planning commission makes all of the findings.
 - a. The appearance of any solid portions above forty-two inches high would be compatible with the scenic corridor of candidate scenic highways or routes designated by the Napa County general plan;
 - b. The architectural design of the entry structure as a whole would be improved by such height;
 - c. Each element of height that exceeds seventy-two inches (six feet) is needed for a functional purpose, and is harmonious with the balance of the Structure.

PASSED and **ADOPTED** by the 2007-2008 Napa County Grand Jury on this 10th day of April, 2008.



William E. Trautman
Foreperson